Agenda for Overview & Scrutiny Committee Thursday, 16 October 2014; 6.30pm

East Devon

Members of the Committee

Venue: Council Chamber, Knowle, Sidmouth, EX10 8HL View directions

Contact: Debbie Meakin, 01395 517540 (or group number 01395 517546): Issued Tuesday 7 October 2014

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- 1 Public speaking
- 2 Minutes for 11 September 2014 (pages 3 7)
- 3 Apologies
- 4 Declarations of interest
- 5 <u>Matters of urgency</u> none identified
- To agree any items to be dealt with after the public (including press) have been excluded. There are **no** items that officers recommend should be dealt with in this way.
- 7 Decisions made by Cabinet called in by Members for scrutiny in accordance with the Overview Procedure Rules. There are **no** items identified.
- 8 **Broadband scrutiny review report** (pages 8 15)

Report prepared by Emily McGuinness, Scrutiny Manager of South Somerset District Council, outlining the conclusions by the joint Task and Finish Forum with East Devon District Council. Foreword from the Chairman.

Office relocation update (pages 16 - 19)
 Update from Richard Cohen, Deputy Chief Executive.

10 The Beehive

Opportunity for the committee to discuss how to approach scrutiny of the project from the context of the funding provided by the Council. It is not the intention to scrutinise the operational methods of the facility. An update was provided to Cabinet in June 2014 and the minutes are available here.

11 NHS consultation members briefing notes (pages 20 - 22)

The committee may wish to consider some formal recommendations to Cabinet to be submitted as part of the consultation response to the New Devon CCG transforming community services and hospitals.

12 Environment Portfolio Holder update – new waste and recycling contract progress (pages 23 - 25)

13 Overview and Scrutiny Forward Plan (page 26)

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Decision making and equalities

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EAST DEVON DISTRICT COUNCIL

Minutes of a Meeting of the Overview and Scrutiny Committee held at Knowle, Sidmouth on 11 September 2014

Attendance list at end of document

The meeting started at 6.30pm and ended at 8.15pm.

*25 Public Speaking

Robert Crick, a Sidmouth resident, asked when the Business Task and Finish Forum would be resumed and why it had been kept on hold for such a long period. The Chairman shared his concerns on the delay and the length of time that the continuing police investigation into former councillor Graham Brown, and indeed other cases, was taking. He had taken further advice and that advice was not to proceed with the Forum while the police investigation was ongoing. If the police investigation had not concluded by the November meeting of the committee, the Chairman would pursue the matter with the Police and Crime Commissioner who is due to attend on that date.

*26 Minutes

The minutes of the Overview and Scrutiny Committee meeting held on 14 August were confirmed and signed as a true record with the inclusion of apologies from Councillor Sheila Kerridge.

Councillor Roger Giles asked again for information promised by the CCG and received confirmation that despite continued requests the information had not yet been received.

In response to a question by Councillor Claire Wright on when the committee would hear from the CCG again on their new proposals, the Chairman outlined the planned briefing event chaired by the Portfolio Holder for Sustainable Homes and Communities. All Members of the Council were encouraged to attend, and the notes from that event would go forward to a meeting of the committee in due course. The Overview and Scrutiny Committee would then be able to comment on the proposals.

*27 Declarations of Interest

No declarations were stated.

*28 Matters of urgency

The Chairman had agreed to take an urgent item on Exmouth Beach Management, recently discussed at Cabinet on 3 September 2014. The item was agreed to be taken later in the agenda.

*29 Business Information Point

The Economic Development Officer set the scene for the committee with an outline of the number of businesses trading in the district, with a higher than average survival rate against national levels. At a cost of £25k per annum, the council provided a resource for businesses via the Business Information Point.

BIP West Devon Limited provides business advice to small businesses on behalf of the council under a service level agreement. Under this agreement, BIP are targeted to deliver 250 interventions for 2014/15. In 2013/14 BIP had delivered a substantially greater number and it was believed that these had been very helpful. An intervention is defined as any interaction with an East Devon business or client, carried out on a one to one basis, or at workshops. BIP also attend Enterprise Clubs and offer advice over the phone.

After the presentation by Petra Davies and Steward Horne, the committee raised some questions, including:

- Did BIP maintain contact with the main banks? Yes, although there were other choices available to business in terms of start up loans, through job centres and other sources, particularly if credit rating was an issue;
- What percentage of business in the district starting up were rural with a relatively small number of employees? Statistics for this were not immediately available but would be provided based on information provided through job centre plus. 6 months data was available, but there was no government requirement on job centre plus to produce data for a longer period, for example how many had been operating for a longer period of a year to 18 months;
- The Frederic Foundation was explained as a charitable, last resort lender for businesses that had been turned down for a loan elsewhere. The BIP recommended other, lower rate lenders in the first instance;
- BIP was made up of 12 staff covering an area of Penzance to Bristol, with the majority of work undertaken in Devon:
- Aside from marketing and finance as the main issues for new businesses, confidence was also a key area that BIP were able to help new businesses in making the necessary steps to create a sound business plan and secure funds.

A preliminary report on workspace in the district was being prepared for the October Cabinet and subsequent reports would be coming forward in the coming months to give a clear picture to Members of the statistics of the area. Regular reports from BIP would also now be directed to the committee for information.

The Chairman wished the operation continued success and looked forward to statistical information on the business sector being provided in future reports.

*30 Council Members IT Policy

The committee considered the draft policy before the final version went before the Cabinet for a decision and implementation. The revision covered development in new technologies including:

- New "cloud" system, Microsoft Office 365, for Members to carry out council business
- Members to access Office 365 from their own equipment
- Office 365 enabling connection to mobile devices
- Greater emphasis on Members being responsible for the security and use of their data.

The committee discussed:

- Preventing phishing Members were reminded to be vigilant as scammers continued to develop new methods and no system can completely stop this problem.
- Security of the cloud the committee were assured that the government standard of IL2 adopted for use of their Office 365 system was good, confirmed by the Portfolio Holder for Corporate Services as the best balance of risk against usability.
- Further training still required for Members on the system to enable them to use Office 365 fully

The committee also received an update in progress regarding the Shared ICT implementation as agreed by Council in July. A report is being prepared for Cabinet in October, dealing with Joint Cabinet/Executive arrangements and Joint Scrutiny

arrangements with the three authorities. This report will then go on to Council for a final decision. The report will cover:

- An anticipated live date for the new company of Strata on 1 November 2014;
- Joint scrutiny and joint executive arrangements in place at that date;
- Members from each scrutiny committee of each authority will make up the joint scrutiny panel, operating with a rotating chairman, meeting venue and servicing arrangements. Membership for this council would be drawn from both the Overview and Scrutiny committee and the Audit and Governance committee.

The council had also received news of a successful bid for funding of £970 towards the project.

*31 Exmouth beach management

At the meeting of Cabinet on 3 September, Members considered the Exmouth and Dawlish Beach Management Scheme and made a recommendation to Council. Following the issue of the Cabinet minutes, Councillor Eileen Wragg requested that the matter be called-in. This request was in time and had the required support for a call-in. However because the outcome of the Cabinet debate was a recommendation to Council and not a resolution/decision, a call-in was not appropriate.

The Chairman had agreed that the matter be considered at the meeting as a matter of urgency, with any recommendations from the Committee being referred to Council on 15 October – at the same time as the recommendation from Cabinet.

The Cabinet report of 3 September set out the preferred option for the future management of Exmouth beach, following analysis of technical assessments, workshops, and public exhibitions with partners. The preferred option outlined recycling material from areas of the beach, which have built up over the years onto areas that are eroding. Consistent with consultants' advice the proposed work would be carried out in the period of 2020/25 and may be eligible for Flood Defence Grant in Aid (FDGiA) from Defra.

The committee considered the Cabinet report, subsequent minutes and a briefing note that highlighted that technical assessment had revealed that on current advice the coastal defence in Exmouth is not threatened by beach erosion until the 2020s. The other option open to the Council was to join with Dawlish Warren works to recharge the beach with sand from Pole Sands commencing in 2017/18, but this would involve a cost to the Council of between £4m and £6m and we understand would not be eligible for Flood Coastal Risk Management Grant in Aid (FGRMGiA) funding. The proposal had come before the Cabinet at this time due to the impending Dawlish scheme being prepared in the autumn.

The Head of Housing reiterated points made at Cabinet, making clear that, on the evidence provided, he could not recommend to Members to spend between £4m and £6m on recharging the beach. This did not mean that the beach would be ignored; there would be continued monitoring of the area and scanning of funding opportunities, along with minor recycling to help maintain the beach. He reminded the committee of the resolution of the Cabinet to hold a further workshop and site visit before the Cabinet recommendation went before Council in October.

Councillor Eileen Wragg informed the committee of a recent meeting of the South West Regional Flood and Coastal Committee that she had attended, where £8.7m had been agreed with Devon County Council. This sum would seem to cover the cost involved in

joining in with the Dawlish scheme. She described to the committee the deterioration of the beach area and the impact on roads in close proximity. She also commented that the Shoreline management plan, being led by Teignbridge District Council, would not necessarily have the focus on Exmouth that the council would desire.

The Head of Housing assured the committee that officers were working closely with the Environment Agency and would welcome examination of any funding offer. The Senior Engineer confirmed that in checking with the project manager at the Environment Agency, the £8.7m had not been allocated until a Project Appraisal Report (PAR) had been passed – money had only been allocated to allow this PAR to be produced.

Other Members, including the Chairman, outlined recent changes to the topography of the beach area. The senior engineer explained to the committee that, whilst he understood the concerns visually, the evidence showed that sand had not left the area, but had been pushed out towards the navigational channel. Work by the Environment Agency had confirmed that, contrary to popular belief, the sands did not migrate between the Exmouth and Dawlish beach areas, but moved out into the channel and back into the estuary itself.

RESOLVED

that a task and finish forum be scoped and set up to look at the issues affecting Exmouth beach management.

*32 Annual report of the Council

The Chairman invited the committee to consider the two most recent reports, with a view to examination of the plans proposed and the committee's role in scrutinising the delivery.

The annual report for 2013/14 is designed as a helpful communication tool to inform residents and other interested parties of some of the work that the Council has progressed during the year. It is based on performance monitoring reports that are regularly presented to the committee.

Councillor Brenda Taylor commented on the presentation of the report being clear and comprehensive and welcomed the use of the report. This comment was endorsed by the committee.

*33 Performance monitoring for first quarter 2014/15

The committee raised the following items from the monitoring report for further explanation:

- Continue development at Cranbrook and elsewhere to ensure best quality of build and design of homes, high street and public spaces showed a variation on status. In light of complaints from local residents, a question was asked on the progression of the high street being built when over 700 homes were already in place at Cranbrook. The Leader and the Portfolio Holder for Corporate Services confirmed that whilst the building of the high street was a large undertaking, progress was being made.
- The Portfolio Holder for Sustainable Homes and Communities informed the committee that the education provision for Cranbrook would be a "through school" which educated years 2 to 16 years and would be the first in Devon.
- Performance indicator percentage of municipal waste land filled (LAA) was challenged as a misleading figure, as it included an amount of waste that was incinerated to produce energy, and therefore not landfill. Could the indicator be amended to reflect a more accurate figure?

• General comments that any indicator or council promise showing a variation should receive clear and substantial explanation for the variation to help inform Members.

*34 Overview and Scrutiny Forward Plan

The committee noted the forward plan.

Attendance list

Present:

Tim Wood (Chairman)

Graham Troman (Vice Chairman)

Eileen Wragg

Steve Wragg

Claire Wright

Roger Giles

Brenda Taylor

Frances Newth

Peter Bowden

John Humphreys

Deborah Custance Baker

Vivien Duval Steer

Maddy Chapman

Peter Halse

Also present:

Graham Godbeer

Peter Sullivan

Pauline Stott

David Cox

Iain Chubb

Jill Elson

Tom Wright

Stephanie Jones

Paul Diviani

Ian Thomas

Phil Twiss

John Golding, Head of Housing

Keith Steel, Senior Engineer

Simon Davey, Head of Finance

Chris Powell, Interim Chief Operations Manager STRATA

Tammy Down, East Devon Business Centre

Nigel Harrison, Economic Development Officer

Debbie Meakin, Democratic Services Officer

Giles Salter, Solicitor

Apologies:

Mike Allen

Tony Howard

Chris Wale

Ray Bloxham

Chairman	Date

Broadband Taff

Chairman's introduction

This TaFF on the provision of High Speed Broadband in Devon and Somerset has been the most disappointing TaFF in which I have been involved while in Local Government.

The importance of providing high speed broadband has been recognised by all and it is quite apparent that this provision is at least as important in rural areas as in urban ones.

BTs approach to the matter appears to have been aggressively commercial and the organisation has pressed the case for non-disclosure agreements with considerable force. East Devon and South Somerset District Councils declined to sign such an agreement for very principled reasons. As a result, the two authorities, unlike other district councils in Devon and Somerset, have been excluded from discussions that might have been helpful to their residents. We have seen no justifiable evidence to suggest that the withholding of information has been to the benefit of residents. Indeed the lack of information has made it more difficult for rural residents to seek possibly viable alternative solutions to their internet problems.

In regard to the meetings of the TAFF there was one large meeting that was remarkably revealing. The meeting was attended by BT, County Councillors, some of those involved in the project and several parish and other councillors. The meeting demonstrated a completed failure for minds to meet. There was negligible willingness for those who knew more information to reveal it and there was an air of frustration and anger on the part of those who felt their residents were being kept in the dark despite huge quantities of taxpayers' money being spent on the project. In this instance, it was not Whitehall but BT who knew best but for the ordinary person it was better that they were ignorant.

When BT was denationalised in the 1980s there was a serious endeavour made to ensure that BTs operations were subject to significant competition. The way the roll-out of high speed broadband has been undertaken has regrettably allowed BT to a virtual monopoly of the activity. The use of NDAs has made the entry of competing operators in difficult rural areas extraordinarily risky.

As has been indicated by others there are strong suspicions that BT has also been able to use public monies to finance the introduction of high speed broadband in localities where its introduction could in any case have been a highly profitable commercial venture.

Tim Wood

Broadband Scrutiny review

This report sets out the findings of the Task and Finish Group jointly established by EDDC and SSDC to look into the issue of providing rural access to Superfast Broadband via the Connecting Devon and Somerset Project.

The report will briefly outline the background to this topic and the review methodology used, before drawing a series of conclusions.

Review Background:

Connecting Devon and Somerset Joint Task and Finish Group

The issue of rural broadband now has a high national profile, thanks mainly to a report recently published by the Public Accounts Select Committee http://www.publications.parliament.uk/pa/cm201314/cmselect/cmpubacc/474/47402.htm
This report mainly focuses on the impact of BT having been awarded all the Rural Broadband

This report mainly focuses on the impact of BT having been awarded all the Rural Broadband contracts and the inherent lack of competition and transparency in the process.

The guiding principles of the Rural Broadband project are to provide superfast broadband to 90% of the country and 100% by 2020, and these objectives should be welcomed and celebrated. However well- intentioned the project may be, there are concerns with how Connecting Devon and Somerset (CDS) are implementing it. The CDS project involves over £90 million of tax -payers money and as such members felt that the issue warranted thorough and detailed Scrutiny.

Nationally, concerns have been raised about the openness and transparency of Broadband UK (BDUK) and the various regional models and this issue should form the primary focus of this review.

Background

The BDUK aims to provide 90% of UK households with superfast broadband by 2016 – it is important to note that this 90% is based on population not geographical location. There are concerns that this means in reality, the project is essentially becoming an urban broadband connection project as opposed to the intended outcome of improved rural connections.

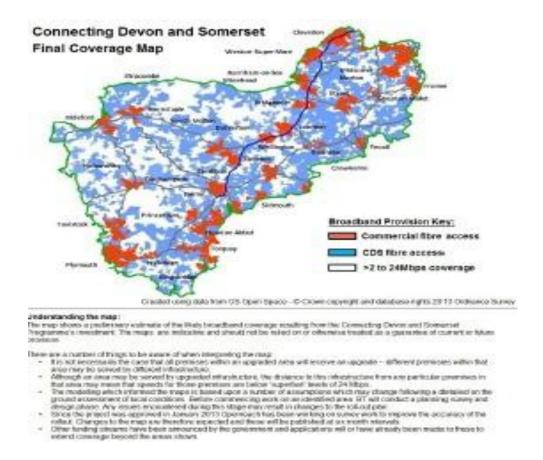
A particular issue for EDDC and SSDC was the use of Non-Disclosure Agreements (NDA) by the Connecting Devon and Somerset Project Team. The CDS team asked all Devon and Somerset local authorities to sign a NDA – signing such an agreement would essentially mean that EDDC and SSDC officers and members could attend meetings and briefings with BT as the CDS service provider, but would be prevented from sharing any information with other members, officers or the public. A decision was taken by EDDC and SSDC not to sign the agreement as doing so did not sit comfortably with our established principles of openness and transparency. It was felt that signing such a document would undermine the democratic accountability of the both us as local authorities and the wider CDS project. This decision not to sign the NDA has nonetheless disadvantaged both authorities as the project has progressed as both authorities have been outside of any discussions about the planned roll out of Superfast Broadband, and as such have not been able to influence the programme to meet specific local demands.

In the initial stages of the project, the Economic Development officers at SSDC put a considerable amount of effort into supporting the CDS project, they actively encouraged all sectors of the community to register their demand for superfast broadband and provided detailed mapping data to the CDS project team. This complex work was undertaken in the belief that the district council would remain an active partner in the CDS project, promoting the needs of EDDC and SSDC communities and businesses, in fact, we were held as a best practice example of how to effectively engage with the rural broadband programme. At no stage was it stated that future involvement in the project would be dependent on signing the NDA. The decision not to sign the NDA effectively ended meaningful two way dialogue between our authorities and the CDS project team. As local authorities, EDDC and SSDC positively embraced the principles of providing superfast broadband to our rural communities and publically supported the project – we are now not able to either further the needs of our residents or respond to queries.

The main concern for our communities is identifying what is known as the 'final 10%' – those households/ properties that will not be covered by the CDS project. This lack of information is having a significant impact. In SSDC there have been several instances of businesses contacting our Economic Development teams to ask if and when their broadband connectivity will be improved as the current poor Broadband provision was having a negative impact on their businesses. Knowledge of when they would be upgraded, or if indeed they would fall into the 'final 10%' would influence their future business decisions.

CDS have argued that they don't want to publish information in a piecemeal fashion, and want to wait until they have completed all survey work before publishing a detailed coverage map. To some extent, this position has been challenged by Maria Miller MP, the Secretary of State for Culture and Media. She wrote to all local authority Chief Executives on 19th July asking for coverage information to be published stating that, "... this information will help other broadband projects to fill in gaps in coverage...".

CDS initially produced a more detailed coverage map (below)



However, this map is not detailed enough to provide communities and business with relevant information. By contrast, the Connecting Dorset project produced an interactive map, allowing residents to find out coverage proposals down to individual post codes as did many other projects teams nationally such as Northamptonshire and Oxfordshire, showing that it was indeed possible to produce more meaningful data at an earlier stage.

Finding out which areas fall into the 'final 10%' was considered crucial by members of the Task and Finish Group. There have been three rounds of DEFRA funding available to support communities within the 'final 10%' to source alternative solutions such as satellite broadband or 4G technology. In order to access this funding, communities were asked to submit expressions of interest based on a 'strong indication' that their area would fall into the 'final 10%'. The final round of funding closed on 17th June and obviously, Devon and Somerset communities were disadvantaged by the refusal of CDS to state which communities they anticipated would fall into the' final 10%'. Other BDUK projects have successfully caveated along the lines of....this information may be subject to change based on the more detailed findings of our survey work and should therefore be treated as indicative until final confirmation is published...".

By being outside of the process by virtue of not signing the NDA, EEDC and SSDC were effectively outside of the Connecting Devon and Somerset Process and could not influence any part of the roll out programme, even though the CDS team were using the significant amount of data we supplied to them in the early stages. Despite us supplying this data, we were now not in a position to help interpret it, thus not enabling us to make the best case for our residents.

The whole premise for this project was to provide fibre optic broadband to rural communities where it would not otherwise have been commercially viable to do so. The project is heavily publically subsidised and there is little evidence publically available, that this money is not being used to fund work that BT would have done anyway, providing superfast broadband to the most populated rural communities.

Scrutiny objectives

As with all Scrutiny reviews the work of this Task and Finish Group needed maintain a strong focus on some key points. Nationally there are high level discussions on the nature of the procurement process used by BDUK and whilst it was agreed that the Task and Finish Group should keep a watching brief on this issue, members agreed that this review should focus on the following specific questions:

- The validity of the Non-Disclosure Agreement bearing in mind the recent call for openness and transparency from the Secretary of State responsible for this project. I have written to her office asking for her view on the use of NDA's and her comments will be reported to the Task and Finish Group.
- How do we ensure that SSDC and EDDC are positively engaged in the roll out process in the future, with no restricted access to information beyond usual arrangements.
- How can we identify the final 10% as a matter of urgency and what can EDDC and SSDC do to actively support those communities which fall into this category?

The priority for this Task and Finish had to be finding out how to gain access to relevant and timely information and identifying the final 10% as a matter of urgency – this is what will be of the greatest benefit to our communities.

If appropriate, the Task and Finish Group can then go on to look at lessons that could/should be learnt from the CDS project experience.

Review methodology / process

A series of meetings were held to progress this review (the minutes of which are attached as appendices to this report).

In addition to the formal meetings a considerable amount of research was conducted which contributed to the following conclusions:

Conclusions

It may appear that after considering this issue for some considerable time, this Task and Finish report does not contain many substantial recommendations, but this would be to underestimate the dynamic nature of the Connecting Devon and Somerset project.

The frustrations and difficulties faced by members on this Task and Finish Group characterise those faced by communities seeking to influence the delivery of the programme.

This Task and Finish Group was established with the aim of seeking to ensure that the delivery of the CDS project met the needs and expectations of communities in both South Somerset and East Devon. From the outset, we were aware of the constraints represented by the Non-disclosure Agreement, but members of the T&F adopted an approach of looking for pragmatic ways forward rather than looking to revisit the issue of the appropriateness of such an agreement in connection with a public funded project. From the outset, those conducting this review were keen to adopt a positive approach, looking to secure the best possible outcome for their residents.

Members have involved the community at all stages of this review and it quickly became apparent that there was some genuine (and well informed) concern amongst certain communities.

Whilst members of the T&F may have sought to set aside the issue of the NDA in the interest of securing the best possible outcome for residents, over the course of their meetings with the public, it became clear that the issue of openness and transparency or (the perceived lack thereof) within the CDS project was an overriding concern amongst communities. Concluding this matter, members adopted a 'we are where we are' attitude to the issue of the EDDC/SSDC decision not to sign the NDA. Members agree with the stance taken over the NDA compromising democratic accountability and are disappointed to note that despite assurances that our not signing the NDA would in no way disadvantage our residents, the subsequent exclusion of EDDC and SSDC from discussions led to precisely that.

This was all the more disappointing given the fact that officers at both authorities gave a considerable amount of time and effort in the early stages of the project to determine local demand and to promote the project and at no point did CDS mention that continued involvement in the delivery phase of the project would be dependent on the signing of an unduly restrictive NDA. Pragmatically, both authorities would have been better placed to influence the delivery of the CDS if they had signed the agreement, and members of this review feel that future stages of this project and indeed any similar projects in the future should allow such a situation to arise again — local authorities deal with highly confidential and commercially sensitive information on a regular basis and have mechanisms in place to ensure this — NDA's have no place in a democratic process.

The issue was raised with representatives from the CDS Project team (as referenced in the minutes from meeting) but the position remained intractable.

Other work going on at the same time – various FOI requests meant that the CDS project team could defend a position of not releasing any of the information we requested pending the outcome of the Information Commissioner's assessment. There were also several other discussions taking place between other members of the Council and CDS which made co-ordination of effort and avoiding duplication increasingly difficult.

The primary outcome of this Task and Finish Exercise should be a recognition of where the project to date has been less than successful (effective communication both between CDS and partners organisations and communities) and the undue influence given to a private sector business delivering a publically funded project. The recognition of these shortcomings must be translated into better partnering arrangements and agreements for future stages of superfast broadband delivery projects across Devon and Somerset.

The next phase is already underway with the announcement on 25th February 2014 that the government was making an £250 million available to bring UK Superfast Broadband coverage up to 95% by the end of 2017. Members of the Task and Finish Group strongly recommend that those conducting any future discussions must be mindful of the need to ensure openness and

transparency every step of the way. The next phase asks each local authority to contribute significant sums of money to secure central government match funding to deliver Superfast Broadband to the remaining 10%. Discussions to date bear worrying similarities to earlier stages of the project in that there is a lack of clarity/information forthcoming as to exact locations and delivery methods. Members of this Task and Finish Group strongly recommend that no decisions are taken by either authority about further involvement or potential financial contributions until there are robust agreements in place to ensure full democratic accountability and guaranteed local authority influence as to how the next phase of the project is delivered.

The Task and Finish Group also discussed the issue of Superfast Broadband and the local economy. Following their discussions, members recommend that clarity is sort (and consequently communicated) as to the relationship between delivery Superfast Broadband to residential properties and delivering it to business properties.

The initial project aims and objectives from Broadband UK looked to address the inequality of access between rural and urban communities in an increasingly digital age. Whilst the need to provide good communication links for businesses is vital to rural economies, the BDUK project was always more about enabling community access and thus making a substantial contribution to addressing rural deprivation.

The next phase of the project Superfast Extension Programme (SEP) recognises that there remain some properties (in the final 10%) that present additional technical difficulties due to geographical location and that alternative technological solutions are required. Such alternative technologies exist and the SEP project looks to bring this new learning to the CDS project area.

There are legitimate concerns that urban areas have Superfast Broadband access issues that are impacting on SME's but it is the understanding of this T&F that the CDS project is designed to deliver vital communications to rural communities and the other options should be explored to support more urban SME's. Members ask for clarification on the use of public funds as represented by the SEP and CDS projects to provide a subsidised service for private enterprise. In urban areas, the infrastructure for SFB is there, but the market is structured in such a way that SME's can find the costs prohibitive. Members also seek clarification at the earliest opportunity as to whether the SSDC and/or EDDC elements of the £22.75 million can, under the terms of the SEP Government funding be redirected to an alternative provider outside of the Connecting Devon and Somerset programme.

The BDUK Project was, as far as members have been able to determine, intended to provide the actual infrastructure to rural areas rather than influence service provision in more urban areas. Members ask that this position is definitively clarified before progressing with future phases of the CDS Project.

One of the key objectives of this review was to encourage the CDS team to make the same information available to communities as their counterparts elsewhere in the Country. At the conclusion of the review, it is now possible for residents to obtain information down to 7 digit postcode level, and whilst this success cannot be solely attributed to this review, it should be noted nonetheless.

Whilst this review may have been characterised by frustration and disappointment that those charged with delivering a high value and high profile publically funded project have adopted a very narrow view of openness, accountability and transparency, the success of the project should not be diminished – more rural communities can now access what is widely concerned to a necessary part of modern living and thus, our rural communities are more sustainable than before. Members of this

Task and Finish Group hope that by addressing some of the points raised in this report, the project will go on to deliver much needed outcomes, in a more publically acceptable manner.

Members request that all current and future work looking into all aspects of Superfast Broadband across both local authority areas are reported for consideration by Scrutiny members in both EDDC and SSDC as appropriate. Over the course of this review, members have developed an in-depth understanding of the complexities involved.

Recommendations

- That clarification is sought, and reported to members, at the earliest opportunity as to whether the SSDC/EDDC element of the potential £22.75 million SEP funding can be redirected to an alternative provider outside of the Connecting Devon and Somerset Programme.
- 2. That clarification is sought, and reported to members on the original objectives of the BDUK project...was it to provide improved access for rural residents to Superfast Broadband, in recognition of the fact that such access is now seen as essential in modern domestic and business life, or was it also to support cheaper provision to SME's in more urban areas? Members would also like to have the position on state aid to business clarified in relation to this point.
- 3. That whatever decisions are taken corporately to address providing Superfast Broadband to 'the final 10%', there is a commitment to openness, transparency and accountability from all those involved and there will be no further use of Non-disclosure Agreements or similar.

Report to: **Overview and Scrutiny Committee**

Date of Meeting: 16 Oct 2014

Public Document: Yes **Exemption:** None



Agenda item: 9

Subject: **Relocation Update**

To update the committee on progress of the office relocation project **Purpose of report:**

Recommendation: To note the content of the report

Reason for recommendation: Officer:

Richard Cohen

Deputy Chief Executive – Development, Regeneration and Partnership

X1552

N/A

rcohen@eastdevon.gov.uk

Financial implications: Cabinet on 4 June 2014 agreed a project management budget of

> £705,568. This total remains unchanged. Project spend to the end of August was £475,669. The budget is included within overall relocation

project costs calculation and recoverable

Legal implications: The council's legal team work closely as part of the project team and in

support of the Deputy Chief Executive. External legal expertise and

specialism is commissioned when required also.

Equalities impact: Low Impact

> Of itself this report has no significant impact on equalities. The relocation project as a whole is paying significant attention to its implications for equalities and mitigations that may be required. An Equalities Impact Assessment was presented and endorsed as part of the Feb 2014

Cabinet report on relocation.

Risk: Low Risk

> Of itself, this report is low risk. The relocation project overall is subject to a detailed risk register that addresses a number of risks of varying importance and impact. These are considered in terms of likelihood and severity and monitored on a regular basis by the Officer and Executive

Groups.

Links to background

information:

N/A

Link to Council Plan:

Relocation addresses a range of priorities in the Council Plan. It will provide future resilience and improved working for the Council to design and deliver services that suit our residents, businesses and visitors needs. EDDC is also committed to making the best use of its assets including the longer term certainty and efficiency that new offices will provide alongside more mobile working across the district.

Report in full

Progress

This report explains current relocation project progress and the reasons for extending the timeline for the next stage of decision making.

Significant activity toward relocation is ongoing although we were delayed in our programme by the Town and Village Green objection which has now been resolved in the Council's favour.

New Office

Cabinet and Council reports – Reports in Feb 2014 agreed a series of recommendations in relation to HQ relocation following the Council's decision in principle in July 2013 to move from the Knowle. The principal decision was that the Council's preferred site, having considered the process and site options described in the report, for relocation was Skypark and instructed officers to pursue that option and return to Cabinet and Council.

The Feb 2014 report made clear that there were outstanding matters to be resolved. These included negotiation with the Skypark developer, St Modwen, as well as the conduct of a marketing exercise for Knowle and Manstone Depot to ascertain the range and financial values of market interest in developing the sites. A report to Cabinet in June 2014 updated on these matters.

Skypark

Negotiations have been ongoing on the Skypark site on a variety of matters not least legal and commercial considerations regarding site acquisition, the structure of a land purchase, design and build model and timeline. These detailed discussions and their outcomes will be subject to future Cabinet and Council consideration.

Marketing of Knowle/Manstone

The marketing exercise for Knowle and Manstone Depot sites is now underway. This exercise was originally intended to be completed by July 2014 but was delayed by the TVG application. Our agents, Savills, also advised that marketing should wait until the end of summer holidays.

The marketing brochures are attached as annex to this report. Their content and design has been advised by our agents. Drafts were considered and commented on by the Executive Group, SMT and Relocation Manager. The brochure has been published in print and on a micro-site set up by our agents. Adverts have been taken out in the property press and the news has been picked up by local press.

Savills are now receiving and handling enquiries and will process detailed expressions of interest for consideration. A formal evaluation process will be conducted with the Executive Group and outcomes will be subject to Cabinet and Council consideration and approval.

Town and Village Green (TVG)

At the time of the June 2014 update report to Cabinet, the outcome of the TVG inquiry was not known. As members will be aware, the inspector subsequently recommended that the application to establish a TVG on Knowle should be rejected. Devon County Council formally rejected the TVG application on 1 July 2014.

Rights of Way

Another but less significant attempt to restrict the Council's development plans for parts of the Knowle has been Right of Way (RoW) applications. These applications were originally rejected by Devon County Council but on appeal against that decision the Inspector directed the County to make Orders in respect of two routes. The County made the orders in March and the Council (and others) have

lodged objections to the Order. The Planning Inspectorate will now deal with the matter but has not yet set a date.

As has been made clear in previous reports there are a number of ways that objections may be mounted toward the Council's relocation plans. Project costings have reflected the potential impact of delay and the costs that such objections may result in for the Council.

Heathpark

Supermarket Development – In Feb 2014 Cabinet and Council reports agreed the selection of Terrace Hill as preferred developer for EDDC's former SITA depot and the East Devon Business Centre site on Honiton Heathpark and authorised officers to enter into a conditional contract with Terrace Hill.

Officers have been in further negotiation with the developer involving the Relocation Manager and Council Legal team. Following agreement of Heads of Terms, contract negotiations progressed. It was hoped to be in contract by now but this has not yet been achievable. The key reason is that the supermarket, whilst maintaining its commitment to acquire the site, has, following a recent change in retail shopping strategy, reviewed the size of floor plate that it needs and reduced its offer price. The offer remains substantial and negotiations are ongoing between our agent's and the developer to secure a best offer price and clarify the detail.

This has delayed the process and means that any agreement on sale of site, subsequent planning processes and timing of any handover of the site has been slowed. This does not delay the project overall but has implications for the users of the East Devon Business Centre. The Economic Development Team has been circulating Council communications and press releases to users of EDBC and the Leader and Deputy Chief Executive recently met with the business centre's users to update them on events regarding the Heathpark site and EDBC. Centre users were given the reassurance that no quick decisions will be taken and for a minimum of six months at least there will be no suggestion of EDBC closing its doors. Negotiations with the developer are still underway and a revised offer would be a matter for consideration by Cabinet and Council as part of future decisions on relocation.

Business Space Review – The sale of our Heathpark site would mean the closure of EDBC. In recognition of the importance of that action the Council agreed in April 2014 to look at the wider case for serviced business space and support across the district as a whole. As well as EDBC, the Council provides a range of business units across the district.

The question of succession to EDBC has given us the opportunity to look again at how we can help meet the needs of business into the future in a world of enterprise and entrepreneurism very different to that when the Heathpark Business Centre first opened its doors.

A study has been commissioned using external contractors, Carter Jonas, under the guidance of a member and officer steering group to analyse and advise on the case for future serviced business space in East Devon and the Council's role in that provision. A draft report has been received and Carter Jonas are currently working on some practical examples of potential intervention for the Council to consider. A report will come before Cabinet in Nov 2014 for consideration.

Transforming the council

Relocation is a central part of our plans to transform this Council into an organisation that meets the needs of its residents and businesses in an accessible, cost effective and joined up way. So that we can keep abreast of customer demand and rising customer expectations, East Devon is working hard to transform and modernise the way staff go about their work and the ways in which customers can do business with the council.

Key to these new ways of working are a number of projects which including mobile device policy rollout that will ensure that officers will have the right IT equipment to allow them to work from home, flexibly (between home and office) or in a mobile way. Creating a fully ICT equipped mobile workforce will help us improve efficiency and customer service. The changes to the government's PSN regulations are an added incentive to the Council's provision of devices to staff working remotely.

In addition to this East Devon is currently reviewing facilities across the district to understand what existing space we can use for mobile officers to 'touch down' across the district so that they will not need to make unnecessary journeys back to the office. A particular case in point is Exmouth Town Hall. Following DCC's decision to give up its lease on space in the Town Hall we are working with the Town Council and tenants on the future use of the building and will be factoring it into our thinking around options for provision of services and space as part of the relocation project.

Budget

All sums for project management and development to date and going forward have been factored into the overall project cost and included in costs set against capital receipt. To date the total project development budget is approved at £705,568 of which £ 475,669 has been spent up to the end of August 2014. Key elements within the overall budget include:

- Allowance for Planning, Architectural input, Survey and valuation costs £ 209,497
- Allowance for Project Management and direct costs incurred £ 378.445
- Allowance for consultation, commercial and marketing costs £ 50,306
- Allowance for Legal advice including TVG, property, contract, planning, VAT and procurement £ 67.320

Next Steps

Marketing of Knowle and Manstone Depot sites will be concluded by the end of October to be followed by consideration of bids. At the same time we will be making further progress on a clearer understanding from our Skypark and Heathpark negotiations. The intention is to bring a report to Cabinet and Council in December seeking decisions on the sale of the Council owned sites subject to statutory disposal procedures [where relevant] and reporting on progress with Skypark.

Transforming Community Services and Hospitals – consultation by the NEW Devon Clinical Commissioning Group

Member briefing chaired by Councillor Jill Elson, vice-chaired by Councillor Stephanie Jones New Devon CCG represented by Dr Simon Kerr, Dr Mike Slot, Dr Rick Mejzner, Dr Tom Debenham, and Susan Cutting (Urgent Care Programme Lead, Eastern Locality New Devon CCG)

Consultation documentation can be found at

http://www.newdevonccg.nhs.uk/get-involved/get-involved/community-services/101039

A brief presentation was made outlining the CCGs six priorities, their aims, and commissioning intentions that can be found in detail in their consultation documentation.

Questions put by members included:

- What financial provision was being made for the transport implications for patients and potentially staff travelling further for their care in light of the proposal to consolidate inpatient beds?
- Increases in travelling distances and times for some people had been indentified by the CCG and they would consider how best to connect up the existing services to help minimise impact. With a stronger move to early supported discharge (ESD) type services, less patients would need to be in beds and would be cared and supported at home. Whilst a small group of people will be disadvantaged, the overall benefit to the wider community will be positive. More focus on preventative work will also help reduce numbers. Work of the voluntary sector in providing transport was also greatly appreciated, but in balancing against financial constraints, no significant sum could be set to offset an increase in transport costs
- Could patients realistically be cared for at home when some homes were not fit for providing safe care, for example needing specialised equipment?
- If care cannot be safely provided at home, other care options will be considered. Each case has to be assessed on a needs basis.
- Following reductions by Devon County Council to respite care, where do carers go
 now to get a break? Many members stated the importance of the carer and how they
 needed full support.
- There is clearly a need to stimulate the market for care home places; there are also short break grants for carers in the form of "break vouchers"; with the introduction of the Care Act 2014, there is now a requirement for carers to be assessed for support, so many more carers could be eligible for help. It isn't clear how this will be financially supported yet but the support of carers is greatly valued. The Better Care Fund would be spent jointly but this was not "new" money and certainly there was a desire to ring fence that money for the support of carers.
- In support of the aim for a greater focus on health promotion, the Leader outlined his
 recent visit to the site of the new education campus at Cranbrook, where he learned
 of an offer by a local farmer to open up a newly planted woodland for use by
 students.
- With Axminster growing in size in the years to come, as set out in the Local Plan, why remove inpatient beds from there to other hospitals?
- The rational for the consolidation was explained as follows:

- If all current sites were maintained at current level of inpatient beds, there
 was a real risk in the financial climate that some hospitals would be lost;
- Sidmouth hospital had a consistent high need therefore needed to be retained;
- Honiton was the least difficult town for access for both public and private transport, and has existing 24/7 cover – therefore also needed to be retained;
- This left looking at the remaining hospitals. Both Seaton and Axminster hospitals are at the furthest distance from the Royal Devon & Exeter hospital; both hospitals have good GPs. Looking at levels of elderly patients, dementia cases, admissions to RD&E and local hospitals, D P model (how likely to need hospital care in the next year), the numbers were far higher in Seaton than in Axminster. With those two hospitals being the closest, and looking at the overall benefit for the Wakely area, choosing Seaton to retain inpatient beds was the option of lesser impact.
- Fury from Ottery St Mary residents was stressed by a Ward Member, asking why the proposals were not clearly costed in the consultation documentation; and why an early indication of a reduced number of inpatient beds for Ottery St Mary had now changed to zero?
- The risk of low number of inpatient beds was outlined to members, setting out the risks of lone/night working, smaller number of staff that were then adversely affected when cover was needed for absence, and depreciation of skills sets if not regularly used. Running a low number of beds is also uneconomical. Detailed study of services had led from a view of fewer beds at OSM to the zero figure currently proposed. Savings in consolidating inpatient beds was estimated at £500k; the existing hospitals loosing inpatient beds would be developed into "hubs" to offer a wide range of services, such as for dementia care development.
- Axminster GPs and residents feel strongly that the proposals are not correct in light of both current and future need, with the town planned for expansion in the next few years. The hospital at Axminster was currently full with a waiting list, and the League of Friends offer of financial assistance had been turned down, despite their extensive work and significant funding into improving the current building. In contrast Seaton did not, in the opinion of the Axminster Ward Member, want to grow. Directing patients to Wonford was also stressed as often the first option given, rather than directing to more local services, which could be more fully utilised if given as the first choice.
- GP differing opinion on Axminster hospital was recognised and the choice between Axminster and Seaton hospitals was reiterated. The league of friends offer of financial support had the condition that it had to be spent only on Axminster patients, which the hospital could not accept, as it had to be open to all patients regardless of their home address. Members were reminded that their Board members were not of a closed mind and this was the purpose of their consultation. The concept of not being brave enough to stand up to the RD&E hospital was discussed, outlining negotiation for contract which, to avoid arbitration, would go ahead as a rate contract rather than a flat fee that had been previously used. In terms of controlling referral rates, GPs did always consider what was the most appropriate route for the patient. There was future discussion to be had on how much of the budget was apportioned to the RD&E, and how much on local services.

- What was being done to ensure that care in the community was real care, illustrated by a local case where a patient received two visits a day by a carer of 30 minutes each time, with 10 minutes of that taken up with paperwork.
- Devon County Council as the provider of that service would have to answer that question. Again funding levels may affect the level of care that could be provided; there was also no comprehensive way of assessing that service, certainly in the regulation of care homes and care firms.
- Was it possible to reverse a decision if circumstances in population levels changed in future to demand the return of inpatient beds; and what if a spouse of family relative was unable to act as a carer?
- Yes changes could be made in the future as the buildings will be retained. No one should be forced to become a carer; often they find that the patient wants their spouse of family member to care for them and they feel duty bound to do so. Their experience shows that time and again patients express their want to be or remain at home in preference to being in hospital.
- An example of the reluctance by some patients to use their personal budget was given; the question was asked of what the level of need for dementia care was currently at?
- Cards for personal budgets were being considered to ensure that it was being spent
 on care rather than other things. Yes more facilities for dementia care were needed
 in the area but it would be beneficial to see any private provision extend their offer to
 include other services, such as respite care.

Members present:

Andrew Moulding
Roger Giles
Douglas Hull
Frances Newth
John O'Leary
Sheila Kerridge
Tim Wood
Paul Diviani
Graham Godbeer
Pauline Stott
Tom Wright
Alan Dent
Peter Sullivan
Peter Halse

Apologies:

Peter Bowden
Iain Chubb
Christine Drew
Ray Bloxham
Ian Thomas
Deborah Custance Baker
David Chapman
Maddy Chapman
Claire Wright
Tony Howard
Helen Parr

BRIEFING NOTE, STREET SCENE SERVICES, O & S MEETING, OCTOBER 2014

Recycling and Waste Management [Budget £4,100,220]

The existing recycling and waste collection contract with SITA is due for retender by April 2016, when the existing contract ends. The issue of the new 'collection contract has been subject to some debate within the Council following discussions as to whether EDDC could be part of the Integrated Devon [ID] initiative, together with Exeter, Teignbridge and Devon County Council. We have been working on joining ID and being a lead partner; however research into the legalities of extending our existing Sita contract to include cardboard highlighted some difficulties in extending. Once we were aware of this we started work on reviewing our options to ensure the continuity and quality of our service.

Our collection contract forms a large part of the council budget [26% gross] and is a high profile service that is delivered to all households within the district. The next collection contract needs to fulfil the desire to provide improved services (Council promise to add cardboard and mixed plastics) within current budget or at a lower cost if possible. As pressure mounts on council budgets we need to look for efficiencies in all service areas.

The council has supported the idea of a joint consolidated collection contract for several years and has been at the forefront of leading neighbouring councils to consider this option. Initially an independent study was commissioned to examine the potential of one large collection contract across the entire 'county. However, this large scale option has been discounted due to a lack of support from some councils. A project to examine joint working across a smaller cluster of three waste collection authorities has been commissioned with support from the County Council, who believe that joint working across the three districts will provide many benefits, including a reduction in tonnages of collected waste and therefore savings to their waste disposal budgets. Initial savings figures of 10% have been mooted, but as yet no specific business case exists to support this.

ID is still very much at a desktop stage, with consultants briefed and working-up detailed proposals to show the potential benefits of a joint recycling and waste collection operation with Exeter, Teignbridge and Devon County Council [as the disposal authority]. Once the detailed business case report on the ID option is ready for circulation [due in November 2014] we will have a better idea of the potential savings and efficiencies that could be achieved. However, there are some difficulties regarding EDDC's involvement, surrounding the timeframe of the commencement of the ID option.

The timeframe for the commencement of the ID is planned for April 2017. However, our timeframe for a new collection contract is legally bound at April 2016 –and we are reviewing [with the help of specialist procurement lawyers] whether one further option would be to extend the current SITA contract. The participating councils are examining the potential to create an 'arms length' Local Authority Company [or 'LAC'] similar to 'Strata' and to arrange for all existing recycling and waste collection contractual arrangements to end at the same time [31/3/17]. The end of the EDDC collection contract with SITA leaves the authority with a 12 month gap in service provision that needs to be bridged. We have looked at several options, including the below:

- EDDC re-tender its collection service for 7-10 years and look to transfer the outsourced service into the ID LAC at a later date
- EDDC transfer the collection service 'in-house' for a 12 month period [or for a similar period] prior to the commencement of the ID LAC, after which the service is transfered to the LAC

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- Re-examine the ID LAC option and see if it could be operational by April 2016, or use 'Strata' as an interim LAC until the ID LAC is operational in 2017
- EDDC tender a new recycling and waste collection contract for a 12 month period, from 1/4/16 to 31/3/17, then move the work into the ID LAC.
- EDDC tender a new recycling and waste collection contract for a 24/36 month period, from 1/4/16 to 31/3/18 or 19
- Re-examine the ID LAC option and agree to postpone EDDC involvement until some future date

Following detailed discussion within our authority and with our partners it has been decided to twin-track our approach, with East Devon retaining an interest in the ID option whilst being ready to procure its own collection contract should the integrated option not prove to be viable following examination of the Business Case, which is due to be produced in November.

Officers and members of our Waste Board will continue to liaise with the ID partners whilst work on an EDDC collection contract commences with the first phase of procurement, the 'Commissioning phase.

The commisioning phase has begun with a meeting of the Recycling and Refuse Collection Contract 'Think Tank'. The first meeting of the think Tank took place on August 19th and is the first in a planned series of meetings to discuss what is required in the new contract, A follow up is to be held in November.

In November we also intend to hold the first meeting of the Recycling & Refuse Commissioning group, a sub group of the R&R Board suggested by Cabinet. This sub-group will make recommendations on the contract content based on feedback from the think tanks and other sources. We intend to invite O&S representatives to be part of this group.

Some of the issues for discussion are listed below.

- The best route to procure the contract
- A procurement timetable
- Length of the new contract
- Are changes to present collection system needed [eg. co-collection of recyclable materials versus separate collection]?
- Frequency of collections
- What should be collected at kerbside?
- Should the service remain a five day a week service?

A detailed procurement timetable has been produced as part of a report to cabinet. This was presented on September 3rd. As a result of this report it was resolved that the below actions are taken.

- That the progress made to date be noted and the tendering recommendations outlined in the report be approved, whilst undertaking further exploration of the business case Integrated Devon Waste.
- 2. That the procurement options as presented be noted and the suggested procurement route of competitive dialogue following a detailed commissioning period, to be commenced

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- in December 2014 and run alongside the Integrated Devon Waste option if still considered viable at that point in time be agreed.
- 3. That the creation of a sub-group of the Recycling and Waste Board (the Recycling and Refuse Commissioning Group) be agreed to aid the commissioning process;
- 4. That the outline timetable produced be approved.
- 5. That the Recycling and Refuse Partnership Board be invited to review the Integrated Devon Waste option and recommend the best way forward for the Council.

At our last Recycling and Refuse Board we reviewed the legal issues and options available to East Devon to date. We considered that in terms of the procurement for a new contract we must make a decision on ID by Dec/Jan and that the best interests of EDDC must be served. We have resolved to wait until the Eunomia report is issued in November, and the advice of specialist procurement lawyers before we make a recommendation to Cabinet based on this. If the savings in the report are considerable then it might make a short bridging contract tender viable. Which ever route is best for EDDC we hope to be able to make a recommendation to a December Cabinet, this will give us enough time to ensure whichever route we pursue is robust and provides a good and continuous service for the residents of East Devon.

Agenda Item 15

Overview and Scrutiny Committee
16 October 2014



Overview and Scrutiny Committee Forward Plan 2014/15		
Date of Committee	Report	Lead
13 Nov 2014	Police and Crime Commissioner for Devon Devon & Cornwall Constabulary representatives Community Safety Partnership update	
	Full Council meetings review	Councillor Ray Bloxham
	Finance Portfolio Holder update	Councillor David Cox/Simon Davey
	Playing pitches strategy (tbc)	Graeme Thompson
14 Jan 2015	Draft budget and service plans for 2015/16	Simon Davey
22 Jan 2015	National Parks proposal and Member Champion for Tourism update	Councillor Sheila Kerridge/Debbie Meakin
	Environment Portfolio Holder update (excluding Streetscene)	Councillor Iain Chubb/Andrew Hancock/Paul McHenry
26 Feb 2015	Economy Portfolio Holder update	Councillor lan Thomas
26 Mar 2015	Draft Overview and Scrutiny Annual Report	Debbie Meakin

Work for scoping and allocation to the Forward Plan:

Proposed date	Topic
Oct/Nov (tbc)	Review of production process of Local Plan
Jan/Feb (tbc)	New homes bonus update
When available	NHS England to discuss the provision of GP services
pending	Honiton Town Council update on the Beehive Centre
On completion of TaFF	Business Task and Finish Forum final report
ongoing	Budget Task and Finish Forum reports
pending	Trees Task and Finish Forum – first meeting set for 5 Dec 2014
pending	Exmouth beach management Task and Finish Forum meet 14 Oct 2014