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To: The Chair and Members
of the Cabinet

County Hall
Topsham Road
Exeter
Devon
EX2 4QD

Date: 5 October 2021

Contact: Karen Strahan, 01392 382264

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CABINET

Wednesday, 13th October, 2021

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

Phil Norrey
Chief Executive

A G E N D A

PART I - OPEN COMMITTEE

1 Apologies for Absence

2 Minutes

Minutes of the meeting held on 8 September 2021 (previously circulated).

3 Items Requiring Urgent Attention

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

4 Announcements

5 Petitions

6 Question(s) from Members of the Council

FRAMEWORK DECISION

NIL

KEY DECISIONS

7 A382 Drumbridges to Newton Abbot Major Road Network Scheme (Phase 3)
(Pages 1 - 22)

Report of the Head of Planning, Transportation and Environment (PTE/21/32), seeking approval to progress activities associated with the preparation of the Full Business Case (FBC) for the A382 Corridor Improvement scheme from Drumbridges to Newton Abbot in a Major Road Network bid to the DfT, attached.

An Impact Assessment is attached for the attention of Members at this meeting.

*Electoral Divisions(s): Bovey Rural;
Newton Abbot North; Newton Abbot
South*

8 Devon County Council Proposed Bus Service Improvement Plan (BSIP) (Pages 23 - 54)

Report of the Head of Planning, Transportation and Environment (PTE/21/33), seeking approval of the main principles of a Bus Service Improvement Plan (BSIP), the forthcoming public consultation and a proposed bid to Government, attached.

An Impact Assessment is attached for the attention of Members at this meeting.

Electoral Divisions(s): All Divisions

9 Special Educational Needs and Disabilities (SEND) Capital Programme: Update and Additional Approvals (Pages 55 - 94)

Report of the Head of Planning, Transportation and Environment (PTE/21/34), giving an updated position on the delivery of state funded special school places across the County and seeking financial approval for an existing project at Okehampton Special School and a new start project at Ace Tiverton, attached.

There are two Impact Assessments attached for the attention of Members at this meeting on Strategic Pupil Place Planning and School Organisation and the establishment of a new Special School in Okehampton.

Electoral Divisions(s): All Divisions

10 North Devon Enterprise Centre Phase 2 - Provision of support for development (Pages 95 - 118)

Report of the Head of Economy, Enterprise and Skills (EES/21/3), seeking approval for funding to enable Phase 2 of the North Devon Enterprise Centre to be constructed, attached.

An Impact Assessment is attached for the attention of Members at this meeting.

Electoral Divisions(s): Chulmleigh & Landkey; Fremington Rural

11 Advanced Practitioner Role – Adult Social Care (Pages 119 - 128)

Report of the Head of Adult Care Operations and Health (ACOH/21/01) seeking approval for funding for new Advanced Practitioner roles in Adult Social Care, attached.

Electoral Divisions(s): All Divisions

12 Domestic Abuse Act 2021: Delivery of the Council's statutory duty under Part 4 (Pages 129 - 158)

Report of the Head of Communities (SC/21/3) providing an outline of the New Statutory Duties on Local Authorities arising from the Domestic Abuse Act 2021 and a proposed Strategy, attached.

The Corporate Infrastructure and Regulatory Services Scrutiny Committee had at its meeting on 23 September 2021 considered the Report of the Head of Communities (SC/21/1) on the delivery of the Council's statutory duty under Part 4 of the Domestic Abuse Act 2021, (Minute 13 referred) and subsequently RESOLVED that the Report be commended to Cabinet, subject to (a) Devon County Council be asked to sign up to the employer's initiative on domestic abuse, and encourage partners to do the same; and (b) Outcome 2 objectives refer to needing a multi-agency approach that should specifically include employers and trade unions.

Electoral Divisions(s): All Divisions

- 13 Property Consultancy and Facilities Management Service Model (Pages 159 - 184)

Report of the Head of Digital Transformation and Business Support on proposals for the future delivery model of property consultancy, facilities management, catering and cleaning services, attached.

The Corporate Infrastructure and Regulatory Services Scrutiny Committee had at its meeting on 23 September 2021 received a Report on the same (minute 8 referred) and subsequently RESOLVED that the Report and actions taken be commended to Cabinet, subject to an additional part of the Report detailing the composition of the Liaison Board and required skills of the Board Directors, and how recruitment will be undertaken.

Electoral Divisions(s): All Divisions

- 14 Adult Care and Health Market Sufficiency Statement (Pages 185 - 194)

Report of the Locality Director (Care and Health) (ACH/21/135) relating to the sufficiency of the adult care and health provider market in 2021, attached.

Electoral Divisions(s): All Divisions

MATTERS REFERRED

NIL

STANDING ITEMS

- 15 Question(s) from Members of the Public

- 16 Minutes

Minutes of the bodies shown below are circulated herewith for information or endorsement as indicated therein (i.e. any unstarred minutes):

- a Farms Estate Interviewing Committee - 31 August 2021 (Pages 195 - 198)
- b Farms Estate Interviewing Committee - 27 September 2021 (Pages 199 - 200)
- c Farms Estate Committee - 27 September 2021 (Pages 201 - 204)

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

17 Delegated Action/Urgent Matters

The Register of Decisions taken by Members under the urgency provisions or delegated powers is available on the website in line with the Council's Constitution and Regulation 13 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012. The decisions taken and associated information can be found [here](#).

18 Forward Plan (Pages 205 - 216)

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

The [Forward Plan is available on the Council's website](#).

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

NIL

Members are reminded that Part II Reports contain exempt information and should therefore be treated accordingly. They should not be disclosed or passed on to any other person(s). They need to be disposed of carefully and should be returned to the Democratic Services Officer at the conclusion of the meeting for disposal.

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Declarations of Interest for Members of the Council

It is to be noted that Members of the Council must declare any interest they may have in any item to be considered at this meeting, prior to any discussion taking place on that item.

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Induction Loop available



A382 Drumbridges to Newton Abbot Major Road Network Scheme (Phase 3)

Report of the Head of Planning, Transportation and Environment

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

Recommendation: That Cabinet:

- (a) approves the preliminary scheme layout shown on the scheme plans (attached to the report in Appendix 1) and delegates to the Head of Planning, Transportation and Environment, in consultation with the Cabinet Member for Climate Change, Environment and Transport and relevant local member(s), to make minor amendments to the scheme details and to progress towards a Full Business Case (FBC);
- (b) approves the commencement of the acquisition of land through negotiation and/or a Compulsory Purchase Order (CPO) and any associated Side Road Orders;
- (c) approves the funding of advance works for utility diversions, land acquisition and mitigation measures of £2.469 million in 21/22 and 22/23 and £1.5 million in 23/24 funded by Local Transport Plan (LTP) grant (which will be eligible for DfT grant funding, if the scheme receives FBC approval; and
- (d) approves that the Scheme may proceed to tender and prepare a Full Business case submission to the Department for Transport at an estimated cost of £44.85 million of which £38.12 million will be funded by the DfT with the remaining £6.73 million funded by developer contributions and LTP grant.

1. Summary

The A382 Drumbridges to Forches Cross Major Road Network (MRN) Outline Business Case (OBC) was given programme entry by the Department for Transport (DfT) in May 2021.

This report seeks approval to progress activities associated with the preparation of the Full Business Case (FBC) for the A382 Corridor Improvement scheme from Drumbridges to Newton Abbot in a Major Road Network bid to the DfT. This requires approval to progress with detailed design, approval to acquire land, approval to begin advance works like planting and land acquisition mitigation measures, and approval to go to tender to confirm the scheme cost prior to submitting the FBC. Further Cabinet approval will be sought prior to the submission of the FBC and award of construction contract.

The scheme will enable the local plan development to come forward and improve access to Newton Abbot and the A38 by improving the A382 corridor for all modes. The scheme consists of road widening, upgrading pinch point junctions, providing new roundabouts, and providing a new link to the south of the corridor. The scheme also includes major upgrades to walking and cycling provision.

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2. Background

The A382 is a key route connecting Newton Abbot at Churchill's Roundabout with the A38 Strategic Road Network at Drumbridges roundabout. The existing road (excluding the recently upgraded link between Forches Cross and Whitehill Cross) is of a low standard with poor alignment, high traffic flows, a poor safety record and no facilities for pedestrians or cyclists.

Teignbridge District Council's adopted Local Plan sets out proposed residential and employment developments in the area between 2013 and 2033. In the Heart of Teignbridge, 6,000 homes and 11,000 jobs are included. In particular this features a large amount of residential development (2,300 homes) to the west of Newton Abbot and land for employment allocated at Forches Cross which will have a direct access onto the A382. These developments will result in significant traffic, pedestrian and cycle growth along the A382 corridor, travelling to and from Newton Abbot as well as vehicles travelling further using the A38 to Exeter and Plymouth.

The scheme identified to meet these objectives and improve the A382 between Drumbridges and Newton Abbot comprises a combination of road widening, junction improvements and new non-motorised provision to support the large amount of housing and employment on the A382 corridor allocated in the Teignbridge Local Plan.

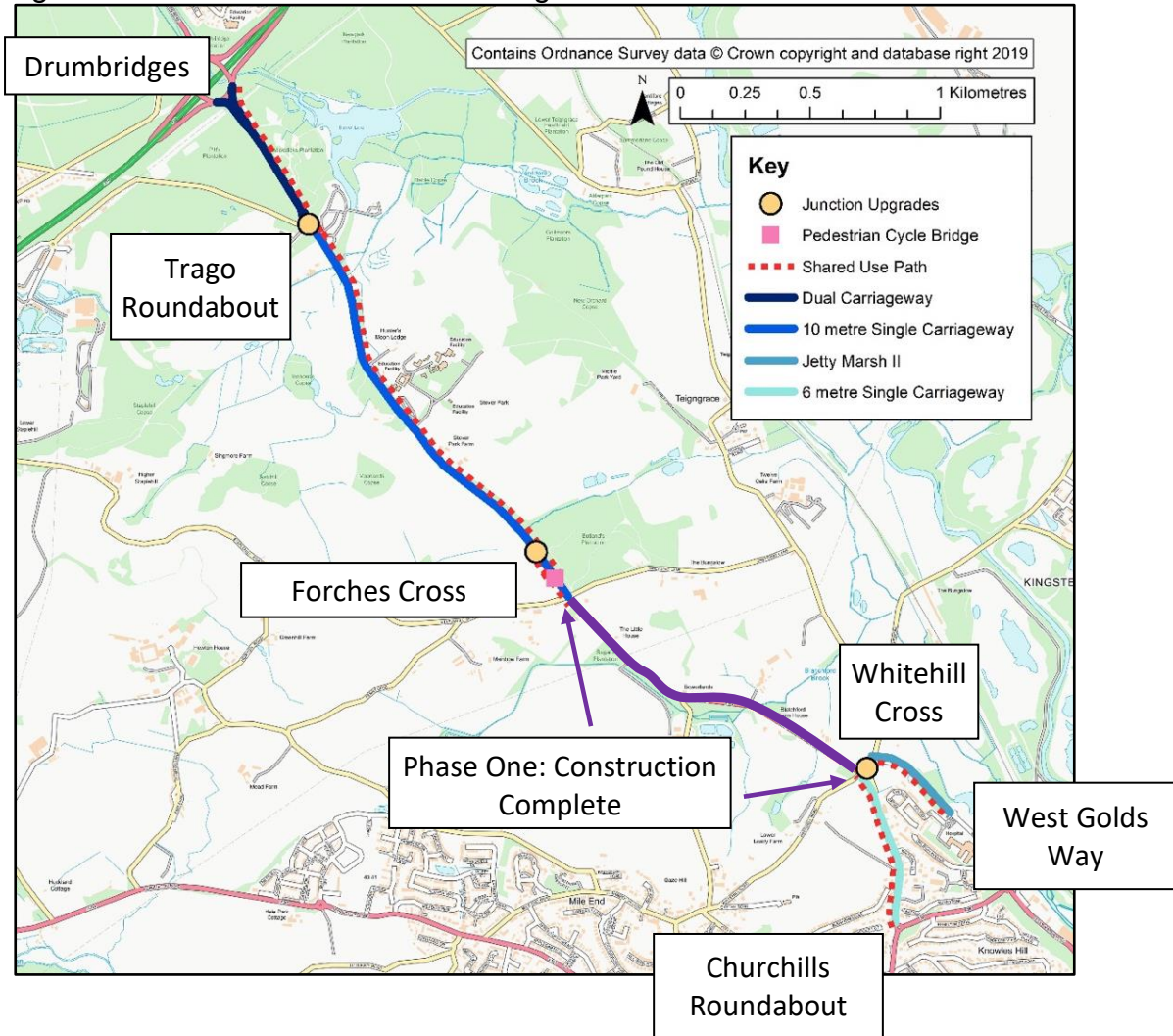
The improvements are being delivered in phases, determined by the deliverability of each section of the improvements in relation to land and funding. Phase 1 is shown on the location map in Figure 1 and has now been constructed. Phase 2 comprises a link between the A382 and A383 (Houghton Barton Link) and is currently under construction. This Cabinet report concerns Phase 3 of the A382 Corridor Improvements ("The Scheme") comprising elements described in Table 1 and shown in Figure 1.

Table 1 - Elements of A382 Drumbridges to Newton Abbot MRN Scheme - Phase 3

Location	Description
Drumbridges to Trago roundabout	Widening to 2 lane dual carriageway Parallel shared pedestrian and cycle path
Trago roundabout	Junction improvements
Trago roundabout to Forches Cross	Realignment and widening to 10 metre single carriageway Parallel shared pedestrian/cycle path
Forches Cross	New roundabout junction and short section of road widening Pedestrian and cycle bridge
Whitehill Cross	Junction improvements, including conversion to a roundabout

Whitehill Cross to West Golds Way	Jetty Marsh II, a new 6.5 metre wide single carriageway Parallel shared pedestrian and cycle path
Whitehill Cross to Churchills roundabout	Widening to 6 metre single carriageway Widening of the footway to 3.5 metres to accommodate a shared pedestrian and cycle path New pedestrian refuge island north of Whitehill Close

Figure 1 - Elements of A382 Drumbridges to Newton Abbot MRN Scheme - 3



3. Proposal

The scheme's Outline Business Case was given programme entry in May 2021 by the DfT. To progress to full approval Devon County Council must submit a Full Business Case (FBC), including a tender price and confirmation of land availability, to the DfT for consideration. This is currently programmed for November 2023, with several key activities which must be completed prior to FBC submission including detailed design, land acquisition, advance works and confirmation of a preferred contractor and tender price.

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Detailed Design

To progress to FBC submission further detailed design work must be undertaken to confirm scheme details within the outline design presented in the OBC. A grant has been agreed by the DfT, which can be used for activities relating to the production of the Full Business Case.

Land Acquisition

To progress the scheme several land parcels must be acquired in the scheme locality. These are for both the scheme's physical footprint and for local accommodation works. Some of this land acquisition will impact on several gardens and business land (including a golf course). No buildings will be purchased.

Though a grant has been agreed by the Department for Transport this can only be used for activities directly relating to the production of the Full Business Case. Advance works such as advance planting, land acquisition, and mitigation measures must therefore be funded by Devon County Council (at risk subject to full approval of the Full Business Case in 2023).

The preferred route for acquisition is land purchase by negotiation, and conversations are in progress with landowners to progress this route. However, due to time constraints posed by the scheme's programme for FBC submission it is also necessary to run a Compulsory Purchase Order for all land parcels to ensure that any stall in negotiations would not impact the programme for the overall scheme.

Tender

Decisions relating to the scheme's procurement are overseen by the scheme's dedicated Procurement Strategy Board. The team will work to procure the construction of the scheme in a way that provides Value for Money, and which is aligned to DCC's appetite for risk.

Further Cabinet approval will be sought once the preferred contractor(s) and final price for the scheme is known prior to awarding any contract(s). A tender will not be awarded before FBC approval and grant award.

4. Options and Alternatives

Scheme Design & Progression to FBC

The scheme design has been through consultation and planning, with feedback incorporated as required prior to OBC submission. At this stage of scheme development, the strategic nature of the scheme is fixed.

If the Full Business Case is not progressed, the programme will stall, and the current MRN funding opportunity will be lost. This would also mean that any money that DCC has spent to date at risk would be lost.

Land Acquisition & CPO

Throughout the design process work has been undertaken to minimise the amount of additional land required to build the scheme. Wherever possible DCC will continue to work with landowners to identify opportunities to secure the land by negotiation and mitigating any impacts of acquisition where it is required.

Advance Works

The scheme's planning permission has several planning conditions attached which must be met. Several of these relate to advance works and in particular advance planting. In addition, there is a need to carry out land acquisition mitigation measures and utility diversions.

If these activities were not undertaken at risk in tandem with the production of the Full Business Case and were instead undertaken after full approval was given by the DfT, then the programme for delivery would be significantly extended and there would be additional risks placed on the contractor. This extension of programme would be unlikely to be accepted by the DfT, as the ability to deliver the scheme quickly is a key aspect of the scheme's business case.

Tender

The FBC cannot be submitted without going through a robust and full procurement process, identification of a preferred contractor and tender price (though some smaller elements may be submitted as an estimate where these are to be procured significantly later in the programme).

5. Consultations, Representations and Technical Data

The Drumbridges to Forches Cross stretch of the scheme was included in the Teignbridge Local Plan. The scheme itself was also subject to a full public consultation. Further consultation was carried out as part of the planning application, prior to it being granted planning permission in June 2017.

The revised Jetty Marsh II section was granted planning permission in September 2019.

Proposed improvements to Exeter Road were consulted on in November 2018 and presented to Devon County Council's Cabinet in February 2019.

6. Financial Considerations

The majority of the scheme's funding is expected to come from a bid to the Department for Transport's Major Road Network investment programme. This total cost includes a local contribution of 15% which is a requirement of the MRN funding process. This local contribution will be a combination of LTP grant, section 106/Community Infrastructure Levy (local development contributions) and South West Exeter Housing Infrastructure Fund recycled developer contributions as agreed at Cabinet 14/10/2020 PTE/20/25. The majority of which is located in Teignbridge and is aimed at unlocking/enabling housing. It should be noted however that whilst the expenditure is profiled to take place in 2025/26, the majority of the developer

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contributions are not expected until 2026/27 at the earliest. This has been taken into account in forward funding reporting and monitoring.

In the immediate term, activities which are not covered by the DfT grant for developing the Full Business Case will be funded from the Local Transport Plan¹ with these funds repaid in future years assuming approval of the FBC.

Table 2: Funding Profile

		Local Transport Plan & Developers £million	DfT £million	Total £million
20/21 Sunk Costs	OBC submission	0.4		0.4
Advance Works 21/22 – 22/23	Land, planning, utilities & advance works	2.5	0	3.4
	Detail design, legal & tender	0	0.9	
Advance works 23/24	Land planning, utilities & advance works	1.5		1.9
	Detail design, legal & tender		0.4	
Construction 2024 -2027		2.33	36.82	39.15
Total		6.73	38.12	44.85

7. Legal Considerations

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

Private land belonging to a number of landowners is required for the Phase 3 scheme. It is the aim that all land and rights required would be secured by negotiation or by Compulsory Purchase Orders. If there are objections to the Compulsory Purchase Order then a public inquiry may be necessary, and this will require significant legal input.

8. Environmental Impact Considerations (Including Climate Change)

For the Planning Application, environmental considerations for the whole scheme were assessed through an Environmental Impact Assessment.

Regarding biodiversity impacts, construction of the scheme will lead to potential loss of habitats, disturbance from lighting and risk of traffic associated mortality. Mitigation measures will be implemented to avoid impacts where possible and

¹

[https://urldefense.com/v3/__https://democracy.devon.gov.uk/documents/g4174/Public*20reports*20pack*2008th-Sep-2021*2010.30*20Cabinet.pdf?T=10__;JSUIJSU!!B5cixuoO7ltTeg!XuYtoRaNdpMtLch9kCfulAxtQqB5_kzpk7r2NhMllIdSbrPep3yJ2v8UhVpUdOnKbLg\\$](https://urldefense.com/v3/__https://democracy.devon.gov.uk/documents/g4174/Public*20reports*20pack*2008th-Sep-2021*2010.30*20Cabinet.pdf?T=10__;JSUIJSU!!B5cixuoO7ltTeg!XuYtoRaNdpMtLch9kCfulAxtQqB5_kzpk7r2NhMllIdSbrPep3yJ2v8UhVpUdOnKbLg$)

reduce the potential impacts such as habitat re-creation and a sensitive lighting plan. With this mitigation in place, the scheme is shown to have a neutral impact on biodiversity.

In terms of landscape, the scheme will alter the width and alignment of the existing A382 carriageway. Replanting trees and hedgerows will help to mitigate the impact on landscape, therefore the impact on landscape is slight adverse.

The noise assessment considered the impacts on annoyance and disturbance associated with changes in the road traffic noise in terms of numbers of properties affected. With mitigation in the form of a low noise road surface and acoustic fencing the noise impact of the scheme is expected to be neutral. The Air Quality impact of the scheme is predicted to be neutral.

The scheme includes measures which would reduce impacts on air quality including road design to encourage free flow of traffic and the new shared pedestrian and cycle path which will encourage the use of sustainable transport modes.

Water Environment impacts have been assessed and a detailed Surface Water Sustainable Drainage Strategy (SuDS) has been produced. Due to the lack of formal drainage currently in place, along with the age of the existing structures along the current route of the A382, it is considered that the proposed development will have a net improvement in relation to water quality, flood risk and watercourse conveyance once appropriate mitigation measures have been put into place.

The scheme will lead to positive social impacts, by benefitting all road users including bus users through improved journey time reliability and pedestrians and cyclists through the introduction of new facilities. The scheme will improve access to and from Newton Abbot resulting in a cost saving for new and existing residents. Economic, social and environmental wellbeing will be improved through better access to employment, education and recreational destinations.

Further work is being undertaken as part of the production of the FBC to fully understand the carbon implications of the scheme.

9. Equality Considerations

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

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

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

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

In progressing this particular scheme, an Impact Assessment has been prepared which has been circulated separately to Cabinet Members and is also available alongside this Report on the Council's website at: [A382 MRN Improvement Scheme Impact Assessment September 2021](#), which Members will need to consider for the purposes of this item.

The scheme will have a positive impact on pedestrians and cyclists with the provision of new shared pedestrian/cycle infrastructure including paths and a bridge. This will enable sustainable travel in the future to/from new and existing employment, educational and residential developments on the A382 corridor and surrounding areas.

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

10. Risk Management Considerations

The scheme is subject to the normal engineering risks. A quantified risk assessment has been undertaken and these risk costs have been included in the scheme estimate. The top four risks are as follows:

- An environmental issue (such as discovery of a protected species) occurs such that it is not possible to obtain a license for clearance, delaying the programme. To mitigate this, advance surveys continue to be undertaken to understand if any protected species may be present
- Inflation or other market conditions occur such that the bid prices returned during the tender process are beyond the funding envelope of the scheme. This risk will be monitored through ongoing procurement exercises for other schemes and through market research
- Unexpected ground conditions could occur such that the feasibility for building the scheme as it is currently designed becomes impossible. This risk is being mitigated through ground surveys which are currently being undertaken to inform the detailed design process
- Statutory utilities are found to be impacted by the scheme such that extensive mitigation or relocation works are required, delaying the programme and impacting the budget. To mitigate this risk early meetings are being held with the relevant utilities and the lead in time for any works is monitored against the programme.

11. Public Health Impact

Many scheme elements, including increased road width, better alignment, new junction layouts and segregation of non-motorised users will have a demonstrable improvement on the poor road safety record of the existing road.

The provision of a shared pedestrian/cycle path will also encourage travel by sustainable, active modes in the future to/from new and existing employment, educational and residential developments on the A382 corridor and surrounding areas.

The scheme is and will continue to be subject to Road Safety Audits.

12. Reason for Recommendation

The scheme enables the third Phase of the A382 improvements to be constructed with the aim of fulfilling the overall scheme objectives to deliver development, improve journey times, improve safety and encourage the use of sustainable modes of transport. The scheme is consistent with the aims of the Devon and Torbay Local Transport Plan 3 and the Local Enterprise Partnership with regard to economic growth.

Dave Black
Head of Planning, Transportation and Environment

Electoral Divisions: Newton Abbot North and Newton Abbot South

Cabinet Member for Climate Change, Environment and Transport: Councillor
Andrea Davis

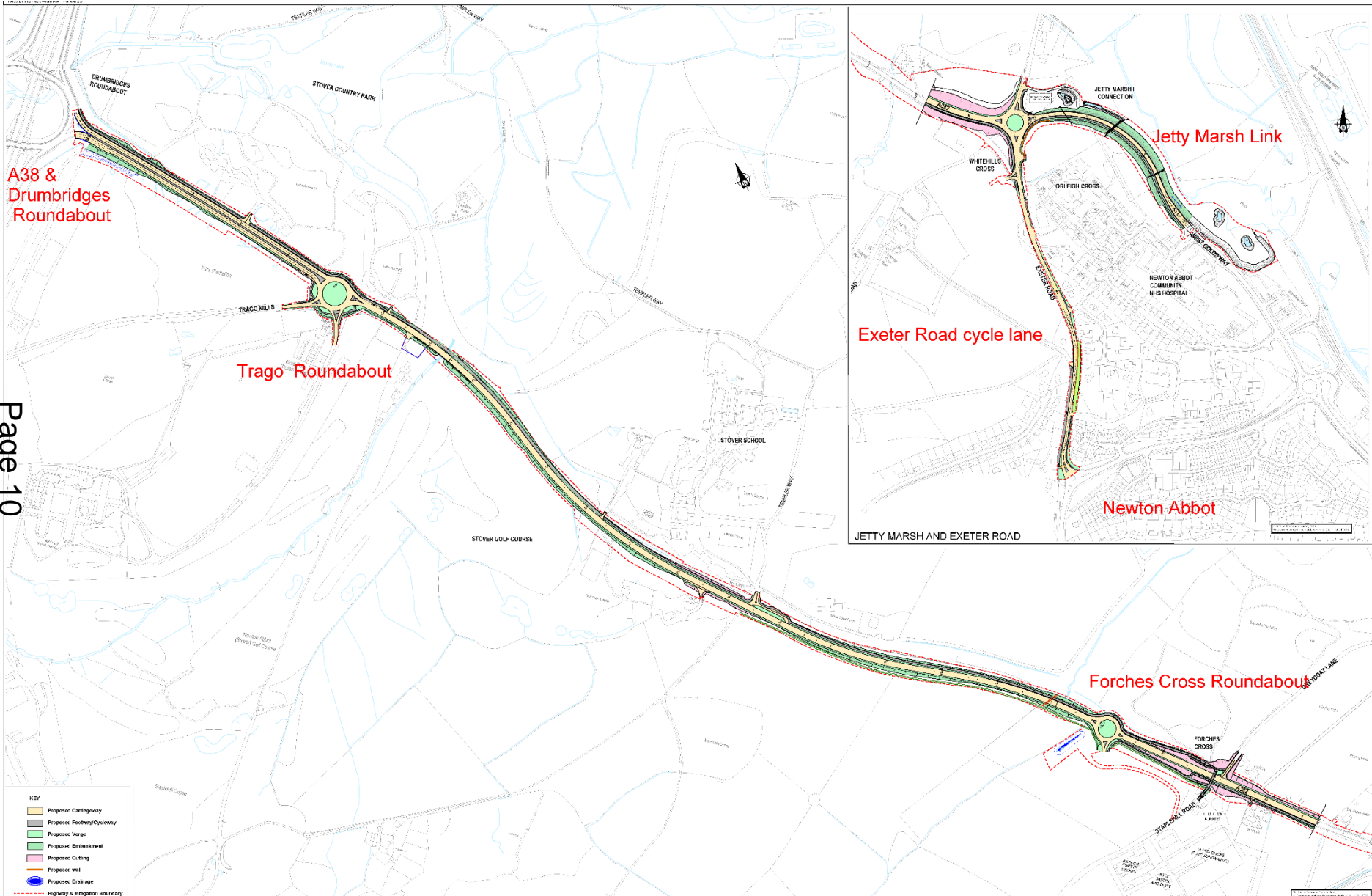
Local Government Act 1972: List of Background Papers

Contact for enquiries: Clare Breckin
Room No: County Hall, Topsham Road, Exeter EX2 4QD
Tel No: (01392) 383000

Background Paper	Date	Reference
Nil		

A382 Drumbridges to Newton Abbot Major Road Network Scheme Phase 3 - Final

Appendix 1 to PTE/21/32 – Scheme Design



Devon County Council
Engineering Design Group
 Marlford Offices
 County Hall
 Tavistock Road
 Exeter
 EX2 4QQ
 Tel: 03-15 155 1001
 customer@devon.gov.uk
 www.devon.gov.uk

JOB: A382 DRUMBRIDGES TO NEWTON ABBOT MRM SCHEME
 DRAWING TITLE: Scheme Layout Plan

No.	Date	Drawn	Checked	Authorised	CR
1	10/06/2019	JL	HE		CR1

In the use of this drawing, a reference to another document, the responsibility to ensure all new drawings are kept up to date rests with the user of the drawing and not the author of the drawing.

Sheet No.	B15003/ 1	Rev	000
Scale	1:2500	Size	B1

Impact Assessment



Assessment of: A382 MRN Improvement Scheme

Service: Planning, Transportation & Environment

Head of Service: Dave Black

Version / date of sign off by Head of Service: Version 1. September 2021

Assessment carried out by (job title): Katie Pearce (Senior Transport Planner)

1. Description of project / service / activity / policy under review

The scheme identified to improve the A382 between Drumbridges and Newton Abbot comprises a combination of road widening, junction improvements and new non-motorised provision to support the large amount of housing and employment on the A382 corridor allocated in the Teignbridge Local Plan.

2. Reason for change / review

The scheme is ready to progress to Full Business Case Preparation.

3. Aims / objectives, limitations and options going forwards (summary)

The scheme design has been through consultation and planning, with feedback incorporated as required prior to OBC submission. At this stage of scheme development, the strategic nature of the scheme is fixed.

4. People affected, diversity profile and analysis of needs

The scheme will have a positive impact on pedestrians and cyclists with the provision of a new shared pedestrian/cycle path. This will enable sustainable travel in the future to/from new employment and residential developments on the A382 corridor.

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

5. Stakeholders, their interest and potential impacts

For the Planning Application (which was approved), environmental considerations for the whole scheme were assessed through an Environmental Impact Assessment.

The scheme will lead to positive social impacts, by benefitting all road users including bus users through improved journey time reliability and pedestrians and cyclists through the introduction of new facilities. The scheme will improve access to and from Newton Abbot resulting in a cost saving for new and existing residents. Economic, social and environmental wellbeing will be improved through better access to employment, education and recreational destinations.

Further work is being undertaken as part of the production of the FBC to fully understand the carbon implications of the scheme.

6. Additional research used to inform this assessment

None

7. Description of consultation process and outcomes

The Drumbridges to Forches Cross stretch is part of the scheme, which was included in the Teignbridge Local Plan. The scheme itself was also subject to a full public consultation. Further consultation was carried out as part of the planning application, prior to it being granted planning permission in June 2017.

The revised Jetty Marsh II section was granted planning permission in September 2019.

Proposed improvements to Exeter Road were consulted on in November 2018 and presented to Devon County Council's Cabinet in February 2019

8. Equality analysis

Giving Due Regard to Equality and Human Rights

The local authority must consider how people will be affected by the service, policy or practice. In so doing we must give due regard to the need to: eliminate unlawful discrimination, harassment and victimisation; advance equality of opportunity and foster good relations.

Where relevant, we must take into account the protected characteristics of age, disability, gender, gender reassignment, pregnancy and maternity, marriage and civil partnership, sexual orientation, race, and religion and belief. This means considering how people with different needs get the different services they require and are not disadvantaged, and facilities are available to them on an equal basis in order to meet their needs; advancing equality of opportunity by recognising the disadvantages to which protected groups are subject and considering how they can be overcome.

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

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

- The Equality Act 2010 and other relevant legislation does not prevent the Council from taking difficult decisions which result in service reductions or closures for example, it does however require the Council to ensure that such decisions are:
 - Informed and properly considered with a rigorous, conscious approach and open mind, taking due regard of the effects on the protected characteristics and the general duty to eliminate discrimination, advance equality and foster good relations.
 - Proportionate (negative impacts are proportionate to the aims of the policy decision)
 - Fair
 - Necessary
 - Reasonable, and
 - Those affected have been adequately consulted.

Characteristics	Potential or actual issues for this group. [Please refer to the Diversity Guide and See RED]	How will the project / service / policy / activity: <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (meet needs / ensure access, encourage participation, make adjustments for disabled people, 'close gaps'). foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
All residents (include generic equality provisions)	Some traffic disruption will be experienced during construction.	The improvement will benefit all road users including bus users through improved journey time reliability and pedestrians and cyclists through the introduction of new facilities.
Age	None identified	Improvements to the road will improve vehicle trips for anyone who uses private cars, motorcycles and buses. Walking and cycling improvements will also benefit those of any age.
Disability (incl. sensory, mobility, mental health, learning disability, neurodiversity, long term ill health) and carers of disabled people	None identified	The biggest benefit is to car users. The shared pedestrian and cycle path will be 3 metres wide which will provide a suitable width for disabled users.
Culture and ethnicity: nationality/national origin, ethnic origin/race, skin colour, religion and belief	None identified	None identified

Characteristics	Potential or actual issues for this group. [Please refer to the Diversity Guide and See RED]	How will the project / service / policy / activity: <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (meet needs / ensure access, encourage participation, make adjustments for disabled people, 'close gaps'). foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
Sex, gender and gender identity (including men, women, non-binary and transgender people), and pregnancy and maternity (including women's right to breastfeed)	None identified	None identified
Sexual orientation and marriage/civil partnership	None identified	None identified
Other relevant socio-economic factors such as family size/single people/lone parents, income/deprivation, housing, education and skills, literacy, sub-cultures, 'digital exclusion', access to transport options, rural/urban	None identified	None identified

9. Human rights considerations:

None identified

10. Supporting independence, wellbeing and resilience. Give consideration to the groups listed above and how they may have different needs:

In what way can you support and create opportunities for people and communities (of place and interest) to be independent, empowered and resourceful?

The upgrades will provide better access to Newton Abbot both by better vehicular access and by new facilities for walking and cycling. These upgraded facilities will provide better opportunities for people and communities to travel and access essential goods and services

In what way can you help people to be safe, protected from harm, and with good health and wellbeing?

Many scheme elements, including increased road width, better alignment, new junction layouts and segregation of non-motorised users will have a demonstrable improvement on the poor road safety record of the existing road.

The provision of a shared pedestrian/cycle path will also encourage travel by sustainable, active modes in the future between new developments, employment sites and Newton Abbot.

In what way can you help people to be connected, and involved in community activities?

The upgrades will provide better access to Newton Abbot both by better vehicular access and by new facilities for walking and cycling. These upgraded facilities will provide better opportunities for people and communities to travel and access community activities

11. Environmental analysis

An impact assessment should give due regard to the following activities in order to ensure we meet a range of environmental legal duties. The policy or practice does not require the identification of environmental impacts using this Impact Assessment process because it is subject to (please mark X in the relevant box below and proceed to the 4c, otherwise complete the environmental analysis table):

Devon County Council's Environmental Review Process	
Planning Permission	X
Environmental Impact Assessment	X
Strategic Environmental Assessment	

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Reduce, reuse, recycle and compost:		Contractor will produce a Construction Management Plan
Conserve and enhance wildlife:		Currently looking for opportunities to achieve a net gain in bio-diversity
Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:		DCC has identified that the scheme may impact a listed park and building and will continue to work to minimise this
Conserve and enhance Devon's cultural and historic heritage:		N/A
Minimise greenhouse gas emissions:		Currently investigating the GHG impact of construction and operation, and opportunities to reduce where possible
Minimise pollution (including air, land, water, light and noise):		The scheme contractor will produce a Construction Management Plan
Contribute to reducing water consumption:		N/A
Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):		Currently investigating r carbon impact of construction and operation, and opportunities to reduce where possible
Other (please state below):		

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12. Economic analysis

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Impact on knowledge and skills:	None identified	Positive impact on access to knowledge and skills.
Impact on employment levels:	None identified	Scheme construction will require additional workforce and improve access to new and existing employment areas.
Impact on local business:	Some traffic disruption will be experienced during construction.	Scheme construction will require additional workforce and improve access to new and existing employment areas

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13. Describe and linkages or conflicts between social, environmental and economic impacts (Combined Impacts):

None identified

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

Economic, social and environmental wellbeing will be improved through better access to employment, education and recreational destinations.

Procurement and tendering for construction is prescribed through separate DCC procedures and frameworks.

15. How will impacts and actions be monitored?

A full monitoring and evaluation plan will be submitted as part of the Full Business Case.

Devon County Council Proposed Bus Service Improvement Plan (BSIP)

Report of the Head of Planning, Transportation and Environment

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

Recommendation: that the Cabinet be asked to:

- (a) Agree the main principles of a Bus Service Improvement Plan (BSIP) to be agreed in partnership with our local bus companies;
- (b) Agree the forthcoming public consultation on the main recommendations within the County Council's Bus Service Improvement Plan;
- (c) Approve a bid to the Government of approximately £34m per year (revenue) and with a local contribution based on the emerging allocated revenue budget for 2022/23. In addition, a bid for £7.5m capital for bus priority measures with a local contribution from the Local Transport Plan. This is subject to a further review of cost and approval by the County Treasurer and the Head of Planning, Transportation and Environment, in consultation with the Cabinet Member for Climate Change, Environment and Transport;
- (d) Give the Head of Planning, Transportation and Environment, in consultation with the Cabinet Member for Climate Change, Environment and Transport delegated authority to make minor amendments to the Bus Service Improvement Plan following the consultation and response from the Department for Transport (DfT).

1. Summary

Bus is the main form of public transport in Devon, providing services to a large range of people, many of whom have no alternative means of transport. The opportunity provided by the government to bid for extra funding will provide a quantum leap in how the bus service operates in the future. The bid is the first step in a process to engage in a conversation with government on how best to improve the current service and how it should be funded.

This report sets out the framework for the implementation of the aims and objectives of the Government's National Bus Strategy – Buses Back Better and how these would be applied to the Devon through the Bus Service Improvement Plan (BSIP).

2. Introduction

In March 2021 the UK Government published its National Bus Strategy for England – [Bus back better - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/94422/nbs-2021-2026.pdf). This sets their vision for the future of local bus services, linked with the recovery of public transport after COVID19. They aim to increase the importance of local bus services as an integrated part of the transport network.

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The national strategy aims to make buses greener, more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper and is linked with the Government's funding announcement prior to the pandemic of £3bn of new funding to improve local bus services across England.

The strategy sets out a way forward for the County Council and its local bus operators to work together and form an Enhanced Partnership (EP).

Within the Strategy and associated guidance, a timetable has been set out to work towards the forming of the EP:

- By 30 June 2021 the County Council and our local bus companies had to commit to working towards the EP. This has been achieved and by doing so both the County Council and the bus companies will continue to receive financial support until March 2022 to maintain the bus network in the face of lower patronage due to COVID19.
- By 31 October 2021 the County Council must have developed and published a Bus Service Improvement Plan (BSIP). The BSIP will be submitted to the Department for Transport (DfT) and published on the DCC website.
- This report sets out the main recommendation of this BSIP for approval. The BSIP will be an ongoing live document with at least an annual review, linked to the aims and objectives of the EP.
- From 1 November 2021 the DfT will assess the BSIPs submitted by each LTA and respond with a funding package for the next three years.
- By April 2022 the EP must be in place as new discretionary forms of funding will only be available through this mechanism.

3. Proposal

The DfT are looking for ambitious plans to improve local bus services and the County Council plans to respond with the following proposals:

Bus Service Improvements

Our base line is to continue to maintain the current network wherever possible as it recovers from the pandemic.

Beyond that we propose to include service improvements set out in the table below:

Area for Improvement	Details
Improvement to rural services	<ul style="list-style-type: none">• Provision of at least four return journeys Monday to Saturday for all communities with a population of over 500.• Exploration of alternative models of delivery including Demand Responsive Transport (DRT), expansion of Fare Cars or fixed routes.
Evening and Sunday services	<ul style="list-style-type: none">• On improved inter urban and city corridors; a service of at least three journeys per evening and on Sunday.

	<ul style="list-style-type: none"> • Expansion of hourly night-time services for routes carrying over 2 million passengers* per annum.
Inter-urban services	<ul style="list-style-type: none"> • Improvements to services identified in the Exeter Transport Strategy up to a maximum frequency of 15 minutes. • Other services into Exeter to gain an additional journey per hour, plus those to strategic towns such as Barnstaple, Newton Abbot or Plymouth currently carrying over 100,000 passengers* per annum.
Devon “Lynx” services	<ul style="list-style-type: none"> • Strategic links improved between centres of population. • Better connections with the strategic rail and coach network. Examples of possible links included in Appendix A.
City and town services	<ul style="list-style-type: none"> • Towns with a population of 20,000 to gain an additional journey per hour if carrying over 100,000 passengers* per annum. • Towns with a population of between 5,000 and 15,000 to gain a minimum provision of an hourly off-peak service.

Figure 1: table showing proposed improvements to bus services

*Passenger numbers are based on pre COVID19 levels

We appreciate all will wish to know what this means in detail for individual areas; all improvements are subject to available funding, public consultation, and on-going working with bus companies as we move towards the establishment of the EP. Four workshops (East & Mid Devon, Exeter, South Hams & Teignbridge & West Devon, North Devon & Torridge) are in place for Devon County Councillors, and all should now have received an invitation to one of these.

Bus Priority

The National Bus Strategy expects significant increases in bus priority to make the bus an attractive alternative to private transport. Journey times in peak periods vary considerably. The roll out of contactless payment has decreased boarding times at peak times, but additional journey times (and costs) remain built into current timetables to reflect the higher levels of congestion.

The Exeter Transport Strategy sets out a long-term vision for priority corridors for bus services into the city and the BSIP will propose expanding this concept to other urban areas of the County. Points where delays occur have been identified and will focus on the most affected bus routes serving Exeter, Exmouth, Newton Abbot and Barnstaple.

An example of this work includes the procurement of a new traffic light system for the County where the need to prioritise bus movements can be built into the specification.

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Infrastructure

The BSIP will consider the whole journey, including the so called first and last mile, with it being important to establish a positive passenger experience.

We will be proposing improvements to the level of information provided at bus stops and key interchanges based on the number of passengers, frequency of services and profile of the stop. This will help make buses easier to use and attract new people. The County Council is already recognised nationally for the quality of its public transport information, both in paper form and online. This will be developed and improved further, including further development of Real Time information.

Fares

Through the BSIP the County Council is seeking funding to reduce fares to make travel by bus better value, and therefore a more attractive option, which will lead to an increase in passenger numbers.

We are proposing a range of multi-operator tickets including:

- The expansion of the current Devon Day Ticket across Devon and Cornwall working with Cornwall Council, Plymouth City Council and Torbay Council and all bus companies across the Peninsula.
- A range of zonal tickets taking into account journey to work areas including:
 - Exeter and surrounding tickets
 - Northern Devon
 - Plymouth and surrounding catchment
 - Torbay and the South of the County.

We will explore the offer for young people and how this could be improved, in particular for those over 16.

We wish to expand ticketing options to include local rail services offering an integrated offer across all public transport and linked to rail operators.

Single network

For any passenger it is important that the bus network is presented as a single entity, irrespective of local bus operator and whether provided commercially by an individual company or through County Council financial support. We will expand our “Devon Bus” brand to develop a common identity for the bus network in Devon, including inter-available ticketing.

Future vehicles

Part of the strategy sets out targets for moving towards zero emission vehicles. The County Council has been involved in two previous unsuccessful bids for reduced emission or electric vehicles. The challenge in a county like Devon is the range of the vehicles versus the length of the routes operated.

Through the BSIP and EP we will be working with local bus companies and manufacturers to look at future options. We are currently working with a national bus manufacturer to look at examples of our longer distance routes and what method of

propulsion is possible now and in the future. This could include electric or hydrogen options.

Passenger experience

In partnership with the bus operators and in consultation with bus passengers we are developing a Bus Passengers' Charter. This will enable passengers to hold us as a local authority, and our operators to account for delivering the BSIP. The charter will set out how to use and access bus services and what they can expect from bus operators. It will include areas such as customer service, punctuality, vehicle cleanliness, information provision and complaint handling.

Integrated transport

The Government are looking for local bus services to be an integrated part of the transport network alongside other modes of transport, including rail, walking, and cycling.

Within the BSIP the County Council is proposing better connections with the rail network, as set out in Appendix B, which identifies possible improvements. Longer distance coach services also provide an important strategic connection.

The County has excellent cycle links and there is scope to introduce a programme aimed at upgrading bus stop infrastructure to offer a stronger multi-modal interchange. Bus / cycle hubs with secure parking would strengthen access to fast services on strategic bus corridors.

Through its Transport Coordination Service, the County Council manages all aspects of passenger transport including Education, Social Care and, on behalf of Devon CCG, Non-Emergency Patient Transport. The BSIP gives an opportunity to explore further integration of statutory transport services with an improved public transport network.

Community Transport

The county has a strong community transport sector and the BSIP gives the opportunity to further develop and integrate their services. This is especially important for access to health facilities – an example being our Community Car Forums; the County Council currently helps fund three regional forums across Devon which support over 60 volunteer car schemes and hundreds of volunteer drivers.

Working with neighbouring authorities

Recognising that travel patterns do not match local authority areas; Devon County Council is working with our neighbouring local authority transport teams. Working with Cornwall Council, Plymouth City Council and Torbay Council we have already highlighted improvements to cross border connections and possible collaborations for fare initiatives. We are also holding similar discussions with Dorset Council and Somerset County Council for the eastern side of Devon.

We are also sharing best practice across the South West Peninsula through the Peninsula Transport Sub National Transport Body.

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Impact of COVID19

Within the BSIP we will assess the impact of COVID19 in the short and long term. The level of patronage recovery varies across the County with, for example, services providing access to leisure activities over the summer recovering well compared to those linked with commuting such as Park & Ride services.

Impact on the supply of bus drivers is affecting this recovery and we are already working with our bus operators to identify possible solutions. This is also being raised at a national level so that the passenger transport sector is given the same recovery support as others.

Links with other strategies and developments

The BSIP will include how we can link the outcomes for local bus services improvements with other initiatives, for example future updates of our Local Transport Plan, Transport Infrastructure Plan or local cycling and walking infrastructure plans. The DfT is expecting strategies for different modes of transport to be looked at in a joined-up way and not in isolation.

The County Council has a good track record working with partners on the development of transport networks and we will emphasise this and how we can continue to work with others improving services. Examples include how we develop joint strategies with Dartmoor National Park, the NHS and main centres of employment or education.

4. Options/Alternatives

As part of the process of compiling our BSIP we have examined and costed three levels of service provision for all categories of service. The level set in section three, whilst still ambitious, does not include the highest service levels explored for rural areas. This is because the cost of this would prove very high for the numbers of potential passengers, and we can see no way how it could achieve any form of sustainability if Government funding was to end. We have therefore selected an interim level that balances the improvements with long-term sustainability. However, we wish to introduce small scale experiments in three areas of the County based on:

- Demand Responsive Transport as established in some other parts of the country
- An improved offer based on the Devon Fare Car model
- Improved fixed route services which, as well as benefiting the local community, provide a more sustainable alternative for access to leisure.

Based on the success of these experiments, we will consider rolling out further improvements across the county, subject to available funding.

Within the National Bus Strategy options for moving to a Bus Franchising model of delivery are set out. This is similar to the system in Greater London and as proposed in Greater Manchester. However, all other areas must first move to the Enhanced Partnership model. The County Council and our bus companies have worked successfully together on an informal basis, for example protecting the

network to the significant cuts in service seen in many other areas, and we believe the EP model is the best way forward at the present time.

5. Consultations/Representations

As per guidance from the DfT, a high-level stakeholder consultation took place in July and August. This was sent to over 500 individuals and organisations, including county, town and parish councillors, local authority representatives, bus, community transport and rail operators, industry recognised professional bodies, other organisations representing education, health care, tourism and local businesses.

A summary of the results from the consultation are shown in Appendix C and highlight the areas we considered as priority when writing our BSIP.

As a next step and following the Cabinet briefing, we are preparing to do the following:

- DCC Elected members have already been invited to four workshops (East & Mid Devon, Exeter, South Hams & Teignbridge & West Devon, North Devon & Torrington) to discuss this proposal and the BSIP in further detail
- The BSIP will go to the Scrutiny committee in November
- We will be undertaking a full public consultation on the BSIP over the period of November to January. This will include focus groups to cover the views of minority and protected groups, as well as a chance for the general public to give their views on our proposals.
- On-going discussions with our bus companies on our proposals and how they fit with their own plans and ideas.

6. Financial Considerations

Costings are estimated – final figures may vary as we are still awaiting input in some areas:

Area of Improvement	Details	Cost
Improvement to rural services	As shown in the proposed improvements table in Section 3 of this report.	£8,370,000
DRT (Demand Responsive Transport)	In addition to the improvements detailed above, costs indicated are for DRT trials in 4 rural areas over the next 3 years.	£2,160,000
Evening and Sunday Services	As shown in the proposed improvements table in Section 3 of this report	£2,790,000
Inter-urban	As shown in the proposed improvements table in Section 3 of this report.	£7,365,000

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Devon “Lynx” – strategic enhancements including links to rail services	As shown in the proposed improvements table in Section 3 and Appendix B of this report.	£4,575,000
City and town services	As shown in the proposed improvements table in Section 3 of this report.	£4,145,000
Devon Fares Strategy - lower and simpler to attract more passengers	Proposals include: introduction of regional zone tickets to simplify fares, supported fares for young person's (age 16-18), ticket machine upgrades.	£3,340,000
Devon Bus - branding and marketing	All buses in DCC area will carry the specified livery and Devon Bus or Devon Lynx branding. Development of websites and continuation of marketing campaigns.	£1,250,000
	TOTAL REVENUE COST PER YEAR	£33,995,000
Bus Priority Measures	Priority schemes identified across Devon to increase bus priority and reduce journey times by bus.	£5,000,000
Bus Stop Infrastructure	Standardisation of flags and information points with clear information to assist passengers.	£2,500,000
	TOTAL CAPITAL COST	£7,500,000

Any Government funding allocated through this process cannot be used to offset existing funding to support public transport. Match funding is also expected but the County Council is in a strong position with its existing continued support for public transport, the joined-up approach across internal and external transport budgets and its success in achieving other sources of funding, for example with Section 106 developer funding.

7. Legal Considerations

The County Council is empowered to financially support local bus services over and above what bus companies would provide if acting alone. It is not quite clear yet how the Enhanced Partnership will alter this process and if there will be a change in the law. It is likely that there will be a requirement to formalise the Enhanced Partnership with a legal agreement especially if there is a change in the way funding is used to support bus services.

Subsidised local bus services in Devon are secured within the terms of Sections 89 to 92 of the Transport Act 1985 with reference to tendering, together with the Service Subsidy Agreements (Tendering) (Amendment) Regulations 2004 which allow de minimis exemptions from tendering.

The development of the Bus Service Improvement Plan and the forming of an Enhanced Partnership is set out in the Bus Services Act 2017 plus associated guidance.

8. Environmental Impact Considerations (Including Climate Change)

As set out when DCC declared a climate emergency in 2019, transport accounts for 31% of Devon's greenhouse gas (GHG) emissions and the sector is the largest emitter. The movement of people, as apposed to goods, accounts for around two thirds of these transport emissions.

Whilst all areas of transport must decarbonise, transforming how we move about Devon will provide the opportunity to realise significant wider benefits for our health, safety, public and personal finances, and enjoyment of public space. A good local bus network reduces adverse environmental impacts by attracting people away from private vehicles, leading to less traffic and less emissions.

9. Equality Considerations

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

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

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

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

In progressing this particular proposal, an Impact Assessment has been prepared which has been circulated separately to Cabinet Councillors and is also available alongside this Report on the Council's website at: [Bus Services Improvement Plan - Impact Assessment \(devon.gov.uk\)](https://www.devon.gov.uk/Bus-Services-Improvement-Plan-Impact-Assessment), which Councillors will need to consider for the purposes of this item. The Impact Assessment will also be published as an appendix to the BSIP.

10. Risk Management Considerations

This policy/proposal has been assessed and all necessary safeguards or action have been taken/included to safeguard the Council's position.

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The County Council's BSIP is ambitious but does not include the highest service levels explored for rural areas. It is recognised that nearly every Local Transport Authority will be submitting a similarly ambitious bid. There is a risk that the DfT cannot afford to fully fund all the submitted bids. In this case it is anticipated there will be a conversation with the DfT on how to make the bid affordable.

The BSIP is predicated on the bus patronage levels rising to the those prior to COVID. The risk is that this will be not be achieved. It is assumed that if this does occur there will be a review of the BSIP to take account of this new baseline an either the BSIP will go ahead as planned or there will be some modest changes.

The aim is to create a virtuous circle: increasing usage, but also reducing operating costs so better services can be sustained without permanently higher subsidy. The risk is that the regular monitoring shows that improved service does not demonstrate a sustained increase in patronage. It is anticipated that upgrades will be given time to bed in before there is a review and the service revaluated.

11. Public Health Impact

The Impact Assessment has identified the positive contribution of bus services towards public health, including mental health.

12. Summary

The County Council has remained a strong supporter of public transport and maintained financial support over a number of years. It welcomes the opportunities the National Bus Strategy brings to build on our commitment and looks forward to being able to improve the network in the future.

The recommendations and suggested improvements set out in this document are an exciting and ambitious opportunity to put local bus services at the heart of the future transport network in the County and offer a real alternative to private transport.

Dave Black
Head of Planning, Transportation and Environment

Electoral Divisions: All

Cabinet Member for Climate Change, Environment and Transport: Councillor Andrea Davis

Local Government Act 1972: List of Background Papers

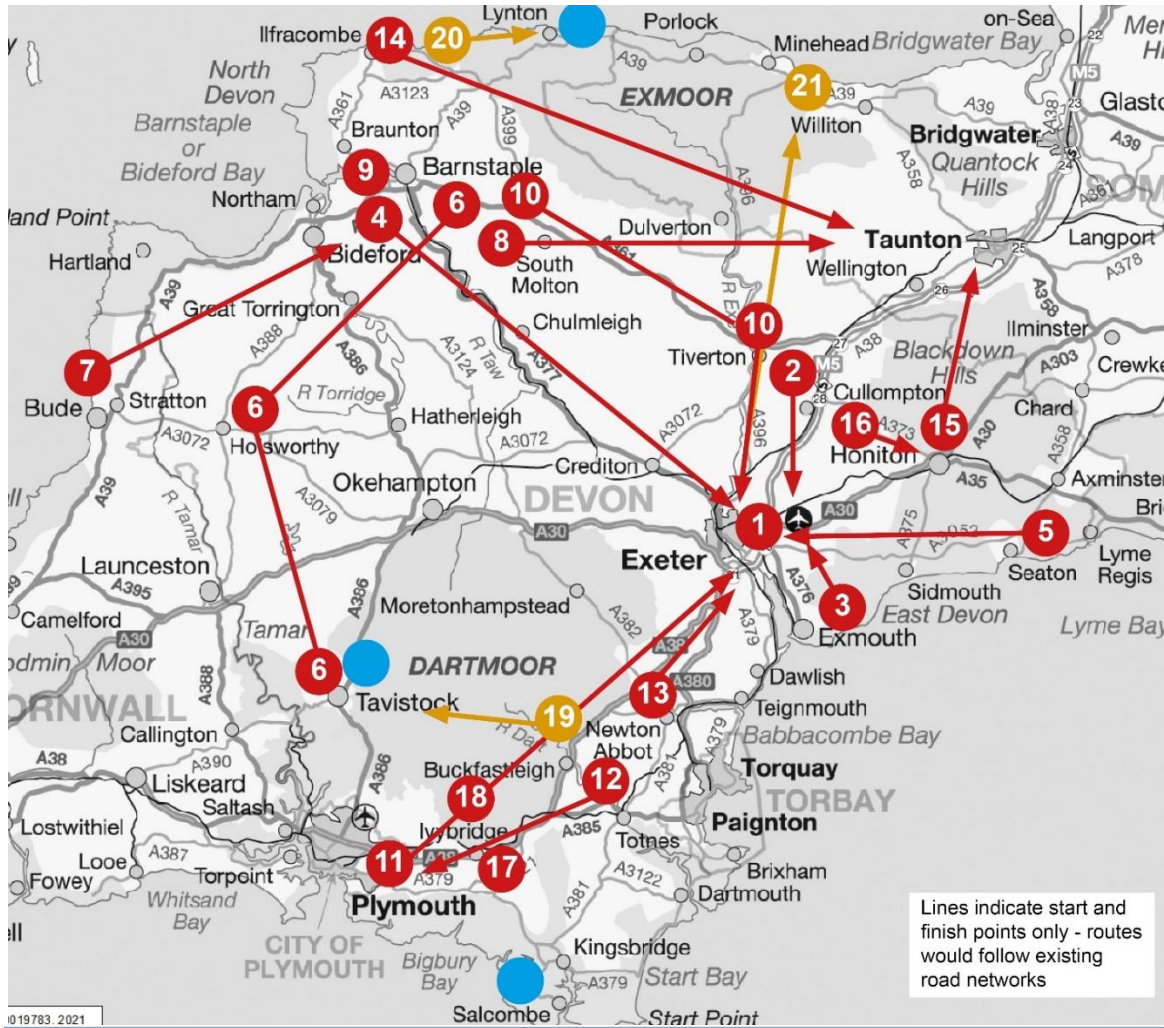
Contact for Enquiries: Damien Jones

Tel No: 01392 383000 Room: Matford Offices, County Hall, Exeter, EX2 4QD

Background Paper	Date	File Reference
Nil		

Appendix A to PTE/21/33

Map showing new proposed strategic bus links – “Devon Lynx”



1	Exeter City early morning/late evening services to East of Exeter growth point	11	Improved hourly X38 Exeter - Plymouth (forming part of Ivybridge to Plymouth 15-minute frequency)
2	New service Tiverton and Cullompton to East of Exeter growth point	12	New Newton Abbot - Plymouth service (also forming part of the Ivybridge to Plymouth improvement)
3	New service from Exmouth to East of Exeter growth point	13	Increase 7 between Newton Abbot - Exeter to every 30 mins (serves new developments along the route).
4	More direct Bideford to Exeter journeys	14	New strategic link Ilfracombe - Taunton via Lynton
5	More direct Seaton to Exeter journeys	15	Improve frequency on 20 between Honiton – Taunton, extends to Taunton Station
6	Strategic link - Barnstaple, Holsworthy, Tavistock (for connections to Plymouth)	16	New strategic link between Cullompton - Honiton Station
7	Through service between Bude, Bideford - Barnstaple (with Cornwall Council)	17	New strategic link between Bigbury, Modbury and Ivybridge Station
8	New strategic link between Barnstaple, South Molton, Bampton and Taunton	18	New Ivybridge, Plympton to Derriford Hospital service (working with Plymouth City Council)
9	New strategic link - Bideford, Barnstaple, South Molton, & Tiverton Parkway	19	New summer leisure service between Newton Abbot, Dartmeet and Tavistock
10	Improved hourly 155 between Barnstaple, Tiverton and Exeter	20	Summer leisure service between Ilfracombe – Lynmouth
Blue Circle	Devon Lynx Services already proposed or in operation – 300, 118, 164	21	Summer Saturday service between Exeter - Tiverton – Minehead

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Appendix B to PTE/21/33

Rail Enhancements – Links to Rail Services

With improvements on the rail network such as the opening of the new rail station at Marsh Barton and the full time reopening of the Okehampton line we wish to give increased opportunities for a seamless integrated journey. Examples of potential improvements at our stations include:

Station	Improvement to connecting bus services
Okehampton	<ul style="list-style-type: none"> • Service 118 will operate to Okehampton Station from its opening, providing a link to Lydford, Brentor and Tavistock. When the train service increases to hourly it is recommended that all journeys serve the Station • We will also explore links to from Tavistock to Bere Alston to link with the Tamar Valley line • We will work with Cornwall Council to explore improved frequencies from Launceston, Bude and Holsworthy • A new link from Hatherleigh will be examined and costed • When West Devon Transport Hub opens this will open up more opportunities
Axminster	<ul style="list-style-type: none"> • Earlier and later journeys and Sunday service from Seaton via Colyford and Colyton • Subject to discussion with Dorset Council examine earlier and later journeys to Lyme Regis
Barnstaple	<ul style="list-style-type: none"> • A new 2245 Barnstaple - Ilfracombe journey to connect with the 2233 train arrival and reduce waiting time for travel to Pottington, Braunton and Ilfracombe • Examine and cost extension of certain journeys on rural service to Combe Martin, Lynton and Woolacombe to the station • Examine and cost extending service town service from Whiddon Valley to the Station.
Bere Alston	<ul style="list-style-type: none"> • Explore options for better links to Tavistock and on to Okehampton station
Credton	<ul style="list-style-type: none"> • Local journeys to operate via the station for onward rail connections to Exeter, Barnstaple and Okehampton
Dawlish	<ul style="list-style-type: none"> • Improved frequency on local service will improve connections
Honiton	<ul style="list-style-type: none"> • Earlier and later journey from Sidmouth to Honiton station • Later journey connecting to Ottery St Mary • New strategic service from Cullompton
Ivybridge	<ul style="list-style-type: none"> • New Strategic links from Bigbury and Modbury to the south and Derriford Hospital and Plympton to the west
Newton Abbot	<ul style="list-style-type: none"> • Through journeys examined and costed from within the town and Bovey Tracey, Buckfastleigh, Ashburton, Chudleigh, Ipplepen and Kingsteignton • Including earlier and later journeys and a Sunday service which does not currently exist

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Pinhoe	<ul style="list-style-type: none">• With existing funding from South West Railways a link from the station to Skypark and Exeter Airport will be trialled in 2022
Taunton	<ul style="list-style-type: none">• Service from Honiton, Dunkeswell, Hemyock and Culmstock extended to station• New strategic links from Ilfracombe and Lynton and Barnstaple, South Molton and Tiverton providing links to station
Teignmouth	<ul style="list-style-type: none">• Town services to operate via station forecourt with earlier and later journeys for work and education travel
Tiverton Parkway	<ul style="list-style-type: none">• Extend Exeter service from Tiverton to Tiverton Parkway giving half hourly combined frequency with existing service. This will provide direct links for settlements along the Exe Valley to Tiverton Parkway• New strategic link – Bideford, Barnstaple, South Molton and Tiverton Parkway• Increase frequency between Cullompton and Tiverton parkway• Potential new links from Westleigh and Burlescombe
Totnes	<ul style="list-style-type: none">• Improved link to Kingsbridge and Salcombe already in place• Increased frequency from Dartmouth to improve connections
Umberleigh	<ul style="list-style-type: none">• New strategic link between South Molton and Torrington providing a new link for the Tarka Line

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Appendix C to PTE/21/33

Stakeholder Consultation – Summer 2021

What are the barriers to bus travel, and what should be the priorities for improvement?

During summer 2021, a high level consultation was undertaken with key local stakeholders, including representatives and officers of councils at all tiers of local government, bus operators, action/user groups and other public bodies (e.g. National Park authorities). We received 174 responses.

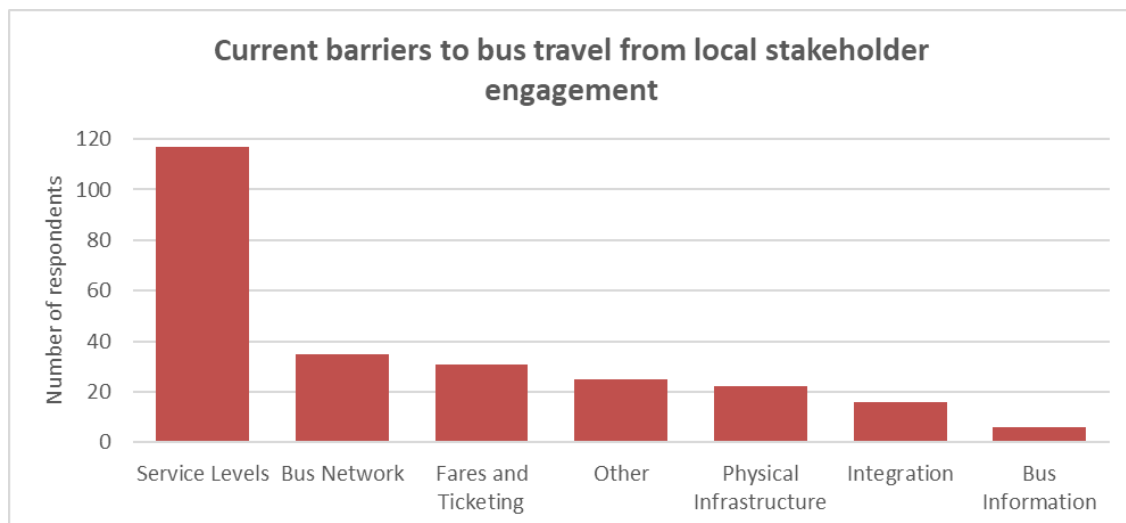
Respondents were asked for feedback in three areas:

1. What do you see as the biggest barrier to bus travel in Devon at the moment?
2. What areas would you see as a priority for the Bus Services Improvement Plan in Devon?
3. Comments/other areas for improvement you would like to be considered when we write our Bus Service Improvement Plan

Question 1 – Current barriers to bus travel

As shown in the figure below, service levels (including general service levels, evening services and weekend services) overwhelmingly emerged as the greatest barrier to bus travel among local stakeholders, with almost 120 of 174 responses referencing the topic. The design and reliability of the bus network and fares and ticketing were also identified as key barriers by around 20% of respondents. However, information provision/service promotion was seldom identified as a barrier, with only 6 respondents referring to this aspect.

Issues with the bus network were also commonly cited by town/parish councils, particularly those in rural areas, with many responses suggesting the range of destinations offered is too limited, and/or that routes are too indirect to be attractive. Operators raised a range of other issues, including concerns around the viability of routes and regaining patronage/consumer confidence post-COVID.



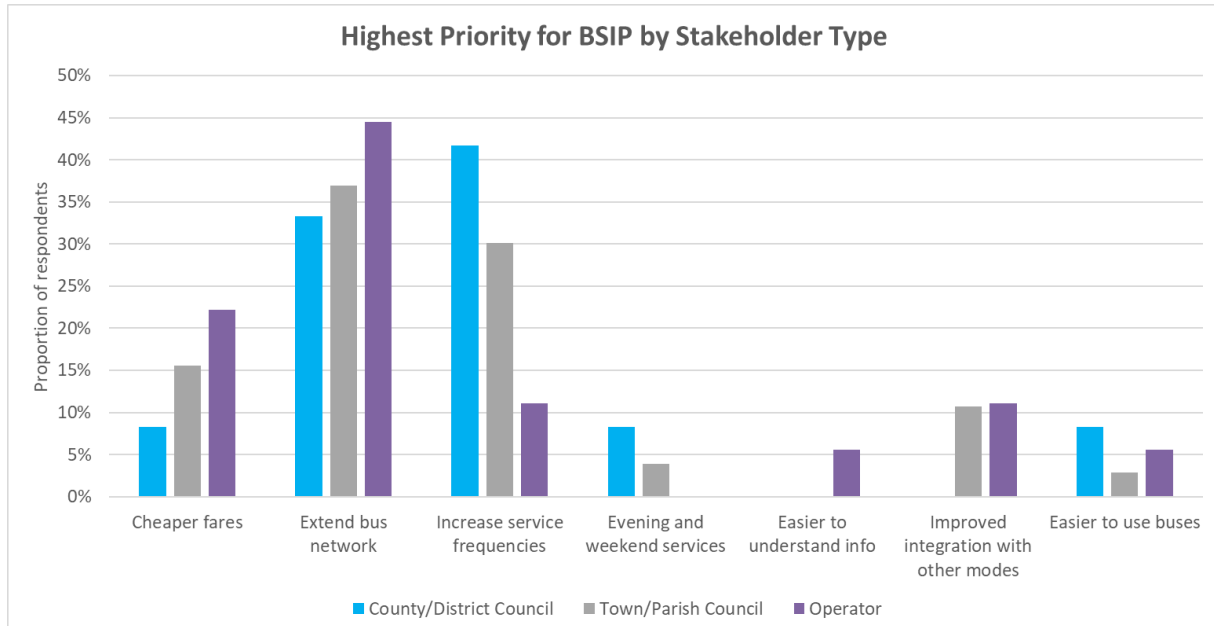
Question 2 – Priorities for BSIP

We invited respondents to rank seven items in terms of their importance for the BSIP:

- Cheaper fares;
- Extending the bus network to include more places;
- Increasing the frequency of services;
- Expanding services into evenings and weekends;
- Making bus information easier to understand and more consistent across operators;
- Improving integration with other modes of travel; and
- Making buses easier to use, with common branding, simpler fares and more easily accessible information.

The graph below shows the highest priority aspects among each of the three principal stakeholder groups. It can be seen that expanding the bus network was viewed as high priority by all stakeholder groups, but that increasing service frequencies was significantly less important to operators than local councils, especially county/district councils. Conversely, cheaper fares was viewed as the highest priority by over 20% of operators, but less than 10% of county/district councils saw this as the most pressing issue.

Of middling importance, with approximately equal numbers of respondents viewing as of high and low priority, were aspects such as cheaper fares and expanding evening and weekend services.

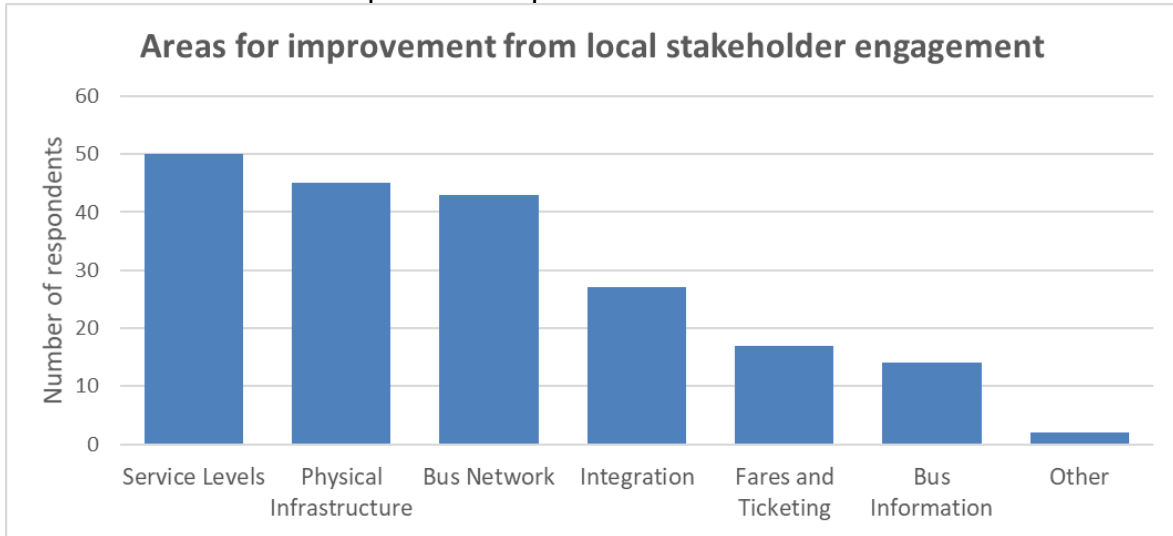


Question 3 – Other areas for improvement

Finally, as shown below, the suggestions of areas for improvement partly mirrored the feedback to Q1, regarding the principal barriers to bus use, with service levels emerging as the area most cited as needing improvement. However, comments regarding physical infrastructure and integration were more common in response to Q3, with the former including the introduction of more eco-friendly buses and

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improvements to bus stop infrastructure, and the latter being principally concerned with connections to other public transport services.



Devon County Council Proposed Bus Service Improvement Plan (BSIP) - Final

Impact Assessment



Assessment of: Bus Services Improvement Plan

Service: Planning, Transportation and Environment

Head of Service: Dave Black

Version / date of sign off by Head of Service: 26 September 2021

Assessment carried out by (job title): Damien Jones, Head of the Transport Coordination Service

1. Description of project / service / activity / policy under review

Devon County Council's Bus Services Improvement Plan (BSIP). This plan is in response to the Government's National Bus Strategy – published in March 2021. [Bus back better - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

2. Reason for change / review

This BSIP is something new. The Government has set out that we must publish this plan by the end of October 2021 to access funding being provided through the National Bus Strategy. It will remain a living document with regular review and form part of a new "Enhanced Partnership" with our local bus companies. An Enhanced Partnership will be as set out in the 2017

3. Aims / objectives, limitations and options going forwards (summary)

The aim is to improve bus services and attract more people on to them. How much we are able to improve the services will depend on how much money we get from Government. Through the Department for Transport, they will decide on how much money to give us when they have read our BSIP.

4. People affected and their diversity profile

Everyone in Devon, especially people who currently use buses or may begin using buses as a result of measures in BSIP, e.g., enhanced bus services to certain settlements.

Devon’s population is older than the national average, with 23% of Devon’s population being aged 65+ at the 2011 Census, compared to just 16% for England overall. The proportion of people describing themselves as limited in their day-to-day activities is approximately in line with England overall (19% for Devon, 18% for England overall), but ethnic diversity is significantly lower in Devon than England overall, with 98% of Devon’s population identifying as ‘White’, compared to 85% in England as a whole.

As shown in the table below, bus use is highest among those aged 17-20, both in terms of the absolute number of bus trips made and the proportion of trips made by bus. Those aged 70+ also make a significantly higher proportion of trips by bus (6%) than the general population (3%), with bus use being lowest amongst those aged 30-59.

		Trips per person per year (National Travel Survey 2019)								
Mode		All ages	0-16	17-20	21-29	30-39	40-49	50-59	60-69	70+
Local bus outside London	No.	32	37	73	33	20	18	21	31	46
	%	3%	4%	9%	4%	2%	2%	2%	3%	6%
All modes	No.	953	863	824	860	1,073	1,121	1,037	995	800

The proportion and number of trips made by bus tends to decrease with increasing income (i.e. bus services are an ‘inferior good’), primarily due to those with higher incomes typically having greater access to alternative transport modes, e.g. the private car. This is illustrated in the table below; among those in the 1st (lowest) income quintile, 6% of trips are made by bus, compared to just 2% among those in the 5th (highest) income quintile.

		Trips per person per year (National Travel Survey 2019)					
Mode		All income quintiles	1 st income quintile	2 nd income quintile	3 rd income quintile	4 th income quintile	5 th income quintile
Local bus outside London	No.	32	53	39	27	25	15
	%	3%	6%	4%	3%	2%	2%
All modes	No.	953	859	921	969	1,017	995

Additionally, according to National Travel Survey data:

- Females make a slightly greater proportion (4%) of trips by bus than males (3%).
- Although people with a mobility difficulty make a slightly smaller number of bus trips on average than those with no mobility difficulty, the *proportion* of trips made by bus is higher among those with a mobility difficulty, due to this group making fewer trips in total.
- Bus use is highest among those identifying as 'Black' or of mixed ethnicities, and lowest among those identifying as 'Asian'.

5. Stakeholders, their interest and potential impacts

The following have been identified:

- The local bus companies who run services who have agreed to work with the County Council as part of the new Enhanced Partnership. With improved services this should have a positive impact on their business
- Employers whose workers travel by bus (**24% of bus journeys in Devon are to and from work (Transport Focus Survey 2019)**). Improvements will improve access to work.
- Educational establishments including schools, colleges and universities whose students travel by bus (**12% of bus journeys in Devon are to and from education (Transport Focus Survey 2019)**). Improvements will improve access to Education
- Patients, carers and health and social care settings across the County. Improvements to will improve access to health.
- Neighbouring local authorities in whose areas Devon bus services run. We are working with these councils on a joined-up approach in many areas, for example a Passengers' Charter
- Devon County Councillors whose constituencies are served by buses.
- Businesses which bus services provide access to including access for shopping, leisure (for example access to Dartmoor national Park by bus)
- Community organisations, e.g., bus user groups and environmental pressure groups, who may advocate for bus service enhancements.
- Devon County Council, for whom bus enhancements will support strategic objectives, e.g. addressing the Climate Emergency.

6. Research used to inform this assessment

- Stakeholder consultation.
- Public consultation.
- Focus groups.
- Transport Focus survey.
- National Travel Survey data.
- Census data.

7. Description of consultation process and outcomes

A Stakeholder consultation has been carried out which went to the following:

- Local County Councillors
- Parish, Town and District Councils
- Health sector and group representatives
- Youth Parliament and other representative groups
- Transport campaign groups
- Exeter Airport
- National Parks and other associated sectors (for example National Trust)
- Other transport providers and sectors, for example rail
- Disability and other contact groups (working with Adult Social Care for appropriate contacts)
- Chamber of Commerce

175 responses were received, and the results will be included in the BSIP and has impacted on the improvements set out.

A public consultation will take place after the publication of the BSIP. Focus groups will also be held. This will include with current bus users, lapsed bus users and those who have never used a bus. It will also consider others, for example access for young people and those with a disability or additional need.

8. Equality analysis

Giving Due Regard to Equality and Human Rights

The local authority must consider how people will be affected by the service, policy or practice. In so doing we must give due regard to the need to: eliminate unlawful discrimination, harassment and victimisation; advance equality of opportunity and foster good relations.

Where relevant, we must take into account the protected characteristics of age, disability, gender, gender reassignment, pregnancy and maternity, marriage and civil partnership, sexual orientation, race, and religion and belief. This means considering how people with different needs get the different services they require and are not disadvantaged, and facilities are available to them on an equal basis in order to meet their needs; advancing equality of opportunity by recognising the disadvantages to which protected groups are subject and considering how they can be overcome.

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

- A reasonable level of choice in where and how they live their life and interact with others (this is an aspect of the human right to 'private and family life').
- An appropriate level of care which results in dignity and respect (the protection to a private and family life, protection from torture and the freedom of thought, belief and religion within the Human Rights Act and elimination of discrimination and the promotion of good relations under the Equality Act 2010).
- A right to life (ensuring that nothing we do results in unlawful or unnecessary/avoidable death).
- The Equality Act 2010 and other relevant legislation does not prevent the Council from taking difficult decisions which result in service reductions or closures for example, it does however require the Council to ensure that such decisions are:
 - Informed and properly considered with a rigorous, conscious approach and open mind, taking due regard of the effects on the protected characteristics and the general duty to eliminate discrimination, advance equality and foster good relations.
 - Proportionate (negative impacts are proportionate to the aims of the policy decision)
 - Fair
 - Necessary
 - Reasonable, and
 - Those affected have been adequately consulted.

[insert any cross-cutting or general responses to equality and diversity here, and delete this note...]

Characteristics	Potential or actual issues for this group. [Please refer to the Diversity Guide and See RED]	<p>In what way will you:</p> <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible. foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
All residents (include generic equality provisions)	Everyone may at some time need or wish to use a local bus service.	We encourage bus services which are for everyone to use.
Age	People with mobility difficulties may have difficulty getting to the bus stop and getting on and off buses.	<p>All but a few buses have level entrances to make it easier for everyone to get on and off.</p> <p>The BSIP includes an aim to make improvements at bus stops to make them easier to get to and for people to get on and off buses.</p> <p>Improved local bus services will result in greater opportunity for those eligible for a National Bus Pass to travel for free off-peak.</p> <p>For those who still cannot use local conventional local bus services support through community transport groups will remain.</p>

<p>Characteristics</p>	<p>Potential or actual issues for this group.</p> <p>[Please refer to the Diversity Guide and See RED]</p>	<p>In what way will you:</p> <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible. foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
<p>Disability (incl. sensory, mobility, mental health, learning disability, neurodiversity, long term ill health) and carers of disabled people</p>	<p>People with mobility difficulties may have difficulty getting to the bus stop and getting on and off buses. Some people find it difficult to obtain information in the correct format.</p>	<p>All but a few buses meet accessibility regulations to make it easier for everyone to get on and off.</p> <p>The BSIP includes an aim to make improvements at bus stops to make them easier to get to and for people to get on and off buses.</p> <p>Improved local bus services will result in greater opportunity for those eligible for a National Bus Pass to travel for free off-peak. This includes those with certain disabilities.</p> <p>We arrange one-to-one independent travel training for those with special educational needs to enable them to gain confidence in using local bus services. Improved services will open up more opportunities for this.</p> <p>For those who still cannot use local buses, we support community transport groups who provide transport for individuals in need.</p> <p>We support every kind of information service – on-line, printed and at the bus stop. Officers are available to advise and assist anyone who requires information in another format.</p>

Characteristics	Potential or actual issues for this group. [Please refer to the Diversity Guide and See RED]	<p>In what way will you:</p> <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible. foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
Culture and ethnicity: nationality/national origin, ethnic origin/race, skin colour, religion and belief	Everyone may at some time need or wish to use a local bus service.	<p>We encourage bus services which are for everyone to use.</p> <p>As detailed above, those identifying as 'Black' or mixed ethnicities make a greater proportion of trips by bus than the general population, hence enhancing bus services may particularly advance access to employment, services etc. for people in these ethnic groups.</p>
Sex, gender and gender identity (including men, women, non-binary and transgender people), and pregnancy and maternity (including women's right to breastfeed)	Everyone may at some time need or wish to use a local bus service.	<p>We encourage bus services which are for everyone to use.</p> <p>As detailed above, females make a slightly greater proportion of trips by bus than males, hence enhancing bus services may particularly advance access to employment, services etc. for females.</p>
Sexual orientation and marriage/civil partnership	Everyone may at some time need or wish to use a local bus service.	We encourage bus services which are for everyone to use.

<p>Characteristics</p>	<p>Potential or actual issues for this group.</p> <p>[Please refer to the Diversity Guide and See RED]</p>	<p>In what way will you:</p> <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible. foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
<p>Other relevant socio-economic factors such as family size/single people/lone parents, income/deprivation, housing, education and skills, literacy, sub-cultures, 'digital exclusion', access to transport options, rural/urban</p>	<p>Those on limited incomes may find bus fares expensive.</p>	<p>The BSIP includes proposals to introduce area tickets at more affordable prices.</p> <p>Independent research for Devon County Council (spring 2014) showed that 51% of supported service users have an income below £10,000 a year. A further 32% have an income of between £10,000 and £20,000. This is in line with National Travel Survey data, which shows bus use as being higher among lower income groups (see above). Therefore, enhancing bus services may particularly advance access to employment, services etc. for those in lower income groups.</p>

9. Human rights considerations:

No direct implications, however, enhancements to bus services may enable individuals to exercise certain human rights more easily, such as the right to employment or the right to education (both enshrined in the Universal Declaration of Human Rights) by improving access to employment/education. Bus services are open to everyone (“omnibus” from Latin “for all”).

10. Supporting independence, wellbeing and resilience. Give consideration to the groups listed above and how they may have different needs:

In what way can you support and create opportunities for people and communities (of place and interest) to be independent, empowered and resourceful?

Bus services offer opportunities for independence and dignity in daily living, enabling people to travel for work, shopping, education, social contact and leisure. Elderly people can retain independence in their own homes. Young people can gain confidence and social skills. People with disabilities have more opportunity to access the same life chances as everyone else.

Greener Journeys research (July 2013) recorded 56% of jobseekers are reliant on the bus for employment, 6.5% of respondents had left a job due to inadequate bus services, 11.6% had turned down a job and 18% had been deterred from applying for a job. Same research indicated a statistically significant link between local employment levels and transport provision. The link between local employment levels and transport provision has a more concentrated effect on younger age groups.

In what way can you help people to be safe, protected from harm, and with good health and wellbeing?

Public transport is an enabler, facilitating healthy mobility for all. This includes mental well-being – 10% of Devon bus journeys are for visiting friends and relatives, 16% are for leisure (Transport Focus survey 2019). Furthermore, a survey of approximately 90 Devon bus users, conducted as part of research for an MSc in Transportation Planning and Engineering, found that nearly 50% of respondents agreed that bus use was beneficial to their physical health, and 60% agreed bus use benefitted their mental health. These beneficial impacts were particularly pronounced among older age groups and lower income groups. Therefore, improvements to bus services through the BSIP could deliver physical and mental health benefits.

The Plan includes consideration of passenger safety on the journey itself, both at the bus stop and on board the bus. Whilst incidents are rare (Transport Focus survey 2019), they are of real concern when they occur.

In what way can you help people to be connected, and involved in community activities?

As well as offering opportunities to gain access to jobs, education and services, the bus journey itself is a social experience, encouraging communities to meet and mix. Good bus links enable people to join in with a range of social activities – leisure, volunteering, visiting friends and relatives. Age UK estimates the prevalence of loneliness in older people at around 30%.

Bus services enable us to be social beings. This has been expressed as a ‘right to travel.’ 44% of Devon bus users have no other option for getting around (Transport Focus survey, 2019). The BSIP contributes towards tackling the deep-rooted problems of inequality and social mobility which reflect Devon’s demography and rurality.

11. Environmental analysis

An impact assessment should give due regard to the following activities in order to ensure we meet a range of environmental legal duties. The policy or practice does not require the identification of environmental impacts using this Impact Assessment process because it is subject to (please mark X in the relevant box below and proceed to the 4c, otherwise complete the environmental analysis table):

Devon County Council’s Environmental Review Process	
Planning Permission	
Environmental Impact Assessment	
Strategic Environmental Assessment	

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Reduce, reuse, recycle and compost:	No negative consequences.	No direct outcomes.
Conserve and enhance wildlife:	No negative consequences.	Increased bus use and less use of cars leads of less risk of roadkill. It also enables a more environmentally friendly way to access the countryside
Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:	No negative consequences.	Increased bus use and less use of cars leads to less pressure for new roadbuilding.
Conserve and enhance Devon's cultural and historic heritage:	No negative consequences.	Increased access to leisure activities by bus contributed to more sustainable
Minimise greenhouse gas emissions:	No net negative consequences.	Increased bus use and less use of cars leads to less emissions. Development of alternative fuels for buses improves situation further.
Minimise pollution (including air, land, water, light and noise):	No negative consequences.	The BSIP meets the objectives of DCC's deceleration of a Climate Emergency. For example, increased bus use and less use of cars leads to less traffic noise and greenhouse gases.
Contribute to reducing water consumption:	No negative consequences.	No direct outcomes.

Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):	No net negative consequences.	The BSIP meets the objectives of DCC's deceleration of a Climate Emergency. For example, increased bus use and less use of cars leads to less traffic noise and greenhouse gases.
Other (please state below):		

12. Economic analysis

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Impact on knowledge and skills:	No negative consequences.	Bus services enable people to access education and training opportunities.
Impact on employment levels:	No negative consequences.	Bus services enable people to access employment opportunities.
Impact on local business:	No negative consequences.	Bus services enable people to access their local shops and businesses, whilst affording reasonable choice. Bus services are particularly good for traditional town centres.

13. Describe and linkages or conflicts between social, environmental and economic impacts (Combined Impacts):

Improved public transport works with the prevention agenda, which aims to increase independence and employment amongst those people in society who have a greater dependence on benefits and care through a lack of independence.

Public health improvement policies, through increased ability to travel to health appointments and through making active lifestyles more feasible for those who rely on the bus.

The local economy, through the connections that buses provide for rural workers and in providing connectivity between the skills of the rural workforce and the needs of Devon businesses which are often rural based SMEs (Small and Medium sized Enterprises)

Youth opportunities, by affording the ability to access opportunities for young people in rural areas

Sustainable Communities, a community where a significant proportion of residents are unable to travel freely, where they need bus services to do so, will be able to be more "sustainable"

Improved air quality, reduced congestion, and less car dependence.

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

Improved access for everyone to work, shopping, leisure, and tourism opportunities, bringing more revenue to local businesses and aiding the Devon economy.

Financially supported bus services are secured through a procurement process laid down by the Transport Act 1985. All interested bus operators may join a dynamic purchasing system and compete for contracts. In practice these companies are all based locally in Devon or neighbouring authority areas. New contracts will thereby increase mostly local employment opportunities and strengthen locally based businesses.

15. How will impacts and actions be monitored?

The implementation of the BSIP will be managed through the Enhanced Partnership with local bus operators. In line with Government requirements to periodically review and update the BSIP, there will be future consultations, including work with stakeholder groups and organizations and other outside bodies, including passenger representative bodies.

Special Educational Needs and Disabilities (SEND) Capital Programme: Update and Additional Approvals

Report of the Head of Planning, Transportation and Environment

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

Recommendation: that the Cabinet

- (a) Note the progress in the delivery of additional state funded Special School Places in Devon;
- (b) Approves the additional £1.9 million funding to support the revised project cost of £10.7 million for the delivery of the new Okehampton Special School and the rephasing of £800,000 from 2023-24 to 2022-23. The additional £1.9 million is to be funded from external grant which is currently within the 2021/22 Capital Programme and will be phased £280,000 in 2021/22, £1.42 million in 2022/23 and £200,000 in 2023/24;
- (c) Approves a new start project at Ace Tiverton Special School at a total cost of £840,000 subject to Regional School Approval of Significant Change application.

1. Summary

The purpose of the report is to provide Cabinet with an updated position on the delivery of state funded special school places across the County and seek financial approval for an existing project at Okehampton Special School and a new start project at Ace Tiverton.

2. Introduction

In 2020-21, Cabinet approved the Medium-Term Capital Programme (CT/20/05) which included £19m for the provision of additional state funded special school places. The funding was allocated to ensure Devon delivered its statutory responsibilities for Special Education Needs. It also aimed to reduce the funding pressure on the High Needs Block which supports provision for children and young people with special educational needs and disabilities from their early years to age 25.

Projects either recently delivered or currently on site to deliver for September 2022 will increase the Devon Special School estate by an additional 180 places from a base of 1,282.

On 14 October 2020, the Cabinet (PTE/20/26) approved the capital and revenue funding for a new special school in Okehampton for 100 learners with Education Health and Care Plans. Planning permission has been gained and a sponsor, the Dartmoor Multi Academy Trust, has been appointed to run the new school.

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In addition, proposals are being developed for 30 additional places at Ace Tiverton, a new free school close to the border of Plymouth, and additional special school places in North Devon.

The delivery of additional Special Education Needs school places is an ongoing challenge for the Council, in terms of finding suitable locations and maintaining a sustainable capital and revenue budget. In addition to the places identified in this report we looking to either build new facilities or expand existing in southern and northern Devon.

3. Proposal

Okehampton Special School

The new school in Okehampton was due to open in September 2022 and a total budget of £8.8m has been approved. However, following detailed analysis of tenders, there is an identified shortfall of funding totalling £1.9m.

The reasons for the shortfall are

- There is an increased risk element within the tender due to the volatility in the market and the requirement to provide a fixed price during an uncertain year ahead.
- Costs have increased due to pent up demand on the construction industry, and this demand outweighing the supply. Another major influence on the cost of materials increase, is the unprecedented demand from the domestic and housebuilding markets.
- There remains a shortage of key skilled labour ranging from delivery drivers to on site trades at a time of high demand across the industry.
- Changes to the developed design has resulted in additional floor area required for the ventilation plant.

Although this is a circa 20% increase in cost from the previous estimate it reflects the current construction market. The advice from our procurement team is to recommend the tender is accepted.

In addition, there has been a delay to the project which is now not expected to be complete until after the Spring half term in February 2023. However, officers continue to work with the Trust to secure temporary accommodation to ensure the school can open in September 2022 as planned.

Ace Tiverton

An opportunity has arisen to purchase a former adult day centre in Tiverton, adjacent to the Ace Tiverton Special school, this is now complete. There is now a need to complete the detailed design and construction necessary to provide a facility which is required for a special school building.

4. Options/Alternatives

Brief details of alternative options considered and rejected

Okehampton Special School:

Do nothing – the scheme will not be progressed, and the additional places will not be available to support the growing demand nor support the plan to reduce High Needs Block funding pressures – Reject.

Retender - the scheme has been tendered with a thorough review of costs and is considered value for money. Retendering is unlikely to see significant savings but will result in further delay and threaten the opening in September 2022 – Reject

Ace Tiverton:

Do nothing – opportunity to secure 30 places at less than £30k per place would be lost. Places would not be available to meet growing demand nor support the High Needs Block – Reject

Expand on existing school site – current school is on a constrained site (former Charlton Lodge Residential Home) and cannot be expanded – Reject

5. Consultations

Devon County Council undertook a consultation in September 2020 to gain views on the new special school at Okehampton, which also informed the specification.

Positive responses were received, particularly relating to having the benefit of more specialist provision in the local area, and the proposals progressed to seeking a sponsor. Following appointment by the Regional Schools Commission of a sponsor it is a requirement under Section 10 of the Academies Act that the sponsor must formally consult with stakeholders and the local community giving details of the project. A requirement of the consultation is that the sponsor should seek views on whether it should enter into a funding agreement for the new school with the Secretary of State. This formal consultation will shortly be undertaken by the sponsor.

Ace Tiverton has submitted a full business case to the Regional Schools Commissioner to make a significant change to an open academy by increasing the number of places to be provided. The business case included performance, local context, financial and funding arrangements, admission arrangements, governance and support by the LA. The business case will also include a consultation with all those affected by the proposed change and will last for 6 weeks, the results of which will be submitted to the Regional Schools Commissioner for approval and is fully supported by the 0-25 Special Needs Team.

6. Financial Considerations

With regard to Okehampton Special School approval is sought to allocate £1.9m funds identified in the Medium-Term Capital Programme for the provision of

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additional special school places. To support the revised project cost, approval is sought to rephase £800,000 approved in the 2023-24 School Capital Programme to 2022-23.

With regard to Ace Tiverton, to date, £140,000 has been identified to purchase and commence detailed design for the work to convert to a suitable building. Approval is now sought to allocate £700,000 to complete the construction and fit out to provide an additional 30 places.

Capital – the capital proposals, totalling £2.6m, can be funded from unallocated capital funds for SEND Places (£2.5m) and Basic Need Grant (£0.1m) in the Medium-Term Capital Programme. The proposal requires the rephasing of budget from 2023-24 to 2022-23 totalling £800,000.

The cashflow for these additional allocations is

Project	2021/22 £,000	2022/23 £,000	2023/24 £,000	Total £,000
Okehampton Special School	280	1,420	200	1,900
Ace Tiverton		700		700
Total	280	2,120	200	2,600

Revenue – the revenue to fund the addition places has been identified from the High Needs Block and will support the plan to reduce the deficit on the High Needs Block. The proposals are forecast to reduce the pressure on the high needs block by approximately £4m over a three-year period from September 2022.

7. Legal Considerations

Proposals at Ace Tiverton will require planning permission.

8. Environmental Impact Considerations (Including Climate Change)

The new school has been designed to reduce the energy required for both its construction and its 'in use' energy consumption.

As part of the planning process, consultants were appointed to undertake a study to understand the environmental whole life carbon performance and its findings analysed to support the design of the building.

Measures include

- Materials used in the design have been carefully selected to ensure they are healthy, have low embodied energy and are easy to construct and to maintain. They also have high insulation levels and low air permeability.
- Natural daylighting to reduce artificial lighting demand.

- Energy efficient building services systems have been incorporated, where required, such as Air Source Heat Pumps, low energy lighting etc
- Reduction of water usage by adopting water saving fittings.
- Photovoltaics have been included to offset the remaining energy demand, the extent of which exceed the minimum compliance requirements.
- Ecology habitats and increased biodiversity have been incorporated into the landscape design in particular tree planting which will assist with natural solar shading and improved indoor air quality.
- Two Electric Vehicle (EV) charging points are provided in the car park.

The proposals are intended to support children and young people within their communities and over time see a reduction in home to school transport and travelling time for children and young people.

9. Equality Considerations

Dartmoor Multi Academy Trust sponsoring the new Special School and Ace Tiverton committed to Devon's policies and practices will comply with relevant policies on Admissions, Transport, and Special Educational Needs under the presumption process for new schools and as contained within our Education Infrastructure Plan.

The Impact Assessments relating to the new school at Okehampton and Strategic Pupil Place Planning have been circulated separately to Cabinet Councillors and also available alongside this Report on the Council's website at: <https://new.devon.gov.uk/impact/>, which Councillors will need to consider for the purposes of this item. They support the need for sustainable, high quality provision that maximises accessibility, meets local needs and tackles inequalities for vulnerable pupils. In addition, impact assessments were completed and provided to the Secretary of State to meet his duties under Section 9 of the Academies Act 2010 and under Section 149 of the Equality Act 2010.

Investment in both schools will have a positive equalities impact for pupils requiring more flexible provision which meets local needs and where there has been an increasing demand for this provision. The wide geographical spread of provision within Devon means there remains unmet need for those children who are finding it increasingly difficult to access appropriate provision particularly in these areas.

10. Risk Management Considerations

There are a number of risks relating to the proposals including delays in the programme and increased costs. However, proposals in Okehampton have been developed with a contractor from the Southern Construction Framework and contingency sums sit within both estimates. There has been mitigation against slippage on site, as a result Okehampton Special school will open in temporary accommodation.

Both proposals are subject to a consultative process, but this risk is considered to be low with both proposals already going through a thorough consultation.

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11. Public Health Impact

There are no specific considerations relating to Public Health.

12. Reasons for Recommendations

The recommendations in this paper will provide an additional 130 special school places to support increasing numbers of Children and Young People with Education Health and Care plans. The proposals will also support the plan to reduce the calls on the High Needs Block and are an essential part of reducing the funding pressures on the High Needs Block.

Dave Black
Head of Planning, Transportation and Environment

Electoral Divisions: All

Cabinet Member for Children's Services: Councillor Andrew Leadbetter

Local Government Act 1972: List of Background Papers

Contact for Enquiries: Simon Niles

Tel No: 01392 383149 Room: 120 County Hall, Exeter

Background Paper	Date	File Reference
Report on the Revenue Budget 2020 and Medium Term Financial Strategy 2020/21 - 2023/24 and the Capital Strategy 2020/21 - 2024/25	14 February 2020	CT/20/05
New Okehampton Special School: Approval of Capital Funding and Commencement of the Free School Presumption Process	14 October 2020	PTE/20/26

The above mentioned Reports are published on the Council's Website at:
<http://democracy.devon.gov.uk/ieDocHome.aspx?bcr=1>

Special Educational Needs and Disabilities (SEND) Capital Programme: Update and Additional Approvals – Final

Impact Assessment

Version 2015

Assessment of:	The Education Infrastructure Plan 2016-2033 (revised), including Strategic Pupil Place Planning and School Organisation
Service:	Planning, Transportation and Environment

Head of Service:	Dave Black
Date of sign off by Head Of Service/version:	
Assessment carried out by (incl. job title):	Christine McNeil, School Organisation (Policy) Manager

Section 1 - Background

Description:	Policies and Procedures contained within the Education Infrastructure Plan 2016-2033 (revised) and the statutory responsibilities related to the strategic planning of pupil places and school organisation procedures.
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Reason for change and options appraisal:

Revision to the Education Infrastructure Plan taking into account Government changes to the pattern of school provision as contained within the Education and Adoption Act 2016, the Children's and Families Act 2014 and the White Paper "Educational Excellence Everywhere", March 2016 and including Devon's revised methodology for calculating Section 106 requirements contained within the Town and Country Act 1990.

The Educational Infrastructure Plan sets out the vision to 2033 for educational provision and our statutory responsibilities in relation to Pupil Place Planning, School Organisation and capital investment in our education infrastructure, and gives:

- Parents an understanding how services will be available to suit their needs;
- Schools an understanding how decisions are reached in respect of pupil planning, estate maintenance processes (where applicable) and capital investment and where they fit into the decision making process.
- Local Planning Authorities and housing developers an understanding of their role in supporting the future pattern of education provision.
- The wider community an understanding how education provision will be delivered to support the development of Devon over the next 20 years.
- National Government an evidence base that supports future investment in all Devon's schools, in particular support to those pupils requiring special needs.

The Plan also sets out our core responsibilities and statutory duties to ensure the sufficiency of school places in our area as follows :

- use of Government grant funding to secure sufficient educational provision (including early years and childcare) in our area to meet the needs of our children, parents and communities
- ensuring all children can go to a good or outstanding school or early years provider
- supporting the most vulnerable children including those in care, at risk of social exclusion and those who have specific educational needs.

- promotes local schools for local children and supports environment and community sustainability
- Strengthens our response to Free School applications insofar as support from capital programmes and monies secured through planning gain;
- Explains the broader issues around school closures including challenges of securing leadership, falling rolls and financial imbalance all of which impact educational performance. The overarching presumption against closure remains;
- Provide greater clarity for SEN Infrastructure Planning.

School Organisation establishes the process for statutory changes to any of the 266 maintained schools in Devon in relation to pupil place planning. The changes include: new schools, closure of schools and prescribed alterations to schools. For community, voluntary, foundation and foundation and community special schools the Local Authority is the decision maker. Governing bodies are able to propose smaller expansions. The Department for Education revised guidance on the statutory procedures that need to be followed highlights that additional good quality school places can be provided quickly where needed. For new schools the Local Authority must seek proposals to establish free schools under the free school presumption and if this does not result in a suitable free school a statutory competition can be held with the consent of the Secretary of State. The decision on free schools lies with the Secretary of State through the Office of the Regional Schools Commissioner.

The relevant Acts and Policies are:

The White Paper "Educational Excellence Everywhere"

Education and Adoption Act 2016

The Children and Families Bill 2014

The Education Act 2011

The Academies Act 2010

Education and Inspections Act 2006

The School Organisation (Establishment and Discontinuance of Schools (England) Regulations 2007

The School Organisation and Governance (Amendments) (England) Regulations 2007 and Amendment 2009

The School Organisation (Prescribed Alterations to Maintained Schools) England Regulations 2013

The Education Act 2005
School Standards and Framework Act 1998 as amended by the Education Act 2002
The Childcare Act 2006
Apprenticeships, Skills, Children and Learning Act 2009
Learning and Skills Act 2000
Education Act 1996
The Equality Act 2010
Town & Country Planning Act 1990, 2A, Section 106
Sex Discrimination Act 1975
Race Relations Act 1976, Amendment 2000
Disability discrimination Acts 1995 and 2005
Human Rights Act 1998
School Staffing (England) Regulations 2009, Amendment 2015
School Land and Property: Protection, Transfer and Disposal (Section 77 School Standards and Framework Act 1998)
School Premises (England) Regulations 2012

There has been significant change to school provision over the past few years with the Local Authority's role changing but its statutory duty remains to ensure the sufficiency of school places in its area, championing high standards in all schools, supporting the most vulnerable children and acting as champions for all parents and families. New providers have entered the system with the introduction of academies, free schools and a process for new school sponsors. The system will continue to change with proposals for a more autonomous school-led system and the Government reaffirming its continued determination to see all schools become academies. In addition, significant housing development is planned in Devon and two new towns at Cranbrook in East Devon and Sherford in the South Hams are being established, together with a number of urban areas seeing a large growth in development and some rural areas seeing a decline in pupil numbers. Devon County Council supports local schools for local children in terms of environmental and economic impact whilst supporting our rural communities. There is a presumption against closure but the educational sustainability of any small school must be demonstrated. The policies adopted set out the principles of involvement of all stakeholders in this

process and will ensure that as criteria change there will be regular updating of information. This will be achieved by:

- the involvement of all stakeholders
- strategically planning and commissioning of school places for the future and clear guidance on the role of the Local Authority
- securing additional funding for increasing capacity at schools as a result of housing development
- partnership and working together to promote the best outcomes for children and young people
- ensuring the needs of vulnerable pupils are met
- consultation with all schools affected by any proposals
- championing the role of parents and young people
- ensuring that consultations are aimed at the heart of the community and accessible for all
- providing sufficient information, advice and guidance from appropriate officers or signposting at an early stage

Section 2 - Key impacts and recommendations

<p>Social/equality impacts:</p> <p>Page 66</p>	<p>The Education Infrastructure Plan supports sustainable, high quality provision that maximises accessibility, meets local needs and recognises the needs generated by planned development in specific localities, tackles inequalities for vulnerable pupils but also recognises the needs of a changing population, employment and growth opportunities . It supports local schools for local children thus minimising the reliance on school transport and environmental impact.</p> <p>Positive impacts of the policies recognise the valuable contribution made by all stakeholders, working in close partnership, the changing and diverse needs of all communities and commitment to ensuring inclusive participation and consultation.</p> <p>Our consultation methods include:</p> <ul style="list-style-type: none">• Demographic information of local areas and communities• Information designed in easy to read formats• All information documents in Plain English• Availability of information in other formats, as required• Using the DCC/RNIB websites to ensure standards conform• Encouraging participation of young people• Use of venues accessible to all, including access, hearing loop etc.• Where Information Surgeries are held relevant officers will attend to ensure one-to-one participation and to give advice and guidance• Engagement of All Schools, Local Learning Communities and Local Members• Involvement of the Youth Parliament and Schools Councils• Feedback in the form of newsletters and regular update of the consultation website
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	<ul style="list-style-type: none"> • Feedback on-line form for easy response • Use of other forms of social media, where appropriate. <p>Practices and policies will be reviewed as Government guidelines change.</p> <p>Negative impacts include controversial decisions e.g. closure of schools, which will impact on the choice and needs of pupils, parents and communities. Enlargements which may impact on parking and additional traffic to the area.</p> <p>We will ensure through our statutory processes that the views of parents, pupils, communities and stakeholders are considered and dealt with in order that informed decisions can be made without delay and are reported to Cabinet. Academies have greater freedoms and are free from Local Authority control. We would support fair and open consultations on changes within these schools.</p>
<p>Environmental impacts:</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 67</p>	<p>The Education Infrastructure Plan supports positive impacts including the need to address serious health and safety building related defects; the delivery of energy efficiency measures and renewable energy solutions across the education estate; encouragement and support to schools to look at long term investment in renewable energy schemes to mitigate the impact of increasing energy costs; minimising our reliance on school transport and the need for unnecessary journeys and ensuring that pupils are able to attend their local school.</p> <p>Reduced capital funding and possible delays in delivering all the required maintenance and improvements in schools has negative impact. Transport and impact on the environment can be a challenge in some of the very rural areas of the County. We will continue to explore alternatives, transport implications, impact on the local community, future place planning and financial viability and promote sustainable patterns of provision and travel.</p>
<p>Economic impacts:</p>	<p>As the schools estate changes with a diverse range of providers entering the region through new schools, free schools, etc. the positive impact will bring opportunities for creating new employment at both primary and secondary level, private early years providers together with increased education and training for work qualifications for 14-19 year olds and a framework for apprenticeships. With up to 80,000 new homes in</p>

	<p>the region to 2033 there are likely to be over 20 new primary schools with expansion of secondary, additional early years and new training opportunities for a diverse and expanding population.</p> <p>In some rural areas there is a decline in pupil numbers and over the past few years there have been school closures. There is a presumption against closure unless there are clear educational reasons and the financial position of the school means standards cannot be maintained. We will work with our partners to seek extensive alternatives including partnerships, scope for an extended school, transport implications, impact on the local community, future place planning, early years provision, standards, forecast of future pupil numbers, access to community services and financial viability.</p>
<p>Other impacts (partner agencies, services, DCC policies, possible 'unintended consequences'):</p> <p>Page 68</p>	<p>To meet the needs of a more autonomous education system and the change in the Local Authority's role we will continue to work in partnership. We will support our policy of local schools for local children in order to reduce travel and environmental impact and we will work closely with the Office of the Regional Schools Commissioner to consider how places can be commissioned to meet the needs of a growing and diverse community.</p> <p>The policies and procedures contained within the Education Infrastructure Plan are relevant to:</p> <ul style="list-style-type: none"> - the main priorities contained within Better Together: Devon County Council's vision document which presents a set of desired outcomes for Devon and proposes a new partnership with citizens and communities - Education and Learning Strategy contained within Championing All Our Children - safeguarding responsibilities, working with partners and communities and addressing wider issues including social deprivation, child poverty, radicalisation and extremism.
<p>How will impacts and actions be monitored?</p>	<p>The Plan will be monitored against forecast data, including NHS data and an assessment of births and location of pre-school children, pupil migration, local pupil forecasts compared to Planned Admission Numbers, net capacities of schools, demographic modelling on estimates of future population change, including fertility, mortality and migration assumptions, historical data and planning permissions for future housing development together with new/free schools approved by the Department for Education. This will</p>

	<p>be undertaken through regular Pupil Place Planning meetings and particularly following the completion of the Admissions consultation procedures on an annual basis.</p> <p>The education landscape continues to change and together with the introduction of the Community Infrastructure Levy, changes to the National Planning Policy Framework, impact of the White Paper “Educational Excellence Everywhere” and a growing and changing population in Devon will prove challenging for the future. Our policy on Section 106 Developer Contributions has and will continue to be reviewed to reflect changing policies and revised costs. We will work with our partners to ensure that there are sufficient places for the number of children in a school's designated area as basic need whilst supporting choice and diversity for parents and pupils. There is the possibility that some parents and pupils will not receive the school of their preference or that a school, due to its location, will not support additional capacity or funding may not be available. We will continue to monitor the position through our regular assessment of data and in discussion with our partners and stakeholders.</p>
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Section 3 - Profile and views of stakeholders and people directly affected

<p>Page 669 People affected:</p>	<p>The first edition of the Education Infrastructure Plan was written in consultation with relevant stakeholders and their views and expectations have been incorporated within the Plan. Consultation was undertaken with DCC Members, Devon Education Forum, Devon Association of Secondary Heads, Devon Association of Primary Heads, Special Heads Association of Devon, Devon Association of Governors, Scrutiny Committee, School Organisation Capital and Admissions Committee, Exeter Diocese and Roman Catholic Diocese. The above continue to be kept informed on changes in legislation and the revision of the Education Infrastructure Plan has incorporated these current changes.</p> <p>Statutory consultations on changes to schools will gather information on the impact on all those affected</p>
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	by any changes and will be evidenced within the decision making process.
Diversity profile and needs assessment of affected people:	All parents and pupils and will have an understanding of the range of education offers available to suit their needs; All Schools, Colleges, Special Schools, Pupil Referral Units, Hospital School, Secure Unit in Devon and will have an understanding of pupil place planning, estate maintenance and capital investment The wider community on how education provision will be delivered.
Other stakeholders:	Local Planning Authorities and housing developers and their role in supporting the future pattern of education provision National Government with a vision of our education provision and support for future investment in Devon schools
Consultation process:	The relevant stakeholders will continue to be consulted and informed on related policies and procedures through the current revision of the Education Infrastructure Plan, School Organisation statutory procedures and changes in Government policies.
Research and information used:	In preparation of the document Devon's County Council's statistical information has been used, including age and characteristics, employment, deprivation, education attainment, housing, transport, population estimates and projections, live births and ethnicity with a demographic modelling tool to derive likely household and housing profiles consistent with the population's age-sex composition. NHS data and an assessment of births and location of pre-school children, pupil migration, local pupil forecasts compared to Planned Admission Numbers and net capacities of schools is also essential in the planning and investment of school places.

Background Analysis

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

Section 4a - Social Impacts

Giving Due Regard to Equality and Human Rights

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

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

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

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

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

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

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

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

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

Page 72 Necessary

Reasonable, and

Those affected have been adequately consulted.

Characteristics	Describe any actual or potential negative consequences (e.g. disadvantage or community tensions) for the groups listed. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes for the groups listed. (Consider how to advance equality/reduce inequalities as far as possible).
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All residents (in general):		Securing the sufficiency of school places in our area with good quality school places, acting as champion for all parents and families and supporting participation in education, employment or training
Age (from young to old):	<p>The County has a number of very small schools with fewer than 50 pupils and a high percentage of primary schools are classed as rural schools in the County. The scale of future housing development in these areas is low and rural isolation has been highlighted when a rural school closes and the impact particularly where the school has been the hub for its community.</p> <p>In contrast to this, some urban areas will see high inward migration and changes in population structure where new development is planned.</p>	<p>The Plan has a presumption against closure and extensive alternatives will be sought before making a decision on the future of a rural school including equality of educational opportunity and impact on the local community. It is recognised that there are a number of rural schools that are popular and give choice for parents.</p> <p>New school providers entering the system in the future will bring choice and diversity to the education estate together with employment opportunities as the population continues to change.</p>
Disability (incl. sensory, mobility, mental health, learning disability, ill health) and carers of disabled people:	The planning of places for pupils with special educational needs is particularly challenging as information related to previous cohorts does not show any specific trends in numbers, needs or geographical area.	<p>The forecasting of special school need and associated planning of places is ongoing. Additional places will be required and we are planning on the basis that 1.5% of the school population will require a specialist place. We will continue to develop and refine our projections and our joint commissioning strategies in order to secure inclusive provision for all pupils to be able to achieve to the best of their ability.</p> <p>All schools have a duty of care to promote the education</p>

<p>Culture/ethnicity: nationality, skin colour, religion and belief:</p>		<p>of children and young people with special educational needs and disabilities.</p> <p>The Education Act 2002 requires all schools to promote the spiritual, moral, cultural, mental and physical development of its pupils and to challenge opinions or behaviours that are contrary to these values.</p> <p>Within our role of championing all our children, Devon County Council is committed to improving the life-chances of all Devon's children, young people and especially the most vulnerable.</p>
<p>Sex, gender and gender identity (including Transgender & pregnancy/maternity):</p>		
<p>Sexual orientation:</p>		
<p>Other socio-economic factors such as families, carers, single people/couples, low income, vulnerability, education, reading/writing skills, 'digital exclusion' and rural isolation.</p>		
<p>Human rights considerations:</p>		

Section 4b - Environmental impacts

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

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

	Devon County Council's Environmental Review Process for permitted development highway schemes.
	Planning Permission under the Town and Country Planning Act (1990).
Page 75	Strategic Environmental Assessment under European Directive 2001/42/EC "on the assessment of the effects of certain plans and programmes on the environment".

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Reduce waste, and send less waste to landfill:	-	The Waste Education Strategy for Devon Schools supports the education of children in the long term

		strategy to achieving a more sustainable future with increasing emphasis on waste minimisation, resource management and greater awareness of the issues surrounding consumerism, and is a priority for Devon Authorities.
Conserve and enhance biodiversity (the variety of living species):		The Plan supports the delivery of energy efficiency measures and renewable energy solutions across the education estate and to reduce the carbon footprint of the estate.
Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:	-	New schools and changes to school buildings will take account of the impact that will affect the landscape to ensure that any adverse effects are mitigated.
Conserve and enhance the quality and character of our built environment and public spaces:		No discernible impact
Conserve and enhance Devon's cultural and historic heritage:		No discernible impact
Minimise greenhouse gas emissions:		Will be in line with the Energy Strategy used for the Authority's corporate buildings.

Minimise pollution (including air, land, water, light and noise):		Devon supports the principle of local schools for local children for community and environmental reasons. Sustainable travel and transport modes will be promoted.
Contribute to reducing water consumption:		In accordance with The Waste Education Strategy for Devon Schools
Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):		No discernible impact
Other (please state below):		

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Section 4c - Economic impacts

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Impact on knowledge and skills:		80,000+ new homes are proposed in Devon to 2033, which will create opportunities for new employment within

		existing schools, new free schools proposed together with increased education and training for work qualifications for 14-19 year olds and a framework for apprenticeships.
Impact on employment levels:		As above.
Impact on local business:		The increase in the number of new schools that will provide good quality provision, the need for high quality early years provision for the most vulnerable two year olds and sufficient provision that opens all year round for working families with 3 and 4 year olds, a proposed boost in apprenticeships together with the Government's plan to deliver educational excellence everywhere will provide opportunities for businesses to meet the needs of a growing and changing population in Devon.

Section 4d -Combined Impacts

Linkages or conflicts between social, environmental and economic impacts:	Devon has a high proportion of primary schools classified as rural schools together with a lack of development and affordable housing in some areas. There is a presumption against the closure of schools but over the past few years it has been necessary to close some small rural schools in the best interests of the educational provision in the area. We will continue to work closely with our partners/communities to champion the interests of parents and pupils and ensure high standards and sustainable patterns of education provision are maintained.
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Section 5 - 'Social Value' of planned commissioned/procured services:

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

The Local Authority has a statutory duty to secure sufficient educational provision in its area, to act as champions for all parents and families and support the most vulnerable children and will continue to work in partnership to ensure that all pupils are able to attend a good or outstanding school.

Impact Assessment

Assessment of: Establishment of a new Special School in Okehampton for children with Social, Emotional and Mental Health needs and Autistic Spectrum Disorder.

Service: Planning, Transportation and Environment

Head of Service: Dave Black

Version / date of sign off by Head of Service: 30 September 2020

Assessment carried out by (job title): Christine McNeil, School Organisation (Policy) Manager

1. Description of project / service / activity / policy under review

A new special school in Okehampton is proposed for children with social, emotional and mental health needs (SEMH) and autistic spectrum disorder (ASD) for primary and secondary aged pupils. The new school will provide 80-100 places to meet the growing demand for places.

2. Reason for change / review

In Devon, there is a high number of Children and Young People whose Special Educational Need (SEN) is Social Emotional and Mental Health (SEMH) and there is a pressure on places across the County resulting in the need to commission the independent sector. There are limited facilities for SEND children in this area of Devon which means children currently have a long journey to school which is detrimental to their education and wellbeing.

3. Aims / objectives, limitations and options going forwards (summary)

Without the provision of a new special school there will be increased use of the independent sector with associated costs and risk and will not address the shortfall of special school places near to where children live. Capacity in neighbouring authorities remains under pressure. Children and young people will continue to have to travel long distances to access their statutory education. Opportunities to expand existing schools to support students with SEMH have been broadly exhausted. Officers continue to explore other potential school sites but they cannot be brought forward in a timely manner. Other potential sites may not be unlocked for many years and there is expected to be a further need to bring forward additional Special School provision in the medium term.

4. People affected and their diversity profile

The provision will be for primary and secondary aged children and young people with SEMH/ASD as their primary need as defined on their Education and Health Care Plan (EHCP).

5. Stakeholders, their interest and potential impacts

All communities in Devon and consultation will involve all DCC Members, The Phase Associations, Special Heads Association, Devon Association of Governors, Schools Organisation Capital and Admissions Committee, Exeter Diocese, Roman Catholic Diocese, communities, all Devon schools, District Councils, Department for Education, Parish Councils, MPs, etc. .

6. Research used to inform this assessment

In planning and commissioning Special Educational Needs and Disability (SEND) provision, the proposal is in line with Devon's Local Offer to ensure that children and young people with SEND should have the expectation to be part of their local community. Our multi-agency approach has a strong focus on improving outcomes for children and young people with SEND as well as involving them and their families in developing provision. The proposal is also in line with the policies and procedures contained within the Education Infrastructure Plan 2016-2033 (revised), the Strategic Review of Special Needs Places and the statutory responsibilities related to the strategic planning of pupil places and school organisation procedures: the Education and Inspections Act 2006 and the Education Act 2011 and DfE The Free School Presumption, November 2019 Guidance.

7. Description of consultation process and outcomes

The Education and Inspections Act 2006 and the Education Act 2011 brought in new procedures for establishing new schools requiring a competitive process and as a result Devon County Council established procedures to run school competitions. Local Authorities are required to seek proposals to establish Academy/Free School in the first instance where they identify a need for a new school. They may assess proposals and can indicate a preference but the decision on the new proposer will be made by the Regional Schools Commissioner on behalf of the Secretary of State. Following receipt of applications, all stakeholders have the opportunity to review summaries of the bids and submit representations during a formal consultation period. An initial consultation stage has already been carried out to help inform the school specification with positive responses received.

8. Equality analysis

Giving Due Regard to Equality and Human Rights

The local authority must consider how people will be affected by the service, policy or practice. In so doing we must give due regard to the need to: eliminate unlawful discrimination, harassment and victimisation; advance equality of opportunity and foster good relations.

Where relevant, we must take into account the protected characteristics of age, disability, gender, gender reassignment, pregnancy and maternity, marriage and civil partnership, sexual orientation, race, and religion and belief. This means considering how people with different needs get the different services they require and are not disadvantaged, and facilities are available to them on an equal basis in order to meet their needs; advancing equality of opportunity by recognising the disadvantages to which protected groups are subject and considering how they can be overcome.

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

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

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

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

The process for the selection of an appropriate proposer will ensure the Council exercises its Public Sector Equality Duty. In addition, prospective proposers will need to commit to Devon's policies and practices and be required to comply with relevant policies on Admissions, Transport and Special Educational Needs. An impact assessment has been completed and is required to be provided to the Secretary of State to meet his duties under Section 9 of the Academies Act 2010 and under Section 149 of the Equality Act 2010.

The proposal is in line with the policies set out in the Education Infrastructure Plan in supporting sustainable, high quality provision that maximises accessibility, meets local needs and recognises the needs generated by planned development in specific localities, tackles inequalities for vulnerable pupils but also recognises the needs of a changing population, employment and growth opportunities.

We will ensure through our statutory processes that the views of parents, pupils, communities and stakeholders are considered and dealt with in order that informed decisions can be made.

<p>Characteristics</p>	<p>Potential or actual issues for this group.</p> <p>[Please refer to the Diversity Guide and See RED]</p>	<p>In what way will you:</p> <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible. foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
<p>All residents (include generic equality provisions)</p>		<p>Securing the sufficiency of SEND school places in our area with good quality school places, acting as champion for all parents and families and supporting participation in education, employment or training</p> <p>New school providers entering the system in the future will bring choice and diversity to the education estate together with employment opportunities as the population continues to change.</p> <p>The change in provision is in line with Devon's Local Offer, the Strategic Review of Special Needs Places and the Education Infrastructure Plan to ensure value for money, the most effective use of resources and future pattern of service delivery</p>
<p>Age</p>	<p>The school will provide places for primary and secondary aged pupils.</p>	

<p>Characteristics</p>	<p>Potential or actual issues for this group.</p> <p>[Please refer to the Diversity Guide and See RED]</p>	<p>In what way will you:</p> <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible. foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
<p>Disability (incl. sensory, mobility, mental health, learning disability, neurodiversity, long term ill health) and carers of disabled people</p>	<p>The school will provide for children and young people with social, emotional and mental health needs and autistic spectrum disorder.</p>	<p>All schools have a duty of care to promote the education of children and young people with special educational needs and disabilities.</p>
<p>Culture and ethnicity: nationality/national origin, ethnic origin/race, skin colour, religion and belief</p>	<p>Neutral.</p>	<p>The Education Act 2002 requires all schools to promote the spiritual, moral, cultural, mental and physical development of its pupils and to challenge opinions or behaviours that are contrary to these values</p>
<p>Sex, gender and gender identity (including men, women, non-binary and transgender people), and pregnancy and maternity (including women's right to breastfeed)</p>	<p>The school will be for boys and girls.</p>	

<p>Characteristics</p>	<p>Potential or actual issues for this group.</p> <p>[Please refer to the Diversity Guide and See RED]</p>	<p>In what way will you:</p> <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible. foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
<p>Sexual orientation and marriage/civil partnership</p>	<p>n/a</p>	<p>n/a</p>
<p>Other relevant socio-economic factors such as family size/single people/lone parents, income/deprivation, housing, education and skills, literacy, sub-cultures, 'digital exclusion', access to transport options, rural/urban</p>		<p>Within our role of championing all our children, Devon County Council is committed to improving the life-chances of all Devon's children, young people and especially the most vulnerable.</p>

9. Human rights considerations:

The Human Rights Act 1998 requires (amongst other things) that every public authority must act in a manner which is compatible with the European Convention on Human Rights. The establishment of a new school in this location will enable fair access to education provision for pupils with special educational needs.

10. Supporting independence, wellbeing and resilience. Give consideration to the groups listed above and how they may have different needs:

The proposals will take into account the requirements and health and wellbeing of its community and will give pupils the opportunity to attend local sustainable provision, supporting parents and pupils within and closer to their local community, without having to travel long distances to access services. Providers will be asked to demonstrate a commitment to Personal, Social, Health and Economic education aligned to the three core areas of health and wellbeing, relationships and living in the wider world (e.g. economic wellbeing and being a responsible citizen).

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11. Environmental analysis

An impact assessment should give due regard to the following activities in order to ensure we meet a range of environmental legal duties. The policy or practice does not require the identification of environmental impacts using this Impact Assessment process because it is subject to (please mark X in the relevant box below and proceed to the 4c, otherwise complete the environmental analysis table):

Devon County Council's Environmental Review Process	
Planning Permission	X
Environmental Impact Assessment	
Strategic Environmental Assessment	

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Reduce, reuse, recycle and compost:	Neutral	The Resource & Waste Education Strategy for Devon Schools supports the education of children in the long term strategy to achieving a more sustainable future with increasing emphasis on waste minimisation, resource management and greater awareness of the issues surrounding consumerism, and is a priority for Devon Authorities.
Conserve and enhance wildlife:	Neutral	New schools will be required to promote energy efficiency measures and renewable energy solutions to reduce the carbon footprint.
Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:	Neutral	New schools and changes to school buildings will take account of the impact that will affect the landscape to ensure that any adverse impacts are mitigated.
Conserve and enhance Devon's cultural and historic heritage:	Neutral	No discernible impact
Minimise greenhouse gas emissions:	Neutral	Will be in line with the Resource & Energy Strategy used for the Authority's corporate buildings.

Minimise pollution (including air, land, water, light and noise):		Devon supports the principle of local schools for local children for community and environmental reasons. This proposal will reduce our reliance on school transport and the need for unnecessary journeys. Sustainable travel and transport modes will be promoted including a School Travel Plan.
Contribute to reducing water consumption:	Neutral	In accordance with The Waste Education Strategy for Devon Schools
Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):	Neutral	No discernible impact
Other (please state below):		

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12. Economic analysis

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Impact on knowledge and skills:	Positive	80,000+ new homes are proposed in Devon to 2033, which will create opportunities for new employment within existing schools, new free schools proposed together with increased education and training for work qualifications for 14-19 year olds and a framework for apprenticeships
Impact on employment levels:	Development of the site as a school would, to an extent, itself support employment opportunities for local people through direct and indirect employment opportunities.	See above.
Impact on local business:	n.a.	No discernible impact.

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13. Describe and linkages or conflicts between social, environmental and economic impacts (Combined Impacts):

The combined impacts are seen to be positive with improved and sustainable provision for pupils. For all new schools LAs will be required to meet start up costs and this will have a significant impact on the Dedicated Schools Grant. The position has been debated in SFG and DEF which have agreed that a funding formula will be applied, which will continue to be monitored.

We will continue to work closely with our partners/communities to champion the interests of parents and pupils and ensure high standards and sustainable patterns of education provision are maintained.

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

The Local Authority has a statutory duty to secure sufficient educational provision in its area, to act as champions for all parents and families and support the most vulnerable children and will continue to work in partnership to ensure that all pupils are able to attend a good or outstanding school. The development of the site as a school will promote and improve the social wellbeing of the area. In addition, development as a school will generate jobs, during the construction and operational phases, and will thus contribute to an improvement of the economic well-being of the area.

5. How will impacts and actions be monitored?

Three competitive processes have been held under the current legislation and two primary schools and one special needs provision have been successfully opened. During this time practices and procedures have changed but a number of lessons have been learned through the process, including the need to keep communities fully informed, being robust in assessment and ensuring local needs are met whilst recognising that new providers will enhance choice for a changing population. We will continue to monitor our procedures following each new school procedure to ensure best practice.

North Devon Enterprise Centre Phase 2 – Provision of support for development

Report of the Head of Economy, Enterprise and Skills

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

Recommendations:

- a) that the Cabinet approves capital funding of up to £640,000 to enable Phase 2 of the North Devon Enterprise Centre to be constructed, subject to agreeing a capital grant from the Heart of the South West Local Enterprise Partnership.
- b) that the Cabinet approves an increase in revenue funding of up to £75,000 to be met by revenue at outturn.
- c) that the Head of Economy Enterprise and Skills be given delegated powers, in consultation with the County Treasurer and the Cabinet Member for Economic Recovery and Skills, to agree the capital grant funding with the LEP.

1. Summary

The North Devon Enterprise Centre, now known as the “Node” is a business incubation facility, supporting small business growth, located on our employment land at Roundswell South, Barnstaple. DCC invested over £574,782 in Phase 1, along with significant match funding from the HotSW LEP and European Regional Development Fund, totalling an investment of £5.3 million. Following a successful opening in February 2021, 57% of offices have already been let. This report seeks Cabinet approval for additional capital and revenue funding to match with external funding from the LEP to bring forward phase two of the Node. The LEP has indicated a minimum of £450,000 capital grant is available, subject to signing off the business case by the LEP Board in November 2021. The costs in the paper are to be finalised by a tender process for a contractor using the Southern Construction Framework.

This investment would see the Node's footprint increase by a further 26% producing 537sqm of commercial floor space and the creation of an additional 38 jobs with further business support, networking and mentoring from the operator currently managing the main building. The aim is to have the building open late summer 2023, subject to completing planning by January 2022 and construction beginning in early summer. This investment will support the economic recovery in northern Devon and support the ongoing sustainability of the Node, as well as providing a flagship building for the surrounding employment site.

2. Introduction

The Node is a business incubation workspace and offers co-working membership for local businesses, offices, business support and meeting & event space to stimulate economic

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growth, new jobs and business start-ups. Town Square Spaces, has been appointed to manage and operate the facility, and brings a range of knowledge and expertise from running similar centres in England and Wales.

The existing building has performed ahead of expectations since it opened in February 2021, despite the pandemic, showing latent need in the area was as our commissioned research demonstrated, having already exceeded the 50% occupancy rate planned for end of Year 2 of operation. The pandemic has prompted a change to how we work and may in part be why this model of enterprise centre is proving successful.

The Phase 2 extension was incorporated in the original designs and case for the Centre. The available funding was only sufficient to bring forward phase 1. Increasing the size of the facility does create an improved sustainable business model for the facility.

The LEP's Strategic Investment Panel has approved an allocation of match funding of approximately £450,000 from the Getting Building Funding. This is subject to LEP Board approval, in November.

3. Proposal

The proposal is that the Council invests an additional £790,000 in building a Phase 2 extension to the Node building on our Roundswell South employment site in Barnstaple, using £1 million of existing funding from the capital programme earmarked for industrial estate development and a contribution from HotSW LEP of approximately £450,000 Getting Building Funding. This extension will provide additional capacity for job creation and growth in the northern Devon area and support the wider economic recovery across Devon.

The LEP's Getting Building funding, part of government's response to the pandemic launched in summer 2020 has a small capital underspend and the LEP sought schemes to come forward to reallocate this. A proposal for the extension to the Node was not selected in the first set of projects approved by the LEP due to the fund being oversubscribed. The remainder of the funding package proposed for the extension is to utilise an existing £1m allocation within the approved capital programme for industrial estate development. This was a provision made to enable us to access match funding for schemes when the opportunity arose and this proposal is consistent with this aim.

Since opening in February of this year, demand for the Node's services has been strong, with 21 of the 37 (57%) offices occupied, with a further 13 co-working memberships, meaning that the facility is ahead of the Year 2 occupancy target of 50%. The Phase 2 extension will increase the existing building by 26% and meet the growing demand for high quality office space and co-working space in the local area.

Phase 2 will adjoin the original building and be serviced by the existing front of house, facilities management and business support packages offered by the Operator, Town Square Spaces.

The existing building is a purpose-built enterprise centre which serves northern Devon, comprising 2,140 sqm (net internal) of high-quality flexible business space and incubation support. Devon County Council owns the land and will retain freehold ownership of the building. Town Square (are responsible for sub-letting the space and providing incubation

and on-site business support. Phase 2 will add a 2-storey extension which will increase the lettable space by 537 sqm to 2,677 sqm.

The Node is a strategically important project for the area. Northern Devon is one of the most economically deprived parts of Devon. The average full-time (residence based) earnings in North Devon and Torridge are £475.4 and £512.4 respectively, compared with a South West average of £558.4 and a national average of £585.5. It also has low rates of business start-ups, particularly high value start-ups, and low business churn. This is partly because of a lack of infrastructure and agglomeration of innovative businesses and linked support. Prior to the Node Phase 1, dedicated incubation space was largely absent in northern Devon and the nearest innovation facilities are almost an hour and a half away. Despite evidence of demand (identified within the demand study that was undertaken for this project), the private sector is not supplying that space because there is a pronounced market failure: land values are low but the costs and uncertainty of developing such sites are high, which makes such development uneconomic to the private sector.

The proposed expansion of the Node supports the Team Devon COVID-19 Economy & Business Recovery Prospectus by providing additional workspace and business support for small businesses and start-ups, especially those located within the digital sector. Barnstaple is one of the towns most impacted by COVID-19 in Devon with a rise in the number of Universal Credit claimants. This additional workspace combined with business support will aid the creation of more job opportunities and give greater visibility of enterprise infrastructure to local aspirant entrepreneurs.

The proposal supports North Devon Council's Economic Recovery Plan "A Road to Recovery" by providing support for future innovation needs including grow on space and by encouraging innovation in the wider area. The Plan also states an aim of providing support for skills in high value sectors such as digital and collaboration with the knowledge base at Petroc College and the accompanying pre-start infrastructure and business support offered at the Centre of Technology and Innovation Excellence (Cotie).

Collaboration between Cotie and the Node continues to develop, with regular dialogue and engagement across partners. The offers are complementary and provide local entrepreneurs with a comprehensive support package; Cotie works with pre-start and start-ups to take ideas off the page into Proof of Concept and then sign-posts next stage support available through coworking and flexible office space at the Node.

The County Council is a member of the North Devon Innovation Board which covers North Devon and Torridge and seeks to identify and address gaps in provision, both physical infrastructure and within learning and skills and business support. The Board is business-led and has acted as a steering group for the development of the Enterprise Centre. This Phase 2 expansion is supported by the Innovation Board.

Demand for the Centre since opening has remained firm, despite the change in working patterns governed by pandemic lockdown and social distancing measures. The pipeline of enquiries for space is also firm, with rental rates achieving levels more comparable with cities than market towns surrounded by rural hinterlands.

The Enterprise Centre sits within a wider strategic employment land development on the outskirts of Barnstaple currently known as the 'Roundswell South Business Park'. This

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4.25ha site will be developed for mixed employment uses and will include the Node as the flagship scheme. Devon County Council has already undertaken some preparatory work on the site to enable it to be developed and secured planning consent in outline for mixed business uses, and in full for the site access road, drainage services, utilities and structural landscaping. As the proposed Phase 2 is adjoined to Phase 1, the cost of development is reduced by nature of the works which have already been taken to bring the site forward. Furthermore, as an operator and systems are in place, the cost of managing the additional space is minimal as resource is already in place.

The Council has invested in this site infrastructure to bring the 4 other plots on the Roundswell South site to market in Autumn 2021. This makes the Node the flagship building for a larger employment site, which also links to the existing employment site on the other side of the A39, though the Council's previous investments in a small roundabout and the pedestrian and cycle bridge, which also received HotSW LEP funding and facilitates low carbon access to the site.

This Phase 2 development is subject to business case approval at the LEP's October Strategic Investment Panel and LEP Board approval in November 2021 and planning approval is intended for January 2022.

Revenue funding from existing Economy, Enterprise and Skills Service budget is being used at risk to secure planning permission and an additional revenue ask for professional fees of £75,000 is required in 2021/22. Professional fees associated with planning will be capitalised in the event of a successful application. The maximum capital expenditure of £640,000 would be funded from internal borrowing, subject to the affordability of internal cash resources. This will be repaid via the Minimum Revenue Provision at £26,000 per annum over a 25-year period. The LEP requires an ambitious timescale to be maintained to evidence that government requirements to spend Getting Building Funding are being prioritised. The intention is to spend the LEP's contribution before the end of March 2023.

Initial drawings for the ground and upper floor and a site location drawing for the proposed extension are set out in the appendix to this report.

The external operator has business support experience and there are still ERDF business support outputs to deliver. The provision of ongoing business support will be considered as part of the operator agreement extension, as we would expect occupiers of Phase 2 to receive access to the same service as those in the main building.

4. Options/Alternatives

Three options have been considered:

Option	Pros	Cons
Do nothing	<ul style="list-style-type: none">No capital and no resources needed, low risk	<ul style="list-style-type: none">The current Node is expected to meet the target of 85% capacity by summer of 2022. Meaning very soon demand for quality enterprise space will

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		<p>out-strip supply, limiting opportunities for new occupants and growth of existing occupants</p> <ul style="list-style-type: none"> • A Phase 2 was envisaged at project start to enable the building to be the most appropriate size to meet market demand in the area and ensure financial sustainability. • Loss of increasing capital investment from the LEP
<p>Delay the expansion of Phase 2 until other funding sources become available</p>	<ul style="list-style-type: none"> • There could be an opportunity for DCC to receive a higher percentage of match funding if we waited for a future scheme. 	<ul style="list-style-type: none"> • Currently there are no other Government capital funding programmes available for this activity. • There is no certainty on what the Levelling Up White paper would indicate and what timescales any funding opportunity would be delivered over • We do not know the criteria yet for future EU funding replacement schemes, such as UK Shared Prosperity Fund, so the offer may not be more attractive than the LEP scheme and is likely to be competitive. • Waiting times are unknown so the market demand could outstrip supply for an extended period, hampering growth in the area and reducing the viability of the operator ongoing. • The LEP funding offer is time-limited so we

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		cannot take a “wait and see” approach.
<p>Develop the Phase 2 expansion using an underspend from the Heart of the South West LEP’s Getting Building Fund as match funding as per the recommendations</p>	<ul style="list-style-type: none"> • Subject to a LEP approved business case the scheme could achieve planning permission in early 2022, begin construction summer 2022 and open in summer 2023. This means the period with limited occupancy capacity is as short as is feasible. • Delivers commercial floorspace to meet the ongoing demand demonstrated since opening of Node. • The existing operator procurement included the extension, meaning no opening delays while we commission a service and a solution to meet their identified demand. • The demonstration of a successful expanding centre on our Roundswell South site will increase the attractiveness of the other plots when they go out to market in Autumn 2021. 	<ul style="list-style-type: none"> • DCC will have to fund approximately 75% of the scheme from our own budgets • However, when combined with Phase 1 the overall percentage of DCC investment in Phases 1 and 2 is just under 30%.

5. Technical data

A brief demand study was carried out in Spring 2021 by consultants Hardisty Jones Associates, to update the previous demand study carried out by them prior to the funding approval for the main building, focussing on the demand for the Phase 2 extension. This emphasised the ongoing need for the extension, supporting our case to continue seeking funding to implement.

6. Financial Considerations

Estimated planning costs are £150,000 in 2021/22. There is £75k available within revenue budgets but the additional £75k revenue cost would need to be met at outturn, if they cannot be capitalised. The upfront elements are on a tight timescale, seeking planning approval by January, meaning we need to submit a planning application in November. Work has already begun on drawings utilising the existing service budgets for industrial estates and Roundswell development.

The estimated costs have been produced by NPS Quantity Surveyor in conjunction with the Economy Enterprise Service team members. These are subject to a successful tender and contractors being appointed through the Southern Construction Framework, which would happen in parallel with the planning process.

Bearing in mind cost escalation in the construction industry, a contingency of 10% has been included. The Funding Agreements issued by the LEP place the responsibility for cost over runs on the applicant. There may also be additional funding reallocated from the LEP up to a further £80,000, which is why an “up to” contribution for the Council has been used. The Council’s requested capital investment will be used as a balancing figure and will not be greater than the requested additional sum of £640,000.

Estimated Construction Cost/fees:	£1.9 million
Contingency 10%:	£0.19 million
Total	£2.09 million

Budget allocations:

Existing capital programme allocation:	£1.0 million
LEP Getting Building Funding:	£0.45 million
DCC balance (including contingency)	£0.64 million
Total	£2.09 million

Capital Build Phasing:	
2022/23	£1.0 million
2023/24	£1.09 million

Summary of the current and proposed extension phases:

Phase	1	2
Sqm Floorspace	2085	537
Jobs created	90	38
Value of total public sector investment	£5,381,697	£2,090,000
LEP - Local Growth Fund	£2,150,000	£0
ERDF	£2,932,162	£0
DCC	£574,782	£1,640,000
LEP – Getting Building Fund	£0	£450,000
Total project value	£5,381,697	£2,090,000

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7. Legal Considerations

There are no substantive or new legal considerations. However, the Council may need to update our agreement with Town Square to initiate the phase 2 operation.

The LEP Getting Building Fund funding agreement for Devon Workhubs would be adjusted to add in this scheme, as it is the LEP's intention to fund this building as an extension to that project for expediency.

Subsidy control has been considered and legal advice has been sought. The current position is that we are compliant within the Subsidy Control regime, and the previous state aid advice under GBER Article 56. We will review the position again when detailed guidance comes out on subsidy control.

8. Environmental Impact Considerations (Including Climate Change)

There will be some environmental impacts associated with site development for Phase 2. However, this development takes place at a location identified as employment land which already has impact mitigation measures in place.

Furthermore, the extension was in the outline planning permission and does not impact the existing provision of environmental services for the plot or existing building.

The main Node building is built to BREEAM Excellent standards to minimise the impact on climate change and also includes solar PV panels. EV charging points are currently being implemented. The Phase 2 extension will be built to the same standards. However, the impact on the environment will be considered by the district council during the planning process.

Overall, this extension is not expected to have a negative impact on the environment or climate change in the area. The overall Node development should be seen as a flagship for high quality build within a defined budget, while also reducing environmental impacts of commuting out of the area by providing good quality workspace and business support locally. There is existing provision for pedestrian and cycle access.

The impact assessment as described in section 9 below includes environmental considerations in more detail.

9. Equality Considerations

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

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

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

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

In progressing this particular scheme/proposal, an Impact Assessment has been prepared which has been circulated separately to Cabinet Councillors and is also available alongside this Report on the Council's website at: [Node Phase 2 Impact Assessment September 2021/](#), which Councillors will need to consider for the purposes of this item.

The Impact Assessment carried out indicates that the impacts on the local area are positive and no negative impacts have been identified.

10. Risk Management Considerations

This policy/proposal has been assessed and all necessary safeguards or action have been taken/included to safeguard the Council's position.

Where risks have been identified, such as not receiving planning permission by the deadline or construction cost escalation, the implications of those have been taken into account in preparing this report by the following mitigations:

- upfront work already undertaken with NPS, using existing revenue budget to meet planning deadline
- contingency put in place to reduce cost escalation risk
- use of Design and Build construction contract, as per the main building, to reduce risk of cost escalation
- early tendering for construction contract in parallel with planning application to reduce cost escalation and design cost risk.

The corporate or community risk registers have been updated as appropriate.

11. Public Health Impact

There is no impact on public health services in the area from this scheme.

12. Conclusion and reasons for recommendations

This scheme will support the Council's economic recovery policies, create jobs post-pandemic, provide additional workspace for local businesses, help the Node to continue to act as a flagship for the wider Roundswell South site, support the sustainability of the current operation and support economic growth in a deprived part of the County. The match funding from the HotSW LEP means the scheme demonstrates good value for money and enables the additional workspace to be available during the second half of 2023. If we do not go ahead, we will lose the opportunity to access the LEP funding and it is currently uncertain when further match funding opportunities, such as UK Shared Prosperity Fund, will be available from government.

Keri Denton
Head of Economy, Enterprise and Skills

Electoral Divisions: Fremington Rural, Chulmleigh and Landkey,

Cabinet Member for Economic Recovery and Skills: Councillor Rufus Gilbert

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Local Government Act 1972: List of Background Papers

Contact for Enquiries: Melanie Sealey

Tel No: 01392 383000

Background Paper	Date	File Reference
Nil		

Appendices to EES/21/3

1. Site plan showing the location of the Phase 2 with the existing building

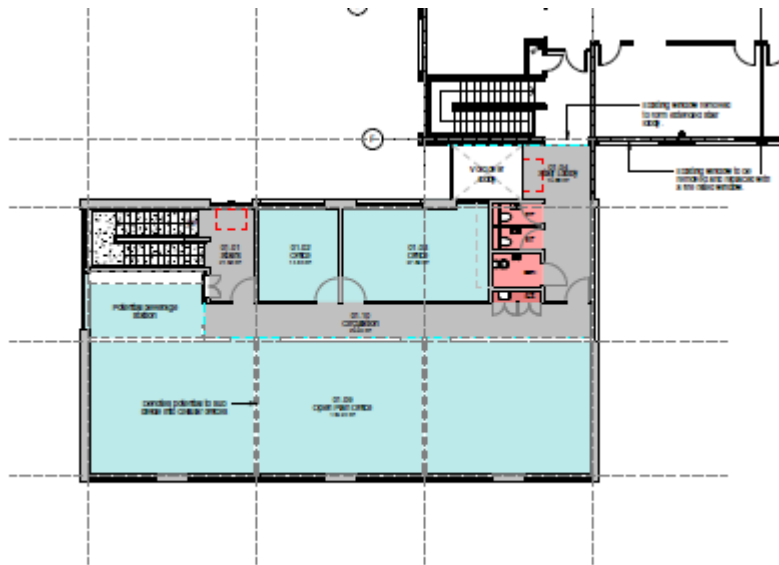


2. Ground floor – Phase 2 provisional draft



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3. Upper floor Phase 2 – provisional draft



North Devon Enterprise Centre Phase 2 – Provision of support for development - Final

Impact Assessment



Assessment of: Node Phase 2

Service: Economy

Head of Service: Keri Denton

Version / date of sign off by Head of Service: 29th September 2021

Assessment carried out by (job title): Senior Economic Development Officer

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1. Description of project / service / activity / policy under review

Node is a £5m business incubation and acceleration facility located in Roundswell, Barnstaple. Following the initial investment from ERDF, LEP and DCC sources and successful launch, application is being made for up to £640,000 towards the £2m cost of Phase 2 which will see the footprint increased by a further 26% producing 537sqm of commercial floor space and creation of an additional 38 jobs.]

2. Reason for change / review

This project is an extension to the existing Enterprise Centre

3. Aims / objectives, limitations and options going forwards (summary)

The investment of £2m to expand the current offer at Node will create more opportunity for entrepreneurs, aspirant entrepreneurs and social entrepreneurs to start-up and grow businesses whilst taking advantage of the onsite business support. The location in Barnstaple further supports work to reduce the inequality of access to business support infrastructure across the county.

4. People affected, diversity profile and analysis of needs

Those most affected are business owners in Devon. The support through tenancy is only available to organisations who have met certain gateway criteria based on the submission of their application. The Operator of the Centre is required to comply with Devon County Council's policies on equality and diversity. The operator itself is a certified B Corp which indicates its positive approach to equality, diversity and sustainability.

5. Stakeholders, their interest and potential impacts

The Heart of the South West Local Enterprise Partnership (HotSW LEP) is a primary stakeholder as the Managing Authority of the Getting Building Fund. District Councils are stakeholders as are other community groups. Economic Development Teams within district Councils.

6. Additional research used to inform this assessment

Lessons learned from the phase 1 development. Occupancy and pipeline study undertaken by the Operator. A commissioned report from HJA, an expert in the field of infrastructure investment research across the South West.

7. Description of consultation process and outcomes

The Heart of the South West Local Enterprise Partnership (HotSW LEP) appraisal as they are the Managing Authority for UK Government.

8. Equality analysis

Giving Due Regard to Equality and Human Rights

The local authority must consider how people will be affected by the service, policy or practice. In so doing we must give due regard to the need to: eliminate unlawful discrimination, harassment and victimisation; advance equality of opportunity and foster good relations.

Where relevant, we must take into account the protected characteristics of age, disability, gender, gender reassignment, pregnancy and maternity, marriage and civil partnership, sexual orientation, race, and religion and belief. This means considering how people with different needs get the different services they require and are not disadvantaged, and facilities are available to them on an equal basis in order to meet their needs; advancing equality of opportunity by recognising the disadvantages to which protected groups are subject and considering how they can be overcome.

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

- A reasonable level of choice in where and how they live their life and interact with others (this is an aspect of the human right to 'private and family life').
- An appropriate level of care which results in dignity and respect (the protection to a private and family life, protection from torture and the freedom of thought, belief and religion within the Human Rights Act and elimination of discrimination and the promotion of good relations under the Equality Act 2010).

A right to life (ensuring that nothing we do results in unlawful or unnecessary/avoidable death).

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

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

The first Phase of the Enterprise Centre was part funded by the European Union ERDF and in result the Operator monitors and reports on the cross-cutting themes of equality, diversity and sustainability on a quarterly basis. This process will now include Phase 2.

Characteristics	Potential or actual issues for this group. [Please refer to the Diversity Guide and See RED]	How will the project / service / policy / activity: <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (meet needs / ensure access, encourage participation, make adjustments for disabled people, 'close gaps'). foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
All residents (include generic equality provisions)	Node encourages equality of access to business coworking space and office space in Barnstaple, an area ranked number 1 in an economic vulnerability study .	The construction of Node will allow for additional accessibility measures that will make out of hours access of the building fairer for wheelchair users.
Age	The project encourages equality of access to business coworking and space in Barnstaple.	Node is also funded to signpost, broker and provide elements of business support to aspirant entrepreneurs of all ages.
Disability (incl. sensory, mobility, mental health, learning disability, neurodiversity, long term ill health) and carers of disabled people	The project encourages equality of access to business coworking and office spaces in Barnstaple.	Node is also funded to signpost, broker and provide elements of business support to aspirant entrepreneurs of all abilities.
Culture and ethnicity: nationality/national origin, ethnic origin/race, skin colour, religion and belief	The project encourages equality of access to business coworking and office spaces in Barnstaple.	Node is also funded to signpost, broker and provide elements of business support to aspirant entrepreneurs of all cultures and ethnicities.

Characteristics	Potential or actual issues for this group. [Please refer to the Diversity Guide and See RED]	How will the project / service / policy / activity: <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (meet needs / ensure access, encourage participation, make adjustments for disabled people, 'close gaps'). foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
Sex, gender and gender identity (including men, women, non-binary and transgender people), and pregnancy and maternity (including women's right to breastfeed)	The project encourages equality of access to business coworking and office spaces in Barnstaple.	Node is also funded to signpost, broker and provide elements of business support to aspirant entrepreneurs of all sexes, genders and gender identities.
Sexual orientation and marriage/civil partnership	The project encourages equality of access to business coworking and office spaces in Barnstaple	Node is also funded to signpost, broker and provide elements of business support to aspirant entrepreneurs of all orientations and relationship status.

<p>Characteristics</p>	<p>Potential or actual issues for this group.</p> <p>[Please refer to the Diversity Guide and See RED]</p>	<p>How will the project / service / policy / activity:</p> <ul style="list-style-type: none"> • eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. • advance equality (meet needs / ensure access, encourage participation, make adjustments for disabled people, 'close gaps'). • foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
<p>Other relevant socio-economic factors such as family size/single people/lone parents, income/deprivation, housing, education and skills, literacy, sub-cultures, 'digital exclusion', access to transport options, rural/urban</p>	<p>The project encourages equality of access to business coworking and office spaces in Barnstaple</p>	<p>Node is also funded to signpost, broker and provide elements of business support to aspirant entrepreneurs of all parts of the community.</p>

9. Human rights considerations:

As part of the procurement process to award the operator contract, Town Square Spaces Ltd (the Operator) are required to ensure that all operating procedures, including the monitoring of those in the Centre's supply chain consider and support human rights. Town Square Spaces is a Certified B Corp which means that the organisation has undergone assessment of the practical application of their ethos in supporting cross cutting themes, equality of access and rigour of human rights protection.

10. Supporting independence, wellbeing and resilience. Give consideration to the groups listed above and how they may have different needs:

In what way can you support and create opportunities for people and communities (of place and interest) to be independent, empowered and resourceful?

The Centre offers business support to established and aspirant entrepreneurs from all parts of the community. The support encourages economic growth and higher-value job creation. The support also empowers individuals to consider, test and launch enterprises, supporting the community to self-determine a self-employment career path.

In what way can you help people to be safe, protected from harm, and with good health and wellbeing?

The Centre has been designed with well-being in mind, to maximise natural light, ventilation and connection with the wider rural setting. The Centre Operator fosters a community of entrepreneurs through facilitated networking which helps reduce isolation. The Operator supports green travel plans through its national "what if everybody walked to work" programme.

In what way can you help people to be connected, and involved in community activities?

The Centre Operator works with other local anchor institutions such as Petroc College to support knowledge exchange and knowledge transfer mechanisms such as student placements, T-Levels and the kickstarter scheme. The Centre offers access to meeting and collaboration space to community groups.

11. Environmental analysis

An impact assessment should give due regard to the following activities in order to ensure we meet a range of environmental legal duties. The policy or practice does not require the identification of environmental impacts using this Impact Assessment process because it is subject to (please mark X in the relevant box below and proceed to the 4c, otherwise complete the environmental analysis table):

Devon County Council's Environmental Review Process	
Planning Permission	X
Environmental Impact Assessment	
Strategic Environmental Assessment	

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Reduce, reuse, recycle and compost:	This will not be affected	We will ask that all successful bidders submit claims and activity evidence electronically.
Conserve and enhance wildlife:	This will not be affected	As part of the first Phase, ecological and environmental impacts were appraised and where possible mitigation measures such as wildlife-friendly landscaping introduced.
Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:	This will not be affected	This will not be affected
Conserve and enhance Devon's cultural and historic heritage:	This will not be affected	This will not be affected
Minimise greenhouse gas emissions:		The project may reduce the need for commuting to larger conurbations. Emissions will be reduced across Devon's roads.
Minimise pollution (including air, land, water, light and noise):	This will not be affected	Clients will be encouraged to develop a sustainable ethos for their business: this may be by signposting to specific business support provision for Business Resource Efficiency or using Digital technologies.
Contribute to reducing water consumption:	This will not be affected	This will not be affected

<p>Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):</p>	<p>This will not be affected</p>	<p>This will not be affected</p>
<p>Other (please state below):</p>		<p>As Lead Applicant, Devon County Council has an Environmental Policy which outlines the organisation's environmental objectives and demonstrates its commitment to managing the environmental impacts of its operations and improving its environmental performance. The environmental impacts of the County Council's activities are assessed including: staff travel, use of energy and resources in buildings, disposal of waste, new developments, procurement. Environmental best practice is encouraged in all these areas in order to minimise any detrimental effects on the environment. The delivery partners have similar sustainable development principles which underpin the way they do business and this has therefore governed the way in which the project is being developed and how it will be implemented:</p> <ul style="list-style-type: none"> • use of teleconferencing - to reduce the need to travel for meetings • electronic document sharing through Devon County Council's 'SharePoint' system - to minimise the use of paper

12. Economic analysis

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Impact on knowledge and skills:	This will not be affected	Knowledge exchange and transfer opportunities between high-growth businesses and FE and HE academic bodies. Higher visibility of skills requirements to meet growing markets. Increased exposure of career development training opportunities for employees.
Impact on employment levels:	This will not be affected	High-value job creation from Centre members. Local supply chain sustainability created through new contracts such as landscaping and catering which are sourced locally
Impact on local business:	This will not be affected	Collaboration and peer learning opportunities amongst community members. Benefit from joining a membership of other national Town Square Spaces facilities such as collaboration and networking.

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13. Describe and linkages or conflicts between social, environmental and economic impacts (Combined Impacts):

The Project Board is responsible for monitoring to ensure that the project is delivered in accordance with the delivery plans agreed with the LEP. They will ensure that all cross-cutting themes of equality and inclusivity are being considered.

No significant conflicts have been identified.

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

The economic well being of the northern Devon area will be improved through the visibility of enterprise infrastructure, the aspiration that it creates and the visibility of entrepreneurship as a career-path. The Operator is a Certified B Corp itself and actively supports entrepreneurs from the social purpose sector. Phase 2 will bring together more entrepreneurs, encourage greater economic resilience and further job creation. The Phase 2 building design will meet rigorous environmental standards throughout design, construction and operational phases to promote carbon reduction and maintain the integrity of the local natural habitat.

Procurement of the main contractor will be through the Southern Construction Framework which mandates strong environmental practices amongst all suppliers. The Centre Operator is already in place and as part of their B-Corp status measures the environmental impacts of their supply chain. Each of the member businesses are encouraged to formulate their own environmental plan where one is not already in place.

15. How will impacts and actions be monitored?

Assessment of the building plans to identify the most environmentally advantageous design, materials and construction methods

Recording of travel-to-site origination postcodes and car sharing by the main contractor during building phase and by the Operator following launch.

Quarterly reporting as part of the Operator Contract.

Review of Social Work and Occupational Managerial Roles in Adults Services

Report of the Head of Service for Adult Care Operations & Health

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

Recommendation: that the Cabinet be asked to agree funding for new Advanced Practitioner roles in Adult Social Care to support statutory work, reduce pressure at a time of increased demand and complexity and provide a career pathway for Social Workers and Occupational Therapists in Devon (Option 3 as outlined in section 4 and 6 of the Report).

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### **1. SUMMARY**

- 1.1 Both Social Work and Occupational Therapy have capability frameworks that describe the knowledge, skills and abilities expected at different points in the career pathway. Devon has not fully implemented either pathway at this point.
- 1.2 The career pathways provide a mechanism for Social Workers and Occupational Therapists to develop their practice to be able to deal with increasing levels of complexity in their work. For example, a Newly Qualified Social Worker may undertake safeguarding work but may require a level of supervision and support to do so. The more experienced the worker, the higher the level of accountability and responsibility in dealing with more multifaceted areas of practice.
- 1.3 The context of this is our statutory duty to protect Adults at risk in Devon, cope with rising demand and level of complexity of social care work outlined in section 2 of this paper.
- 1.4 To ensure an appropriate skill mix, Adult Social Care have identified the need for skilled Advanced Practitioners. This currently missing role will provide a vital level of practice expertise, leadership, and capacity to support with safeguarding and other statutory work that will give the best outcomes to people at risk in Devon.

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1.5 The purpose of this paper is to:

- 1) Update on the work around the career pathway for Qualified Registered Social Workers and Qualified Registered Occupational Therapists in Devon
- 2) To provide evidence of changes to demand, capacity, and nature of the work in Adult Social Care.
- 3) Outline the options explored and consider the recommended approach relating to the introduction of new Social Work and Occupational Therapy Advanced Practitioner Roles in Adults Services.
- 4) Request funding to implement the recommended approach, which is outlined in more detail in section 3 of this report.

## 2. INTRODUCTION

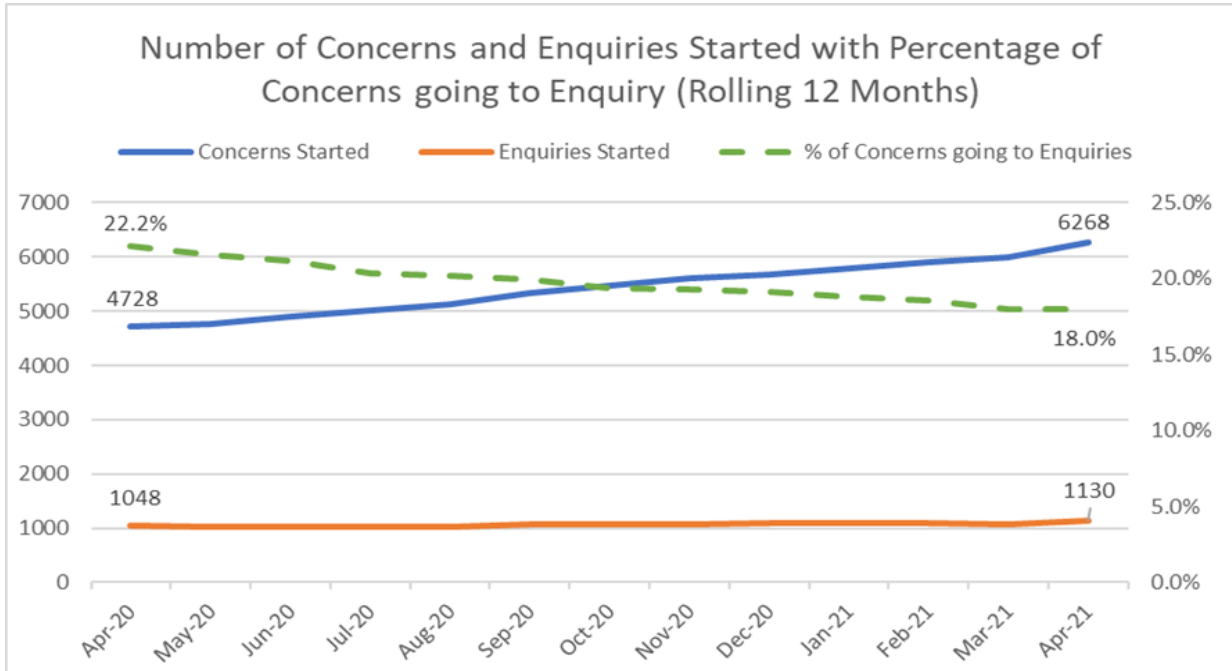
### The importance of a Career Pathway

- 2.1 Devon aspires to be an excellent authority, where staff are well trained, well supported and deliver a competent and confident service to their citizens. Having a permanent and stable workforce is key to achieving this and aligning our roles to a clear nationally recognised career structure is an important steppingstone to achieving this.
- 2.2 Implementation of professionally recognised career pathways will be a significant factor in enabling us to compete on a level playing field with neighbouring and other authorities but more than this, as a real selling point for Devon in terms of valuing our staff and gaining wider benefits around recruitment and retention.
- 2.3 Like other authorities, Devon County Council has seen a rapid decline in the number of qualified Social Workers and Occupational Therapists applying for permanent posts. We need to invest in our Social Worker and Occupational Therapist workforce to reduce this.
- 2.4 Adults and Children's services have worked together to develop a career pathway for Social Workers which is aligned between both services and to the national career pathway. A first Phase of this has now been successfully implemented up to, and including, Experienced Social Workers. However, the second Phase, which includes Advanced Practitioner and Team Manager roles is not yet implemented. This is a crucial aspect to ensure an embedding of the full pathway.
- 2.5 The Occupational Therapy Pathway is stand alone for Adult Services and needs to be aligned to the Social Worker Advanced Practitioner and Team Manager levels in Phase 2.



## Changes in demand and nature of work.

2.6 Graph 1 shows that Safeguarding concerns that have been started by Adult Social Care teams have increased by 33% in a year (1540 more concerns raised than previous year).



2.7 Pressure on our Adult Social Care teams have been increasing over the years.

i. Graph 2: shows the increase in cases on the waiting lists since April 2020.

On 5<sup>th</sup> Jan 2020 there were 1465 cases on the waiting list, this reduced to its lowest point in April 2020 during the Covid-19 response (808 cases) and in since then (in approx. 18 months) it has risen to 2124 cases (August 2021).



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- ii. Recent government funding changes has meant that hospital discharge reviews now need to be completed within a 4-week period instead of 6-week period. The number of people supported at any one time is consistently at the 350 mark, putting real pressure on the system.
- iii. Feedback from staff relating to the change in nature of the work becoming more complex and increasing demand including Court of Protection work.

## **Future complex demand**

- iv. Between August 2021 and July 2022, a total of 157 preparing for adulthood cases are likely to be referred into Adults teams for a complex assessment when they turn 18.
- 2.8 In addition to the pressures outlined above, Team Managers in Adult Social Care currently manage between 3 to 16 FTE. To reduce risks to service delivery and to support managers with their workloads, the spans of control should be in the region of 8-9 FTE per team manager. An additional 11FTE would be required across Devon to ensure each manager had 8.5FTE each.

## **3. PROPOSAL**

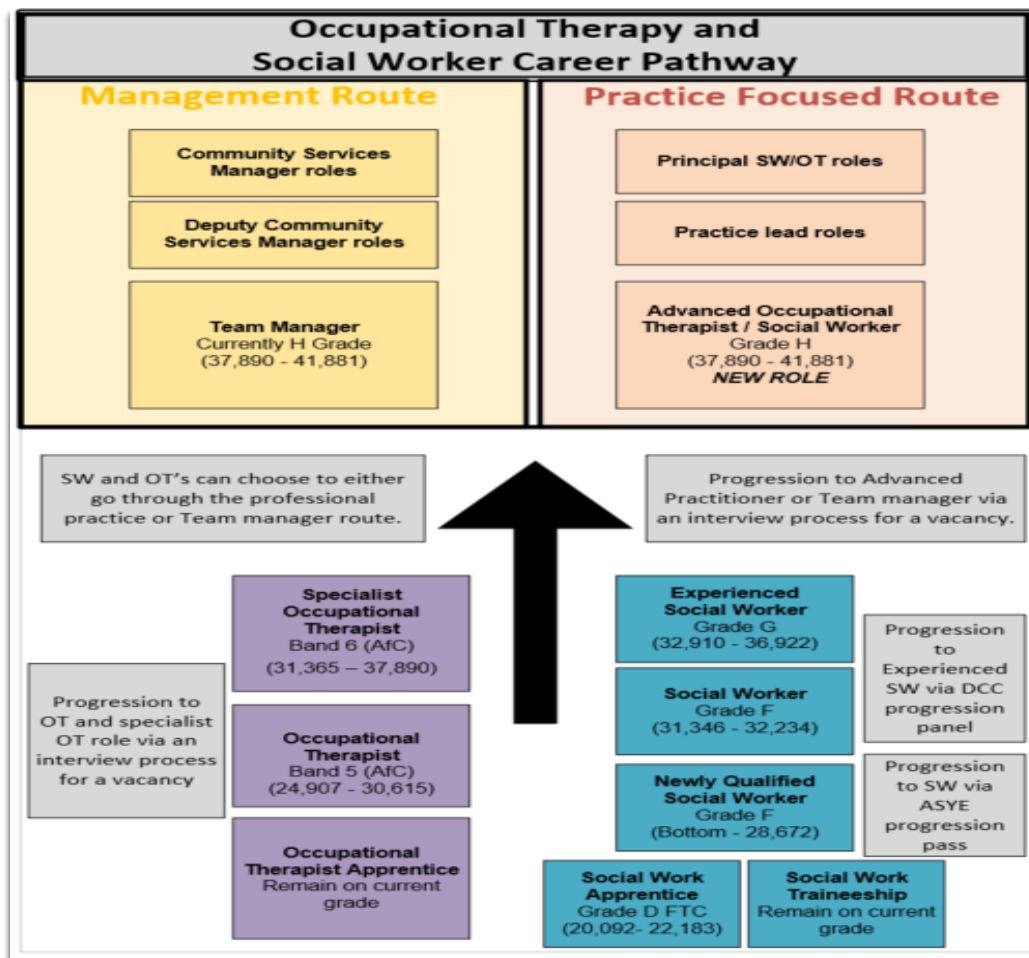
- 3.1 The proposal is to test the introduction of new Advanced Practitioner roles in teams across Devon to ensure a high-quality professional response to demand within the Adult Social Care workforce.
- 3.2 A series of options have been considered and are outlined in section 4 of this report, the recommended approach is option 3.
- 3.3 These new roles will enable professional supervision and development of skills, as well as offer support to team managers with the quality of the work in the team by increasing capacity and reducing pressures in workflow. This in turn will have a benefit to the people of Devon in relation to better practice that focusses on improving strengths-based approaches that focus on their safety and wellbeing.
- 3.4 Impact of the new roles on Adult Social Care Teams:

This proposal will:

- ensure increased capacity for staff supervision
- increase in staff knowledge, skills, and confidence
- case advice and guidance
- support with report writing for court work
- taking on safeguarding enquiry lead roles
- better support for our staff which in turn leads to better outcomes for the people we work with
- people are safer, receiving more personalised care and support
- better application of a strength-based approach
- Team Manager will be released to complete management tasks and service development.

**Diagram 1:** Outlines the recommended career progression pathway for Social Worker and Occupational Therapists.

## DIAGRAM 1: CAREER PROGRESSION PATHWAY



- 3.5 This proposal enables practitioners to advance their career either through the practice focused route and/or through the management route.
- 3.6 The new Advanced Practitioners will be responsible for providing supervision to newly qualified and other staff as well as holding a small caseload of complex cases.
- 3.7 Adults Services request funding to test this recommended pathway in teams across Devon as follows:
  - i. Recruit to 3 Social Worker Advanced Practitioner posts, 1 in each of the three teams identified as having high volumes of demand – Exeter, Holsworthy and Newton Abbot.
  - ii. Recruit to 1 Occupational Therapist Advanced Practitioner role to cover the Eastern locality.

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- iii. The proposal is for all posts to be permanent and advertised externally to reduce the risk of not being able to recruit to the posts.
- 3.8 Subject to the funding being available, this is proposed to commence in January 2022.
- 3.9 Quarterly review points will be put in place throughout the year to understand what impact the new posts will have on the team's performance, quality, and practice.
- 3.10 Measures of success will be reviewed regularly throughout the implementation. These will include: Number of assessments and reviews completed, quality of assessments and reviews, waiting list numbers, staff feedback re: professional support, feedback from service users and carers.
- 3.11 This test of change will inform the future direction of the career pathway work. It is Adult Social Care's intention to fully implement the Advanced Practitioner pathway to the wider service, in line with National frameworks and Children's services.

## 4. OPTIONS/ALTERNATIVES

4.1 The following options have been considered in full:

### **Option 1: Do nothing**

#### *Positives*

- This is the least costly option

#### *Negatives*

If we do nothing, we will continue to experience difficulties with our current pathway as follows:

- There is evidence of increasing pressure for statutory work for Adult Social Care with incremental increases in waiting list numbers, safeguarding concerns and workloads.
- Without the Advanced Practitioner role, the Team manager deals with all practice, service delivery and staff matters whilst managing more than should be expected numbers of FTE.
- Not aligned to national frameworks
- Recruitment and retention issues.
- Need to consider SW across Children's and adults services
- Lack of career pathway and progression routes
- Flat structure that does not drive good practice.
- Cannot address the Post Qualifying Standards for Social Work Supervisors which need to be implemented

**Option 2:** To increase our team manager capacity to enable a more sustainable span of control in teams without an Advanced Practitioner role.

## *Positives*

- Increased capacity in the service
- Spans of control are reduced
- Quality is improved, although with less of a focus on professional supervision.

## *Negatives*

- This option will not fully address some of the practice issues in Adult Services as the additional resource will be more focused on management of the service.
- It will continue to limit options for those wishing to follow a Practice rather than Management Career Pathway
- Investment of **£154,567 in 21/22 and ongoing investment of £618,266 from 2022/3** is required to implement this option in full.

**Option 3:** Introduce 3 Advanced Practitioner Social Worker roles (into 3 teams) and 1 Advanced Practitioner Occupational Therapy role (covering the Eastern system).

To plan a test of change to understand what impact these roles could have on the Adult Social Care pathway by increasing professional supervision and support for team managers and team members with the quality of the work in the team.

## *Positives*

- Increased capacity to enable professional supervision for all staff
- Spans of control are reduced
- Quality is improved

## *Negatives*

- An investment of **£56,206 in 21/22 and ongoing investment of £224,824 from 2022/3** is required to implement this option in full.

## **5. CONSULTATIONS/REPRESENTATIONS**

5.1 The following staff feedback has been received through various consultations including the recent LGA health check survey and practice model consultations.

- Team managers are under a lot of pressure and often focus on the management of the service and less on professional practice.
- work is required to enhance continuous professional development
- further support for supervision and tools for practice
- there is limited capacity to enable regular professional supervision for Social Workers and Occupational Therapists.
- improved professional judgement, creativity and autonomous decision making
- improvements to using a strength-based approach during and post pandemic
- there is good collaborative working across disciplines
- staff feel confident about the advice and information that they can give
- demand on services is high, this means that Social Workers and Occupational Therapists often don't have enough time to reflect on their practice.
- We have workers with good skills, including knowledge, empathy, emotional intelligence, reflective practice.

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- There are clear pathways for support and a focus on helping the person to remain as independent as possible.

Our data confirms that some Team Managers currently have up to 16 FTE.

## 6. FINANCIAL CONSIDERATIONS

6.1 This section explores the numbers of FTE required across Adult services based on the 3 options described above.

**Table 1** below outlines the estimated cost(s) of the options explored and the proposal outlined in section 3 above (see option 3 in the table).

All figures have been ratified by Finance.

| Scenario                                                                                                                                                                                      | Current costs<br>(64.8 Team managers) | Additional Costs 21/22-3 months Jan- March | FYE Additional costs 2022/23 |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------|--------------------------------------------|------------------------------|
| <b>Option 1:</b> Do nothing                                                                                                                                                                   | £3,605,467                            |                                            |                              |
| <b>Option 2:</b> To increase our team manager capacity to enable a more sustainable span of control in teams without an Advanced Practitioner role.                                           | £3,605,467                            | £154,567                                   | £618,266                     |
| <b>Option 3:</b><br>Introduce 3 FTE Advanced Practitioner Social Worker roles into 3 teams and 1 FTE Advanced Practitioner role covering the Eastern system H grade posts. (4 Posts in Total) | £3,605,467                            | £56,206                                    | £224,824                     |

## **7. LEGAL CONSIDERATIONS**

7.1 There are no specific legal considerations.

## **8. ENVIRONMENTAL IMPACT CONSIDERATIONS (INCLUDING CLIMATE CHANGE)**

8.1 There are no specific environmental impact considerations.

## **9. EQUALITY CONSIDERATIONS**

The following equality considerations have been considered as part of this proposal:

9.1 The Equality Act 2010 makes it unlawful for employers to discriminate against job applicants because of a protected characteristic

We will make it clear in the advertisement that an applicant will not be excluded on the grounds of sex, gender reassignment, pregnancy, maternity, race, marital status, disability, age, religion, belief or sexual orientation.

We will take care not to apply criteria and conditions to job requirements and the recruitment process that may result in unjustifiable indirect discrimination against job applicants.

9.2 There is a duty to make reasonable adjustments to the recruitment process in relation to job applicants with a disability

We will seek advice from DCC HR Direct and ensure reasonable adjustment are put in place for job applicants with a disability

9.3 As part of the implementation of this proposal, a fair and equal recruitment process will take place, with full consideration to all protected characteristics and issues of equality across the workforce.

A clearly communicated vision for the introduction of the Advanced Practitioner roles and what it will mean for Adults Services and for Social Worker and Occupational Therapists looking to progress in their careers

An open and transparent recruitment process

## **10. RISK MANAGEMENT CONSIDERATIONS**

10.1 This proposal has been assessed and all necessary safeguards or action have been taken/included to safeguard the Council's position.

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- 10.2 Where risks have been identified such as the potential de-stabilisation of the Adult Social Care workforce if the vision for this proposal isn't articulated clearly and the recruitment process isn't handled sensitively, the implications of that have been considered in preparing this report.
- 10.3 The Adult Social Care risk registers have been updated as appropriate.

## 11. PUBLIC HEALTH IMPACT

- 11.1 There are no implications of the proposals on public health (services)

## 12. SUMMARY

- 12.1 In conclusion, the proposal is to adopt option 3 as outlined in section 4 and 6 of this report. The introduction of the Advanced Practitioner role into Adult Social Care will:

- provide professional leadership and supervision/appraisal of staff, working in partnership with the manager, staff, and others, contributing to an effective and efficient service
- support the Team Manager on day-to-day operational issues
- provide a lead professional role in the team, supporting the development of good evidenced based practice
- enable co-working on complex cases with less experienced workers to ensure quality and consistency and to develop professional practice.

Outcomes include:

- a more responsive, timely, person centred service for people who need care and support in Devon.
- reduced risks relating to staff retention and recruitment
- a stronger focus on quality.
- support staff in meeting their statutory obligations and in compliance of policy.

- 12.2 An investment of **£56,206 in 21/22 and ongoing investment of £224,824 from 2022/3** is required to enable the implementation of the Advanced Practitioner role to the career pathway in Adult Social Care. These Social Worker and Occupational Therapy roles are vital to provide additional capacity to support team managers and teams, undertake important and statutory supervision, and ensure effective complex and high-risk case management in Devon.

Keri Storey  
Head of Service for Adult Care Operations & Health

Electoral Divisions: All

Cabinet Member for Adult Care & Health: Councillor James McInnes

Chief Officer for Adult Care & Health: Jennie Stephens



## **Domestic Abuse Act 2021: Delivery of the Council's statutory duty under Part 4**

Report of the Head of Communities

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

Recommendation: that the Cabinet be asked to

- (a) approve the draft Strategy for Domestic Abuse Support in Safe Accommodation in Devon 2021;
- (b) delegate to the Head of Communities the implementation of the Strategy, including reporting to Government.

### **1. Summary**

This report summarises the Council's new statutory duty under Part 4 of the Domestic Abuse Act 2021, the development of the strategy and the progress made to date.

### **2. Introduction**

The Domestic Abuse Act 2021 came into force on 29 April 2021. The Act includes a wide range of provisions intended to raise awareness and understanding about the devastating impact of domestic abuse on victims and their families.

The Act places a duty on upper tier local authorities in England to provide accommodation-based support to victims of domestic abuse and their children in refuges and other safe accommodation. The Act does not transfer any responsibilities for housing from housing authorities to upper tier local authorities. The Act requires the tier 2 local authorities in each area to cooperate with the upper tier authority so far as reasonably practicable, when requested to do so.

In order to deliver this duty, upper tier local authorities must carry out a needs assessment and develop and publish a strategy for the delivery of the duty by the end of October 2021. Local authorities must create a Domestic Abuse Local Partnership Board with a minimum representative membership set out in the Act. The role of the Partnership Board is to support and advise the local authority in the delivery of the duty. The Board is not an executive or decision-making body.

Local authorities must monitor and evaluate the effectiveness of the Strategy and report back annually to central government.

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## 3. Proposal

Devon County Council has formed a Domestic Abuse Local Partnership Board with broad representation that goes beyond that required by the Domestic Abuse Act. The Board is chaired by the Head of Safeguarding for NHS Devon Clinical Commissioning Group, who also represents health services. Board membership includes the Council's Cabinet Portfolio Holder, Council commissioners and practitioners from Adult and Children's Social Care, Police and Criminal Justice services, all Devon's district councils, organisations providing support services to victims of domestic and sexual abuse and organisations providing support and advocacy for people and communities with specific needs and protected characteristics.

The Council has carried out a needs assessment as a basis for the Strategy, supported by the Partnership Board. The findings of the needs assessment are included in the draft Strategy circulated with this report and provides the insights on which the Strategy is based. The Strategy identifies 8 outcomes that the Strategy aims to deliver, with specific objectives linked to each outcome.

The Act requires that the Board also includes representatives of victims of domestic abuse and the children of victims. To date, the voices of victims have been heard through focus groups with practitioners in domestic abuse services, many of whom have experienced abuse themselves. The Board has agreed that it is extremely important to develop an ethical framework for engagement with victims of abuse and their children, to ensure that there is a clear purpose and commitment for this engagement and that their voices can be heard without the risk of re-traumatisation. This is work in progress.

Perhaps the major challenge to the delivery of the Strategy is the acute shortage within Devon of accommodation and housing that falls within the legislation's definition of "safe accommodation". Regulations define what it is meant by "safe accommodation". This includes traditional service settings like women's refuges and self-contained accommodation provided by housing authorities, social housing providers and domestic abuse charities. However, the duty explicitly excludes temporary accommodation with shared facilities. Devon has only 41 bed spaces of safe accommodation and all are the product of local housing or domestic abuse organisations establishing and maintaining the provision independently. Therefore in practice, most victims of domestic abuse who have fled their homes are housed in such temporary accommodation and fall outside the scope of the new duty. The strategy proposes that support is provided to victims to help when they need it to enable them to stay in their own home and remain safe when they are in temporary accommodation.

## 4. Options/Alternatives

Devon County Council led on the production of a domestic and sexual violence and abuse strategy covering the years 2016-2021. This requires a review and update to reflect the new Domestic Abuse Duty. It has been agreed that the safe accommodation strategy will be an appendix to the wider strategy when this is renewed later in the year.

## 5. Consultations

Section 57(4) of the Domestic Abuse Act requires upper tier local authorities to consult the members of its Domestic Abuse Local Partnership Board and all the tier 2 local authorities within the area on its Strategy before it is adopted and published. Local authorities may also consult any other persons they consider appropriate. The Council has extended the consultation to members of Devon's three Domestic Abuse and Sexual Abuse Forums and to the participants in the practitioner focus groups carried out during the needs assessment. The consultation completed on 24<sup>th</sup> September 2021 and 100% of respondents agreed with the 8 outcomes in the strategy.

The draft strategy was presented to the Corporate, Infrastructure and Regulatory Services Scrutiny Committee on the 23<sup>rd</sup> September 2021. The Scrutiny Committee resolved "that the Report be commended to Cabinet, subject to:

- (a) Devon County Council be asked to sign up to the employer's initiative on domestic abuse, and encourage partners to do the same; and
- (b) Outcome 2 objectives refer to needing a multi-agency approach that should specifically include employers and trade unions." (Minute 10 refers)

The objective supporting Outcome 2 has been amended in line with the above.

Officers suggest that further consideration is needed regarding signing up to 'The employers initiative on domestic abuse'. It is suggested that the lead Cabinet Member, Member champions and key officers consider the implications on the Council. It would be the initial intention to pursue the initiative, subject to assessing the impacts on the strategy and the wider Council.

## 6. Financial Considerations

The government has allocated £125 million New Burdens funding to local authorities, to cover the costs of the new duty to provide support in safe accommodation for 2021-22. The funding allocated to Devon County Council in 2021/22 is £1.4m. In addition, each of Devon's tier 2 local authorities have been allocated around £30k of administrative burden funding to enable their cooperation with the County Council in the delivery of the duty.

In the spirit of the New Burdens Doctrine, the new duty will be funded in future years. The amount of funding from April 2022 will be a matter for the next Spending Review. The draft Statutory Guidance for the delivery of the new duty recommends that local authority Strategies should cover a period of 3 years and that commissioning for services under these Strategies should be conducted on a "long-term basis". This clearly presents some risk for decisions on commissioning services when the level of funding for the period covered by Strategies is not known.

# Agenda Item 12

## **7. Legal Considerations**

There are no specific legal considerations other than as set out in the primary legislation and associated regulations.

## **8. Environmental Impact Considerations (Including Climate Change)**

There are no significant environment impact considerations.

## **9. Equality Considerations**

The needs assessment carried out to develop the Strategy has identified a range of serious barriers facing people with protected characteristics from leaving abusive relationships and seeking domestic abuse support. These barriers have been highlighted through the inclusion of representatives of advocacy and support organisations on the Domestic Abuse Local Partnership Board and through a series of focus group discussions with those organisations. The Strategy recognises these barriers throughout but particularly under Outcome 3.

## **10. Risk Management Considerations**

This policy/proposal has been assessed and all necessary safeguards or action have been taken/included to safeguard the Council's position.

Section 6 above identifies the risk to service commissioning arising from the uncertainty over future government funding under the New Burdens doctrine.

The risks associated with the Strategy lie principally in the delivery. The delivery plan is under development with the support of the Domestic Abuse Local Partnership Board and will set out the detail of risks and mitigations.

## **11. Public Health Impact**

Devon County Council has for many years delivered or commissioned a county-wide domestic abuse service. There has been no statutory duty or designated government funding to provide such a service. The current service, commissioned in 2018, is delivered by Splitz Support Service and funded from the Public Health Grant. In 2016, the Council also took a leading role in the creation of a Devon-wide Vision for Ending Domestic and Sexual Violence and Abuse.

The focus of the existing domestic abuse service delivered by Splitz is on providing support to victims of domestic abuse in the community. The Council has played no part in recent years in the direct funding of accommodation-based domestic abuse services such as women's refuges. These services have relied on a patchwork of (usually fixed-term) funding streams from government and their own charitable fundraising. The duty under the Domestic Abuse Act brings local authorities back into this area of need and will complement our domestic abuse services currently commissioned.

## 12. Reasons for Recommendations

The recommendations have been made because Devon County Council has a statutory obligation to publish a strategy by the 31<sup>st</sup> October 2021.

Simon Kitchen  
Head of Communities

Electoral Divisions: All

Cabinet Member for Public Health, Communities and Equality: Councillor Roger Croad

### **Local Government Act 1972: List of Background Papers**

Contact for Enquiries: Kristian Tomblin

Tel No: 01392 383000 Room: G60 County Hall, Exeter

Background Paper

Strategy for Domestic Abuse Support in Safe Accommodation in Devon 2021 (draft for consultation)

Domestic Abuse Act 2021: Delivery of the Council's statutory duty under Part 4 - Final



## **Strategy for Domestic Abuse Support in Safe Accommodation in Devon 2021**

Published dd/mm/yyyy in accordance with Part 4 of the Domestic Abuse  
Act 2021

DRAFT

1. Introduction

Devon County Council has a new statutory duty under the Domestic Abuse Act 2021 to assess the need and create a strategy for domestic abuse support in our area for all victims (and their children) who reside in relevant safe accommodation, including those who come from outside of the area.

References to victims (and their children) in this document refer to all victims of domestic abuse, including people without children; people who have had their children removed; people from marginalised communities and / or with protected characteristics (eg our LGBT+ communities, our BAME communities and our disabled communities). The strategy has also been written with an intersectional lens. For more information about protected characteristics and intersectionality please see Appendix 2.

This Needs Assessment and Strategy Framework has been informed by quantitative data from Police, District Councils and current domestic abuse providers and qualitative insights gained from service focus groups (Appendix 1) and the multi-agency Devon Domestic Abuse Local Partnership Board. Due to time constraints no insights have been gained directly from those who have experienced domestic abuse, but it must be noted that many people involved in the focus groups and Devon Domestic Abuse Local Partnership Board have lived experience of abuse themselves.

*“At least 80% of our staff and trustees have experienced domestic abuse as adults or children” (CEO of a Devon Domestic Abuse Charity).*

A strategic framework has been developed based on insights from the assessment of needs and this will guide the development of a delivery plan. This is however an iterative process and will be updated over time with the support of the Partnership Board.

2. Strategic Framework

| <b>Outcome 1:</b> Victims (and their children) who are fleeing domestic abuse can access good quality safe accommodation that is appropriate to their individual needs.          |                                                                                                                                                                                                           |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Insights                                                                                                                                                                         | Objectives                                                                                                                                                                                                |
| There is safe accommodation available but only for particular groups, primarily women with children fleeing from outside the area and women with complex needs from North Devon. | We need to increase the units of safe accommodation available in Devon.<br><br>We need equity of access to provision across the county.                                                                   |
| There is insufficient safe accommodation capacity to meet overall demand and specific requirements.                                                                              | We need specialist domestic abuse support for victims housed in temporary accommodation to reduce their risk, particularly whilst adequate provision of safe accommodation is being developed.            |
| Most people are housed in temporary accommodation without any support. This heightens their risk and increases their chance of returning to their abuser.                        | We need a network of self-contained units; some in one block with communal space for recovery/peer support/multi-agency work and others dispersed through the community with outreach support tailored to |
| The safe accommodation available is geographically concentrated and there are                                                                                                    |                                                                                                                                                                                                           |



|                                                                                                                              |                                                                                      |
|------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------|
| gaps in provision for men, large families, those who struggle with communal living and those with protected characteristics. | the individual's needs. This offers the most flexibility to meet a variety of needs. |
|------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------|

**Outcome 2:** Victims experiencing domestic abuse who wish to remain in their home can do so safely to prevent them from becoming homeless and/or their risk escalating.

| Insights                                                                                                                                                                                                                                                                                                                                                                                                                                         | Objectives                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>We have created a system where people must get worse to get support and it isn't available when they need it to prevent their needs escalating.</p> <p>Most people want to remain in their own homes. It is where they work, have their support networks such as family and friends and where their children go to school. This is particularly important for people with protected characteristics, carers and those with complex needs.</p> | <p>We should focus resources on preventing people having to leave their homes and preventing their needs escalating from where they are right now.</p> <p>We need to understand what the victim wants and a tool to assess the dynamics of the relationship.</p> <p>We need a multi-agency approach (including employers and trade unions) that is flexible enough to keep the victim safe, remove the perpetrator and/or work with the couple to stay together safely depending on the individuals wants/needs.</p> |

**Outcome 3:** Victims get the support they need to leave their relationship

| Insights                                                                                                                                                                                                                                                                                                                                                                                                   | Objectives                                                                                                                                                                                                                                                                                               |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Many people don't get the support they need to leave their relationship. They do not ask for help because either they do not realise that they are in an abusive relationship, do not know how to ask for help and/or do not trust services. This is particularly true for individuals with learning disabilities, those from BAME communities, the 'hidden homeless' and those with complex needs.</p> | <p>We need specialist support for victims with protected characteristics and/or complex needs provided by the specialist voluntary, community and 'by and for' organisations locally. This must include interpretation services for people who are deaf or where English isn't their first language.</p> |
| <p>People's basic needs aren't met when they flee an abusive relationship.</p>                                                                                                                                                                                                                                                                                                                             | <p>We need practical support (e.g., financial abuse support) for people when they flee domestic abuse, particularly for those people in temporary accommodation or in managed moves.</p>                                                                                                                 |

**Outcome 4:** A range of trauma informed therapeutic support is available to victims (and their children) to support recovery and break the cycle.

| Insights                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Objectives                                                                                                                                                                                                                                                                                                |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>All victims (including children) of domestic abuse have experienced some sort of loss – loss of a relationship, loss of a home, loss of friends, loss of their community, loss of their crutches etc.</p> <p>If adults and children do not get support to work through their feelings in the “here and now”, they often revert back to harmful relationships or behaviours (e.g., substance misuse).</p> <p>If people do not get support to understand the patterns of abuse and the influence of their childhoods on their choices, they can continue to choose unhealthy relationships and behaviours.</p> | <p>We need to ensure trauma informed therapeutic support is available at all stages of the individual’s (adult and children) journey.</p> <p>The offer needs to be different depending on the adult/child’s needs, the makeup of the family, their relationship status and protected characteristics.</p> |

**Outcome 5:** Victims (and their children) have appropriate support to live safely, free from abuse

| Insights                                                                                                                                                                                                               | Objectives                                                                                                                                                                                                                                                                                                                                                                                     |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>There is no dedicated long-term support for victims and their children after leaving safe accommodation. This is particularly important for people with protected characteristics and those with complex needs.</p> | <p>We need to provide support tailored to the individuals needs to help them to seek support, remain in safe accommodation and remain independent afterwards. The length of support needs to be flexible depending on the family's needs.</p> <p>We need to ensure the support offered is part of the Early Help process to provide on-going multi-agency support to the child and family.</p> |

**Outcome 6:** Victims (and their children) receive person centred response that is tailored to their own wants and needs.

| Insights                                                                                                                                            | Objectives                                                                                                                                                                     |
|-----------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Our current system often requires people to accept unsuitable accommodation, and/or alienates them from services or cycles through services.</p> | <p>We need to listen to the individual and understand the real dynamics of the relationship to identify the right solutions and tailor support to their personal outcomes.</p> |

**Outcome 7:** Services are domestic abuse informed and work collectively to support the victim and their family.

| Insights                                                                                                                                                                                                                                                             | Objectives                                                                                                                                                                                                                                                                     |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Individual practitioners and services do not have the knowledge or understanding of domestic abuse, its impact on individuals and families, particularly those with protected characteristics to provide an appropriate domestic abuse and trauma informed response. | We need to raise awareness of domestic abuse and impact of trauma, but also raising understanding of intersectionality and the need for different service responses for individual needs and protected characteristics, such as LGBT+, BAME, physical and learning disability. |
| Trusted partner relationships are key to effective multi-agency working.                                                                                                                                                                                             | We need to develop clear links from domestic abuse services into statutory and voluntary/community services to enable partner relationships to be built.                                                                                                                       |

**Outcome 8:** Devon County Council and the Local Partnership Board have access to consistent, up-to-date data and the lived experiences of victims (and their children) to ensure that the Needs Assessment and Strategy for Devon is continuously developed and monitored over time to add further insights, learn from mistakes and to improve outcomes.

| Insights                                                                                                                     | Objectives                                                                                                                                        |
|------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------|
| We have an incomplete picture of demand for safe accommodation across Devon.                                                 | We need consistent quantitative data from the 8 District Councils to determine need for safe accommodation.                                       |
| We have valuable insights from practitioners and services but lack insights from victims and children with lived experience. | We will develop an Ethical Framework for the involvement of victims and children in the Local Partnership Board and the delivery of the strategy. |

3. What is Safe Accommodation?

*“Somewhere to feel safe and start to re-build your life”*  
*“The location is safe and won’t be disclosed”*  
*“Parents can start to truly meet the needs of their children and re-build their relationship”*  
*“A suitable environment where the needs of others do not impact your physical and emotional safety”.*  
*“Somewhere where you aren’t judged”*

The new duty holds a broad definition of ‘safe accommodation’ where we have a duty to provide support in recognition of the diversity of housing in which victims and their children may live. It covers the provision of support to victims and their children residing in some/all of the following, but does not include temporary accommodation, such as bed & breakfast and hotels.

| Accommodation                 | Description                                                                                                                                                    |
|-------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Refuge                        | Accommodation and intensive support for the residents                                                                                                          |
| Specialist safe accommodation | Dedicated specialist support to victims with relevant protected characteristics and/or complex needs e.g. refuges for BAME (Black, Asian and Minority Ethnic), |

|                                                                          |                                                                                                                                                                                                                                                                                                     |
|--------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                          | LGBT+ (Lesbian, Gay, Bisexual and Trans -transgender, transexual), and disabled victims                                                                                                                                                                                                             |
| Dispersed accommodation                                                  | Self-contained accommodation which is safe, secure and dedicated to supporting victims of domestic abuse                                                                                                                                                                                            |
| Move-on or Second stage accommodation                                    | Projects temporarily accommodating victims, including families who no longer need the intensive level of support provided in a refuge, but would still benefit from a lower level of domestic abuse specific support for a period before they move to fully independent and permanent accommodation |
| Sanctuary Schemes                                                        | Properties with local authority installed Sanctuary Schemes or other similar schemes which provide enhanced physical security measures within a home                                                                                                                                                |
| Other accommodation designated as Domestic Abuse emergency accommodation | A safe place with support that provides safe, self-contained accommodation for victims to spend a temporary period of time. Must be provided by LHAs, social housing providers or registered charity                                                                                                |

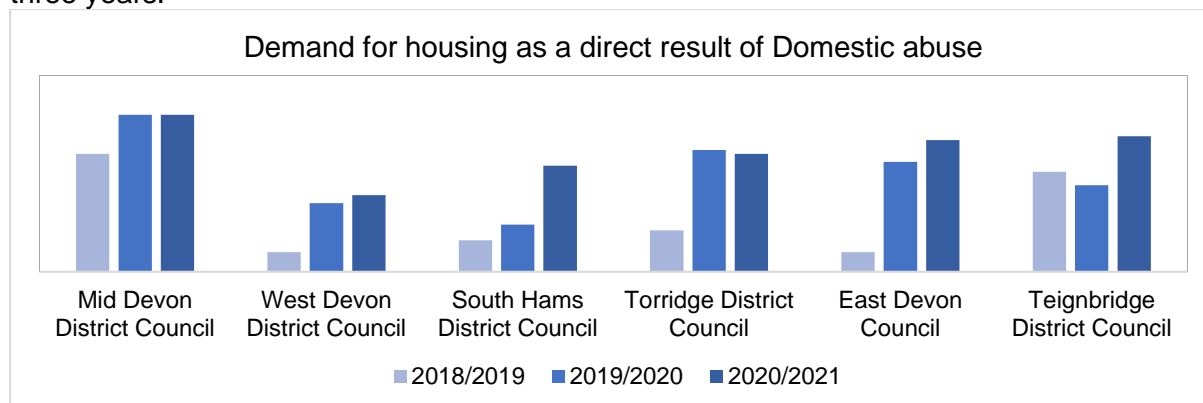
However, 'safe accommodation' is only considered safe if it is delivered with support. This can be directly provided within safe accommodation services and as outreach support to victims in other types of relevant accommodation, including their homes in the case of a sanctuary scheme. The government is clear that the introduction of this duty should not result in any negative impact on non-accommodation based local domestic abuse services. It is expected that support in safe accommodation should sit alongside and complement the support that is already available to victims.

Accommodation based domestic abuse support includes:

| Type of Support                                                                               | Examples                                                                                                                                               |
|-----------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------|
| Advocacy Support                                                                              | Development of personal safety plans, liaison with other services (for example, GPs and social workers, welfare benefit providers)                     |
| General advice                                                                                | Financial & legal support, Benefits, Support into work                                                                                                 |
| Housing related advice and support                                                            | Securing a permanent home and advice on how to live safely and independently                                                                           |
| Domestic abuse prevention advice                                                              | Support to assist victims to recognise the signs of abusive relationships, to help them remain safe (including online) and to prevent re-victimisation |
| Specialist support for victims with relevant protected characteristics and / or complex needs | Interpreters, faith services, mental health advice and support, drug and alcohol advice and support, and immigration advice                            |
| Children's Support                                                                            | Play therapy and child advocacy                                                                                                                        |
| Counselling and therapy for both adults and children.                                         |                                                                                                                                                        |

#### 4. What is the demand in Devon for safe accommodation?

Demand for housing, as a result of domestic abuse, continues to increase across Devon.<sup>1</sup> When comparing the 12 months to March 2020 to the following year, demand has increased across the region by 26% from 232 to 449.<sup>2</sup> All regions have seen an overall rise in the past three years.



Crucially, the data provided from the local districts include the number of people in need of housing as a *direct* result of domestic abuse. Meaning their primary concern was listed as domestic abuse. What the data is unable to indicate is the additional number of people who were experiencing domestic abuse but did not list this as their primary reason for becoming homeless. For these applicants, although they may have been experiencing domestic abuse at the time, their primary reason for seeking accommodation may have been listed as rent arrears or an eviction notice. This is particularly relevant for individuals with complex needs. As a result, it is difficult to ascertain from current recorded data how many more people who presented as homeless were also experiencing domestic abuse.

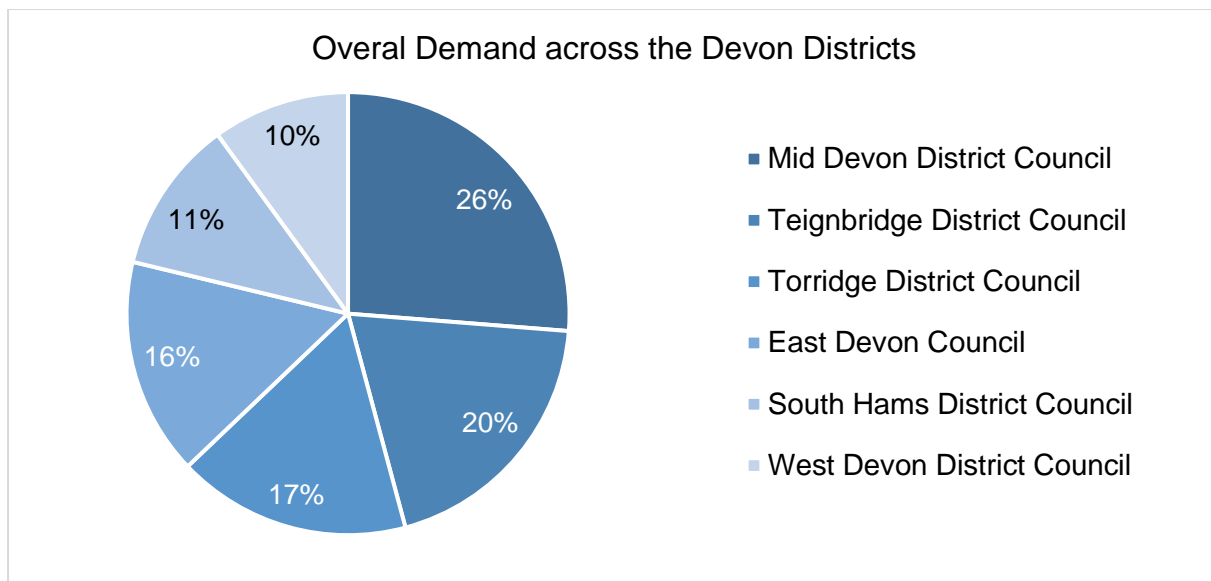
#### *Overall demand across Devon between 2018 and 2021*

From the local authority data collected across Devon

- The majority of applicants (76%) were female, 23% were male
- Over 93% of all applications recorded their ethnicity as white British
- 44% were single adults with dependent child(ren) and just over half were adult(s) with no children
- 33% were economically inactive/ long or short term ill, 23% were unemployed and 21% were employed
- 58% stated that a member of the household had a confirmed medical condition
- Almost a third of applications reported that a household member had a self-reported vulnerability including physical or mental health needs

<sup>1</sup> Data includes Mid Devon District Council, West Devon District Council, South Hams District Council, Torrige District Council, East Devon Council and Teignbridge District Council. Exeter City Council provided overall figures for 2020/2021. No data was provided from North Devon District Council.

<sup>2</sup> Excluding Exeter City Council data.



Demand for accommodation slightly varies across Devon, with the largest demand in Exeter Mid Devon and Teignbridge.

The age of people presenting as homeless as a result of domestic abuse varies across Devon. Some districts recorded the age of the lead applicant only, while other areas included the age of everyone living in the household. As a result, it is not possible to compare areas.

Under the Domestic Abuse Act 2021, Local Authorities with a housing duty must consider people made homeless through domestic abuse as having a priority need for accommodation. Prior to this, victims of domestic abuse were assessed to see whether they were considered vulnerable. Only those considered vulnerable were seen as having a priority need. In principle the new legislation could greatly increase the number of people with a priority need for accommodation as a result of domestic abuse. For example, on average Exeter receives about 15 homelessness presentations a month that led to a MARAC referral. But only about 2 of those involved a homelessness duty, whereas under the Domestic Abuse act all could be eligible.

**Case Study:** The number of applicants with a relief duty owed due to Domestic Abuse Between April 2020 and March 2021 Exeter City Council recorded 74 households who were owed a relief duty<sup>3</sup> due to domestic abuse. Of the 74 households, 218 additional support needs were identified. 60% of all applicants were recorded as having three or more additional support needs.

Exeter City council had an equal distribution of single adult females (35%) and single adult males (35%). However, when the household structure involved children, all but one applicant was a female parent with dependent children. Adults with dependent children accounted for 26% of all applicants. The majority of applicants were adults with no dependents (74%).

Applicants with a relief duty owed due to Domestic Abuse with additional support needs - Exeter City Council

*History of mental health problems – 61%*  
*Physical ill health and disability – 32%*

<sup>3</sup> Meaning the applicant did not have an alternative housing arrangement available such as staying with friends or family

|                                                                                                                                                                                                                                                                                                                                                                                                         |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p style="text-align: center;"><i>Offending history – 30%</i><br/> <i>History of repeat homelessness – 27%</i><br/> <i>At risk of / has experienced sexual abuse / exploitation – 26%</i><br/> <i>At risk of / has experienced abuse (non-domestic abuse) – 24%</i><br/> <i>History of rough sleeping – 19%</i><br/> <i>Drug dependency needs – 19%</i><br/> <i>Alcohol dependency needs – 16 %</i></p> |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Based on households with a relief duty owed due to domestic abuse in Exeter, more than half of all applications listed a history of mental ill health problems with just under a third of all applicants listing physical ill health and disability, offending history and a history of repeat homelessness as a support need. The complexity of support needs indicates that many of the households in need of accommodation as a result of domestic abuse have a range of additional needs. These needs should be considered when seeking suitable accommodation for families affected by domestic abuse.

N.B This data is limited to applicants who were defined as being in priority need<sup>4</sup> and eligible for an accommodation offer. As a result, these applicants were more likely to have complex needs. Data collected did not include victims of domestic abuse who were not considered in priority need.

#### 5. What safe accommodation is currently available?

Devon County Council commissions a Devon wide domestic abuse support service that provides support to victims in the community. The council has not directly funded support in safe accommodation for six years and the current commissioned service does not include this explicitly. There are 41 bed spaces of safe accommodation in Devon (Table 1) and all are a result of local housing or domestic abuse organisations establishing and maintaining the provision independently. This is low in comparison to other local authorities (Table 2).

Table 1: Safe Accommodation Available in Devon

| <b>Scheme</b>             | <b>Targeted Group</b>                                      | <b>Accommodation</b>                                                                                                              |
|---------------------------|------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------|
| North Devon Refuge        | Women over 18 years old with children fleeing DVA          | <b>27 bed spaces</b><br>A purpose-built 8-bed property.<br>Plus 2-bed self-contained property                                     |
| Women's First Partnership | Single women over 18 years old with multiple complex needs | <b>10 bed spaces</b><br>1x4-bed for high needs<br>1x4-bed for low/medium needs<br>2x1-bed exclusively for women experiencing DVA. |
| Places of Safety          | High risk victims with children                            | <b>4 bed spaces</b><br>2x2-bed self contained properties                                                                          |
| Sanctuary Schemes         | Victims remain safely in their own homes                   | Operating only in North Devon and Torridge                                                                                        |

<sup>4</sup> To be considered 'in priority need' a person would need to be pregnant; have dependent children; aged 16-17; or if a care leaver aged 18-20; vulnerable as a result of mental illness, disability, risk of domestic abuse or time spent in care, prison or the armed forces.

Table 2: Bed Spaces in other Local Authorities

| Local Authority | Population (2019) | Bed Spaces | Population per bed space |
|-----------------|-------------------|------------|--------------------------|
| Devon           | 802,375           | 41         | 19,570                   |
| Cornwall        | 569,578           | 53         | 10,746                   |
| Plymouth        | 262,100           | 27         | 9,707                    |
| Torbay          | 136,264           | 29         | 4,698                    |
| Kent            | 1,581,600         | 107        | 14,781                   |

### 5.1 North Devon Refuge

North Devon Against Domestic Abuse (NDADA) has run a refuge for women over 18 years old and their children fleeing domestic abuse since 1975.

The refuge is a purpose-built property in North Devon. There are eight rooms and can offer 25 bed spaces in total. There is one room on the ground floor that has been adapted to accommodate wheelchair users. Residents have their own room that they share with their children and the rest of the living is communal (bathrooms, kitchen, dining room, TV room area, and laundry facilities). There is access to a playroom and an outside space for families to use. The refuge is staffed during office hours 9am-5pm Monday–Thursday and 9am-4.30pm on Fridays. Outside of these hours it is covered by an on-call service for crisis or emergency support.

The women in the refuge are offered:

- practical support such as accessing housing, support with benefits advice, locating legal services
- emotional support and counselling
- group work for the mother and children to re-build their relationship
- individual and group therapeutic work for the children

Over the period 1<sup>st</sup> April 2020-31<sup>st</sup> March 2021, the refuge received 126 referrals. The majority (77%) were from outside Devon County Council geographical boundaries. Of these referrals, 22 women and 31 children were accepted into the refuge. Half of the women were aged between 25-34 years and the majority of women had children (83%). Of these 81% of the children were under 11 and 40% of women had three children. The average length of stay in the refuge was 120 days. Only one of the women was from Devon and only one other re-located to Devon after her stay.

83% of referrals were declined (104) and of these:

- 100% had complex needs
- 87% had complex mental health needs
- 59% had a history of drug and alcohol use
- 30% felt communal living would be unsuitable for their children
- 24% would have been unsafe due to their local connections



- 12% wished to continue a new relationship whilst in refuge
- 10% had offending history linked to violence and/or arson
- 8% had a history of assaulting professionals

NDADA estimate that at least 12 referrals (six of which were Devon based with children) could have been accepted into the communal refuge if there had been 24-hour cover with strong links to safeguarding teams.

## 5.2 Specialist Safe Accommodation

Devon has specialist safe accommodation in North Devon for women with complex needs (housing, mental health, substance misuse and domestic and sexual abuse) and one soon to be established in Exeter.

### • The Women's First Project

The "Women First" project is a partnership between Encompass Southwest (ESW), North Devon Against Domestic Abuse (NDADA) and MIND to support women who have experienced domestic and sexual violence and are rough sleeping, sofa surfing or living in temporary accommodation. This includes women discharged from hospital and prison with no address.

The project was set up in December 2019 and delivers

- 2 x 4-bed female only accommodation and 3 x 1-bed accommodation exclusively for women experiencing domestic abuse.
- A multi-disciplinary team that works with women individuals and through a co-located drop-in. This includes access to a trained MIND adviser, Domestic Violence IDVA, drug & alcohol adviser and housing support.
- One to one and group pattern changing courses.
- A women peer network to encourage engagement and support move into independence.

The project supported 87 women with a connection to North Devon and Torridge between 1<sup>st</sup> April 2020-31<sup>st</sup> March 2021. Of these,

- 60% were assessed as high risk of domestic abuse
- 70% were under 35 years old
- 68% were economically inactive and had no income
- 98% were white
- 14% had children

The average length of stay is approximately 13 months because very few of the women are ready to move on successfully before this time.

### • Breathing Space Project

Co-Lab in partnership with Exeter City Council, Julian House and Key Change was successful in securing funding from the Ministry of Housing, Communities and Local Government (MHCLG) for safe accommodation for homeless women at risk of domestic abuse and other forms of violence and exploitation. The project will start in October 2021 and the funding is for two years. The expectation is Breathing Space will support approximately 45 women over a 12 month period. The support offer will include:

- Accommodation: 9 respite rooms for women which will be available up to 6 weeks. Evidence of placements and local need over the past year suggests that 9 emergency

bedspaces will be sufficient to meet the need in the city. The Respite Room model consists of 5 one bedroomed flats with concierge and four en-suite rooms with a shared kitchen. The accommodation will be across two locations in the city.

- Dedicated and flexible support: this will include a Housing Caseworker and two support workers. Real Life Psychology will provide additional psychological interventions delivered through weekly clinics.
- Home Vision: Commissioned by OPCC is a 12 week programme of support, reflection and future planning. Delivered in 4 x 3 week blocks, to align with stages of a woman's journey.

### 5.3 Dispersed Accommodation

There are six units of self-contained dispersed accommodation in Devon with confidential addresses. One is managed by NDADA and three are managed by Encompass Southwest. The clients who stay in this accommodation receive the same planned package of therapeutic and practical support as those in the centre-based accommodation.

There are two additional Places of Safety in Tiverton and Honiton that are managed by Splitz support service. These are for victims at high risk who live in Devon and are supported by an IDVA. Nine victims have accessed these over the last three years – all but one had children. The idea is that these units can meet the needs of survivors for whom communal living might not be suitable – including disabled women, LGBT+ survivors, women with larger families/older male children, those with mental health and substance use support needs. The average length of stay is 123 days, but this has reduced year on year to an average of 84 days in 2020-21.

### 4.4 Sanctuary Schemes

A Sanctuary Scheme is a multi-agency victim centred initiative which aims to enable households at risk of violence to remain safely in their own homes by installing a 'Sanctuary' in the home and through the provision of support to the household<sup>5</sup>. The victim will remain in the home with the children so as not to further isolate the family from their support networks, preventing children being disrupted from education and allowing them to maintain their home comforts.

Sanctuary Schemes used to operate across Devon. The Crime Prevention Officer employed by Devon & Cornwall Police would assess the risk to the accommodation and make recommendations to the relevant District Council for physical measures to be made to increase safety. There is only one Crime Prevention Officer left in Devon who covers North Devon and Torridge. Several of the other districts do respond to requests from MARAC for target hardening but this is very rare.

### 4.5 Housing for Perpetrators

Housing for perpetrators model builds on the Sanctuary Scheme and starts from the premise that the best outcome is for the perpetrator to leave the home to maintain continuity for the victim and their children. It has been identified that perpetrators are reluctant to leave the family home when advised to do so by Children's Services (for the safety of their family), because they do not have anywhere to go. Perpetrators do not have a priority need for housing. If a perpetrator does not agree to leave the family home, the family may be forced to seek temporary accommodation.

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<sup>5</sup> [Sanctuary schemes for households at risk of domestic violence: guide for agencies - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/sanctuary-schemes-for-households-at-risk-of-domestic-violence)

A pilot is being run in South and West Devon where the District Council provides a furnished 1-bed accommodation for a perpetrator where it is identified that they need to leave the family home for a period of time to manage the risks of domestic abuse in the home. The perpetrator must be engaged with the Behaviour Change Independent Domestic Abuse Advisor (BC IDVA) from Splitz Support Service and have children that are subject to Children's Services at Child In Need (CIN) or Child Protection (CP) level or above. The victim will be allocated an Independent Domestic Abuse Advisor (IDVA) for continued support from Splitz. All children over the age of 5 will be offered support from a Children and Young Person's Safety and Resilience Worker (CYP SARW) from Splitz, where their primary carer gives consent. Splitz and Children's Services will work closely together to manage risks and monitor change. Where it is deemed not safe for the perpetrator to return to the family home, the District Council can assist the perpetrator to find permanent accommodation as appropriate.

## 6. Insights

### 6.1 Accommodation

- Most people want to remain in their own homes

Most people want to remain in their own homes. It is where they work, have their support networks such as family and friends and where their children go to school. This is particularly the case for victims with physical disabilities whose home may have been specially adapted and they know their way around the house and community and for those with learning disabilities who may have spent many years learning how to use their own appliances in the house or how to take the bus from their home. Also, many carers don't want to leave the person they care for, even if they are the perpetrator because they are worried about who will look after them.

*"Unless there is a serious immediate risk to the victim or their children, I will always try to support them to stay in their home, with a robust safety plan and support in place. However, navigating this with housing, police and social care can sometimes be a challenge. Why should victims have to up and leave their home? Move the alleged perpetrator instead!"*  
(Splitz Support Service)

*"Social Workers have been known to tell a victim they have to leave the area or else their children will be taken away. But they don't want to and end up coming back anyway without the support of services and so being more at risk".*  
(Splitz Support Service)

*"People with physical disabilities, brain injuries and other additional needs may require 'reasonable adjustments' to be made to safe accommodation such as stairlifts, wheelchair access, bathroom adaptations, assistance walking, support with emotional regulation and extreme fatigue.. "*  
(Headway)

But it is also important to remember that "sometimes it is traumatising for the victim to stay in the same place where the abuse took place and so it is better for them to move" (Splitz Support Service). Therefore, it is so important for support services such as housing, police and social care to listen to the victim and their IDVA who will advocate on their behalf.

- The lack of safe, secure and appropriate accommodation in Devon for the length of time they need it means people stay in abusive relationships or return to them or cannot recover.

*“Women will stay in abusive relationships in fear that they don’t have anywhere to go”  
(Splitz Support Service)*

*“Putting timescales on the length of stay there means the client just focuses on the end,  
rather than their journey and cannot recover” (Encompass Southwest)*

There is a lack of safe, secure and appropriate accommodation in Devon. As a result, victims are placed in temporary accommodation such as low budget hotels, Bed & Breakfast accommodation and hostels. These can be insecure so perpetrators can get in through windows/doors, in close proximity to other perpetrators and those with aggressive and violent behaviours and present very challenging conditions to live in, particularly with young children. If a victim chooses to leave this type of accommodation because they feel unsafe, they are often told that they have made themselves intentionally homeless.

A young Mum with her two-year-old daughter was placed in a flat with drug addicts outside. One day she came home to blood splattered all over the outside wall. It retraumatised her.

*“I don’t feel I can support her [the victim] to leave because I can’t guarantee where she will end up. It might be worse than where she is now and severely detrimental to her and her children” (Co-Lab)*

*“The quality of the accommodation shows people what they are worth...some accommodation is in such poor condition that the alternative of staying with an abusive partner is better”. (Encompass Southwest)*

*“They go back to their abusive relationships because there is nowhere to go, they look for safety in a man, but we need to provide the safety for them” (SAFE)*

- Centre based accommodation cannot meet everyone’s needs

*“Women want their own front door and a space where they can cook, do their laundry and shut themselves away” (Splitz Support Service)*

*“Women we support tell us they want their own front door and not to have to share with other people when they move out of our accommodation”. (Encompass Southwest)*

Communal accommodation creates a range of difficulties for residents and staff.

The North Devon refuge struggles to accommodate women with complex needs (mental health, substance misuse, history of violence). This is because of the potential impact their behaviour can have on other residents and in particular children. “asking them to leave feels terrible as they have nowhere to go. But we can’t have children witnessing fighting and bad language” (NDADA).

There are benefits of communal living as it can encourage residents to bond and support each other’s recovery. But “we do end up spending a lot of time dealing with falling out between residents, rather than meeting their individual needs. It keeps the residents in crisis, rather than helping them move into recovery” (Encompass Southwest).

Unless they are in a specialist refuge, communal living can also make women with protected characteristics such as LGBT+, BAME, learning disabilities and physical disabilities feel excluded and misunderstood.

*“An autistic woman went to a refuge but just couldn’t cope with the communal living. She was in sensory overload all the time, was struggling to cope and had melt downs. But the staff didn’t understand her needs and thought she was just being difficult”*  
(Dimensions for Autism).

Accommodation with communal facilities means that not everyone can be accepted and/or needs met. As a result, there is currently no/little provision for

- Women with large families (over 3 children) and particularly those with older sons
- Male victims and those with children
- 16/17 year olds
- Women outside North Devon with complex needs

## 6.2 Support insights

*“We need to provide the right support at the right time for the right length of time” (SAFE)*

- Many people don’t get the support they need to leave their relationship

Many victims do not ask for help because either they do not realise that they are in an abusive relationship, do not know how to ask for help and/or do not trust services. This is particularly true for individuals with learning disabilities, those from BAME communities, the ‘hidden homeless’<sup>6</sup> and those with complex needs.

*“The silent sufferers. There are those that simply don’t have the words to describe or report the abuse, those who are non-verbal, those who may have a learning disability and those from backgrounds where it is regarded as normal. Never let us forget, there are those who simply can’t articulate their difficulties and may not be able to use the words needed to report or to obtain support” (Living Options)*

Housing services and specialist domestic abuse services are often inaccessible to those with protected characteristics. This is especially true for those whose English is not their first language, are deaf or have a learning disability for services that can only be accessed by phone or on-line.

*“There is a lot of hidden domestic abuse within the Deaf community. Many have no one to talk to as most support groups just have a phone helpline or if they want to attend in person there is no funding for interpreters. The abuser can be the carer or even interpreter they rely on”.* (Living Options)

*“We make accessing support so difficult for people with learning disabilities. Just think of the answer phone message you get when you ring the GP surgery. It’s long and sometimes has options to press. This is too much for someone with a learning disability or a brain injury and so they just hang up” (Headway).*

*“The language barriers are huge. Sometimes people can get by in English but they can’t express themselves fully. They need to be able to have a proper conversation, they need an interpreter even in that situation. And the victim needs to feel comfortable with the interpreter. A friend can’t be relied upon. That is not right in this situation. If we get language wrong, we might be sending a woman to her death” (Sunrise Diversity)*

Victims will only disclose to someone who they have built a relationship with and can trust. This is often someone who they seek support from on a more regular basis such as

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<sup>6</sup> This includes people who become homeless but find a temporary solution by staying with family members or friends, living in squats or other insecure accommodation.

community or voluntary organisations. It is the person they trust that is best placed to educate and support them to understand what abuse is, to help them safety plan and prepare to leave if necessary.

*“Black and minority ethnic communities are very tight knit and small in Devon and so everyone knows everyone else’s business. In some cultures, they will never have talked about their relationship or sex with anyone. So, women tend to seek support from a BME specialist organisation because they can attend a women’s group for instance, build a relationship with someone and seek their support without drawing attention or raising suspicion within the rest of the community”* (Sunrise Diversity)

*“Many of the women we support have opted to stay in unsafe relationships rather than ask for help because they are scared of rejection, judgement or re-traumatisation”.*  
(Encompass Southwest)

*“The system is very closed system to anyone who doesn’t conform to stereotype of white, middle class and capable”* (Sunrise Diversity)

- Finance is a barrier to leaving

Women with insecure immigration status and have no recourse to public funds cannot access benefits. This can be a barrier to accessing safe accommodation which often relies on housing benefit to cover the rent. *“She was sent away and so she had to go back. The perpetrator becomes more abusive because he knows she cannot leave”* (Sunrise Diversity)

At the other extreme, having access to capital and income can also be a barrier. An example was given of one woman who worked full-time had to give up her job and claim housing benefits so she could afford to go to a refuge. If this happens locally, NDADA subsidises the rent from reserves so individuals can stay in these situation, but this is not systematic or a sustainable solution.

- People’s basic needs aren’t met when they flee an abusive relationship

*“We have to make it easier to leave and stay [in safe accommodation], than to go back”*  
(NDADA)

A 19 year old women was placed in a Bed & Breakfast. She had to move out over the weekend as they had bookings and was sent to Bath. She had no phone to find directions and no money to get there. In the end she stayed in her sister’s university room while she was away, otherwise she would have been on the streets.

Far too often when victims leave abusive relationships, they struggle to meet their basic needs and have no support with this. This is particularly apparent for people who are moved into temporary accommodation such as B&Bs or hotels and have nowhere to cook or do laundry. Even those in managed moves, need help with the practicalities such as the cost of moving,

A mum and her five children had to live in a Travelodge in two rooms for a year. She has no cooking or laundry facilities. One of her children had cystic fibrosis and Mum struggled to get his medical needs met because she had moved out of area and so had lost her medical support and there was not enough space for her to do his physiotherapy with him.

storage of belongings and linking in with local services, such as GP, Children's Centres or relevant community organisations.

Once people have moved, some individuals need support in "life skills" such as setting up a bank account, budgeting, applying for benefits, paying bills, cooking etc as they have not done this before. This is particularly true for people with complex needs, learning disabilities or from BAME communities who may need extra practical and enabling support that is tailored to their individual needs. For example, someone with learning disabilities may need extra help to understand their new home and the layout of the local area. One person may be able to cope with a video of how to use the cooker, heating etc, whereas someone else will need to be supported to do it multiple times over a period of time before they build up their confidence to do it independently.

*"We put too much responsibility on families in times of crisis" (SAFE)*

*"Rebuilding your life is exhausting, we need to make it as easy as we can..." (SAFE)*

- Victims need support out of hours

Victims need support beyond 9am-5pm. Victims flee at all hours of the day and night so it is important that someone is available to welcomed into their safe accommodation and help them to settle in. Also, once in safe accommodation, people need support in the morning and evening for a range of reasons.

- Parents might need parenting support around breakfast and bedtime routines.
- People who have been traumatised can also struggle to sleep and being alone at night and so need extra reassurance.
- People who are working full-time are unable to receive support if it is only offered during office hours.
- Arguments, prejudice, discrimination and abuse between residents in communal accommodation often happens in the evenings when staff are not around.
- People who have physical or learning disabilities often need support to help with their day to day care
- Victims experience great loss and need help to deal with this

*"We need to validate them, to make them believe they have made the best decision to leave"*  
(SAFE)

*"All that is on offer is Cognitive Behaviour Therapy. But that doesn't work for those without the cognitive ability to do the tasks". (Dimensions for Autism)*

All victims of domestic abuse have experienced some sort of loss – loss of a relationship, loss of a home, loss of friends, loss of their community, loss of their crutches etc. But there is very little support to help people deal with this and associated behaviours, such as anxiety, insomnia, melting down. It is particularly difficult to access this support for people who are still in abusive relationships or actively using alcohol or drugs. If people do not get support to work through their feelings in the "here and now", they often revert back to harmful relationships or behaviours.

*"A lot of women with complex needs have divergent or bad behaviour. They get into a cycle...they reduce their substances and that makes them remember their loss, so they*

*revert back to unhelpful behaviours such as drinking or drugs to stop them feeling. You can still work with someone under the influence on their feelings, emotions and triggers, you don't have to wait". (Encompass Southwest)*

*"Most supported accommodation eviction rates are near 70%, ours is 13% because we are present, hold the space with compassion and kindness, let them act out but are there to pick up the pieces" (Encompass Southwest)*

A high percentage of the women with complex needs have had children removed due to their abusive relationship and not being able to keep them safe. Encompass Southwest have started to see an increase in the number of pregnant women accessing their service, specifically pregnant homeless women who are in violent or coercive relationships with other rough sleepers. Whilst a woman is pregnant, she receives lots of support for her unborn baby from the midwife and social workers. The child is taken away as soon as it is born, and all the support is removed. *"She needs meaningful support when she is pregnant to help her deal with the loss and trauma, so she stops getting repeatedly pregnant to fix her loss. She needs empathy, not judgement"* (Encompass Southwest).

- There is no dedicated long-term support for victims after leaving safe accommodation. This is particularly important for people with protected characteristics and those with complex needs.

Both North Devon Refuge and the Women's First Project offer at least six weeks of support after the women has left their accommodation. There is some flexibility depending on their needs, but it is never enough. There is a lack of awareness of what services are available to support people. Services have found the Domestic Violence connector role helpful but there needs to be more support from and transition to community services.

*"Women from Black and minority ethnic communities need longer term support, up to two years. The risk ebbs and flows depending on the perpetrator, but they need extra help to be independent, particularly if there are language barriers and because they have left their community, they have no one else to ask for help"* (Sunrise Diversity).

Women also need support to access positive activities and to become part of the community.

- Support to understand the patterns of abuse and the influence of their childhoods on their choices is ad hoc.

Provision to help victims understand patterns of abuse and how their childhood has influenced their choices is ad hoc with no consistency across the county. This long-term therapeutic work can only be accessed once the victim is in a safe space. But unless this work is done people will continue to choose unhealthy relationships and behaviours and the cycle of abuse will continue.

- Children need support too

The Domestic Abuse Act acknowledges that children are victims in their own right. They will need support to process their emotions and deal with their loss. However, a big part of their recovery will depend on their parent's engagement to support them to feel listened to and understood, put appropriate boundaries in place and to start re-building a positive relationship with their non-abusing parent.

*"Parents often want support for children, but not themselves. Recovery only works if the non-abusive parent engages"* (SAFE).



- Peer support is very powerful recovery tool

Peer support groups whilst in accommodation and, also once in the community, for adults and children alike can be a powerful tool for recovery. In the North Devon refuge children support each other and bring great comfort and you often see the older children helping the younger ones.

*“Women on the street can be really nasty to each other...it’s all about survival. Group work helps the ladies to start look after each other and encourage each other, like stopping each other seeing ex-partners and it can actually reduce the conflict in the house”.*

(Encompass Southwest)

### 6.3 System Insights

- Our binary lens forces more people into the wrong accommodation, and/or alienates them from services or cycles through services

Our system views domestic abuse through the lens of victim or perpetrator and our services are structured around this binary view. However, in practice we know that it is more complicated than that. There are victims that are perpetrators and perpetrators that are victims at different times and situations. Without understanding the dynamics of the relationship, the victim or perpetrator can be labelled, and an inappropriate service offer given. Similarly, the system does not routinely really listen to the person in question about what they want from the relationship and if they want to separate or not so that the system and services can work with them, rather than against them.

*“A couple had been in a relationship for 15 years. It was abusive, violent and they were constantly fighting but they always got back together..they couldn’t live without one another. After a particularly nasty argument, the man was evicted immediately. There was no opportunity to encourage them to talk and explore what had happened. Of course, she followed and then they were both on the streets without support”.* (Co-Lab)

A couple were in a toxic dysfunctional relationship. The female repeatedly presented at the housing team as homeless due to domestic abuse and was re-housed. She always went back to the relationship. In the end, the council provided two flats which could be securely locked next to each other so that when she presented as wanting to flee, she could safely go back home and lock her partner out. This worked but the couple did not receive any support to manage their relationship safely.

- We have created a system where people must get worse to get support

Over the last ten years thresholds for services have increased as resources have got less. However, this creates a system where people must get worse to get support and there are not the resources available when they need it to prevent their needs escalating.

- Domestic Abuse is everyone’s business

There is a general lack of understanding about domestic abuse, trauma is causes and impact it can have on someone’s housing options. There is also a more specific lack of understanding about how protected characteristics can impact a person’s ability to access help, to leave and the additional support required.

*“One housing Association does a google search on all applicants and this can determine if someone who is fleeing domestic abuse is accepted or not. It’s completely unethical. The information might not even be true”. (Co-Lab)*

Multi-agency partnership working is essential and most successful when this understanding is there and a key relationship with a practitioner in a partner agency has been developed. For example, North Devon Council has assigned a housing officer to work with all the women in the North Devon refuge. This means a trusted working relationship has been built up and the housing officer listens to the refuge workers on what the women need for a successful transition into the community and tries to accommodate this wherever possible. However, this is not mirrored in children’s social care where there is always a different social worker and no relationship can be built. This means responses are not always appropriate, timely or consistent from a domestic abuse point of view.

#### 7. Resource allocation

The DA strategy will inform the allocation of resources to address the outcome areas and priority action. It is not possible or appropriate at this stage in the development process to provide a full description of investment areas.

These will be agreed at a later stage with the Partnership Board.

Appendix 1: List of organisations involved in focus groups

Co-Lab  
Devon and Plymouth Racial Equality Council  
Devon Link Up  
Dimensions for Autism  
Encompass South West  
Headway Devon  
Hikmat  
Intercom (through individual meetings)  
Living Options Devon  
North Devon Against Domestic Abuse (NDADA)  
Splitz Support Service  
Stop Abuse for Everyone (SAFE)  
Sunrise Diversity  
The Olive Project

## Appendix 2: Glossary of terms

**Intersectionality** - Put simply, intersectionality is the concept that all oppression is linked. More explicitly, the Oxford Dictionary defines intersectionality as “the interconnected nature of social categorisations such as race, class, and gender, regarded as creating overlapping and interdependent systems of discrimination or disadvantage”. Intersectionality is the acknowledgement that everyone has their own unique experiences of discrimination and oppression and we must consider everything and anything that can marginalise people – gender, race, class, sexual orientation, physical ability, etc. First coined by Professor Kimberlé Crenshaw back in 1989, intersectionality was added to the Oxford Dictionary in 2015 with its importance increasingly being recognised in the world of women’s rights.

Ref: Womankind Worldwide: [Home - Womankind Worldwide](#)

**Protected characteristics** - It is against the law to discriminate against someone because of:

- [age](#)
- [disability](#)
- [gender reassignment](#)
- [marriage and civil partnership](#)
- [pregnancy and maternity](#)
- [race](#)
- [religion or belief](#)
- [sex](#)
- [sexual orientation](#)

These are called protected characteristics. You are protected under the Equality Act 2010 from these types of discrimination.

Ref: Equality and Human Rights Commission: [Home Page | Equality and Human Rights Commission \(equalityhumanrights.com\)](#)

**‘Victims (and their children)’** – in this document refers to all victims of domestic abuse, including people without children; people who have had their children removed; people from marginalised communities and / or with protected characteristics (eg our LGBT+ communities, our BAME communities and our disabled communities)



Cabinet  
13<sup>th</sup> October 2021

## **Property consultancy, facilities management catering and cleaning: Future Delivery Model**

Report of the Head of Service for Digital Transformation and Business Support

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

### **Recommendation:**

**That Cabinet agree to the establishment of a Joint Venture service model to contract for the provision of property consultancy, facilities management, cleaning and catering services. The Joint Venture would be between Devon County Council and Norse Group and be awarded a service contract starting 1 April 2022, for an initial 5 year period plus DCC extension options of 3+2 years.**

### **Summary**

- 1.1 The Council's Joint Venture (JV) partnerships for Property Consultancy, Facilities Management (FM) Catering and Cleaning run until March 2022.
- 1.2 A comprehensive delivery model appraisal process has been undertaken and a Management Board was convened to consider the most appropriate future delivery model for these services. This has led to recommendations as to the best future delivery model to fulfil the Council's requirements, and detailed contractual proposals have been negotiated for the prospective future service.
- 1.4 DCC officers from services across the Council formed workgroups for the review process. This involved wide research and broad consultation including Members focus sessions. Management Board shortlisted from a longlist, to the following two service model options:  
  
Option A: Integrated service model which draws together DCC's two Joint Ventures with Norse Group, into one Property Services and Facilities Management solution (including catering and cleaning for schools and others).  
  
Option B: A disaggregated model with individual services competed from multiple different providers each individually commissioned and managed.
- 1.5 Management Board reviewed the shortlisted options and recommended that option A: Joint Venture integrated service becomes the preferred model. This would create one partnership vehicle enabling complementary services to be brought together under a single remit and build on expertise developed to date.
- 1.6 Management Board comprised Head of Digital Transformation and Business Support, County Solicitor, County Treasurer and Chief Officer for Highways,

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Infrastructure and Waste, with Digital Transformation Portfolio Holder and workgroup leads.

- 1.7 Management Board shortlisted to a preferred option of an integrated joint venture. Officers subsequently developed proposals for a single, broader partnership to support the Council's needs, in conjunction with DCC's existing Joint Venture partner, Norse Group.

## 2. Introduction

### **The Delivery Model review - workgroup process and findings**

- 2.1 Terms of Reference to conduct the review were considered by Leadership Group on 26<sup>th</sup> March 2018 and review groups were established to research, consider and recommend the Council's future service models. Two workstreams ran concurrently to review (i) property consultancy, and (ii) FM catering and cleaning. It paused during pandemic response, then reconvened.

### 2.2 **Group A: Property consultancy workgroup**

The Council's property services requirements include:

- Property maintenance & surveying
- Construction design & management
- Estates services & asset management
- Health and safety compliance
- Property sales and acquisition
- County farms estate

- 2.3 An independent chairperson was appointed to support and challenge the property review group and bring external expertise. The group consulted extensively including Members consultation and workshop, officers, peer authorities and service providers. This identified two lead options for property:

A. Continue with the Council's current Joint Venture partnership (with NPS),  
or:

B. Disaggregated model of competing services individually + some in-housing

- 2.4 Consultation and research identified success criteria to assist the decision making process around choice of future model, including factors relevant to pandemic recovery. The optimum future model will need to:

1. Achieve continual alignment with the Council's strategic priorities and remain agile throughout the times ahead.
2. Ensure the Council achieves highest priority status as commissioning entity and that its needs are prioritised at all times.
3. Sustain sufficient scale for the Council's significant capacity requirements across technically specialist services, wide geographic locations and maintain resilience through uncertain times. Promote service resilience by working with some external clients.



4. Value for money – both in terms of the service itself and also in the achievement of work programmes (influenceable spend) the model supports.
  5. Promote local economic considerations and local investment.
  6. Enable the Council to deliver its services at pace, aiding pandemic recovery.
  7. Ensure the commissioning process is efficient, maintains seamless chain of accountability, enables efficient contract management and efficient to set up.
  8. Consider the market's ability to deliver including how the market is changing through the pandemic recovery cycle, particularly specialist maintenance for schools and numerous other technically specialist disciplines.
  9. Ability to commission reliably from a sustainable service while also achieving freedom from 'Exclusivity' for specific property functions; able to access the external market for some specialisms without destabilising the service, breaking accountability chains or diminishing the Council's overall strategic influence as client;
  10. Not create unnecessary liabilities for the Council.
- 2.5 The workgroup considered the likely impact of the pandemic on property services in a future post Covid economy. It is likely this will involve increased reliance on strategic alignment amongst partners, collaboration, resilience, agility, pace and resource efficiency in the future.
- 2.6 The group considered that option B (competing and managing numerous individual services separately with some in-housing) would not be an efficient way to approach the challenges of recovery; whereas an integrated joint venture would best support the Council's ability to confidently deliver priorities to the front line with pace. As such the expansion of option A), Joint Venture to integrate Facilities Management into a broader model emerged.
- 2.7 The Property Consultancy workgroup therefore recommended option A: Joint Venture for Property Services, including the expansion of scope to integrate Facilities Management to form a broader multi-disciplinary partnership for Property, FM cleaning and catering services.

## **Group B: Facilities Management, Cleaning & Catering workgroup**

- 2.8 A separate workgroup reviewed FM, cleaning and catering, with stakeholder consultation and options appraisal around the Council's future FM needs and service model options. The workgroup noted that the Council's FM, cleaning and catering service (with Devon Norse) is performing well. It also found the current JV partnership meets the needs of the Council but could benefit from further integration with complementary disciplines; increased scale and multi-disciplinary working can bring greater agility and efficiency.

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2.9 The FM workgroup also identified similar success factors to the Property workgroup; the primary criteria on which both groups were closely aligned were criteria 1,3,4,5,7 and 10 (as noted within item 2.4).

## 2.10 Options generation

Alongside the success criteria, the two workgroups identified a longlist of possible alternative delivery models for consideration as service model options.

### A. Property workgroup – longlist of options

The longlist of options developed by the property workgroup included:

- i. Compete whole service to the market as one entity;
- ii. Compete services individually and align via contract management;
- iii. Use multiple Framework Agreements (a mix of existing, and procure own);
- iv. Bring all services in-house;
- v. Continue existing Joint Venture with NPS SW;
- vi. Expand Joint Venture to include wider SW public bodies;
- vii. Establish a wholly owned trading company;
- viii. Align with DCC Engineering Design Group's Professional Services contract;
- ix. Disaggregate and combine services independently, + some in-house \*
- x. Smaller Joint Venture for specialisms, other services from elsewhere;
- xi. Broader, integrated joint venture for Property, FM, cleaning and catering \*

### B. FM, cleaning and catering workgroup – longlist of options

The longlist of options developed by this workgroup included:

- i. Compete from the market as several separate services areas;
- ii. Compete from the market with the current FM remit;
- iii. Compete from the market with a wider FM remit;
- iv. Extend the current joint Venture;
- v. In-house the service as a whole;
- vi. Broader, integrated joint venture for Property, FM, cleaning and catering \*

\* = shortlisted options

## 2.11 Workgroup shortlisting recommendations

Having reconvened to consider pandemic recovery needs, the property workgroup recommended against the disaggregated model continuing to be shortlisted, due to not being well placed to support pandemic recovery, namely:

1. A disaggregated model would reduce the Council's strategic influence as significant client; disaggregation would not achieve strategic alignment with service providers or bring the best ability to deliver at pace;
2. Disaggregation could de-stabilise the service and reduce resilience, and be less efficient to manage given the Council's priorities and need for pace.

3. The external property market is experiencing increasing capacity pressures and this model no longer inspires sufficient confidence in maintaining capacity at scale, resilience and continuity of skills availability;
- 2.12 Both teams assessed their success factors against their alternative service options. Both identified potential for synergies between the Property and FM future models, and each team independently recommended an integrated Joint Venture as the optimal model to fulfil the Council's future needs. This led to discussions with Norse Group about an integrated approach, and the recommendation to the Management Board to proceed.

### **3. Proposal: Integrated Property, FM, Cleaning and Catering Joint Venture**

- 3.1 On 22 October 2020 Management Board shortlisted to explore integrated partnership discussions with Norse Group, having heard recommendations to the same effect from both workgroups. A proposal has since been negotiated between DCC and Norse which would bring numerous benefits. The proposal has been peer reviewed by Property / FM commissioning leads who were part of the review but were outside of the negotiations themselves, being mindful that pandemic recovery will shape the Council's future needs.
- 3.2 The Council now has fully documented proposals to support its Property Services and Facilities Management via an integrated Joint Venture. The pre-contract proposals have passed external legal scrutiny and include Articles of Association, a Shareholder Agreement and a Service Agreement with service specification and fee scales.

### **3.3 Overview of proposed new arrangements: key provisions**

Key benefits of the integrated model include:

- i. Ensure a legally compliant model which can also support external business;
- ii. Ensure financially competitive and efficient overall service model;
- iii. Ensure key knowledge and expertise about DCC's property estate is retained;
- iv. Provide single point of contact and trackable job process on multiple disciplines;
- v. Enable efficient co-ordinated management via a single Management Board;
- vi. Ensure full commitment from the local and wider Norse Group to bring innovation and Group support for Devon's local operations;

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- vii. Allow flexibility for DCC to procure specialist services to complement the overall service offer, removing Exclusivity and enabling DCC to access the market.

## **3.4 Commercial**

- 3.5 The integrated model will streamline the NPS SW and Devon Norse structures into a single JV under one Director. The service will become more multi-disciplinary, creating efficiencies for example onsite FM staff undertaking less technical elements of property management previously carried out by more costly surveyors, and a common work management portal.
- 3.6 Many rates have improved or are cost neutral, with the right fee for the right service at competitive rates. The officer group consider the rates overall represent fair value when considering the service and fees against known market rates. In some cases this includes broader services within the fee, whereby DCC has secured more comprehensive work tasks within specification, reflecting that a JV service brings more.
- 3.8 Construction fees will continue to be fixed at Project Gateway stage 3 (industry standard stages for design and construction) giving DCC greater cost predictability; this a key element articulated through consultation with property professional leads.
- 3.9 The team has negotiated financial and technical parameters whereby DCC will not be obliged to commission all work from Norse. This was from consultation feedback and gives the Council flexibility and choice with some latitude to commission other specialist providers in particular areas on an optional basis.
- 3.10 The discussions have included TUPE, pension rights and redundancy provisions. This has ensured the new arrangement would not increase the Council's liability, and in some circumstances draws a line under historic obligations the Council held. Naturally the Council's sites or services are likely to change in the future, which can be accommodated based on circumstances.
- 3.11 A review of risks and any disbenefits has been carried out by the workgroup and peer group, including a financial appraisal of the new proposed rates.
- 3.12 The model will continue to support over 1,250 primarily Devon based jobs and support local employment. This applies both to Devon based personnel, and also to the extensive local supply chains used by the service.
- 3.13 An independent Economic Impact Review of Devon Norse services (in 2017) identified that 91% of Devon Norse employees live in Devon. The value of Devon Norse supply chain expenditure was £1.2 million, with 57% of supplies sourced within Devon, 10% in the SW region, with only the tail end sourced further afield. There is an overall ethos of spending locally wherever possible.

## **Contract duration**

- 3.12 The proposal envisages the new JV starting 1 April 2022 when the two current JV service contracts expire. The new JV would be formed by updating the existing Devon Norse company into new agreements, minimising setup costs.
- 3.13 The outgoing arrangements for NPS SW Property and Devon Norse FM were 15 and 10 years respectively; most consultees felt future arrangements should be shorter to enable greater flexibility and avoid DCC being tied into a lengthy contractual commitment. The new JV is proposed for an initial 5 year period, with extensions of 3+2 years based on 18 performance measures covering:
- Health and safety compliance
  - Environmental performance
  - Financial performance
  - Customer satisfaction & helpdesk
  - Work quality
  - Project timescales

## **Governance and oversight**

- 3.14 The governance process will be improved by streamlining the current two Joint Ventures into one integrated service. The two outgoing joint ventures currently operate in parallel and each comprise quarterly Board reporting, monthly Operations boards, workstream performance monitoring and risk management.
- 3.15 The performance management structure of the new JV is attached as Appendix one. This shows the governance regime at various levels, ranging from officers overseeing each individual project, alongside wider support from a monthly JV Operations Board. The arrangements will be overseen from a strategic perspective by a quarterly Partnership Board, and a quarterly meeting of the Joint Venture Board of Directors. This will involve representation from both DCC officers and Norse staff, including a Councillor lead representative at Partnership Board and Board of Directors. The Member representative will be selected in accordance with the Council's Constitution.
- 3.16 This new process will give integrated reporting and oversight, and help strategic alignment and operational delivery. Quarterly Directors Board reporting will continue, there will also be a 'Liaison Board' (similar to the Partnership Board) attended by a DCC Senior Manager, a DCC Councillor plus others to be agreed from DCC and the Norse Operations Manager and a Director. The monthly Operations Boards will continue. There will be six Joint Venture Director places, with three each from DCC and Norse. Regarding the appointment of senior Officers and the Members lead, it is considered the main attributes would include strategic thinking, a partnership ethos, openness to innovation and creativity, and problem solving capability.
- 3.17 The Council will retain a 20% ownership stake in the new Joint Venture.
- 3.18 The review also noted the performance of Devon's current Joint Ventures as illustrating the benefits of strategic alignment and shared purpose. There have been many examples of unified working in the pandemic response for example:

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- i. Supporting the Council's premises building compliance through FM, risk assessments and building compliance, swiftly implementing safety measures;
- ii. Extensive uplift in cleaning service demands across 250+ Devon sites at short notice, maintaining business continuity and helping keep premises safe;
- iii. Supporting specialist facilities the Council mobilised swiftly—Community testing;
- iv. Interchanging resources to support PPE across Devon, logistics, stock management, planning, communications and supporting vulnerable individuals;
- v. Supporting Care Homes and others with outbreak management, multi skilled staff ensuring residents and schoolchildren received meals and food boxes;
- vi. Received a large number of requests from schools and other partners (some of whom had provision challenges) and stepped in to help wherever possible.

## **4. Options/Alternatives**

- 4.1 This report identifies a range of considerations that were developed through workgroup consultation and research. These were considered in line with criteria for success and resulted in a longlist and shortlist of options as conveyed in this report.
- 4.2 The 'do nothing' option of extending the two Joint Ventures in parallel was considered but discounted, as it would miss opportunities that would otherwise be created by combining these services.

## **5. Consultation**

- 5.1 The Property Consultancy and Facilities Management review teams comprised senior leads from Services and involved in-depth engagement with Members, senior managers, service users, market suppliers and other local authorities.
- 5.2 Interviews included 15 external property practices, incumbent Joint Venture partner, Leader, Chief Executive, DT&BS Portfolio Holder, County Treasurer, County Solicitor, Chief Officer HIDW, Head of DT&BS, DCC Members and officers plus Unitary Authorities, Hampshire & Salford Council.

## **6. Financial considerations**

- 6.1 At recent activity levels, the Council (including maintained schools) spends £8 million on FM, cleaning and catering annually, and £4.3 million on Property advisory services. Expenditure varies according to each year's programme.
- 6.2 The proposed new integrated JV would operate on broadly similar financial arrangements to the current two JV's, with some efficiencies through integration. Significant changes in the amount of work undertaken by the new JV is not anticipated, albeit will depend on the Council's capital programme and any variations to the sites and schools commissioning these services in future.

## **7. Legal considerations**

- 7.1 The County Council is legally permitted to agree these recommendations. Legal support has been maintained throughout to ensure the agreement protects the Council's interests and complies with all relevant legislation (including procurement regulations such as Teckal).

## **8. Environmental considerations including climate change**

- 8.1 These services bring opportunities to align closely with the Council's strategic priorities including promoting positive environmental benefits. A Joint Venture partnership will be able to support these priorities through closely aligned working and shared organisational priorities, i.e. quality Facilities Management, cleaning and catering principles, and property consultancy support.

## **9. Equality considerations**

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

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

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

In progressing this particular proposal, an Impact Assessment has been prepared which has been circulated separately to Cabinet Councillors and is also available alongside this Report on the Council's website at <https://new.devon.gov.uk/impact/> which Councillors will need to consider for the purposes of this item/meeting.

The Equality Impact Assessment is appended to this report. In addition, Norse Group has clear policies and procedures to ensure equality and diversity operate correctly.

## **10. Risk management considerations**

- 10.1 A risk register will continue to be jointly completed by both partners. It will be updated quarterly and appropriate risk owners assigned to mitigate risks. It will consider risks such: service delivery, resilience, financial, operational and reputational. Performance monitored via the Council's DT & BS Service.





## Appendix 1 - Joint Venture Governance structure

### Devon County Council and Norse South West (NSW)

#### DCC Representatives

- DCC Elected Member
- DCC officer/Senior Manager Economy Team Senior Manager
- DCC Officer/Senior Manager Head Accountant

- Head of Service for DT & BS
- DCC Contract Manager
- Strategic Business Services Manager
- Strategic Procurement Manager
- Chief Engineer – Highways & Built Environment
- (Operations Board Members if any specific issues require)

- DCC Contract Manager
- Maintenance and Compliance Manager
- Contract, Performance & Commissioning Manager
- Procurement Category Manager
- Built Environment Team Manager

- DCC Commissioner(s)/Budget Holder(s)

Norse South West Board of Directors (Quarterly)

Articles of Association  
Shareholder Agreement

Partnership Board (Quarterly or more frequently if required)

Service Agreement  
Service Specification

Operations Board (Monthly)

Service Agreement  
Service Specification

Various individual project commissions

Service Specification

#### NSW Representatives

- NSW Operations Manager\*
- NSW Regional Ops Manager
- NSW Regional Finance Manager

\*Subject to selection process TBC by Dec 2022

- NSW Operations Manager\*
- NSW Regional Ops Manager
- NSW Regional Finance Manager
- (Ops Board Directors if Specific Issue requires attendance)

- NSW Operations Manager\*
- Ops Director (Capital Works)
- Ops Director – Maintenance and compliance
- Ops Director – Estates
- Ops Director – FM
- Ops Director – Cleaning and Catering
- Finance Manager (all above based in Devon and focussed on delivery for DCC)

- NSW Project Manger(s)



# Impact Assessment for:



Norse South West (Integrated JV for Property Consultancy & Facilities Management)

Assessment of:

NPS SW & Devon Norse coming together to form a New Integrated Joint Venture to be called Norse South West

Service:

DT&BS

Head of Service:

Rob Parkhouse

Version / date of sign off by Head of Service:

A handwritten signature in black ink, appearing to read 'R. Parkhouse', enclosed within a thin black rectangular border.

08.06.2021

Assessment carried out by (job title):

## Head of Category – Capital & Infrastructure

### 1. Description of project / service / activity / policy under review

Formation of a single Joint Venture (JV) between DCC & Norfolk County Council for Property Consultancy & Facilities Management. The new JV will bring together two JV's which previously operated independently (NPS SW & Devon Norse) into a single entity with a unified management structure. The new JV will create certain efficiencies and streamline a range of processes.

### 2. Reason for change / review

Both of the current JV contracts expire on 31/3/2021 and an integrated JV has been determined to be the best option to provide these services going forward. Subject to DCC Leadership decision making.

### 3. Aims / objectives, limitations and options going forwards (summary)

To provide a consistent service for Property Consultancy & Facilities Management (FM, cleaning and catering) and ensure there is minimal disturbance to the service needed as DCC moved into the post Covid Recovery period which may involve a period of change to the delivery of property related services. To have a cost effective and 'fit for purpose' future service delivery. Services to be provided for DCC corporate, DCC Maintained schools, and by extension to external clients including Academies and other external partner agencies as they wish.

### 4. People affected and their diversity profile

The service should largely be seamless and for service users, staff & communities it will very substantively continue as 'business as usual' but with the benefits of integration and improved multi-disciplinary working. There are no foreseeable Diversity Impacts. There will only be the loss (redeployment/redundancy) of one of the operations managers which is minimal in number out of a staff group of several hundred. Multi-disciplinary working should help employee agility and flexibility.

## 5. Stakeholders, their interest and potential impacts

Key service users & LG8 have been consulted on the planned proposals and no significant impacts have been identified.

## 6. Research used to inform this assessment

The proposals have been thoroughly reviewed by a DCC Negotiation Team who have extensively interacted with Norse. A review team prior to the Negotiation Commencing also thoroughly researched options for future Service Delivery and they concur that the optimal option has been progressed.

## 7. Description of consultation process and outcomes

The Property Services review group met widely with Elected Members, Senior Managers, Regular Corporate Service Users, Contract Managers, Other Local Authorities, Alternative providers in the supply chain in order to consider the best service delivery option.

## 8. Equality analysis

As this arrangement largely is a Status Quo solution – equality impacts are extremely minimal.

### Giving Due Regard to Equality and Human Rights

The local authority must consider how people will be affected by the service, policy or practice. In so doing we must give due regard to the need to: eliminate unlawful discrimination, harassment and victimisation; advance equality of opportunity and foster good relations.

Where relevant, we must take into account the protected characteristics of age, disability, gender, gender reassignment, pregnancy and maternity, marriage and civil partnership, sexual orientation, race, and religion and belief. This means considering how people with different needs get the different services they require and are not disadvantaged, and facilities are available to them on an equal basis in order to meet their needs; advancing equality of opportunity by recognising the disadvantages to which protected groups are subject and considering how they can be overcome.

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

- A reasonable level of choice in where and how they live their life and interact with others (this is an aspect of the human right to 'private and family life').
- An appropriate level of care which results in dignity and respect (the protection to a private and family life, protection from torture and the freedom of thought, belief and religion within the Human Rights Act and elimination of discrimination and the promotion of good relations under the Equality Act 2010).
- A right to life (ensuring that nothing we do results in unlawful or unnecessary/avoidable death).
- The Equality Act 2010 and other relevant legislation does not prevent the Council from taking difficult decisions which result in service reductions or closures for example, it does however require the Council to ensure that such decisions are:
  - Informed and properly considered with a rigorous, conscious approach and open mind, taking due regard of the effects on the protected characteristics and the general duty to eliminate discrimination, advance equality and foster good relations.
  - Proportionate (negative impacts are proportionate to the aims of the policy decision)
  - Fair
  - Necessary
  - Reasonable, and
  - Those affected have been adequately consulted.

As this arrangement is largely a Status Quo solution – equality impacts are extremely minimal.

Nevertheless a broader, multidisciplinary service should support agility, job enrichment, supported by good quality policies and procedures.

| Characteristics                                                                                                                              | Potential or actual issues for this group.<br><br>[Please refer to the <a href="#">Diversity Guide</a> and <a href="#">See RED</a> ] | <p>In what way will you:</p> <ul style="list-style-type: none"> <li>eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary.</li> <li>advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible.</li> <li>foster good relations between groups (tackled prejudice and promoted understanding), if relevant?</li> </ul> <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the <a href="#">DCC Equality Policy</a>?</p> |
|----------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| All residents (include generic equality provisions)                                                                                          | None                                                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| Age                                                                                                                                          | None                                                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| Disability (incl. sensory, mobility, mental health, learning disability, neurodiversity, long term ill health) and carers of disabled people | None                                                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| Culture and ethnicity: nationality/national origin, ethnic origin/race, skin colour, religion and belief                                     | None                                                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |



| Characteristics                                                                                                                                                | Potential or actual issues for this group.<br><br>[Please refer to the <a href="#">Diversity Guide</a> and <a href="#">See RED</a> ] | <p>In what way will you:</p> <ul style="list-style-type: none"> <li>• eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary.</li> <li>• advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible.</li> <li>• foster good relations between groups (tackled prejudice and promoted understanding), if relevant?</li> </ul> <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the <a href="#">DCC Equality Policy</a>?</p> |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Sex, gender and gender identity (including men, women, non-binary and transgender people), and pregnancy and maternity (including women's right to breastfeed) | None                                                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Sexual orientation and marriage/civil partnership                                                                                                              | None                                                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |

|                                                                                                                                                                                                                                       |                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Characteristics</p>                                                                                                                                                                                                                | <p>Potential or actual issues for this group.</p> <p>[Please refer to the <a href="#">Diversity Guide</a> and <a href="#">See RED</a>]</p> | <p>In what way will you:</p> <ul style="list-style-type: none"> <li>• eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary.</li> <li>• advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible.</li> <li>• foster good relations between groups (tackled prejudice and promoted understanding), if relevant?</li> </ul> <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the <a href="#">DCC Equality Policy</a>?</p> |
| <p>Other relevant socio-economic factors such as family size/single people/lone parents, income/deprivation, housing, education and skills, literacy, sub-cultures, 'digital exclusion', access to transport options, rural/urban</p> | <p>Extremely Minimal</p>                                                                                                                   | <p>Only one known staff redeployment or redundancy from a substantive work group; likely two managing Director roles streamlined into one role.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |

## 9. Human rights considerations:

Minimal as minimal impact for JV staff

## 10. Supporting independence, wellbeing and resilience. Give consideration to the groups listed above and how they may have different needs:

In what way can you support and create opportunities for people and communities (of place and interest) to be independent, empowered and resourceful?

A well run JV will ensure DCC properties are operated efficiently & effectively to benefit the users of DCC building which in many cases are building widely used by the community – schools, care facilities, service user meeting points. With good quality organisational policies, HR and wider corporate support, oversight and transparency.

In what way can you help people to be safe, protected from harm, and with good health and wellbeing?

A well run JV will ensure DCC properties are operated efficiently & effectively to benefit the users in use these building and provide a place of safety to receive the service they require, including the ability to shape and influence that service.

In what way can you help people to be connected, and involved in community activities?

A well run JV will ensure DCC properties are operated efficiently & effectively to benefit community activities as appropriate.

## 11. Environmental analysis

An impact assessment should give due regard to the following activities in order to ensure we meet a range of environmental legal duties. The policy or practice does not require the identification of environmental impacts using this Impact Assessment process because it is subject to (please mark X in the relevant box below and proceed to the 4c, otherwise complete the environmental analysis table):

|                                                     |   |
|-----------------------------------------------------|---|
| Devon County Council's Environmental Review Process | Y |
| Planning Permission                                 | Y |
| Environmental Impact Assessment                     | Y |
| Strategic Environmental Assessment                  | Y |

|                                                                                                 | <b>Describe any actual or potential negative consequences.<br/>(Consider how to mitigate against these).</b> | <b>Describe any actual or potential neutral or positive outcomes.<br/>(Consider how to improve as far as possible).</b>                                       |
|-------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Reduce, reuse, recycle and compost:                                                             |                                                                                                              | KPI's in contract to reduce waste & recycle                                                                                                                   |
| Conserve and enhance wildlife:                                                                  |                                                                                                              | Many Building Projects have Environmental Impact Assessments and where needed Impact Mitigation Plans                                                         |
| Safeguard the distinctive characteristics, features and special qualities of Devon's landscape: |                                                                                                              | Where required building projects are subject to Archaeological Assessments and Historic Building Impact Assessments                                           |
| Conserve and enhance Devon's cultural and historic heritage:                                    |                                                                                                              | Care will be taken to preserve DCC's listed building assets for the benefit of the community                                                                  |
| Minimise greenhouse gas emissions:                                                              |                                                                                                              | KPI's in contract to reduce Energy use and the JV will support projects to reduce energy use                                                                  |
| Minimise pollution (including air, land, water, light and noise):                               |                                                                                                              | All of these factors will be carefully considered where significant building works are carried out and plans adopted in minimise impacts                      |
| Contribute to reducing water consumption:                                                       |                                                                                                              | Reducing water use will be carefully considered where significant building works or improvement works are carried out and plans adopted in minimise water use |

|                                                                                                                                                       |  |                                                                                                            |
|-------------------------------------------------------------------------------------------------------------------------------------------------------|--|------------------------------------------------------------------------------------------------------------|
| Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level): |  | The drive to reduce energy use in building should have a positive benefit for all of these factors         |
| Other (please state below):                                                                                                                           |  | A range of other impacts that require consideration in Planning Process & Adoption of Building Regulations |

## 12. Economic analysis

|                                 | <b>Describe any actual or potential negative consequences.<br/>(Consider how to mitigate against these).</b> | <b>Describe any actual or potential neutral or positive outcomes.<br/>(Consider how to improve as far as possible).</b>                      |
|---------------------------------|--------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|
| Impact on knowledge and skills: |                                                                                                              | JV will invest in the skills and knowledge of staff particularly FM staff who will need extra skills to carry out a wider portfolio of tasks |
| Impact on employment levels:    | Only one known post loss                                                                                     | Supports the future employment of several hundred staff                                                                                      |
| Impact on local business:       |                                                                                                              | Retaining JV will minimise disruption to existing supply chain relationships                                                                 |

### 13. Describe and linkages or conflicts between social, environmental and economic impacts (Combined Impacts):

Arrangement is a Status Quo so no or very minimal impacts

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

Preservation of existing but improved arrangement will ensure a fit for purpose service delivery route to look after & improve DCC properties to be used effectively by service users, the public & wider community.

### 15. How will impacts and actions be monitored?

There are contract KPI's and a detailed Governance process to monitor outcomes. This monitoring will be carried out by Monthly Operations Boards, Quarterly Liaison Groups at higher level & JV Directors meetings each quarter (DCC will have 3 of 6 Director slots).





## ADULT CARE AND HEALTH MARKET SUFFICIENCY STATEMENT

Report of the Locality Director (Care and Health), Devon County Council and NHS Devon CCG

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

### Recommendations:

1. That the financial risks associated with the impacts of Covid-19 on the adult social care market be noted and taken into account as part of budget preparation;
2. To endorse the actions being taken to tackle the market sufficiency issues; and
3. That the Market Position Statement be updated to reflect this report including the detail related to the relevant sectors.

~~~~~

1. SUMMARY

- 1.1 The purpose of this report is to update Cabinet on the sufficiency of the adult care and health provider market in 2021. It identifies the most significant market sufficiency issues, including the impact of Covid-19, and outlines actions underway to support and develop the market.
- 1.2 Cabinet adopted the recommendations in the first annual Market Sufficiency Statement (ACH/20/126) on 9th September 2020 and there was a request for similar annual reports for each September.

2. MARKET SUFFICIENCY OVERVIEW

- 2.1 The adult care and health market is fragile and challenged due to the ongoing impacts of the Covid-19 pandemic and uncertainty linked to Brexit. Market issues that were present prior to the pandemic have been exacerbated and some risks may not be fully understood for many months.
- 2.2 There remains a strong partnership between the Council, the NHS and independent sector providers, which is critical to ensuring that the Council can continue to meet people's needs and fulfil its statutory duty to ensure a sufficient care market (Care Act 2014).
- 2.3 There are a range of immediate operational and long-term structural impacts on the sufficiency of the adult care and health market. These are summarised below, with a more detailed overview for each market sector in section 4.

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Business Resilience – providers facing long-term sustainability issues

- 2.4 Providers need to maintain enhanced Business Contingency Planning in the event of further Covid-19 surges/infection rates. Ongoing Infection Control procedures are costly and reduce the flexibility of the workforce. Whilst central government devolved £67m funding to support Devon provider markets during the pandemic, financial support from central government is diminishing and many additional costs remain.
- 2.5 There are indications from within the Devon market that some providers are now facing longer-term sustainability issues. Recent research by the National Audit Office suggests that significant numbers of large providers are not financially resilient. Around 39% of for-profit care home providers and 34% of for-profit care at home providers have liabilities which exceed their current assets. Some local providers report the lack of reviews of people's care needs over the last 18 months has impacted the cost of care. This creates a financial risk from backdated reviews and increasing need on future budgets.

Workforce pay and conditions, and increasing vacancy rates

- 2.6 Adult Social Care is one of the biggest employers in Devon, directly employing 35,000 people. Whilst recruitment of Adult Social Care staff improved during 2020, it has now become very difficult, with heightened competition for labour across the wider economy. Turnover and vacancy rates (circa 7%) are high and increasing. 2,000 staff are needed across the Integrated Care System to close the gap.
- 2.7 Although the pandemic shone a spotlight on the NHS, adult social care is not well understood nor as valued by the public and this is a key reason for staff exits. Staff are also reporting 'burnout' and poor pay and conditions compared to competing industries. In September 2020, Cabinet asked for work to develop recommendations for national action for greater parity of pay and conditions.
- 2.8 The requirement for all staff working in Care Homes to be vaccinated presents a risk that some staff may leave, although recent guidance around exemptions is expected to mitigate that a little. 96% of care home staff have had the first vaccine and currently no homes are reporting risks to service delivery but we will need to monitor the impact for ongoing recruitment. Brexit and ongoing isolation requirements for travel have also had a significant impact with workers from abroad leaving Devon (and the UK).

Increasing complexity of need, changing demands and fragile carers

- 2.9 Both the provider market and adult care and health practitioners are reporting increasing complexity of needs. This changing profile has an impact on the skills set and training requirements of the care workforce, along with the cost of care.
- 2.10 People in receipt of social care support are making different choices about how they receive their care. There is increasing demand for community and domiciliary services as fewer people opt for residential care. Many people do not wish to return to group-based day services. Whilst this is an opportunity to support people in new ways, including involvement of the voluntary and

community sector, this needs to be balanced with a fair and affordable price for care.

2.11 The ability of family/carers nationally and within Devon to continue to care for people has come under greater stress during the pandemic. Many unpaid carers feel unable to continue to support people without additional support. This is further increasing demand for services.

2.12 In light of the increased level of risk as a result of the pandemic, the adult care and health risk register relating to provider failure has been updated to the highest level. It has also been added to the corporate risk register.

3. ACTIONS TO ADDRESS MARKET SUFFICIENCY ISSUES

3.1 The vision within our joint housing strategy, *Healthy Lives, Vibrant Communities, Housing Choices 2020 -2025*, is for more people to live in their own homes and make informed and planned choices about where they live throughout their lives. The sufficiency of the provider market is viewed in this strategic context.

3.2 There are a number of short to medium term actions underway to support providers, summarised below. There are detailed project plans, with associated milestones and timeframes for each of these actions. Section 4 provides more detail on the issues relating to each sector of the market.

Sector	Key priority actions
Care Home	<ul style="list-style-type: none"> • Care home fee model review. • Develop specialist dementia and complex care solutions with partners. • Review capacity of care homes for people under 65 with complex needs.
Personal care	<ul style="list-style-type: none"> • Further implement new models to meet care needs: for example more Personal Assistants to bring additional people into the labour market, use of Live in Care, and Home Share. • Consider incentives to the workforce to improve recruitment and retention. • Use agency staff from outside the county to backfill staff shortages over the short term. • Consider potential of a Teckal to support the market (a local authority trading company).
Housing with Support	<ul style="list-style-type: none"> • Develop a specification and pricing structure under a new contract • Stimulate targeted development of housing to increase range available and secure tenancy arrangements. • Develop short-term crisis support for people with complex needs to enable people to live in their community.
Day service	<ul style="list-style-type: none"> • Develop outreach hubs, use of private dwellings, and test new solutions learning from innovations developed in the pandemic

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Enabling	<ul style="list-style-type: none"> • Improve market oversight and data for monitoring • New contracting arrangements • Support workforce recruitment and retention.
Replacement care	<ul style="list-style-type: none"> • Identify quick wins for carers support, based on need. • Develop commissioning strategy to achieve our ambitions.
Workforce (LoveCare programme)	<ul style="list-style-type: none"> • Immediate actions with the NHS are being developed to improve career pathways, recruit overseas nurses, develop a bank of temporary staff to help cover gaps. • Celebrate and value the workforce through Proud To Care (September) and our Appreciative Inquiry (December). • Develop an Integrated Workforce Strategy across the Integrated Care System (Oct).

3.3 Alongside these actions, the four key areas of development required to support the market over the longer-term are highlighted below. Workplans with associated timeframes are in place to deliver these key areas.

- Improve workforce recruitment/development through the LoveCare campaign
- Improve responses and solutions to people with more complex needs
- Work with providers and District Councils to increase the range of good quality homes across Devon
- Develop new and innovative models of service delivery.

4. MARKET SUFFICIENCY BY SECTOR

4.1 The key risks and issues for each sector of the market are set out below.

Care Homes

4.2 Care homes have been significantly impacted by the pandemic. There were 163 outbreaks in the second Covid-19 wave across 38 settings. This had a significant impact on the supply of beds. Across Devon, the number of registered beds has fallen from 8,141 in June 2020 to 8,001 in June 2021. There are now 320 care homes (65 of which are with nursing), which is 11 fewer across the Devon County Council footprint.

4.3 The average cost per bed per week in July 2020 was £925 for nursing care and £805 for residential care. Average costs for July 2021 have increased to £984 for nursing care and £856 for residential care.

4.4 Continued risks and issues in this sector include:

- Significant challenges in recruiting and retaining staff and meeting the costs and implications of increased use of Personal Protective Equipment and infection control arrangements.
- For some providers, the pandemic has seen negative publicity for the care home provision which might impact on future business viability.

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- The requirement for all staff working in Care Homes to be vaccinated presents an immediate risk that some staff may choose to leave rather than have the vaccine, and may impact on recruitment of new staff
- Seasonal pressures may be more intense, especially this winter, due to the combination of Covid and the usual flu season.
- Potential for more nursing homes to de-register nursing beds as they struggle to recruit and retain nursing staff.
- A skills shortfall in those working with people with complex needs and who need nursing care
- A risk of insufficient capacity if the market shrinks rapidly, but demand returns to pre-pandemic levels.

Regulated personal care

- 4.5 There is greater demand for personal care as a result of the pandemic and people wanting to remain in their own homes and receive care. In addition, there are increasing levels of complexity of need.
- 4.6 The volume of hours purchased by DCC over the last 4 years has fluctuated, as expected with this sector. Current volumes are broadly comparable to 2017, having dipped but increased again with the local focus on recruitment, retention and local terms and conditions. The numbers of hours purchased at specific dates are:

1/4/17	34,996
1/4/18	33,323
1/4/19	31,630
1/4/20	30,667
1/4/21	34,608
1/8/21	33,984

- 4.7 Continuing risks and issues in this sector include:
- People have had reservations about letting care workers into their homes during the pandemic.
 - The pandemic saw increasing numbers of staff join care providers, but as the hospitality industry and other sectors have re-opened, the number of care staff is reducing.
 - Issues remain around peoples' gender preference for carers, care worker transport and requests for care to be delivered at times of high demand.
 - Increasing number of personal care providers are registering to deliver replacement care instead, placing pressure on current personal care capacity.
 - Increased hand backs of packages of care in the last few weeks, where providers have been unable to provide the care.

Housing with support (Supported Living, Shared Lives, Extra Care Housing)

- 4.8 72 providers operate in this market, delivering support across 500 properties in the County Council's footprint. Over 2000 people are living in housing with commissioned support arrangements. There is limited flexibility within Supported Living, Extra Care Housing and Shared Lives schemes to meet

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people's changing needs as they progress towards independence or as their independence reduces.

4.9 Continuing risks and issues in this sector include:

- An emerging trend for providers to convert from formerly registered care homes to Supported Living provision, which is expected to continue.
- Strategic drivers for enhanced support in the community, reduction of out of county placements and reduced reliance on residential care.
- Difficulties in finding suitable accommodation for individuals with needs that mean they are unable to share or who may require a level of specialist adaption which the current housing stock does not meet.

Day Opportunities

4.10 Day Opportunities covers a wide range of different sized services, both DCC provided and externally commissioned arrangements. Some are traditional day centres that people travel to for group support and others also provide an 'outreach' model to help people access resources within their local community. Both models play an important role for carers: facilitating breaks that allow employment, education, and leisure activities to be maintained, as well as promoting wellbeing, preventing social isolation and developing skills for progression and independence.

4.11 Day Opportunities have been impacted by the pandemic because the model involves bringing people together to socialise, often indoors. There has been a loss of approximately 50 day services mainly in smaller, older person's provision and it is traditional large group day centres that have closed. People receiving day services fell from 745 pre-pandemic to 347 in January 2021. The effects of this are still impacting on providers and their families/carers and may be contributing to the increased demand for personal care.

4.12 Day services for adults of working age have largely adapted and found new ways to provide support. There is an opportunity to build on the innovative ways that people have been supported during the pandemic by bolstering and reshaping short-term enabling support in communities. A recent ADASS report on the impact of Covid19 on people with LD and/or autism recommends moving away from a heavy reliance on day centres and investing instead in a more diverse set of opportunities for enablement and independence in communities.

Enabling (unregulated)

4.13 Approximately 200 unregulated providers deliver support to over 2,200 people across Devon, increasingly supporting more complex people in the community.

4.14 The impact of the pandemic has seen a significant increase in the need for community enabling as other group-based services reduced or closed. Most enabling providers experienced a growth in their business and there were several new providers to the market. There is an opportunity to build on innovative ways of supporting people during the pandemic, responding to what people now want.

4.15 Risks and issues in this sector include:

- Many of the adults who receive support are vulnerable to others taking advantage of them (e.g. County line gangs).
- Ability to access the community has been severely affected by the pandemic and further exacerbated by the increased risk from using public transport.
- Fast growth which has put systems/processes and financial health at risk.
- Provider failure has led to periods of unsourced care for some individuals.
- There is less regulation and oversight of this market.

Replacement care

4.16 Replacement care is any care arrangement designed to give rest or relief to unpaid carers. Replacement care can involve Day Services, care at home, short stay in a care home, Shared Lives, Holidays or short breaks and carers' emergency replacement care schemes.

4.17 The pandemic has had a number of impacts on unpaid carers including:

- 81% of unpaid carers are caring more intensively with less support.
- 80% of carers needing a break have been unable to during the pandemic.
- 35% of unpaid carers feel overwhelmed by their caring role.
- 75% of working and unpaid carers report they are exhausted and 55% feel overwhelmed by their caring role.
- Unpaid carers being stressed at work including DCC and NHS staff.
- Uncertainty of the impact on unpaid carers who have been furloughed. In 2018/19 the biennial survey showed that 43% of working age unpaid carers said they had to give up working because of their caring responsibilities.

5. CONSULTATIONS/REPRESENTATIONS/TECHNICAL DATA

5.1 People we support, their families/carers, providers and the general public are consulted separately where any significant changes to policy or service delivery are proposed or implemented. We continue to listen to people and their families/carers and actively involve them in planning and reviewing support.

6. FINANCIAL CONSIDERATIONS

6.1 There are significant risks of increased cost pressures (affecting providers and the Council) due to the challenges set out in this report, the most significant are shown below. It is difficult to predict the level of these cost pressures because the market is still in flux due to the pandemic impact.

- The ongoing response to Covid-19 has had significant cost implications, including Personal Protective Equipment (PPE) and infection control measures. Central Government funding runs out shortly.
- Covid-19 has impacted existing care home fees and the cessation of rates for hospital discharge into care homes will make this situation worse.

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- The need to enhance pay and conditions of staff to reflect the reducing available workforce.
- Increasing acuity and complexity of need will increase care costs.
- Increase in the number of unpaid carers and their likely need for support.
- A number of providers are indicating concerns around viability which may lead to further providers exiting the market. This could lead to increased costs if there is a need to secure alternative placements at short notice.
- As a contingency measure, agencies are being used to support the market. This may need to continue for some time with associated higher pay rates.

7. LEGAL CONSIDERATIONS

- 7.1 The Market Position Statement is prepared as part of the Council's duty of market shaping under the Care Act 2014. This report on current sufficiency has been prepared to update the Market Position Statement.

8. ENVIRONMENTAL IMPACT CONSIDERATIONS (INCLUDING CLIMATE CHANGE)

- 8.1 We want people to lead meaningful lives within their communities. There are clear social and economic benefits in supporting all adults to live as independently as possible. Environmental impact considerations will be looked at through the detailed work from this sufficiency statement.
- 8.2 New solutions to supporting the workforce could have a positive impact on the environment, for example by improving access to electric vehicles and charging infrastructure for travelling staff.

9. EQUALITY CONSIDERATIONS

- 9.1 It is intended that our approach to addressing significant sufficiency challenges in the provider market will promote the equality of opportunity for people in Devon. We want people with health and care needs to have the same opportunities as everyone else and to lead meaningful lives in their communities. The risks highlighted in this report will have an impact on people with disabilities and older people with frailties.

10. RISK MANAGEMENT CONSIDERATIONS

- 10.1 This Sufficiency Assessment is key to our risk management of the provider market. It supports understanding of where people have difficulty receiving support because of a lack of good quality providers and enables mitigating actions to ensure a sufficient marketplace. This has been particularly important during the pandemic where significant risks have had to be managed. The key risks are set out in the report and have been added to the risk register for Adult Social Care.

11. PUBLIC HEALTH IMPACT

- 11.1 Public Health are taking forward actions developed across the wider Council to support people to live as independently as possible within their communities and to reduce health inequalities. Work to ensure a sufficient

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market aligns with *Healthy and Happy Communities*, Devon's Joint Health and Wellbeing Strategy 2020 to 2025.

12. SUMMARY/CONCLUSIONS/REASONS FOR RECOMMENDATIONS

- 12.1 This Report combined with the Market Position Statement, provide information on the significant challenges faced in the market, along with actions to help address these challenges. These actions will support efforts to establish a vibrant market that meets the changing needs of the people of Devon and addresses the impact of the pandemic.

Tim Golby

Locality Director (Care and Health) – Devon County Council and NHS Devon CCG

Electoral Divisions: All

Cabinet Member for Adult Social Care and Health Services: Councillor James McInnes

Chief Officer for Adult Care and Health: Jennie Stephens

LOCAL GOVERNMENT ACT 1972: LIST OF BACKGROUND PAPERS

Contact for Enquiries: Nicola Tribble, Tel No: 01392 383000

FARMS ESTATE (INTERVIEWING) COMMITTEE

31 August 2021

Present:

Councillors J Yabsley (Chair), J Brook and J Berry

Apologies:

Mrs L Warner

* 8 **Items Requiring Urgent Attention**

There was no matter raised as a matter of urgency.

* 9 **Exclusion of the Press and Public**

RESOLVED that the press and public be excluded from the meeting for the following items of business under Section 100(A)(4) of the Local Government Act 1972 on the grounds that they involve the likely disclosure of exempt information as defined in Paragraphs 1, 2 and 3 of Schedule 12A of the Act, namely information relating to, and which was likely to reveal the identity of, tenants and information relating to the financial or business affairs of tenants and the County Council and, in accordance with Section 36 of the Freedom of Information Act 2000, by virtue of the fact that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

* 10 **Farm Relettings**

(An item taken under Section 100A(4) of the Local Government Act 1972 during which the press and public were excluded, no representations having been received to such consideration under Regulation 5(5) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012).

(a) **Great Stone Farm, South Molton**

The Head of Digital Transformation and Business Support reported on the circumstances of this reletting.

The Committee then considered the rent for the holding and interviewed prospective tenants.

It was **MOVED** by Councillor Yabsley, **SECONDED** by Councillor Brook and

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RESOLVED

- (i) that the tenancy of Great Stone Farm, South Molton be offered to Mr AW as a progression tenancy on the subject to contract terms and conditions proposed and in the event that Mr AW does not take up the offer of tenancy the farm can be offered in the alternative to Mr IP as runner up;
- (ii) that Mr AW be required to surrender his tenancy of Little Stone Farm, South Molton with effect from 25 March 2022; and
- (iii) that Little Stone Farm, South Molton be advertised to let on the open market to new entrants as a starter farm for a term of seven years commencing 25 March 2022 and terminating 25 March 2029, subject to terms being agreed.

(b) Higher Bradaford Farm, Virginstow

The Head of Digital Transformation and Business Support reported on the circumstances of this reletting.

The Committee then considered the rent for the holding and interviewed prospective tenants.

It was **MOVED** by Councillor Brook, **SECONDED** by Councillor Yabsley and

RESOLVED

- (i) that the tenancy of Higher Bradaford Farm, Virginstow be offered to Mr SB and Ms SP as a progression tenancy on the subject to contract terms and conditions proposed;
- (ii) that Mr SB and Ms SP be required to surrender their tenancy of Coppa Dolla Farm, Denbury with effect from 25 March 2022; and
- (iii) that Coppa Dolla Farm, Denbury be advertised to let on the open market to new entrants as a starter farm for a term of seven years commencing 25 March 2022 and terminating 25 March 2029, subject to terms being agreed.

(c) Southacott Farm, Mariansleigh

The Head of Digital Transformation and Business Support reported on the circumstances of this reletting.

The Committee then considered the rent for the holding and interviewed prospective tenants.

It was **MOVED** by Councillor Brook, **SECONDED** by Councillor Yabsley and

RESOLVED

- (i) that the tenancy of Southacott Farm, Mariansleigh be offered to Mr NT as a progression tenancy on the subject to contract terms and conditions proposed;
- (ii) that Mr NT be required to surrender his tenancy of Ten Oaks Farm, Roborough with effect from 25 March 2022; and
- (iii) that Ten Oaks Farm, Roborough be advertised to let on the open market to new entrants as a starter farm for a term of seven years commencing 25 March 2022 and terminating 25 March 2029, subject to terms being agreed.

(d) Higher Artiscombe Farm, Gulworthy

The Head of Digital Transformation and Business Support reported on the circumstances of this reletting.

It was **MOVED** by Councillor Yabsley, **SECONDED** by Councillor Brook and

RESOLVED that Higher Artiscombe Farm, Gulworthy be advertised to let on the open market to new entrants as a starter farm for a term of seven years commencing 25 March 2022 and terminating 25 March 2029, subject to terms being agreed.

(e) Topshayes Farm, Aylesbeare

The Head of Digital Transformation and Business Support reported on the circumstances of this reletting.

It was **MOVED** by Councillor Berry, **SECONDED** by Councillor Brook and

RESOLVED

- (i) that the tenant's proposed early surrender of Topshayes Farm, Aylesbeare be accepted;
- (ii) that Topshayes farm, Aylesbeare be advertised to let on the open market to new entrants as a starter farm for a term of up to seven and a half years commencing 1 October 2021 (or as soon as possible thereafter) and terminating 25 March 2029, subject to terms being agreed;
- (iii) that the 49.95 acres or thereabouts of land at Little Allercombe Farm, Rockbeare formerly farmed with Topshayes Farm, be offered to the tenant of New Ford Farm, Rockbeare on a seven and a half year Farm

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Business tenancy Agreement commencing 1 October 2021 and terminating 25 March 2029, subject to terms being agreed; and

- (iv) that the 26.74 acres or thereabouts of land at Thorne Farm, Ottery St Mary (as farmed by the tenant of Topshayes Farm) be advertised to let with Perriton Barton Farm, Whimble for an initial term of up to three and a half years and on a Farm Business Tenancy Agreement commencing 1 October 2021 and terminating 25 March 2025, subject to terms being agreed.

*** DENOTES DELEGATED MATTER WITH POWER TO ACT**

The Meeting started at 9.30 am and finished at 3.00 pm

FARMS ESTATE (INTERVIEWING) COMMITTEE

27 September 2021

Present:-

Councillors J Yabsley (Chair), J Brook (Vice-Chair), J Berry and L Warner

* **11** **Items Requiring Urgent Attention**

There was no item raised as a matter of urgency.

* **12** **Exclusion of the Press and Public**

RESOLVED that the press and public be excluded from the meeting for the following items of business under Section 100(A)(4) of the Local Government Act 1972 on the grounds that they involve the likely disclosure of exempt information as defined in Paragraphs 1, 2 and 3 of Schedule 12A of the Act, namely information relating to, and which was likely to reveal the identity of, tenants and information relating to the financial or business affairs of tenants and the County Council and, in accordance with Section 36 of the Freedom of Information Act 2000, by virtue of the fact that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

13 **Farm Re-lettings: Topshayes Farm, Aylesbeare and Higher Artiscombe Farm, Gulworthy.**

(An item taken under Section 100A(4) of the Local Government Act 1972 during which the press and public were excluded, no representations having been received to such consideration under Regulation 5(5) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012).

The Head of Digital Transformation and Business Support reported on the circumstances of these re-lettings.

The Committee then considered the rent for the holdings and interviewed prospective tenants.

(a) Topshayes Farm, Aylesbeare

It was **MOVED** by Councillor Yabsley, **SECONDED** by Councillor Brook and

RESOLVED

- (i) that the tenancy of Topshayes Farm, Aylesbeare be offered to Mr IP as a progression tenancy on the subject to contract terms and conditions proposed;

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- (ii) that the 26.74 acres or thereabouts of land at Thorne Farm, Ottery St Mary be offered to Mr IP for an initial term of up to three and a half years and on a Farm Business Tenancy Agreement commencing 1 October 2021 and terminating 25 March 2025, subject to terms being agreed;
- (iii) that Mr IP be required to surrender his tenancy of Thorndon Farm, Broadwoodwidge with effect from 25 March 2022; and
- (iv) that Thorndon Farm, Broadwoodwidge be advertised to let on the open market to new entrants as a starter farm for a term of seven years commencing 25 March 2022 and terminating 25 March 2029, subject to terms being agreed.

(b) Higher Artiscombe Farm, Gulworthy

No internal applications for Higher Artiscombe Farm having been received, Members discussed advertising the farm on the open market as a new entrant opportunity in the alternative.

It was **MOVED** by Councillor Yabsley, **SECONDED** by Councillor Brook and

RESOLVED that Higher Artiscombe Farm, Gulworthy be advertised to let on the open market to new entrants as a starter farm for a term of seven years commencing 25 March 2022 and terminating 25 March 2029, subject to terms being agreed.

* **DENOTES DELEGATED MATTER WITH POWER TO ACT**

The Meeting started at 10.00 am and finished at 12.00 pm

FARMS ESTATE COMMITTEE

27 September 2021

Present:-

Councillors J Yabsley (Chair), J Brook (Vice-Chair), J Berry, A Dewhirst, L Samuel, C Whitton and L Warner

Apologies:-

Councillors H Gent

* 1 **Minutes**

RESOLVED that the minutes of the meetings held on 14 June 2021 and 31 August 2021 be signed as correct records.

* 2 **Items Requiring Urgent Attention**

There was no item raised as a matter of urgency.

3 **The Veterans Farm-Able Foundation**

Mr J Hibbard, the Chief Executive of the Veterans Farm-Able Foundation, attended and spoke to this item at the invitation of the Committee.

The Veterans Farm-Able Foundation was an eight-year old independent Charity based in Devon that looked after military veterans. The Charity provided agricultural and horticultural therapies to help improve physical mental health wellbeing and also to help guide some veterans who wanted an introduction into farming. The benefits of working with nature and with animals was well proven.

There were two million veterans currently in the UK, the highest proportion being in the South West and 100,000 in Devon, the majority being young men aged between 18 and 30.

The Charity was currently working with a number of veterans, supporting them in dealing with the impact of trauma, particularly PTSD and land mine injuries. The Charity also supported exclusive women's projects that took place in a safe, supportive environment.

The Charity were looking for a permanent base, to work with farmers and landowners in a similar way to the Apricot Centre, Totnes. Ideally, they would be looking for a smallholding of around 2-3 acres with possible farmhouse and

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outbuildings situate between Exeter and Plymouth. The security of a base would improve the Charity's ability to apply for grant funding.

It was the Charity's wish to open discussions with the County Farms Estate and to explore possible opportunities.

It was **MOVED** by Councillor Dewhirst, **SECONDED** by Councillor Brook and

RESOLVED that the County Farms Estate Land Agent explore possibilities and report back to a future Committee.

* 4 **Revenue Monitoring (Month 5) 2021/22**

The Committee received the Report of the County Treasurer (CT/21/83) on the County Farms Estate Revenue Monitoring (Month 5) 2021/22, noting the target surplus of £464,000 and providing a summary of the annual budget and detailing income and expenditure to date.

Of particular note was the one-off licence fee of £25,000 included in the additional income which was being ring fenced for commissioning consultants to commence calculating the base line net carbon footprint of individual farm businesses and the estate as a whole.

* 5 **Capital Monitoring (Month 5) 2021/22**

The Committee received the Report of the County Treasurer (CT/21/84) on the County Farms Estate Capital Monitoring (Month 5) 2021/22, noting that the approved capital programme for 2021/22 was £1,215,019.

There was a typographical error in paragraph 2.2 of the report where the forecast spend for 2021/22 should read £17,339 and not £152,946.

The Farms Estate intended to submit bids for additional funding, as part of the Council's medium term capital program, and the value of those bids would be brought to the November meeting.

* 6 **Exclusion of the Press and Public**

RESOLVED that the press and public be excluded from the meeting for the following items of business under Section 100(A)(4) of the Local Government Act 1972 on the grounds that they involve the likely disclosure of exempt information as defined in Paragraphs 1, 2 and 3 of Schedule 12A of the Act, namely information relating to, and which was likely to reveal the identity of, tenants and information relating to the financial or business affairs of tenants and the County Council and, in accordance with Section 36 of the Freedom of Information Act 2000, by virtue of the fact that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

7 Holdings, Tenancies etc

a Management and Restructuring

The Committee considered the Report of the Head of Digital Transformation and Business Support (BSS/21/07) on management and restructuring issues.

(a) Part New Ford Farm, Rockbeare

It was **MOVED** by Councillor Brook, **SECONDED** by Councillor Yabsley and

RESOLVED that approval be given to the commencement of subject to contract and planning negotiations with a solar farm developer with a view to granting:

- (i) an option agreement for a solar park development lease of 38.54 acres or thereabouts of land at Rockbeare; and
- (ii) a solar park development lease of the 38.54 acres or thereabouts of land at Rockbeare for a term of up to 40 years, provided that the revenue generated by the proposed solar farm lease be retained by the County Farm Estate.

(b) Lower Northchurch Farm, Yarnscombe

It was **MOVED** by Councillor Brook, **SECONDED** by Councillor Dewhirst and

RESOLVED that endorsement be given to possession proceedings for Lower Northchurch Farm, Yarnscombe being concluded and that in due course the holding be advertised to let on the open market as a new entrant opportunity and on a Farm Business Tenancy for a term of up to seven years, all subject to terms being agreed.

b Request for Landlord's Consent for proposed Tenant's Improvements

The Committee considered the Report of the Head of Digital Transformation and Business Support (BSS/21/08) on a request for landlord's consent for proposed tenant's improvement.

It was **MOVED** by Councillor Brook, **SECONDED** by Councillor Whitton and

RESOLVED that landlord's consent be granted for the tenant of Westcott Farm, Burlescombe to construct a 90' x 30' x 17' to eaves steel portal frame general purpose shed for the storage of hay and other consumables, subject to the improvement being written down in value to £100 on a straight line basis over a life expectancy of 20 years if the steel work is painted or 25 years if the steel work is galvanised.

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c Outstanding Debts

(Councillor Samuel declared a personal interest in this item by virtue of knowing the person named in the Report.)

The Committee considered the Report of the Head of Digital Transformation and Business Support (CT/21/85) on outstanding debts.

It was **MOVED** by Councillor Brook, **SECONDED** by Councillor Dewhirst and

RESOLVED that procedures for writing-off the bad debt of £40,461 be commenced, as referred to in Report CT/21/85.

***DENOTES DELEGATED MATTER WITH POWER TO ACT**

The Meeting started at 2.16 pm and finished at 3.15 pm

DEVON COUNTY COUNCIL

COUNCIL/CABINET FORWARD PLAN

In line with the public's general rights of access to information and the promotion of transparency in the way which decisions are taken by or on behalf of the Council, Devon County Council produces a Forward Plan of any Key Decisions to be taken by the Cabinet and any Framework Decisions to be made by the County Council. The Plan normally covers a period of a minimum of four months from the date of publication and is updated every month.

The County Council has defined key decisions as those which by reason of their strategic, political or financial significance or which will have a significant effect on communities in more than one division are to be made by the Cabinet or a Committee of the Cabinet. Framework Decisions are those decisions, which, in line with Article 4 of the Council's Constitution must be made by the County Council.

The Cabinet will, at every meeting, review its forthcoming business and determine which items are to be defined as key decisions and the date of the meeting at which every such decision is to be made, indicating what documents will be considered and where, in line with legislation, any item may exceptionally be considered in the absence of the press and public. The revised Plan will be published with the papers for the meeting. *Where possible the Council will attempt to keep to the dates shown in the Plan. It is possible that on occasion may need to be rescheduled.* Please ensure therefore that you refer to the most up to date Plan.

Click to see an [up to date version of the Forward Plan](#) on the Council's web site at any time.

Also see the website for [Copies of Agenda and Reports of the Cabinet or other Committees of the County Council](#) referred to in this Plan

FORWARD PLAN

All items listed in this Forward Plan will be discussed in public at the relevant meeting, unless otherwise indicated for the reasons shown

Any person who wishes to make representations to the Council/Cabinet about (a) any of the matters proposed for consideration in respect of which a decision is to be made or (b) whether or not they are to be discussed in public or private, as outlined below, may do so in writing, before the designated Date for Decision shown, to The Democratic Services & Scrutiny Secretariat, County Hall, Exeter, EX2 4QD or by email to: members.services@devon.gov.uk

PART A - KEY DECISIONS (To Be made by the Cabinet)

Date of Decision	Matter for Decision	Consultees	Means of Consultation*	Documents to be considered in making decision	County Council Electoral Division(s) affected by matter
<i>Regular / Annual Matters for Consideration</i>					
13 October 2021	Market Position Statement (Adults) - Annual Update			Report of the Locality Director outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

8 December 2021	Target Budget and Service Targets for 2022/2023			Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
9 March 2022	Flood Risk Management Action Plan 2022/2023 Update on the current year's programme and approval of schemes and proposed investment in 2022/2023	Liaison through Devon Operation Drainage Group	All other Risk Management Authorities	Report of the Head of Planning, Transportation and Environment outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
11 February 2022	Admission Arrangements and Education Travel Review: Approval to admission arrangements for subsequent academic year	School / Academies /Members	Online	Report of the Head of Education and Learning outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
13 April 2022	Highway Maintenance Capital Budget and On Street Parking Account: Progress on the 2021/2022 Capital Programme and Proposals for the 2022/2023 Programmes			Report of the Chief Officer for Highways, Infrastructure Development and Waste outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
13 July 2022	Revenue and Capital Outturn 2021/2022	N/A	N/A	Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

<i>Specific Matters for Consideration</i>					
13 October 2021	A382 Corridor Improvements Newton Abbot to Drumbridges – Phase 2: Approval to proceed	Members & Public	Previous Public Consultation & Planning Applications	Report of the Head of Planning, Transportation and Environment outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	Bovey Rural; Newton Abbot North; Newton Abbot South
13 October 2021	Approval of the Bus Service Improvement Plan (BSIP), including for full public consultation	High level stakeholders, County Councillors, Parish Councils, District Councils, other organisations and professional bodies	Direct contact with stakeholders, elected County Councillors, and on-line with the public – method and timing of communication to be agreed	Report of the Head of Planning, Transportation and Environment outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
13 October 2021	Advanced Practitioner Role – Adult Social Care			Report of the Head of Adult Care Operations and Health outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

<p>13 October 2021</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 209</p>	<p>Special Educational Needs and Disabilities (SEND) Capital Programme: Update and Approvals</p>	<p>All statutory stakeholders previously consulted will be updated on any change to the programme – including MP, County Councillors, District Councillors, local schools, Unions, DfE, Parent Carer Forum, Town Council.</p>	<p>Online (New Schools webpage), email notifications</p>	<p>Report of the Head of Planning, Transportation and Environment outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>	<p>All Divisions</p>
<p>13 October 2021</p>	<p>Domestic Abuse Act – new statutory duties To agree arrangements for the Council to discharge new statutory duties included in the Domestic Abuse Bill 2021.</p>		<p>tier 2 local authorities in Devon (duty to collaborate)</p>	<p>Report of the Director of Public Health outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>	<p>All Divisions</p>

<p>13 October 2021</p>	<p>North Devon Enterprise Centre Phase 2 – Provision of support for proposed development</p>	<p>Stakeholders – businesses/ local councils, for example via Northern Devon Innovation Board, local consultation through the planning process</p>	<p>Meetings, correspondence, and local consultation through the planning process</p>	<p>Report of the Head of Economy, Enterprise and Skills outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>	<p>Chulmleigh & Landkey; Fremington Rural</p>
<p>23 October 2021</p>	<p>Property Consultancy and Facilities Management Service Model</p>	<p>Scrutiny Committee</p>	<p>n/a</p>	<p>Report of the Head of Digital Transformation and Business Support, outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>	<p>All Divisions</p>
<p>10 November 2021</p>	<p>Budget Monitoring - Month 6</p>	<p>N/A</p>	<p>N/A</p>	<p>Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>	<p>All Divisions</p>
<p>10 November 2021</p>	<p>Devon County Council's challenges and priorities: our strategy for 2021 – 2025</p>			<p>Report of the Chief Executive outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>	<p>All Divisions</p>

10 November 2021	Government Housing Infrastructure Scheme at Cullompton: Approval of legal agreements with District Councils, and authority to progress to construction	Statutory and Public	Undertaken as part of Local Plan and Planning Application.	Report of the Head of Planning, Transportation and Environment outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	Dawlish; Cullompton & Bradninch
10 November 2021	Emergency Duty Service Review		Subject to staff consultation	Report of the Head of Childrens Social Care outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
10 November 2021	Bideford Heritage Railway Centre: Agreement of Leases	Bideford Railway Heritage Centre Community Interest Company	Written Correspondence and Meetings	Report of the Chief Officer for Highways, Infrastructure Development and Waste outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	Bideford East
Between 10 November 2021 and 8 December 2021	Active Devon – Options Appraisal and Governance Review		Project Board	Report of the Head of Communities outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

10 November 2021	Childcare Sufficiency Assessment - Annual Return To consider the annual childcare sufficiency assessment			Report of the Head of Education and Learning outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
10 November 2021	Highway Term Services contract – consideration of extension <i>(Item to be taken in the absence of the Press and Public)</i>	Scrutiny Members	Spotlight Review	Report of the Chief Officer for Highways, Infrastructure Development and Waste outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
December 2021	Stover Park - Approval of funding bid to the National Lottery Heritage Fund for Restoring the Park	Restoring Stover Advisory Board	Quarterly progress updates throughout development phase	Report of the Chief Officer for Highways, Infrastructure Development and Waste outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	Bovey Rural
12 January 2022	Budget Monitoring - Month 8		N/A	Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

Between 12 January 2022 and 11 February 2022	Plymouth and South Devon Freezezone	Land owners, Plymouth and South Devon Freezezone Stakeholder Group	Meetings and an Event	Report of the County Treasurer, Head of Economy, Enterprise and Skills, Head of Planning, Transportation and Environment outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	Bickleigh & Wembury
9 March 2022	Budget Monitoring - Month 10	N/A	N/A	Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

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PART B -FRAMEWORK DECISIONS
(Requiring approval of the County Council)

Date of Decision	Matter for Decision	Consultees	Means of Consultation**	Documents to be considered in making decision	County Council Electoral Division(s) affected by matter
19 January 2022 17 February 2022	Pay Policy Statement 2022/2023	Appointments , Remuneration and Chief Officer Conduct Committee	Meetings	Report of the County Solicitor outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

<p>11 February 2022</p> <p>17 February 2022</p>	<p>Revenue Budget, Medium Term Financial Strategy 2022/2023 - 2025/2026 and the Capital Programme for 2022/2023 - 2026/2027</p>	<p>Consultation with Trade Unions / Business and those that champion the interests of older people and the voluntary sector. Scrutiny Committees</p>	<p>Meetings</p>	<p>Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>	<p>All Divisions</p>
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PART C - OTHER MATTERS
(i.e. Neither Key Nor Framework Decisions)

Date of Decision	Matter for Decision	Consultees	Means of Consultation**	Documents to be considered in making decision	County Council Electoral Division(s) affected by matter
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	<p><i>Regular / Annual Matters for Consideration</i></p>	
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Between 13 October 2021 and 8 May 2025	Standing Items, as necessary (Minutes, References from Committees, Notices of Motion and Registers of Delegated or Urgent Decisions)	As necessary		Report of the TBC outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
Between 13 October 2021 and 8 May 2025	Standing Items, as necessary (Minutes, References from Committees, Notices of Motion and Registers of Delegated or Urgent Decisions) <i>[NB: Items relating to the letting or occupancy of individual holdings may contain information about, or which is likely to reveal the identity of, an applicant for a holding and about the financial and business affairs of the Council and any prospective or existing tenant that may need to be discussed in the absence of the press and public]</i>	To be considered at the Farms Estates Committee, including any advice of the Council's Agents NPS South West Ltd		Report of the County Treasurer, Head of Digital Transformation and Business Support outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
10 November 2021	Devon Safeguarding Adults Annual Report			Report of the Chair of the Board outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

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8 December 2021	Treasury Management Mid Year Report	Corporate Infrastructure and Regulatory Services Scrutiny Committee	Committee	Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
13 July 2022	Treasury Management Stewardship Outturn Report	Corporate Infrastructure and Regulatory Services Scrutiny Committee		Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
13 July 2022	Public Health Annual Report 2021/2022			Report of the Director of Public Health outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
<i>Specific Matters for Consideration</i>					