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## **SOUTH HAMS COUNCIL - THURSDAY, 31ST OCTOBER, 2013**

Agenda, Reports and Minutes for the meeting

### **Agenda No    Item**

1.    **Agenda Letter** (Pages 1 - 10)

2.    **Reports**

Reports to Council:

a)    Item 4 - Transformation Programme 2018 (Pages 11 - 50)

b)    Item 5 - Political Structure – Electoral Review and Webcasting (Pages 51 - 88)

3.    **Minutes** (Pages 89 - 98)

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**MINUTES OF THE MEETING OF  
SPECIAL COUNCIL  
HELD AT FOLLATON HOUSE, TOTNES ON THURSDAY, 31 OCTOBER 2013**

<b>Members in attendance</b>			
<b>* Denotes attendance</b>		<b>∅ Denotes apology for absence</b>	
*	Cllr K J Baldry	*	Cllr M J Hicks
*	Cllr A D Barber	*	Cllr P W Hitchins (Vice Chairman)
*	Cllr H D Bastone	*	Cllr J M Hodgson
*	Cllr J H Baverstock	*	Cllr T R Holway
*	Cllr J I G Blackler	∅	Cllr L P Jones
*	Cllr I Bramble	∅	Cllr D W May
*	Cllr J Brazil	*	Cllr C M Pannell
*	Cllr C G Bruce-Spencer	*	Cllr J T Pennington
*	Cllr B F Cane	*	Cllr R Rowe
*	Cllr B E Carson (Chairman)	*	Cllr M F Saltern
∅	Cllr R J Carter	∅	Cllr P C Smerdon
*	Cllr B S Cooper	*	Cllr J W Squire
*	Cllr S E Cooper	*	Cllr R C Steer
*	Cllr P Coulson	∅	Cllr M Stone
*	Cllr P K Cuthbert	*	Cllr R J Tucker
*	Cllr R J Foss	*	Cllr R J Vint
*	Cllr R D Gilbert	*	Cllr L A H Ward
*	Cllr A S Gorman	*	Cllr J A Westacott MBE
*	Cllr M J Hannaford	*	Cllr K R H Wingate
*	Cllr J D Hawkins	*	Cllr S A E Wright

<b>Item No.</b>	<b>Minute Ref No below refers</b>	<b>Officers in attendance and participating</b>
All agenda items		Chief Executive, Monitoring Officer and Democratic Services Manager

**31/13 DECLARATIONS OF INTEREST**

Members were invited to declare any interests in the items of business to be considered during the course of the meeting, but there was none made.

**32/13 QUESTIONS**

It was noted that one question had been received in accordance with Council Procedure Rule 8:

**From Cllr Brazil to Cllr Tucker, Leader of Council**

*The Boundary Commission has recommended West Devon keeps the same number of Councillors at 31. Why do you think every 1400 electors in West Devon gets a representative at Council whereas in the South Hams you will need over 2300 electors to get a representative?*

In reply, Cllr Tucker advised that the Council had made its recommendations and West Devon Borough Council had done likewise and it just so happened that the Boundary Commission had broadly agreed with both.

With regard to the levels of representation, in the event of the Council membership being reduced to 31, then this would still compare favourably with the total number of residents which each Teignbridge District Council (TDC) Member represented. On average, each TDC Member represented 2,702 residents, whereas (based upon a membership of 31), South Hams District Council Members would represent an average of 2,696 residents.

33/13 **NOTICE OF MOTION**

Members were informed that no motions had been received in accordance with Council Procedure Rule 10.1.

34/13 **TRANSFORMATION PROGRAMME 2018**

The Council considered a report that proposed the adoption of the T18 Programme which aimed to deliver a new operating model in partnership with West Devon Borough Council and that would ensure that both councils continued to deliver quality services for its customers and communities.

In the subsequent discussion, reference was made to:-

(a) the opening comments of the Leader of Council. In introducing the report, the Leader highlighted that:-

- the Programme was a groundbreaking way forward to addressing the major budgetary pressures facing the Council, whilst maintaining front line services. Furthermore, the Programme presented a number of opportunities, with new technological advancements enabling improved customer service provision and choice;
- such technology was already being used by other authorities and was tried and tested. As a consequence, the Leader was confident that the programme would work;
- the impact on staff was incredibly difficult and there was a need for Members to treat all staff with care and sensitivity;
- approval to adopt the Programme was also being sought from West Devon Borough Council at its meeting on 4 November 2013. Assuming that both councils agreed to adopt the Programme, the Leader hoped that the next stage of work would then commence immediately afterwards.

(b) an amendment to the motion. The following amendment was **PROPOSED** and **SECONDED**:-

*'That the Council should fully investigate and consider alternative transformation models before adopting the proposed T18 Model.'*

In support of the amendment, the following points were made:-

- The proposer felt that alternative options (e.g. generating more income from the Council's assets and exploiting grant funding opportunities from renewable energy) had not been given sufficient consideration. Therefore, the Member considered that too much emphasis had been given to cuts rather than income generation;
- Some Members drew attention to concerns which had been outlined in the Grant Thornton External Audit report and the report commissioned by Unison. In particular, the Members felt that the proposals were being rushed and quoted directly the comments in respect of channel shift often being 'more challenging than was anticipated';

In contrast, other Members did not support the amendment and specifically highlighted that:-

- the Grant Thornton and Unison commissioned reports were balanced and those areas of concern which had been raised would be taken on board;
- the number of informal Member sessions on the proposals had been considerable and the benefits of now deferring a decision at this meeting were questioned;
- the extent of the budgetary pressures faced by the Council. Such was the extent of the pressures, that the view was expressed that the alternative options which had been suggested would not be sufficient to meet the budget deficit.

In accordance with Council Procedure Rule 15.5, a recorded vote was then demanded on the amendment. The voting on the amendment was recorded as follows:-

For the amendment (7):                      Cllrs Baldry, Brazil, B Cooper,  
Gorman, Hodgson, Pannell and Vint.

Against the amendment (25):              Cllrs Bastone, Baverstock, Blackler,  
Bramble, Bruce-Spencer, Cane,  
Carson, S Cooper, Coulson, Cuthbert,  
Foss, Gilbert, Hawkins, Hicks,  
Hitchins, Holway, Pennington, Rowe,  
Saltern, Squire, Steer, Tucker, Ward,  
Wingate and Wright.

Abstentions (3):                              Cllrs Barber, Hannaford and Westacott

Absent (5):                                      Cllrs Carter, Jones, May, Smerdon  
and Stone

and the amendment was therefore declared **LOST**.

- (c) Council employees being its most valuable asset. A number of Members reiterated the subsequent impact of the Programme on staff. A Member stated that he could not support the proposals since a reduction of 97 staff would be detrimental to the services received by his constituents;
- (d) the importance of the governance arrangements being robust. Some Members reiterated the Grant Thornton conclusions in respect of governance and hoped that these would be taken on board. Another Member expressed her regret that the proposed Steering Group would not include any Minority Group Member representation;
- (e) ensuring that there remained adequate face to face contact for our customers. Whilst accepting the drive for greater customer self sufficiency, some Members emphasised the importance of maintaining adequate face to face contact with officers and, as a public service, felt that the Council should not become overly reliant on IT solutions. In response, the Chief Executive emphasised that the Programme would enable a choice of contact for the customer and IT solutions would not be forced upon residents. Whilst IT solutions would help to deliver the programme, the quality of service provision remained of paramount importance;
- (f) rigorous scrutiny throughout the Programme. The importance of a rigorous scrutiny process throughout the Programme was emphasised;
- (g) central government grant funding. Strong concerns were expressed by a number of Members in respect of the extent of the grant funding reductions being received by local councils from central government;
- (h) the lack of formal public consultation on the proposals. In light of the scale of the Programme, a Member regretted the lack of public consultation on the proposals. In reply, another Member stated that since the proposals were seeking to reduce costs yet improve customer service, the Programme would be welcomed by local residents;
- (i) the benefits of increased Shared Services provision. A Member maintained his belief that there were significant savings to be made through sharing services with Teignbridge District Council (TDC). The Leader proceeded to advise that, as instructed by the Council at its last meeting (Minute 27/13(a) refers), he had now written to TDC and had recently received a response. In the response, TDC did wish to meet and discuss the Transformation Programme, but did not express an interest in sharing services with the Council.

In accordance with Council Procedure Rule 15.5, a recorded vote was then demanded on the motion. The voting on the motion was recorded as follows:-

For the motion (28): Cllrs Barber, Bastone, Baverstock, Blackler, Bramble, Bruce-Spencer, Cane, Carson, S Cooper, Coulson, Cuthbert, Foss, Gilbert, Hannaford, Hawkins, Hicks, Hitchins, Holway, Pennington, Rowe, Saltern, Squire, Steer, Tucker, Ward, Westacott, Wingate and Wright

Against the motion (7): Cllrs Baldry, Brazil, B Cooper, Gorman, Hodgson, Pannell and Vint

Abstentions (0)

Absent (5): Cllrs Carter, Jones, May, Smerdon and Stone

and the motion was therefore declared **CARRIED**.

It was then:

### **RESOLVED**

1. That, in partnership with West Devon Borough Council (WDBC), the T18 model comprising the commissioning/delivery model, transformed shared business process and ICT (as outlined at Appendix A to the presented agenda report) be adopted.
2. That an investment budget of £2.95 million be approved for the T18 Programme (SHDC's share of the overall budget of £4.85 million), to be released at three key milestones (as outlined at Appendix B to the presented agenda report) to deliver annual recurring revenue savings of £2.5 million (SHDC's share of the savings of £3.8 million).
3. That authority be given to the release of the funding for key programme expenditure milestone one (as outlined at Appendix B to the presented agenda report) consisting of business process redesign, ICT procurement and accommodation up to £682,800 (SHDC's share of £1.275m) within the total budget of £4.85 million (as outlined at Appendix B to the presented agenda report).
4. That authority be delegated to the Executive to release funding for key programme expenditure milestones two and three at key points over the 30 month period to April 2016, as detailed at Appendix B to the presented agenda report.

5. That the investment costs of £1.01 million be financed in accordance with the Investment and Financing Strategy, as shown in section 1.3 of Appendix C to the presented agenda report.
6. That £700,000 be transferred from the General Fund Balance (Unearmarked Reserve) and £310,000 from the Strategic Issues Reserve into an Earmarked Reserve for T18, as shown in section 1.4 of Appendix C to the presented agenda report.
7. That authority be delegated to the Head of Finance and Audit to determine the appropriate allocation of investment costs against revenue and capital funds.
8. That the sharing of investment costs and savings be agreed as set out in sections 1.6 to 1.7 of Appendix C to the presented agenda report.
9. That an accommodation strategy be proceeded with (as outlined at option 2 in paragraph 4.5 of the presented agenda report) that promotes agile working and creates the greatest financial saving. Retaining access to services at Kilworthy Park along with a Civic Hub, Member Services and staff touchdown facilities, and co-locate support staff for both Councils at Follaton House.
10. That the programme governance arrangements be adopted as set out in Appendix E of the presented agenda report and it be noted that further discussion will take place on the longer term Member structures.
11. That consultation continue to take place with staff and unions on the creation, in partnership with WDBC, of a new 'host organisation' able to give a whole organisation response to service demands rather than a traditional departmental response. That new contracts of employment be issued with new terms and conditions for all staff who will still be employed by both Councils.
12. That the Council moves to a commissioning/locality model and continues to work with officers over the next twelve months to develop these aspects of the Model, so that the needs of individual Members and their local communities can best be served.



35/13 **POLITICAL STRUCTURE – ELECTORAL REVIEW AND WEBCASTING**

The Council considered a report that presented the recommendations of the Political Structures Working Group in respect of the draft warding arrangements arising from the Electoral Review and the merits of webcasting Member meetings.

In discussion, reference was made to:-

- (a) an amended proposal which had been tabled to the meeting with a supporting paper. The amendment was **PROPOSED** and **SECONDED** to read as follows:-

*'The LGBC should be recommended to wait at least until 2018 to review the warding in SHDC by which time the current changes to District council management, customer services, central government financial cuts and budgets may have stabilised and the new Local Plan will be in place.'*

*A single change that could assist in improving current electoral equality without major ward changes is to reduce the number of councillors representing Dartmouth and Kingswear from three to two thereby creating a 39 Member council and reducing the number of wards exceeding the 10% variance by 5%.*

In support of the amendment, reference was made to:-

- it being more appropriate for the Review to take place during a period of greater stability for the Council;
- there being a general acceptance that the future role of the Member would see an increase in workload and it therefore did not make sense to reduce the number of Members from 40 to 31;

In disagreement with the amendment, a Member commented that the Review was triggered automatically by electoral variances. As a result, the Council could not simply tell the Commission to defer until a later date.

In accordance with Council Procedure Rule 15.5, a recorded vote was then demanded on the amendment. The voting on the amendment was recorded as follows:-

For the amendment (9): Cllrs Baldry, Barber, Brazil, Gorman, Hannaford, Hodgson, Pannell, Vint and Westacott

Against the amendment (25): Cllrs Bastone, Baverstock, Blackler, Bramble, Bruce-Spencer, Cane, Carson, S Cooper, Coulson, Cuthbert, Foss, Gilbert, Hawkins, Hicks, Hitchins, Holway, Pennington, Rowe, Saltern, Squire, Steer, Tucker, Ward, Wingate and Wright

Abstentions (1): Cllr B Cooper

Absent (5): Cllrs Carter, Jones, May, Smerdon and Stone

and the amendment was therefore declared **LOST**.

(b) A further amendment to the second recommendation was **PROPOSED** and **SECONDED** and read as follows:-

*'That the Democratic Services Manager, in consultation with the Leader of Council, be given delegated authority to finalise the council's submission to the Local Government Boundary Commission for England before the deadline of 11 November 2013. The LGBCE be asked to take account of the Council preference for single member rural wards. Specifically, at the western South Hams, to change the suggested boundaries so that Sparkwell village is placed with Bickleigh and Cornwood, Lee Mill is placed in a Lee Mill and Yealmpton ward and a ward of Newton and Holbeton is created.'*

In support of the amendment, reference was made to its intention being to overcome the number of Multi-Member rural wards which had been proposed by the Commission.

When put to the vote, the amendment was declared **LOST**.

- (c) the likelihood of Members representing very large rural areas of which they would have little knowledge. In addition, a Member commented that the proposed revised warding arrangements in the rural areas were bewildering;
- (d) the proposals making it even less attractive for younger residents to consider standing to be an elected Member;
- (e) the methodology of the Review being flawed. In light of the emphasis of the Review being on equality of electoral numbers, this did not take account of variations through second homes or tourists visiting the South Hams. As a result, the comment was made that the process was fundamentally flawed;
- (f) the proposals in respect of Townstal. Some Members felt that Townstal had no commonality with Dartmouth, Kingswear or Stoke Gabriel and asked that representations be made whereby Townstal be retained as a single Member ward. In contrast, another Member emphasised the importance of integration and felt it would be morally inappropriate to label a ward in light of its indices of deprivation;
- (g) the role of Members in raising the profile of this issue amongst residents during the consultation phase. In so doing, it was considered important for residents to be made aware of what was being proposed and how they could respond to the consultation;
- (h) support for the proposals. Some Members informed that they were content with the proposals published by the Commission;

- (i) the merits of webcasting. A Member highlighted the importance of the decision making process being transparent and the recent announcement from the Secretary of State that a new law would be put before Parliament on Monday, 4 November which sought to give the press and public new rights to film and report Council meetings. As a result, the following amendment was **PROPOSED** and **SECONDED** and when put to the vote was declared **CARRIED**:

*'That the Council does not support webcasting its Member meetings at this time, but this will be reviewed again in twelve months time.'*

In accordance with Council Procedure Rule 15.5, a recorded vote was then demanded on recommendation 1 of the motion. The voting on recommendation 1 was then recorded as follows:-

For the motion (22): Cllrs Bastone, Baverstock, Bramble, Bruce-Spencer, Cane, Carson, Coulson, Cuthbert, Foss, Gilbert, Hawkins, Hicks, Hitchins, Holway, Rowe, Saltern, Squire, Steer, Tucker, Ward, Wingate and Wright

Against the motion (11): Cllrs Baldry, Barber, Brazil, B Cooper, S Cooper, Gorman, Hannaford, Hodgson, Pannell, Vint and Westacott

Abstentions (2): Cllrs Blackler and Pennington

Absent (5): Cllrs Carter, Jones, May, Smerdon and Stone

and the amendment was therefore declared **CARRIED**.

It was then:

### **RESOLVED**

1. That the draft recommendations which have been published by the Local Government Boundary Commission for England on the future electoral arrangements for South Hams District Council (as outlined in Appendix 1) be endorsed.
2. That the Democratic Services Manager, in consultation with the Leader of Council, be given delegated authority to finalise the council's submission to the Local Government Boundary Commission for England before the deadline of 11 November 2013;
3. That the Council does not support webcasting its Member meetings at this time, but this will be reviewed again in twelve months time.

(Meeting commenced at 2.00 pm and concluded at 4.00 pm)

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Chairman

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NOT FOR PUBLICATION

Exempt information – Paragraph 3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information) – applies to Appendix B.

AGENDA ITEM <b>4</b>	<b>SOUTH HAMS DISTRICT COUNCIL</b>	AGENDA ITEM <b>4</b>
<b>NAME OF COMMITTEE</b>	<b>SPECIAL COUNCIL</b>	
<b>DATE</b>	<b>31 October 2013</b>	
<b>REPORT TITLE</b>	<b>TRANSFORMATION PROGRAMME 2018</b>	
<b>REPORT OF</b>	<b>Senior Management Team</b>	
<b>WARDS AFFECTED</b>	<b>ALL</b>	

**Summary of report:** This report details the financial challenge faced by the council over the next four financial years. It proposes the adoption of the T18 programme which aims to deliver a new operating model in partnership with West Devon Borough Council which will ensure that both councils can continue to deliver quality services for its customers and communities.

**Financial implications:** The investment costs required for the T18 programme are £4.85 million, generating annual recurring revenue savings of £3.8 million. The Programme will be self-financing from the end of year 2 (2015/16) onwards. The payback period for the Programme is two years. The business case demonstrates that T18 can deliver a major contribution to the budget gap faced by South Hams District Council to 2018.

**RECOMMENDATIONS:**

**That the Council agrees to:**

- (i) **Adopt, in partnership with West Devon Borough Council (WDBC), the T18 model comprising the commissioning/delivery model, transformed shared business process and ICT (APPENDIX A).**

- (ii) Approve an investment budget of £2.95 million for the T18 Programme (SHDC's share of the overall budget of £4.85 million), to be released at three key milestones (APPENDIX B) to deliver annual recurring revenue savings of £2.5 million (SHDC's share of the savings of £3.8 million).
- (iii) Authorise the release of the funding for key programme expenditure milestone one (APPENDIX B) consisting of business process redesign, ICT procurement and accommodation up to £682,800 (SHDC's share of £1.275m), within the total budget of £4.85 million (APPENDIX B).
- (iv) Delegate authority to the Executive to release funding for key programme expenditure milestones two and three at key points over the 30 month period to April 2016, as detailed in the Financial APPENDIX B.
- (v) Finance the investment costs of £1.01 million in accordance with the Investment and Financing Strategy as shown in section 1.3 of APPENDIX C
- (vi) Transfer £700,000 from the General Fund Balance (Unearmarked Reserve) and £310,000 from the Strategic Issues Reserve into an Earmarked Reserve for T18, as shown in section 1.4 of APPENDIX C.
- (vii) Delegate authority to the Head of Finance and Audit to determine the appropriate allocation of investment costs against revenue and capital funds.
- (viii) Agree the sharing of investment costs and savings as set out in sections 1.6 to 1.7 of APPENDIX C.
- (ix) Proceed with an accommodation strategy (option 2 in 4.5) that promotes agile working and creates the greatest financial saving. Retaining access to services at Kilworthy Park along with a Civic Hub, Member Services and staff touchdown facilities, and co-locate support staff for both Councils at Follaton House (as shown in 4.5)
- (x) Adopt the programme governance arrangements as set out in this report (APPENDIX E) and note that further discussion will take place on the longer term member structures.
- (xi) Consult with staff and unions on the creation, in partnership with WDBC, of a new 'host organisation' able to give a whole organisation response to service demands rather than a traditional departmental response. Issue new contracts of employment with new terms and conditions for all staff who will still be employed by both Councils.

- (xii) **Move to a commissioning/locality model and to continue to work with officers over the next twelve months to develop these aspects of the model so that the needs of individual members and their local communities can best be served.**

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## **1 BACKGROUND**

- 1.1 South Hams District Council has an excellent reputation for pioneering new ways of working. Sharing our services since 2007 has broken new ground in the way that our Members and staff have worked together for the benefit of our residents and communities. Our shared approach with West Devon Borough Council has delivered almost £6 million in savings between the two councils.
- 1.2 However, since our shared services journey began the financial situations of the councils have changed dramatically and our customers' needs have changed fundamentally.
- 1.3 With new technology there is a greater expectation from our customers to meet their needs 24/7 using a variety of channels, just as they would expect from other services such as their utilities and banks. People's lives are constantly changing – and we must change with them.
- 1.4 Our stated purpose is to enhance the lives of our residents and communities across South Hams and West Devon. To achieve this in a changing environment we have designed a new model which will deliver our services in a new way making us more flexible and customer focused and giving the customer a better experience of what we do allowing them to be more in control of what they want from us.
- 1.5 As the councils face a further challenge of meeting a combined budget gap of £4.7 million over the next four financial years, the new model is pivotal to what we want to achieve – substantial savings by introducing the new model and a new way of working which will bring benefits to our residents and communities.
- 1.6 As 65% of revenue expenditure is spent on staff related costs for non manual activities, this cannot be met without reducing our staff numbers. Having already reduced these through sharing services, any further reductions will inevitably reduce front line service delivery at both councils unless we can find a very different approach.

- 1.7 Since December 2012 the Senior Management Team has been engaged in assessing alternative ways to address this problem, including options to generate additional income, seeking a third shared service partner and creating alternative service delivery models (ASDEMs) such as forming a limited company, a mutual enterprise and so on. Whilst they may assist, none of these options can be relied upon to deliver a sustainable service delivery model for the future.
- 1.8 Therefore we need to fundamentally change our service delivery model which will enable the council to reduce costs whilst meeting the demands of customers and communities. It will ensure that the council delivers a value for money solution to the taxpayer, delivering quality services at the lowest possible cost.
- 1.9 In creating our proposed new operating model, we have talked to other 'pace setting' councils and combined their successful approaches with our own experience to date, to design a radical new operating model which not only delivers reduced operating costs but creates a number of benefits for our customers, communities, staff and members. The operating model is summarised in **APPENDIX A** and will deliver the following benefits:
- A combined annual revenue saving of £3.8 million
  - Increased capacity to answer telephone calls
  - Customers' details held in one place
  - 24/7 access to those who choose to use our easy on-line services
  - Increased access options for our customers
  - Locality workers – Customer services out and about
  - A flexible workforce with empowered roles
  - Improved work/life balance for our staff
  - Commissioning options for each council
  - Flexible options for sharing with any potential partners

## **2. THE BUSINESS CASE**

- 2.1 In the period 2014 to 2018, South Hams District Council and West Devon Borough Council have a combined total budget gap of £4.7 million in the context of a combined net revenue spend of £17.1 million.
- 2.2 In summary the financial gap to 2018 is as follows:



	SHDC	WDBC
Cumulative four year budget gap from 2014/15 to 2017/18	£2.350m	£2.374m
% reduction on current net spend by 2018	25%	30%
Income generated by a 1% increase in Council Tax (based on 2013/14 figures)	£51,000	£37,000

2.3 The business case demonstrates that T18 can deliver a major contribution to the budget gap faced by the Council to 2018. Making reasonable assumptions based on current knowledge the table below models the cumulative position by 2018:-

	Cumulative budget gap 2014/15 to 2017/18	Savings from T18 towards Budget Gap (a)	Income from Increasing council tax by 1.9% (say) over 4 years (b)	Potential Business Rates growth and pooling gains (c)	Potential Cumulative savings & income 2014/15 to 2017/18 (a+b+c)
SHDC	£2.35m*	£2.5m	£0.18m*	£0.45m	£3.13m

\*A 1% increase in council tax was already modelled in arriving at the budget gap figure

2.4 During the development of the programme, the business case has been refined and our medium term financial context has also become clearer. Based on current information, the potential cumulative savings and income (when factoring in T18 savings) will exceed the current estimated budget gap for 2014/15 to 2017/18, giving Members scope to make spending decisions to support their priorities.

2.5 However, it should be noted that with a programme of this size and length many of the costs and savings are based on a series of assumptions, some of which are variable and could be subject to change. For example, it is difficult to predict staff exit costs at this point in the programme. The business case will be regularly monitored under the proposed governance arrangements.

2.6 The savings from the T18 model will mean that the Council will have less reliance on New Homes Bonus to fund its revenue budget. This would release funding for capital investment and investment in the Council's priorities. The Council currently has a lack of available capital resources to meet its predicted future capital programme requirements over the next four years.

2.7 The alternative option to the implementation of the T18 model would see the Council having to make choices about cuts in service provision as early as 2014/15 in order to balance the 2015/16 budget. There is a £0.5m shortfall in 2015/16, as there is not sufficient New Homes Bonus in this year to fund the budget gap.

2.8 The table below shows the annual position for each year to 2017/18 and the extent of the problem which is also exacerbated by the volatility of the localised business rates income.

	<b>2014/15</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>Total</b>
Budget Gap (as per Executive report on 18 July)	£0.771m	£0.446m	£0.588m	£0.545m	£2.350m
Further Reduction in Government Grant from July 2013 figures		£0.233m	£0.085m	£0.041m	£0.359m
<b>Revised Budget gap</b>	<b>£0.771m</b>	<b>£0.679m</b>	<b>£0.673m</b>	<b>£0.586m</b>	<b>£2.709m</b>
Additional income from increasing council tax (see 2.3)	£(0.045)m	£(0.045)m	£(0.045)m	£(0.045)m	£(0.18)m
Additional income from business rates growth and pooling gains	£(0.10)m	£(0.10)m	£(0.10)m	£(0.15)m	£(0.45)m
Other savings identified and other cost pressures	£(0.299)m	£(0.007)m	£(0.11)m	£(0.12)m	£(0.536)m
Sub-total	£0.327m	£0.527m	£0.418m	£0.271m	£1.543m
<b><i>Position if the whole of the Budget Gap is funded from New Homes Bonus (NHB)</i></b>					
NHB availability	£0.327m	NIL	£0.202m	NIL	£0.529m
<b>Shortfall in funding</b>	<b>Nil</b>	<b>£0.527m</b>	<b>£0.216m</b>	<b>£0.271m</b>	<b>£1.014m</b>

2.9 Even if the Council took the decision to fund the total budget gap over the next four years from New Homes Bonus funding (NHB), there would still be a shortfall of £1 million over the next four years. These NHB figures exclude any potential Sherford development which would not materialise until 2016/17 at the earliest, making the assumption that building commenced on site next year. To rely on NHB money from the Sherford development within this timescale would be a high risk strategy.

2.10 This would only leave £0.5 million of NHB unallocated from 13/14 and 14/15 (combined) for financing future Capital Projects (in addition to the £460K annually used specifically for Housing Capital projects). Current estimates show that the bids to the Capital Programme over the next four years would require at least £3 million of capital financing.

2.11 In addition, if the Council progressed Invest to Save projects through the Strategic Asset Review, based on a business case, this would also require initial investment funding. The Council must seek to deliver a budget which is sustainable in the long term for both its revenue and capital finances.

2.12 Other alternatives include:-

- Generate significant increase in income/maximise other savings opportunities.
- Another shared service partner.
- Delegate delivery of our services to another Council.
- Outsourcing/separate company arrangements.
- Stop delivering discretionary activities.
- Reduce services and statutory activities.

2.13 Options for income generation are being investigated and a report will be brought to Members in the next quarter. Nevertheless, there is no evidence to suggest that these potential income streams would be substantial enough to bridge the financial gap.

### **3. WORK UNDERTAKEN TO DATE**

3.1 The work undertaken to develop the model was summarised in the Executive report of 19th September 2013. This report detailed the high level business case which is available on the following link:

<http://www.southhams.gov.uk/CHttpHandler.ashx?id=6519&p=0>

In summary, it is anticipated that the introduction of the model will achieve savings of approximately 27% of the council's net revenue budget without undermining the provision of key elements of front line services. It will give an annual recurring revenue saving of £2.5 million with an investment of £2.95 million and a payback period of two years.

3.2 The savings are primarily generated by a reduction in staff numbers. Over the 30 month period, we estimate 24% reduction from normal turnover and potential redundancies. A reduction of staff is inevitable under any scenario given that 65% of revenue expenditure is spent on staff related costs for non manual activities. In order to maximise these savings there will be a requirement to further rationalise the current use of office accommodation through the agile working element of the proposed programme and the outcome of the work undertaken on the accommodation options is detailed in section 4.

3.3 There is ongoing dialogue with members, staff and with UNISON concerning the implementation and likely impacts of the programme. This consultation will become more detailed as the new organisational design is developed and will include other stakeholders as and when appropriate to do so.

#### **4. ISSUES FOR CONSIDERATION**

##### ***Agile Working and Accommodation***

4.1 The savings created by implementing the programme are primarily generated by a reduction in staff numbers, in order to maximise these savings along with additional accommodation savings there is a requirement to implement working in an agile way and to rationalise office space.

4.2 Agile working means empowering employees. Giving them a degree of choice as to where, how and when they work to maximise their productivity and deliver the greatest value to the council and customers. It embraces the concept that work is an activity, not a place, but also ensures that the councils:

- have officers and members who are able to meet any time/any place/anywhere using technology enabled devices;
- can provide customers and Members with face to face officer contact, from existing sites and on location, maintaining a civic presence and providing high visibility in local areas;
- locality workers and agile staff will ensure Members have contact with the appropriate officers at the right time in the right place.

4.3 Having reviewed a wide range of accommodation options, the move of support staff to Follaton at the same time as implementing an agile working environment for all staff achieves the most benefit not only financially but for our effectiveness. It allows support services to be further aligned between the two councils whilst retaining the ability to offer front line services across a large geographic area.

4.4 Members from both Councils will see a phased reduction in office based staff over the 30 month period. With the appropriate ICT in place and locality working, the ability of Members to contact staff will be maintained. Staff will be equipped to work more often and more effectively in localities closer to Members who will also be equipped to contact staff readily by using a range of ICT options.

4.5 The table below outlines the three options looked at in detail and illustrates the financial benefit of option 2.

Option	2018 Estimated Combined Annual Running cost Saving midpoint	2018 Estimated Combined Annual New Income from released Surplus Office *	Estimated Workstation Cost at each HQ for incoming council staff	Estimated Loss of Programmed Efficiency Savings (Agile and Remodelling)	TOTAL Ranking 2018
1 : Two Office Bases	£225,500	£350,000	0	**Between -£400,000 & -£500,000 p.a.	3
2: Follaton Back Office Base	£300,000	£275,000	£3,300 p.a. /workstation	0	1
3: Kilworthy Back Office Base	£164,000	£247,000	£3,750 p.a. /workstation	0	2

\* Additional income from surplus accommodation excludes combined existing lettings of circa £210,000 p.a. which is maintained in all options.

\*\*Agile Saving reduced by circa 20% for 2 bases, remodelling saving reduced by circa 33.3% for 2 bases

4.6 In option 2 around 30 desks will be retained at Kilworthy Park for officers who will either be working in a fixed location such as Customer Service Advisors seeing customers face to face, Member Services Officers, or for staff engaged on geographically based work to touch down, such as Development Management Officers.

### ***Employment Model***

4.7 A considerable amount of work has been undertaken to determine the advantages of different employment models including looking at Alternative Service Delivery Models (ASDEMs) these include setting up a mutual, a social enterprise or a limited company for example. Despite this work, it is still unclear as to what benefits any ASDEMs would deliver and all would require legal, TUPE and procurement considerations.

- 4.8 However, the T18 programme is, at its heart, a cultural change programme. By creating a 'host organisation' with its own identity, we can create a catalyst to enable the cultural shift required to work in a very different way. This will not require the creation of a separate legal entity and staff will continue to be employed by the two councils but they will have new terms and conditions (still within the national agreement) aligned with new ICT and a new working environment.
- 4.9 This proposal also ensures that both SHDC and WDBC will still retain full control of their workforce but creates a model that could be attractive to new potential partners. It will then be possible to take the next step of creating an ASDM should further examination prove the business case for doing so. **APPENDIX D** shows this planned approach with 'host organisation' being the suggested goal within the 30 month period.

### ***Commissioning and the Locality Model***

- 4.10 An integral part of the proposed new model is the separation of the commissioning core of each council from the delivery of its services. The principles of commissioning ensure that the focus of the council is on the outcomes it seeks to deliver and the impact these are making in the community.
- 4.11 Work is currently being undertaken which will, more fully inform the number of staff required to assist Members in the development of strategy, approaches for commissioning services, and the effective governance of these activities. Together with Member Services officers, between the two councils, early indicative numbers are in the region of around 20 officers in total.
- 4.12 When designing its services, the commissioning council uses evidence to understand what its communities need and can use locality working to help build that evidence base. There are many different locality models used by councils across the country and the intention is to learn from these over the next few months whilst building our own model(s) that are fit for our localities.
- 4.13 Longer term there may also be an opportunity for further 'economies of scale' savings from partnership working with other locality based work being carried out by other agencies. This could also provide greater ability to provide a more joined up service delivery for our customers; these options will also be further explored in creating a detailed proposal for the locality model.
- 4.14 Meanwhile at its very basic level it is intended that day to day operational requests such as reporting missed bins and fly tips, putting up planning notices, empty property visits and so on should, in the new model be carried out by generic officers based in localities.

## **Governance**

- 4.15 It is proposed that the Governance should use existing structures. The South Hams Executive and West Devon Chairs and Vice Chairs have been meeting twice a year and it is proposed that this becomes the steering group for the programme, meeting more frequently if required. This joint Member group has no decision making powers and the Executive and Resources Committee will make formal decisions when necessary. The steering group's role will in summary be to:
- monitor the overall direction of the programme
  - provide a high-level strategic steer
  - champion the Programme to internal/external stakeholders
  - create an environment in which the Programme can thrive
- 4.16 The Senior Management Team will act as the programme board and their role will, in summary be to:
- Create and monitor the delivery plan for the programme
  - Ensure that the required resources are available
  - Resolve any conflicts escalated by the programme/project delivery teams
  - Monitor the risks associated with the programme
  - Measure the delivery against the benefits and
  - Oversee the transition from current state through new ways of working to business as usual
- 4.17 Following the next phase of development of the programme, Members will be consulted on any changes required to the future governance structure of the new model to be introduced post May 2015. Details of the governance structure of the programme are contained within **APPENDIX E**.

## **Programme Implementation**

- 4.18 The proposed programme will be delivered in two phases with Phase 1 being centred on the property based services e.g. planning, environmental health etc and Phase 2 being people based services e.g. housing and benefits. The indicative work programme for Phase 1 can be seen at **APPENDIX F**. It envisages five key work streams and ICT procurement drives the timetable. Business processes need to be reviewed before IT suppliers can be invited to tender, hence the work we are currently engaged in is to analyse our activities. This will lead to services starting to be redesigned by the end of December and a new organisational design being developed in the first quarter of next year.
- 4.19 Recruitment to the new structure is predicted to start in early autumn next year. Decisions on and recruitment to the future Senior Management structure will be taken in line with those of the wider structure.

## **5 LEGAL IMPLICATIONS AND STATUTORY POWERS**

- 5.1 This report sets out a proposal to adopt a new operating model 'T18'. This will be a completely new way of delivering services to the public and requires approval of the Full Council. The procurement process will be undertaken in line with the Council's Contract Procedure Rules and in line with EU requirements.
- 5.2 Council is responsible for approving the policy framework and for approving the overall budget. It is also responsible for approving and monitoring compliance with the Council's overall framework of accountability and control, which includes the Council's Financial Procedure Rules. Only Council can approve the Invest to Save budget for T18 of £2.95 million, as budgetary provision for the T18 Programme has not already previously been made as part of the Council's annual budget setting process.
- 5.3 Similarly only Council can approve the use of the Council's General Fund Balance (Unearmarked Reserves) and Earmarked Reserves.
- 5.4 Since there is commercially sensitive information in this report, there are grounds for Appendix B of the report's publication to be restricted and considered in exempt session. Having applied the public interest test, it is felt that the public interest lies in non-disclosure due to the commercial sensitivity of Appendix B. Accordingly this report (Appendix B) contains exempt information as defined in Paragraph 3 of Schedule 12A to the Local Government Act 1972.

## **6 FINANCIAL IMPLICATIONS**

- 6.1 The investment costs required for the T18 Programme are £2.95 million (SHDC share) as detailed in Appendix B. The Programme will generate annual recurring revenue savings of £2.5 million (SHDC share) as detailed in Appendix C.
- 6.2 This is an Invest to Save project and the T18 Programme will be self-financing from the end of year 2 (2015/16) onwards, when staff savings are realised. A Net Present Value calculation of the project using the Treasury's Green Book principles (using a discount rate of 3.5%) demonstrates that the payback period for the Programme is 2 years.
- 6.3 The business case demonstrates that T18 can deliver a major contribution to the budget gap faced by the Council to 2018.
- 6.4 It is proposed to finance the investment costs of £1.01 million from General Fund Balance (Unearmarked) Reserves and the Strategic Issues Reserve as detailed in 1.3 of Appendix C. This would leave a balance of £1.8 million in the General Fund Balance (Unearmarked) Reserves which is above the £1.5 million minimum level set, to ensure audit requirements are met.



- 6.5 The ratios for the sharing of investment costs and savings between South Hams District Council and West Devon Borough Council are set out in sections 1.6 to 1.7 of Appendix C. However in summary the main ICT costs are proposed to be shared in the ratio 50%:50% and the staff related costs and savings are proposed to be shared in the ratio 64% SHDC:36% WDBC.
- 6.6 It is recognised that with a project of this size a contingency is required. This will be addressed through building on the current vacancy control savings (current budget at South Hams for vacancies is £100,000), with the aim of reducing the amount that will be needed to be funded by the programme for staff redundancy costs. Annual service budgets for ICT equipment, maintenance and repairs will also be available, providing a further level of contingency on programme costs.
- 6.7 The Head of Finance and Audit will be responsible for providing budget monitoring reports on T18 to the Executive on a quarterly basis. This will detail the expenditure and the level of savings generated to date.

## **7. RISK MANAGEMENT**

- 7.1 The Transformation Programme addresses many of the strategic risks which are regularly reported to the Audit Committees of both Councils. However, a large scale change programme also generates significant risks. To address the scale of the financial challenge that the two councils face, it is not possible to be risk adverse or develop an approach that will eliminate risk. The critical issue is to identify and manage the risks, establishing mitigating actions early in the programme's development.
- 7.2 When assessing risks associated with the programme, it is also important to bear in mind that there are significant risks of not implementing strategic change of a scale which responds to the financial challenge, or alternatively relying on other strategies where there is a significant risk of not generating either sufficient savings or income which meet the anticipated budget shortfall.
- 7.3 The risks and proposed actions are set out in the strategic risk template attached to this report. The risks can be summarised as follows:

### Finance and Asset Risks

Funding availability for initial investment to implement the programme; higher than anticipated costs and/or lower than anticipated savings arising from the programme; unexpected external cost pressures which diverts funding from T18; and an integrated ICT solution proves less successful than anticipated.

### Management Risks

Management capacity to deliver the programme in tandem with other key corporate projects; maintaining a shared vision for T18 during a period of significant change; managing organisational transition to the new operating model; and establishing an effective and robust programme management arrangement given the complexity of T18.

### Political Risks

Ongoing political commitment to ensure that the programme is delivered despite the inevitable challenges that will emerge during such a major organisational change; potential change in corporate direction arising from national/local elections in 2015; and securing joint agreement for the most cost effective accommodation strategy.

### Staffing Risks

Ensuring sufficient officer capacity and retaining morale during significant corporate change; and securing successful implementation of major cultural change in relation to new skills and work styles within the new operating model.

7.4 Key actions to manage risks in developing the programme include:

- Considering options open to both councils to respond to the financial challenge and reviewing the success of similar transformation approaches being followed by other authorities;
- Testing initial assumptions through the proof of concept work undertaken during the summer;
- Ongoing engagement with both members and staff in developing the programme to improve our understanding of risks;
- Undertaking quality assurance testing of the programme. This has involved an assessment of the programme by a former chief executive of two councils in a shared service arrangement and a transformation manager working in an unitary authority; with representatives of Grant Thornton, both councils' external auditors, reviewing the business case/financial arrangements including our approach to risk management.

7.5 If the recommendations are approved, this report will initiate the new programme. Members will note that the direction of travel symbols in the strategic risk table attached are predominantly set at neutral status. Risk levels will inevitably change as the two Councils proceed through the programme. A key risk which is reducing as a consequence of the detailed financial modelling that has taken place over the last few months and is set out in this report is the availability of funding for initial investment to implement the programme.

7.6 A risk associated with this particular report is the consequences of the two Councils making a different decision, as this will impact on both the business case and implementation timescales

## **8. OTHER CONSIDERATIONS**

<b>Corporate priorities engaged:</b>	This report relates to the future delivery of the council's four corporate priorities during a period of increasing financial constraint.
<b>Considerations of equality and human rights:</b>	This report updates Members on the opportunity for developing improved access to a range of council services and meeting a wide range of customer needs.

<b>Biodiversity considerations:</b>	None.
<b>Sustainability considerations:</b>	The emerging model is designed to ensure that both councils are sustainable in the medium term. Greater agile working linked to better use of technology should reduce the councils' carbon footprints.
<b>Crime and disorder implications:</b>	None.
<b>Background papers:</b>	<ol style="list-style-type: none"> <li>1. DCLG Transformation Challenge Award – Breaking the Mould – Delivering services in a rapidly changing world.</li> <li>2. iESE/ignite high level business case</li> <li>3. Report to Executive 19<sup>th</sup> September 2013 – Transformation Programme – Progress to Date and Next Steps</li> </ol>
<b>Appendices attached:</b>	<p>Appendix A – Operating Model  Appendix B – Investment Costs (EXEMPT)  Appendix C – Savings generated and Investment and Financing Strategy  Appendix D – Employment Model  Appendix E – Programme governance  Appendix F – Indicative timeline</p>

## STRATEGIC RISKS TEMPLATE

The direction of travel of each risk is based on an initial assessment at the time the Programme/Business Plan was initially considered by Resources Committee (17.9.13) and Executive (19.9.13). Since the two initial reports, the risks and mitigating actions have been further refined and will be regularly monitored and updated during the Programme.

No	Risk Title	Risk/Opportunity Description	Inherent risk status				Mitigating & Management actions	Ownership
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
1.	Financial risk	Funding availability for initial investment to implement the Programme	5	2	10	↓	<ul style="list-style-type: none"> <li>Profile investment and the availability of resources in the context of a business plan</li> <li>Explore external funding opportunities</li> </ul>	Corporate Directors and Head of Finance and Audit
2.	Financial risk	Higher than anticipated costs and/or lower than anticipated savings arising from the Programme. Key variable risk is the cost of staff redundancies.	4	3	12	↔	<ul style="list-style-type: none"> <li>Proof of concept work has demonstrated high level business case</li> <li>Detailed business case in place before committing to implementation of the Programme</li> <li>Sensitivity analysis undertaken</li> <li>Ongoing monitoring of costs and savings within the Programme</li> <li>In recognition of uncertainty of some costs, introduce contingency sum into detailed business plan</li> </ul>	Corporate Directors and Head of Finance and Audit
3.	Financial risk	Unexpected events leading to a delay in delivery which could include delays in procurement or recruitment or external cost pressures which divert funding from the Programme.	3	3	9	↔	<ul style="list-style-type: none"> <li>Use of unearmarked reserves to fund a delay in delivery of the programme. Each month of delay could cost between £50,000 at the start of the programme to £250,000 at the end (combined figure).</li> <li>Review the level of corporate priority of the Programme against any new cost pressure</li> </ul>	SMT

No	Risk Title	Risk/Opportunity Description	Inherent risk status				Mitigating & Management actions	Ownership
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
4.	Technology risk	Integrated ICT solution proves less successful than anticipated. Business continuity and connectivity in remote rural areas will be key to successful implementation	4	2	8	↔	<ul style="list-style-type: none"> <li>• Achieve 'fit for purpose' specification</li> <li>• Test through the procurement process</li> <li>• Use 'tried and tested' innovation</li> </ul>	Corporate Directors and Head of ICT and Customer Services
5.	Management risk	Management capacity to deliver the Programme	4	2	8	↔	<ul style="list-style-type: none"> <li>• Programme identified as the key corporate priority</li> <li>• Commission external support as required to ensure the Programme is delivered in line with the timetable</li> </ul>	SMT
6.	Management risk	Maintaining the shared vision for the Programme during a period of significant changes	4	3	12	↔	<ul style="list-style-type: none"> <li>• Effective communication strategy to engage with Members, staff and other stakeholders embedded within the Programme</li> </ul>	Chief Executive and Corporate Directors
7.	Management risk	Managing organisational transition to the new operating model, in particular reduction in customer satisfaction and/or drop in service standards	4	2	8	↔	<ul style="list-style-type: none"> <li>• Once decision taken to implement Programme create sufficient organisational capacity to achieve programme timeframes</li> <li>• Managing ongoing individual service performance</li> </ul>	Corporate Directors  Heads of Service

No	Risk Title	Risk/Opportunity Description	Inherent risk status				Mitigating & Management actions	Ownership
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
8.	Management risk	Establishing an effective and robust programme management arrangement given the complexity of the Programme	4	2	8	↔	<ul style="list-style-type: none"> <li>Establish appropriate member and officer Programme governance arrangements</li> <li>Ensure key milestones and programme interdependencies identified</li> <li>SMT collectively responsible for effective implementation of the Programme</li> </ul>	SMT
9.	Management risk	Inappropriate existing management skill sets across the organisations in relation to the new model	4	3	12	↔	<ul style="list-style-type: none"> <li>Establish appropriate management training/development programme in tandem with recruitment, induction, appraisal and performance management framework</li> </ul>	Corporate Directors and Head of Corporate Services
10.	Management risk	Loss of key staff during implementation of the Programme	4	2	8	↔	<ul style="list-style-type: none"> <li>Establish effective working arrangements to facilitate knowledge transfer across team members</li> <li>Consider potential staff retention/other 'insurance' arrangements</li> </ul>	Corporate Directors and Head of Corporate Services

No	Risk Title	Risk/Opportunity Description	Inherent risk status				Mitigating & Management actions	Ownership
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
11.	Political risk	Ongoing political commitment to ensure that the Programme is delivered in the context of major external change and the inevitable challenges that will emerge during a major programme	4	2	8	↔	<ul style="list-style-type: none"> <li>• Ongoing liaison with Members to maintain shared vision</li> <li>• Ensure that the new model delivers and retains separate Council identities</li> <li>• Raise awareness of the scale of organisational change and the impact on existing arrangements for both Members and staff</li> <li>• Managing interest from potential partners in terms of securing critical project timescales and taking account of organisational capacity</li> </ul>	Chief Executive and Corporate Directors
12.	Political risk	Potential impact of national/local elections in 2015	3	2	6	↔	<ul style="list-style-type: none"> <li>• Monitor national direction of travel and focus on the flexibility of the model in relation to any local government changes affecting both governance and funding availability</li> <li>• Ongoing engagement with Members focusing on the benefits of the Programme, particularly improved customer interaction, rather than solely a response to budget reductions</li> </ul>	Chief Executive and Corporate Directors

No	Risk Title	Risk/Opportunity Description	Inherent risk status				Mitigating & Management actions	Ownership
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
13.	Political risk	Securing joint agreement to the future accommodation strategy	4	4	16	↔	<ul style="list-style-type: none"> <li>Engagement with Members to develop an agreed accommodation strategy in the context of financial pressures, the introduction of agile working and the opportunities for improved locality arrangements offered within the model</li> <li>Communicate cost of two centre HQs to enable Members to make a decision based on an understanding of the business case</li> <li>Management of stakeholder and media messages/responses to changes</li> </ul>	Chief Executive, Corporate Directors and Head of Assets
14.	Political risk	Early interest from potential partner organisations to join Programme	3	3	9	↔	<ul style="list-style-type: none"> <li>New partners able to join Programme but based on SH/WD model and timelines, following assessment of risk to the Programme</li> <li>Create flexible model that enables new partners to join at different 'levels' of the model, provided there is no adverse impact on service delivery within SH/WD</li> </ul>	Chief Executive and Corporate Directors
15.	Staffing risk	Officer capacity and retention of staff morale during significant corporate change	4	3	12	↔	<ul style="list-style-type: none"> <li>Effective communication strategy embedded as part of the Programme</li> <li>Once agreement to the Programme is in place maintain the pace of the change to ensure that key staff are not lost to the organisation</li> </ul>	Corporate Directors and Head of Corporate Services



No	Risk Title	Risk/Opportunity Description	Inherent risk status				Mitigating & Management actions	Ownership
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
16.	Staffing risk	Securing successful implementation of major cultural change in relation to the development of skills and approaches to working arrangements within the new operating model	4	2	8	↔	<ul style="list-style-type: none"> <li>• Support cultural change with a comprehensive corporate training and development programme and develop recruitment, induction, appraisal and performance management frameworks</li> <li>• Communication strategy embedded as a key element of the Programme</li> <li>• Procure external skills to respond to expertise or capacity gaps</li> <li>• Ensure new systems and processes are resilient and sustainable</li> </ul>	<p>Corporate Directors and Head of Corporate Services</p> <p>Corporate Directors and Head of ICT and Customer Services</p>
17.	Staffing risk	Potential Union/staff response to elements of the Programme	4	2	8	↔	<ul style="list-style-type: none"> <li>• Ongoing engagement with key staff stakeholder groups and develop corporate understanding of those issues which are essential to successful implementation of the Programme and therefore must be subject to change</li> <li>• Communicate potential staff benefits within the model such as developing skills and achieving better work/life balance through agile working</li> </ul>	Corporate Directors and Head of Corporate Services

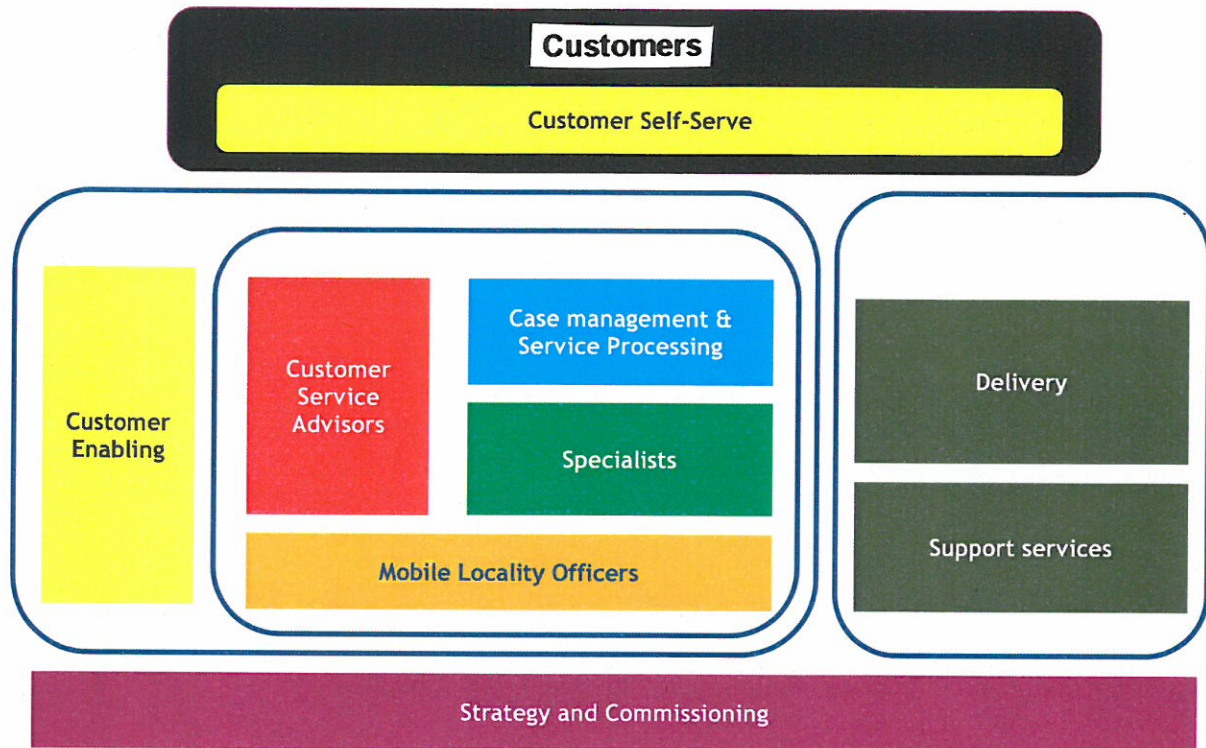
No	Risk Title	Risk/Opportunity Description	Inherent risk status				Mitigating & Management actions	Ownership
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
18	Asset risk	Anticipated costs of accommodation changes increase and rental receipts from additional letting of HQs not achieved in current economic climate	4	2	8	↔	<ul style="list-style-type: none"> <li>• Cautious rental assumptions within the business plan to reflect current lettings market</li> <li>• Ongoing monitoring of the business plan assumptions and adjustment of marketing strategies accordingly</li> </ul>	Corporate Directors and Head of Assets
19.	Customer/ community risk	Although improved access to services through technology is a benefit for many, there is a risk of greater exclusion for some customers	4	2	8	↔	<ul style="list-style-type: none"> <li>• Promote digital by choice rather than digital by default</li> <li>• Roll out of rural broadband will reduce risk of digital exclusion</li> <li>• Monitor levels of use of each access channel in tandem with customer satisfaction as part of monitoring Programme success measures</li> <li>• Supporting vulnerable customers and those unwilling to use technology forms a key part of the operating model</li> </ul>	Corporate Directors and Head of ICT and Customer Services
20.	Customer/ community risk	Scale of organisational change results in disruption/reduction in service levels and loss of support/confidence in the Programme	5	2	10	↔	<ul style="list-style-type: none"> <li>• Transition arrangements to form part of the Programme plan</li> <li>• Monitor service delivery and provide short term injections of capacity to ensure service performance maintained, particularly during transition</li> </ul>	Corporate Directors and Heads of Service  Chief Executive and Heads of Service

No	Risk Title	Risk/Opportunity Description	Inherent risk status				Mitigating & Management actions	Ownership
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
21.	Customer/ community risk	Operating Model and technology not working as anticipated and creating customer/community dissatisfaction	5	2	10	↔	<ul style="list-style-type: none"> <li>• Test the approach/technology before introducing to the customer/community</li> </ul>	SMT
22	Continue with current strategy rather than adopt T18	Decide that the proposed programme is too risky. Rely on annual incremental savings and 'lobbying' of government about the local impact of national policy	5	5	25	↔	<ul style="list-style-type: none"> <li>• Cease or significantly reduce all discretionary activities and reduce expenditure on statutory services until national policy changes</li> <li>• Actively campaign with other rural authorities facing similar challenges but acknowledging that there is an uncertain outcome</li> </ul>	Members  Members
23	Develop a new strategy that relies on significant new income generation within the short term	While the proposed programme includes the opportunity to develop new income streams, there is no evidence to suggest that any potential income streams would be substantial enough on their own to bridge the financial gap.	5	4	20	↔	<ul style="list-style-type: none"> <li>• Given the scale of the financial gap new significant income streams would need to be generated very quickly. This could require the councils to set up a trading organisation, significantly developing existing commercial and marketing skills and/ or recruiting new skills, against a back drop of generally reducing income from both councils' traditional revenue streams.</li> <li>• Cease or significantly reduce all discretionary activities and reduce expenditure on statutory services, pending the generation of significant new income streams.</li> </ul>	SMT  Members

No	Risk Title	Risk/Opportunity Description	Inherent risk status				Mitigating & Management actions	Ownership
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
24	Further develop shared services with a number of new partners	Approach other councils to assess the appetite to create a larger shared service arrangement	5	4	20	↔	<ul style="list-style-type: none"> <li>• Cross authority member discussions to be arranged but acknowledging that there is an uncertain outcome</li> <li>• Cease or significantly reduce all discretionary activities and reduce expenditure on statutory services, pending the generation of significant savings from any new shared arrangement</li> </ul>	SMT  Members

Direction of travel symbols ↓ ↑ ↔

**Future Operating Model**



The future operating model shows the organisation being comprised of 4 essential parts:

1. The Strategic Core – shown at the bottom of the diagram. The Strategic Core contains those activities and resources that ensure South Hams and West Devon Councils remain unique strong public authorities able to commission activities and strategies that deliver their individual priorities.
2. The Customer First services – (on the left hand side of the diagram). This will provide the primary point of contact for all customers. It will use technology and processes that will greatly increase our ability to resolve customer issues at the first point of contact, and where this is not possible it will be responsible for the creation and management of the customers “case” on an ongoing basis. The customer will be able to access our services through multiple channels (e.g. Face to face in our premises; face to face in their premises/premises of their choice; telephone; internet/self service) which will greatly improve their service experience.
3. Delivery – (on the right hand side of the diagram). This component relates to those services which are provided remotely and/or on a recurring basis. Currently, these services are, between the two councils, provided through a mix of means such as outsourced arrangements, shared service partnerships and direct provision by the Councils. This mixed economy is expected to continue and it is expected that there will be opportunities in the future to implement solutions under another options such as Alternative Service Delivery Models.
4. Support services – also on the right hand side of the diagram. This relates to the services and processes which the Council needs to have in order to continue to function as a modern organisation. As with Delivery above, they could be delivered in a variety of ways and could be particularly suited to sharing with a number of other public sector bodies.

In addition customer self-serve is depicted on the diagram to illustrate that the model seeks to maximise growing public willingness to use self service to access council services.

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## APPENDIX C – SAVINGS GENERATED AND INVESTMENT AND FINANCING STRATEGY

1.1 The annual recurring savings generated by T18 will be £3.8 million as shown below. The savings from the accommodation options are modelled below on the recommendation of Option 2 (which is to retain access to services at Kilworthy Park along with a Civic Hub, member support services and staff touchdown facilities, and co-locate support staff for both Councils at Follaton House).

Savings generated (Table 1)	Sharing ratio (%) (SHDC:WDBC)	Annual recurring savings (£)
Staff savings	64%:36%	£3,200,000
Combined annual running cost saving (Accommodation Option 2 – see 4.5)	£130,000 SHDC £170,000 WDBC	£300,000
Additional new income from released surplus office (Accommodation Option 2 – see 4.5)	£215,000 SHDC £60,000 WDBC	£275,000
Small items	50%:50%	£25,000
<b>TOTAL £3.8 m</b> (Split £2.5m SHDC :£1.3m WDBC)		<b>£3,800,000</b>

Under Option 2, West Devon Borough Council would pay South Hams District Council approximately £90,000 per annum to lease workstations from South Hams.

**APPENDIX C – SAVINGS GENERATED AND INVESTMENT AND FINANCING STRATEGY**

1.2 The phasing of the investment costs and the savings generated have been profiled below over the next five financial years. The tables below show the position for each individual Council and in total.

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SHDC (Table 2)	2014/15	2015/16	2016/17	2017/18	2018/19
Investment	£1.1m	£1.28m	£0.54m	£0.15m	£0.11m
Savings	£(0.09)m	£(1.38)m	£(2.42)m	£(2.50)m	£(2.55)m
<b>TOTAL</b>	<b>£1.01m</b>	<b>£(0.1)m</b>	<b>£(1.88)m</b>	<b>£(2.35)m</b>	<b>£(2.44)m</b>
WDBC (Table 3)	2014/15	2015/16	2016/17	2017/18	2018/19
Investment	£0.93m	£0.74m	£0.42m	£0.2m	£0.17m
Savings	£(0.07)m	£(0.82)m	£(1.43)m	£(1.44)m	£(1.46)m
<b>TOTAL</b>	<b>£0.86m</b>	<b>£(0.08)m</b>	<b>£(1.01)m</b>	<b>£(1.24)m</b>	<b>£(1.29)m</b>
<b>TOTAL (Table 4)</b>	<b>£1.87m</b>	<b>£(0.18)m self-financing</b>	<b>£(2.89)m</b>	<b>£(3.59)m</b>	<b>£(3.73)m</b>

## APPENDIX C – SAVINGS GENERATED AND INVESTMENT AND FINANCING STRATEGY

1.3 As shown in Table 2, an initial net investment of £1.01 million is required in South Hams District Council in Year 2014/15. After this point, in Year 2 (2015/16) the Transformation 2018 Programme becomes self-financing as the investment costs falling in 2015/16 will be paid for by the savings generated in 2015/16. It is recommended to finance the investment costs in accordance with the Investment and Financing Strategy below:

SHDC (Table 5) – To be financed by:-	Investment costs (£)
General Fund Balance (Unearmarked Reserve) - current balance £2.5m	£700,000
Strategic Issues Reserve - current balance £0.6m	£310,000
<b>TOTAL</b>	<b>£1,010,000</b>

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1.4 For accounting purposes, it is recommended that £1,010,000 of funding is transferred from the General Fund Balance (Unearmarked Reserves) (£700,000) and the Strategic Issues Reserve (£310,000), into an Earmarked Reserve for T18.

## **APPENDIX C – SHARING RATIOS**

1.5 Ratios are set out below for the sharing of the investment costs and savings between the two Councils.

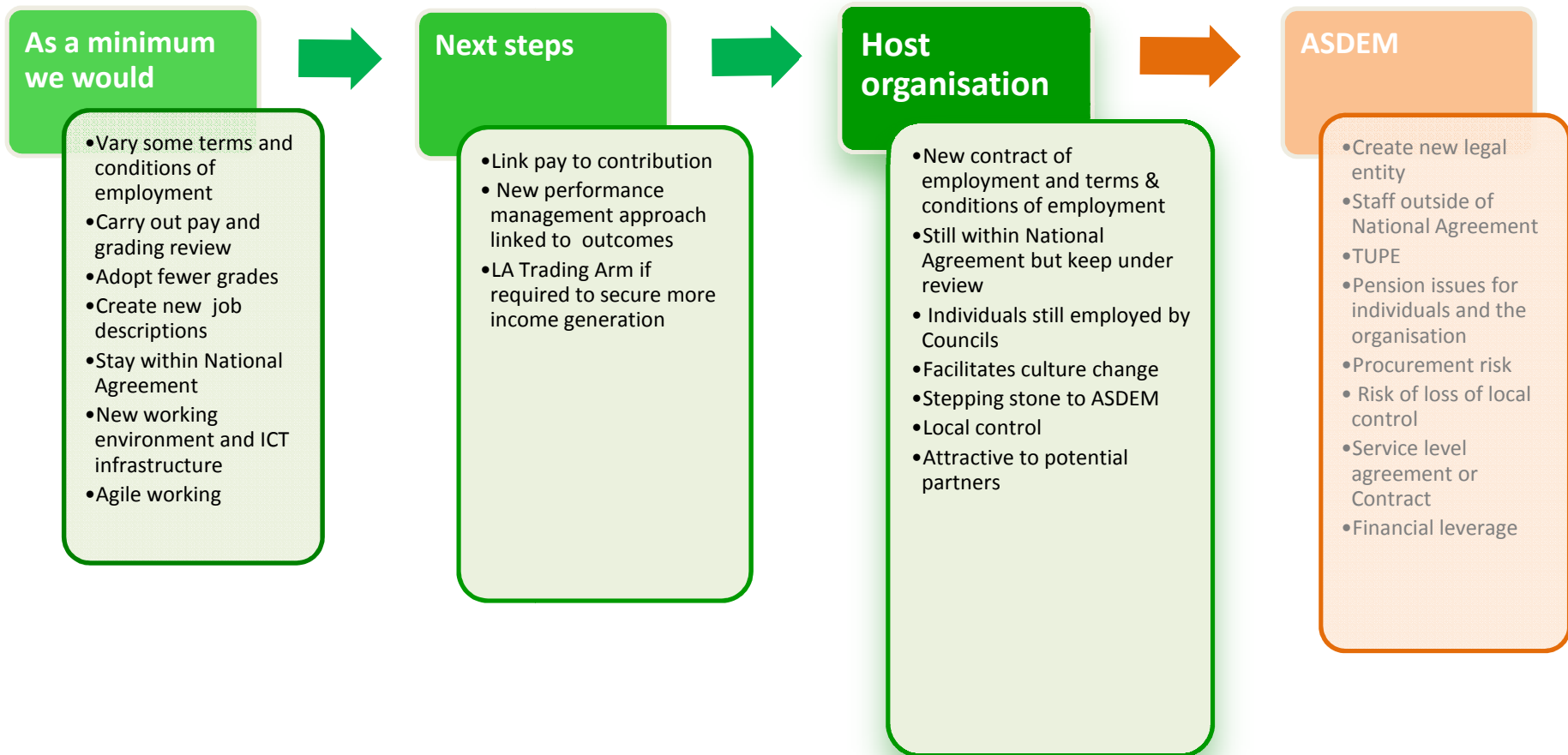
1.6 It is recommended to share the investment costs for the main ICT in the ratio of 50%/50% for each Council – This is to reflect the individual cost to a District Council of implementing the new operating model.

1.7 It is recommended to share staff related costs and savings in the ratio of 64% SHDC and 36% WDBC – This is to reflect the staff ratio of Full Time Equivalent posts (and Gross salary costs) which are 'In Scope' for T18. An adjustment has been carried out to reflect where posts are shared and carrying out an element of work for both Councils.

Note: Page 7 the high level business case detailed those services which were 'Out of Scope' of the new operating model and are not included within T18.

The scope of the T18 review includes all Council services other than building control and the core delivery elements of waste and recycling, street cleansing and grounds maintenance. Building control has been excluded from T18 because it is already part of a wider shared service arrangement – These services are all 'Out of Scope' for T18. All other services are 'In Scope' for T18).

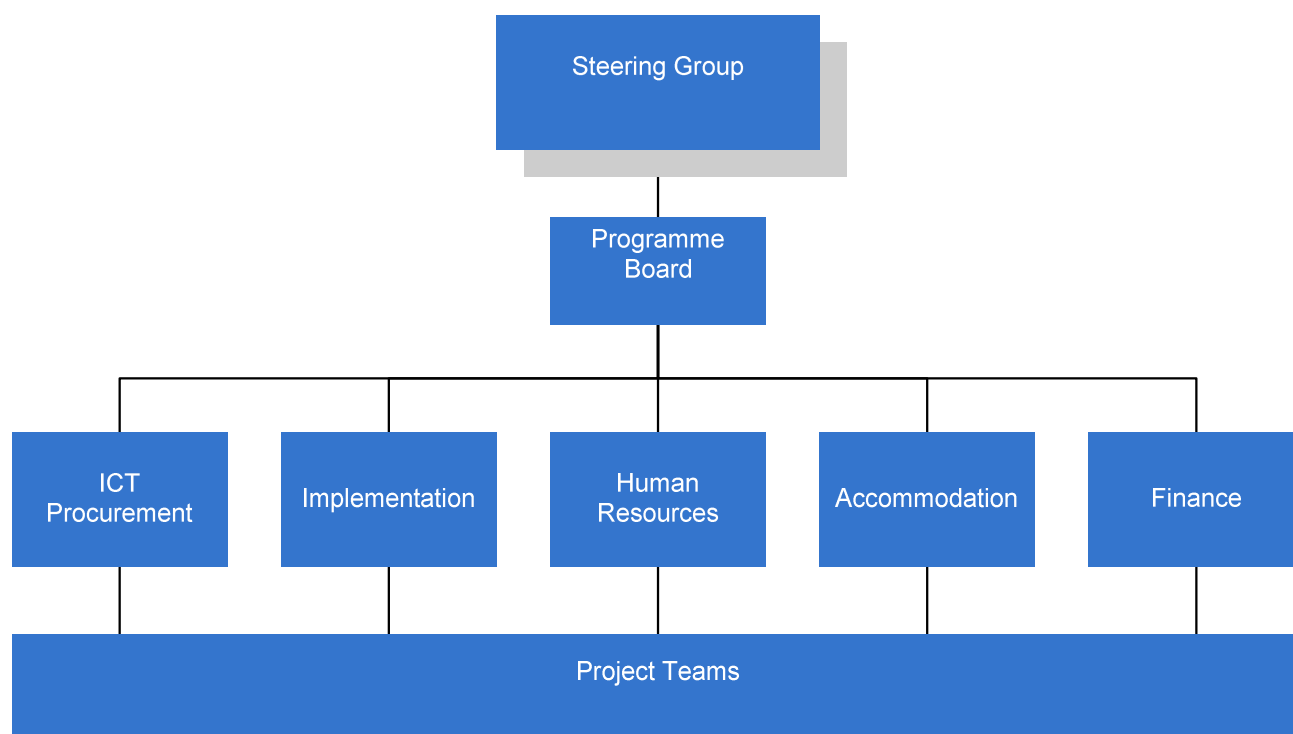
# New employment model.



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**PROPOSED TRANSFORMATION PROGRAMME GOVERNANCE**

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### Steering Group

- **Makeup:**
  - Executive
  - Chairs & Vice-Chairs
- **Supported by:**
  - The Chief Executive and Directors
- **Responsible for:**
  - The overall direction of the programme
  - Providing a high-level strategic steer
  - Championing the Programme to internal/external stakeholders
  - Creating an environment in which the Programme can thrive
- **Meeting frequency will depend on:**
  - A requirement to review Programme direction against strategic priorities but anticipated 2 or 3 times per year

### Programme Board – SMT

- **Makeup:**
  - Chief Executive and Directors
  - Head of Finance to monitor expenditure against profile
  - Heads of Service as work stream managers
  - 1x Head of Service as Benefit Realisation Manager

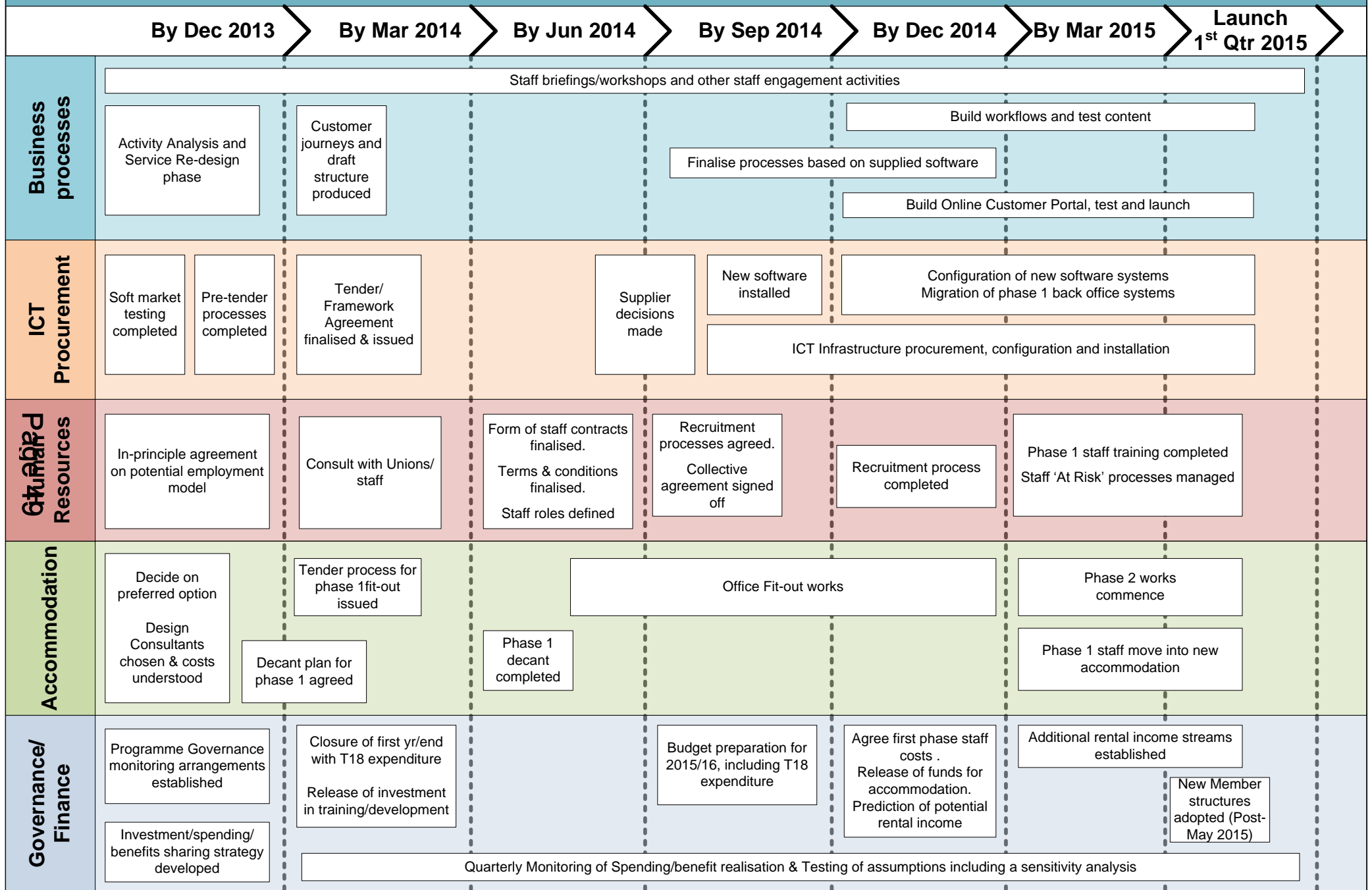
- **Responsible for:**
  - Confirming and communicating the Programme Vision;
  - Approving the Programme Blueprint and the means of achieving it;
  - Authorising any minor deviations from the agreed Programme stage (tranche) plans;
  - Reporting the completion of each tranche, including the deliverables, to the sponsoring group prior to start of the subsequent stage;
  - Ensuring that the required resources are available;
  - Resolving any conflicts escalated by the Programme/Project teams,
  - Monitoring the risk(s) associated with the Programme including those escalated from Project level;
  - The quality assurance for the Programme and its associated Projects;
  - Resolving deviations from plans or escalating issues to the Sponsoring Group or Council formal bodies as necessary;
  - Measuring the delivering against the benefit profiles; and
  - Oversight of transition and issue resolution from new ways of working to business as usual.
- **Meeting Frequency:**
  - Monthly, plus as and when issues arise

**Notes:**

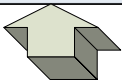
- Reports on the progress of the programme, including any requirement for key decision making, will be through existing member arrangements at the two Councils. Normally this will only be at the beginning of the programme, the end of the programme and at the end of each tranche when approval for a new tranche is required. However any major deviations from the agreed Programme stage (tranche) plans will need to be reported on an ad hoc basis.
- Corporate Performance and Resources Scrutiny Panel at SHDC and Overview & Scrutiny Committee at WDBC will scrutinise the programme and provide a quality control function.
- Strategic risks associated with the Programme will be monitored through the Audit Committees on a six monthly cycle.



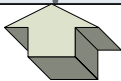
# Indicative Work Streams & Timetable



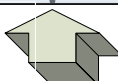
First Spending Milestone



Second Spending Milestone



Third Spending Milestone



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AGENDA  
ITEM  
**5**

## SOUTH HAMS DISTRICT COUNCIL

AGENDA  
ITEM  
**5**

<b>NAME OF COMMITTEE</b>	<b>SPECIAL COUNCIL</b>
<b>DATE</b>	<b>31 October 2013</b>
<b>REPORT TITLE</b>	<b>Political Structure – Electoral Review and Webcasting</b>
<b>Report of</b>	<b>The Political Structures Working Group</b>
<b>WARDS AFFECTED</b>	<b>All</b>

**Summary of report:**

To consider a report that presents the recommendations of the Political Structures Working Group in respect of:

- The draft warding arrangements arising from the Electoral Review; and
- The merits of webcasting Member meetings.

**Financial implications:**

None directly arising from this report.

**RECOMMENDATION:**

**That the Council RESOLVES that:-**

- 1. the draft recommendations which have been published by the Local Government Boundary Commission for England on the future electoral arrangements for South Hams District Council (as outlined at Appendix 1) be endorsed;**
- 2. the Democratic Services Manager, in consultation with the Leader of Council, be given delegated authority to finalise the Council's submission to the Local Government Boundary Commission for England before the deadline of 11 November 2013; and**
- 3. the principle of webcasting Member meetings has been explored and is not supported at this time.**

**Officer contact:**

*Darryl White, Democratic Services Manager (email: darryl.white@swdevon.gov.uk).*

**Lead Member contact:**

*Cllr Tucker, Leader of Council (email: cllr.tucker@southhams.gov.uk).*

## 1. BACKGROUND

- 1.1 The Political Structures Working Group is a standing body of Members appointed at the Annual Council meeting to undertake a comprehensive review of the workings of both the political structure and decision making processes. The Group has no decision-making powers and is required to present its recommendations to the Council.
- 1.2 The Group last met on Wednesday, 18 September 2013 and considered agenda items in relation to:-
- Electoral Review – Warding Arrangements;
  - The Merits of Webcasting Member Meetings; and
  - Transformation Programme – Potential Impact on Governance Structures.
- 1.3 Whilst the third item provided an opportunity for the Group to give some early thoughts on the potential impact on Governance Structures of the Transformation Programme, recommendations were made at the meeting in respect of the Electoral Review and Webcasting Member Meetings and are presented in this report.

## 2. ISSUES FOR CONSIDERATION

### 2.1 Electoral Review – Warding Arrangements

- 2.1.1 On 20 August 2013, the Council received a letter from the Local Government Boundary Commission for England (LGBCE) which introduced its draft recommendations on the future electoral arrangements for the Council (as attached at Appendix 1).
- 2.1.2 The Working Group considered in great detail the LGBCE recommendations and comments in support of and objection to were raised. Such comments included:-

In Support	In Objection
LGBCE recommendations have taken into account all consultation responses.	The high number of multi-Member wards being proposed (particularly in rural areas). For example, Yealmpton and Newton and Noss could be two single Member wards.
A number of town and parish councils are content with the proposals.	In many instances, suggested wards contain parishes which have no relationship with one another. Most notably, Townstal should remain in a single Member ward and has no commonality with Dartmouth, Kingswear and Stoke Gabriel.
The relevance of the evidence provided by the LGBCE in support of their recommendations.	The lack of consideration of second home and holiday home number fluctuations.

2.1.3 At the conclusion of the debate, the Working Group (by a vote of four votes in favour and one vote against) agreed to recommend that the arrangements as presented by the LGBCE should be recommended to Council for its ultimate endorsement.

**Potential Ward Names**

2.1.4 The Working Group discussed some potential ward names and it has been suggested that, assuming the recommendation to support the LGBCE proposals is agreed by the Council, then local Members will be given the opportunity to have an input into potential ward names which could be included with the Council Submission before it is sent to the LGBCE.

2.1.5 In light of the LGBCE consultation deadline being 11 November 2013, Members will be required to send their suggested names to the Democratic Services Manager before 5.00pm on Thursday, 7 November to ensure their inclusion with the Council submission.

**2.2 Merits of Webcasting Member Meetings**

2.2.1 Consideration of this issue has been prompted by the comments of the Secretary of State for Communities and Local Government, who has urged councils to ‘open digital doors to meetings’ (Appendix 2 refers).

2.2.2 Prior to being considered by the Working Group, feedback was sought from two authorities who were already Webcasting their Member meetings: Devon County Council (DCC) and Plymouth City Council (PCC). General feedback from both authorities supported the benefits of Webcasting, but it is an expensive tool and the data drawn from hits made to the various broadcasts showed mixed results.

2.2.3 The Working Group concluded that, particularly in the current economic climate, Webcasting did not constitute good value for money and there was therefore no desire to support pursuing the principle any further at this time.

**3. RISK MANAGEMENT**

The Risk Management implications are shown at the end of this report in the Strategic Risks Template.

**4. OTHER CONSIDERATIONS**

<b>Corporate priorities engaged:</b>	All
<b>Statutory powers:</b>	Local Government Act 2000 Local Democracy, Economic Development and Construction Act 2009.
<b>Considerations of equality and human rights:</b>	None directly related to this report
<b>Biodiversity considerations:</b>	None directly related to this report

<b>Sustainability considerations:</b>	None directly related to this report
<b>Crime and disorder implications:</b>	None directly related to this report
<b>Background papers:</b>	The Council Constitution Political Structures WG Agenda and Papers – 18 September 2013
<b>Appendices attached:</b>	<ol style="list-style-type: none"> <li>1. LGBCE Draft Recommendations on the future electoral arrangements for SHDC; and</li> <li>2. DCLG Statement on ‘opening digital doors to meetings.’</li> </ol>

### STRATEGIC RISKS TEMPLATE

No	Risk Title	Risk/Opportunity Description	Inherent risk status				Mitigating & Management actions	Ownership
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
1	Electoral Review	Failure to agree a recommendation on a set of warding arrangements will result in the Council losing its voice during this stage of the process.	3	2	6	↔	Council agreement on a way forward will ensure that the Council has had an input and makes a formal submission during this stage of the process.	Democratic Services Manager
2	Webcasting	By not webcasting, potentially interested members of the public will feel that they cannot have a voice or influence what is going on at meetings unless they are able to physically attend them.	1	2	2	↔	Local Members continue to be community champions and reflect the views of their parishioners and community groups at meetings and provide feedback to them as and when deemed appropriate.	Members

Direction of travel symbols ↓ ↑ ↔

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# Summary

The Local Government Boundary Commission for England is an independent body which conducts electoral reviews of local authority areas. The broad purpose of an electoral review is to decide on the appropriate electoral arrangements – the number of councillors, and the names, number and boundaries of wards or divisions – for a specific local authority. We are conducting an electoral review of South Hams to provide improved levels of electoral equality across the authority.

The review aims to ensure that the number of voters represented by each councillor is approximately the same. The Commission commenced the review in July 2012.

This review is being conducted as follows:

<b>Stage starts</b>	<b>Description</b>
8 January 2013	Consultation on council size
26 March 2013	Invitation to submit proposals for warding arrangements to LGBCE
5 June 2013	LGBCE's analysis and formulation of draft recommendations
20 August 2013	Publication of draft recommendations and consultation on them
12 November 2013	Analysis of submissions received and formulation of final recommendations

## Submissions received

The Commission received 62 submissions during its initial consultation on council size. These submissions proposed council sizes of between 30 and 40. During consultation on warding arrangements, we received 54 submissions including two district-wide schemes from South Hams District Council. All submissions can be viewed on our website at [www.lgbce.org.uk](http://www.lgbce.org.uk)

## Analysis and draft recommendations

### Electorate figures

South Hams District Council ('the Council') submitted electorate forecasts for 2018. These forecasts projected a 10.3% level of growth. We requested further clarification from the Council concerning electorate growth in a number of polling districts.

Following this request, the Council provided further detail regarding the location of future development. The Council also revised its forecast figures so that the total electorate increase was 8.4%. We are content that the forecasts are the most accurate available at this time and have used these figures as the basis of our draft recommendations.

## Council size

South Hams District Council currently has a council size of 40. The Council originally proposed a council size of 30. It argued that planned changes to the scrutiny function and new ways of working at the council would require fewer members overall. Opposition groups on the Council made a joint submission proposing a council size of 40. They argued that a smaller council would discourage people from standing for election, as well as being detrimental to the scrutiny function.

We considered that the evidence pointed most strongly to a council size of 30 and so undertook a public consultation on this figure. We did not consider that evidence received during consultation made a persuasive case for an alternative council size. We therefore proceeded to consultation on warding arrangements based on a council size of 30.

While developing our draft recommendations, we noted that a scheme for 31 councillors provided for the best overall reflection of our criteria. Our draft recommendations are therefore based on a council size of 31.

## General analysis

Having considered submissions received during consultation on warding arrangements, we have developed our own proposals based on evidence received. Our proposals will provide good electoral equality while reflecting community identities and transport links in South Hams.

## What happens next?

There will now be a consultation period, during which we encourage comment on the draft recommendations on the proposed electoral arrangements for South Hams contained in the report. **We take this consultation very seriously and it is therefore important that all those interested in the review should let us have their views and evidence, whether or not they agree with these draft proposals.** We will take into account all submissions received by **11 November 2013**. Any received **after** this date may not be taken into account.

We would particularly welcome local views backed up by demonstrable evidence. We will consider all the evidence submitted to us during the consultation period before preparing our final recommendations. Express your views by writing directly to us at:

**Review Officer (South Hams)**  
**The Local Government Boundary Commission for England**  
**Layden House**  
**76–86 Turnmill Street**  
**London EC1M 5LG**  
[reviews@lgbce.org.uk](mailto:reviews@lgbce.org.uk)

The full report is available to download at [www.lgbce.org.uk](http://www.lgbce.org.uk)

You can also view our draft recommendations for South Hams on our interactive maps at <http://consultation.lgbce.org.uk>

# 1 Introduction

1 The Local Government Boundary Commission for England is an independent body which conducts electoral reviews of local authority areas. This electoral review is being conducted following our decision to review South Hams District Council's electoral arrangements to ensure that the number of voters represented by each councillor is approximately the same across the authority.

2 We wrote to South Hams as well as other interested parties, inviting the submission of proposals first on council size and then on warding arrangements for the Council. The submissions received during these stages of the review have informed our draft recommendations.

3 We are now conducting a full public consultation on the draft recommendations. Following this period of consultation, we will consider the evidence received and will publish our final recommendations for the new electoral arrangements for South Hams in February 2014.

## What is an electoral review?

4 The main aim of an electoral review is to try to ensure 'electoral equality', which means that all councillors in a single authority represent approximately the same number of electors. Our objective is to make recommendations that will improve electoral equality, while also trying to reflect communities in the area and provide for effective and convenient local government.

5 Our three main considerations – equalising the number of electors each councillor represents; reflecting community identity; and providing for effective and convenient local government – are set out in legislation<sup>1</sup> and our task is to strike the best balance between them when making our recommendations. Our powers, as well as the guidance we have provided for electoral reviews and further information on the review process, can be found on our website at [www.lgbce.org.uk](http://www.lgbce.org.uk)

## Why are we conducting a review in South Hams?

6 We decided to conduct this review because, based on December 2012 electorate data, 33% of the district wards currently have a variance of more than 10%. Of these, four wards have an electoral variance of over 20%.

## How will the recommendations affect you?

7 The recommendations will determine how many councillors will serve on the Council. They will also decide which ward you vote in, which other communities are in that ward and, in some instances, which parish council wards you vote in. Your ward name may also change, as may the names of parish or town council wards in the area. The names or boundaries of parishes will not change as a result of our recommendations.

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<sup>1</sup> Schedule 2 to The Local Democracy, Economic Development and Construction Act 2009.

8 It is therefore important that you let us have your comments and views on the draft recommendations. We encourage comments from everyone in the community, regardless of whether you agree with the draft recommendations or not. The draft recommendations are evidence based and we would therefore like to stress the importance of providing evidence in any comments on our recommendations, rather than relying on assertion. We will be accepting comments and views until 11 November 2013. After this point, we will be formulating our final recommendations which we are due to publish in February 2014. Details on how to submit proposals can be found on page 19 and more information can be found on our website, [www.lgbce.org.uk](http://www.lgbce.org.uk)

## What is the Local Government Boundary Commission for England?

9 The Local Government Boundary Commission for England is an independent body set up by Parliament under the Local Democracy, Economic Development and Construction Act 2009.

Members of the Commission are:

Max Caller CBE (Chair)  
Professor Colin Mellors (Deputy Chair)  
Dr Peter Knight CBE DL  
Sir Tony Redmond  
Dr Colin Sinclair CBE  
Professor Paul Wiles CB

Chief Executive: Alan Cogbill  
Director of Reviews: Archie Gall

## 2 Analysis and draft recommendations

10 Before finalising our recommendations on the new electoral arrangements for South Hams District Council we invite views on these draft recommendations. We welcome comments relating to the proposed ward boundaries and ward names. We will consider all the evidence submitted to us during the consultation period before preparing our final recommendations.

11 As described earlier, our prime aim when recommending new electoral arrangements for South Hams is to achieve a level of electoral fairness – that is, each elector’s vote being worth the same as another’s. In doing so we must have regard to the Local Democracy, Economic Development and Construction Act 2009,<sup>2</sup> with the need to:

- secure effective and convenient local government
- provide for equality of representation
- reflect the identities and interests of local communities, in particular
  - the desirability of arriving at boundaries that are easily identifiable
  - the desirability of fixing boundaries so as not to break any local ties

12 Legislation also states that our recommendations are not intended to be based solely on the existing number of electors in an area, but also on estimated changes in the number and distribution of electors likely to take place over a five-year period from the date of our final recommendations. We must also try to recommend strong, clearly identifiable boundaries for the wards we put forward at the end of the review.

13 In reality, the achievement of absolute electoral fairness is unlikely to be attainable and there must be a degree of flexibility. However, our approach is to keep variances in the number of electors each councillor represents to a minimum. We therefore recommend strongly that in formulating proposals for us to consider, local authorities and other interested parties should also try to keep variances to a minimum, making adjustments to reflect relevant factors such as community identity and interests. As mentioned above, we aim to recommend a scheme which provides improved electoral fairness over a five-year period.

14 These recommendations cannot affect the external boundaries of South Hams District Council or result in changes to postcodes. Nor is there any evidence that the recommendations will have an adverse effect on local taxes, house prices, or car and house insurance premiums. The proposals do not take account of parliamentary constituency boundaries, and we are not, therefore, able to take into account any representations which are based on these issues.

15 As part of an electoral review, we are required to have regard to the statutory criteria set out in Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009 (‘the 2009 Act’). The Schedule provides that if a parish is to be divided between different divisions or wards it must also be divided into parish wards, so that each parish ward lies wholly within a single division or ward. We cannot recommend changes to the external boundaries of parishes as part of an electoral review.

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<sup>2</sup> Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009.

16 Under the 2009 Act we only have the power to make such changes as a direct consequence of our recommendations for principal authority ward arrangements. However, principal councils have powers under the Local Government and Public Involvement in Health Act 2007 to conduct Community Governance Reviews to effect changes to parish electoral arrangements.

## Submissions received

17 Prior to, and during, the initial stage of the review, we visited South Hams District Council and met with members, parish council representatives and officers. We are grateful to all concerned for their co-operation and assistance. We received 54 submissions during our consultation on warding arrangements, all of which may be inspected at both our offices and those of the Council. All representations received can also be viewed on our website at [www.lgbce.org.uk](http://www.lgbce.org.uk)

## Electorate figures

18 As part of this review, South Hams District Council submitted electorate forecasts for the year 2018, projecting an increase in the electorate of approximately 10.3% over the six-year period from 2012–18.

19 The figures were calculated with reference to future housing development in the district with electors allocated to polling districts where development was considered likely to be complete by 2018. We requested further clarification from the District Council concerning electorate growth in a number of polling districts.

20 Following this request, the Council provided further detail on the location of specific developments and made downward revisions of its forecasts in a number of areas. As a consequence, the projected increase in electorate reduced to 8.4% over the six-year period. We are content to use these forecasts as the basis of our draft recommendations.

## Council size

21 South Hams District Council currently has 40 councillors elected from 30 district wards, comprising 21 single-member, eight two-member and one three-member ward. During preliminary discussions, the Council proposed a council size of 30, while opposition members proposed an unchanged council size of 40.

22 The Council's principal arguments for a council size of 30 concerned the potential to reform the scrutiny function to enable the Council to run more efficiently. The Council argued that a streamlined scrutiny function would require fewer councillors.

23 The Council also argued that, as a consequence of new ways of working, future representational workload would be reduced and so would be sustainable under a reduced council size of 30 members. Evidence provided for this included the implementation of an e-casework system, greater use of digital engagement, housing stock transfer, a reduction in councillor positions on outside bodies, and an increase in shared service provision.



24 The opposition members argued for an unchanged council size of 40 on the basis that a smaller council would increase workload and discourage people from standing for election. The opposition submission also expressed concern that, if the size of the executive did not reduce under a smaller council, over half of members would be claiming special responsibility allowances, which would be detrimental to the scrutiny function.

25 We considered that the evidence received pointed most strongly to a council size of 30, as such a council size would reflect the proposed reform of the scrutiny function and the transfer of functions away from the council since the last review. We did not consider the evidence submitted by the opposition groups to make a persuasive case to retain a council size of 40. We therefore carried out a public consultation on a council size of 30.

26 During this consultation we received 62 submissions, of which 37 supported a council size of 40, 23 supported a council size of 30 or smaller, and two supported a more modest reduction in council size.

27 Following the consultation we considered that insufficient evidence had been received to counter our view that a council size of 30 was most appropriate for the council. We therefore proceeded to consultation on warding arrangements based on a council size of 30.

28 During the consultation on warding arrangements, a number of further submissions were received with regard to council size. These submissions argued that a 40-member council would be more appropriate for South Hams. We do not consider that the further evidence received makes a persuasive case for a council size of 40.

29 In developing proposals for draft recommendations, we considered that a scheme based on 31 members provided for stronger boundaries and better electoral equality than a 30-member scheme. Our draft recommendations are therefore based on a council size of 31.

## Electoral fairness

30 Electoral fairness, in the sense of each elector in a local authority having a vote of equal weight when it comes to the election of councillors, is a fundamental democratic principle. It is expected that our recommendations will provide for electoral fairness, reflect communities in the area, and provide for effective and convenient local government.

31 In seeking to achieve electoral fairness, we work out the average number of electors per councillor. The district average is calculated by dividing the total electorate of the district (68,805 in 2012 and 74,585 by 2018) by the total number of councillors representing them on the council, 31 under our draft recommendations. Therefore, the average number of electors per councillor under our draft recommendations is 2,220 in 2012 and 2,406 by 2018.

32 Under our draft recommendations, all of our proposed wards will have electoral variances of less than 10% from the average for the district by 2018. We are

therefore satisfied that we have achieved good levels of electoral fairness for South Hams.

## General analysis

33 During our consultation on warding arrangements, we received 54 submissions. Seven submissions were received from district councillors, 19 from local residents, 19 from parish and town councils, six from individual parish councillors, two from local political parties and groups, and one from the District Council.

34 The District Council submitted two options for warding arrangements based on a council size of 30. These options proposed wards for the entire district with the exception of the town of Ivybridge, to which four councillors were allocated but no specific boundaries were proposed.

35 The Council's options were not supported by evidence of community ties or effective and convenient local government. A number of other submissions made objection to, or provided comment on, these options.

36 A proposal was also submitted by a district councillor for an alternative pattern of wards in the north-west of the district. Additionally, two submissions were made proposing specific boundaries for Ivybridge town.

37 Following analysis of the Council's submission and the evidence relating to it, we considered that neither option submitted by the Council satisfactorily reflected our statutory criteria. We have consequently developed our own proposals for warding arrangements for the district, taking into account the evidence received during consultation.

38 We have concluded that a scheme based on a council size of 31 better reflects our statutory criteria than a scheme based on a membership of 30. Our draft recommendations are therefore for a council size of 31.

39 Our draft recommendations are for a pattern of 11 single-member, seven two-member and two three-member wards. In developing our proposals we have had regard for our statutory criteria of electoral equality, community identity and effective and convenient local government.

40 A summary of our proposed electoral arrangements is set out in Table A1 (on pages 23–4) and the large map accompanying this report.

41 We welcome all comments on the boundaries and ward names we have proposed as part of these draft recommendations.

## Electoral arrangements

42 This section of the report details our draft recommendations for each area of South Hams, with reference to submissions where relevant. The following areas of the authority are considered in turn:

- West (pages 9–11)
- North and east (pages 11–14)
- South (pages 15–16)

43 Details of the draft recommendations are set out in Table A1 on pages 23–4 and illustrated on the large map accompanying this report.

## **West**

44 The western half of the district borders Plymouth and includes the town of Ivybridge. It is largely rural in character.

45 Both options presented by the Council in the west of the district proposed a pattern of six single-member wards and one two-member ward in the rural areas, with four councillors allocated to Ivybridge but no specific ward boundaries proposed for the town. This proposal was not supported by evidence relating to our statutory criteria. Additionally, no names were allocated to the proposed wards.

46 In the north-west, the Council proposed a two-member ward comprising Bickleigh, Shaugh Prior and Sparkwell and a single-member ward comprising Cornwood, Harford and Ugborough. In the south-west the Council proposed single-member wards of Brixton and Wembury, a single-member ward comprising Ermington and Yealmpton, a single-member ward comprising Newton & Noss and Holbeton, and a single-member ward comprising Bigbury, Kingston, Modbury and Ringmore.

47 Two of the wards proposed in this scheme – the ward of Cornwood, Harford and Ugborough and the ward of Newton & Noss and Holbeton – would have significant electoral inequality.

48 We also received a number of submissions arguing that it would be more appropriate to combine Ermington and Ugborough in a single ward, rather than dividing them between wards as proposed in the Council's options. The evidence for this argument largely centred on communication links, church and school ties.

49 It was also argued by Cornwood, Shaugh Prior and Sparkwell parish councils that they had a close relationship to each other based on mining and industrial links, whereas there was no direct road connection between Harford and Ugborough parish and the latter was of a different character.

50 An alternative scheme was proposed for the north-west of the district by Councillor Holway, supported by Councillor Hitchins and Bickleigh Parish Council. He proposed a single-member ward for the Woolwell area of Bickleigh parish, arguing that this was entirely urban in character and would have provided for good electoral equality as a separate ward.

51 Councillor Holway also proposed that the remainder of Bickleigh parish should be combined with the parishes of Shaugh Prior, Cornwood and Harford to form a single-member ward, on the basis of their similar character as moorland parishes with a history of mining and related industries.

52 Cornwood, Sparkwell and Shaugh Prior parishes submitted evidence supporting the argument that they should be combined in a single-member ward. It was noted that the parishes currently form a cluster based on their shared interest. While such a ward would have good electoral equality, a consequential effect would be to isolate the parish of Bickleigh which does not have satisfactory electoral equality to form a ward on its own. We have not therefore adopted this proposal as part of our draft recommendations.

53 We find the community evidence presented by Councillor Holway for the two proposed single-member wards to be persuasive, and both wards would have good electoral equality. We have therefore adopted the proposed single-member Bickleigh & Cornwood and single-member Woolwell wards as part of our draft recommendations. These wards would have 5% fewer and 4% more electors per councillor than the district average by 2018 respectively.

54 To the south, Councillor Holway proposed a single-member ward comprising the parishes of Yealmpton and Sparkwell. Councillor Baldry stated that the only parish with which Yealmpton had a strong connection was Brixton, while Newton & Noss Parish Council argued that it should be combined with the parish of Holbeton in a single-member ward.

55 A ward of Newton & Noss and Holbeton would not have satisfactory electoral equality, and we were unable to develop a scheme that included a two-member Brixton & Yealmpton ward which did not result in high electoral inequality in neighbouring wards. Councillor Holway's proposal for a single-member Yealmpton & Sparkwell ward would also result in unsatisfactory electoral equality. We have not therefore adopted these proposals as part of our draft recommendations.

56 Instead, we propose a two-member Newton & Yealmpton ward as part of our draft recommendations, comprising the parishes of Holbeton, Newton & Noss, Sparkwell and Yealmpton. This ward has good electoral equality and communication links between the parishes. The ward is forecast to have 6% more electors per councillor than the district average

57 South of Ivybridge, Councillor Holway supported the evidence suggesting closer community ties between Ermington and Ugborough than with the parishes to their north. He also argued that the northern parishes look towards Plymouth for their amenities while Ermington and Ugborough look towards Modbury or Ivybridge.

58 We accept the evidence supplied by Councillor Holway and others that Ermington and Ugborough are of a similar character and share community ties. We are also persuaded that it would not be appropriate with regard to community identity or effective and convenient local government to include Ugborough in a ward with parishes to its north-west such as Harford or Cornwood.

59 We have therefore adopted Councillor Holway's proposal for a single-member Ermington & Ugborough ward comprising these two parishes as part of our draft recommendations. We propose to include a small part of Ugborough parish in Ivybridge East ward, as discussed below, owing to the location of a future housing development in this area adjoining Ivybridge. This amendment would also improve electoral equality in Ermington & Ugborough ward. With this amendment, Ermington

& Ugborough ward is forecast to have 1% fewer electors per councillor than the district average by 2018.

60 In the south-west of the district, Brixton Parish Council argued that its parish should form a single-member ward, as the proposed Sherford development would result in its having good electoral equality.

61 Under a 31-member council, a single-member Brixton ward would be forecast to have 13% more electors than the district average by 2018. We are not persuaded that such a level of electoral inequality is justified. We therefore propose to retain the existing two-member Wembury & Brixton ward unchanged in this area. This ward is forecast to have 7% more electors than the district average by 2018.

62 The Council did not propose specific boundaries for Ivybridge. Ivybridge Town Council and Councillor Saltern both proposed a pattern of two two-member wards in the town, using the River Erme as the boundary between the two wards. They also proposed that a part of Ugborough parish be included in Ivybridge East ward as this was the location of a future development adjoining Ivybridge. The Town Council also indicated that it intended to apply to initiate a Community Governance Review to ensure that the new development was included in the Ivybridge Town Council area.

63 We consider that a pattern of two two-member wards using the River Erme as a boundary and including the future development in Ugborough parish within the Ivybridge East ward provides for a strong reflection of our statutory criteria. The proposal to include the forecast housing development in Ivybridge East also improves electoral equality in the Ermington & Ugborough ward.

64 We have therefore adopted the two-member Ivybridge East and two-member Ivybridge West wards as proposed by Ivybridge Town Council and Councillor Saltern as part of our draft recommendations. These wards are forecast to have equal to and 6% more electors per councillor than the district average by 2018.

65 Both Council options proposed a single-member ward comprising the parishes of Bigbury, Kingston, Modbury and Ringmore. These parishes appear to have good communication links and this ward provides for good electoral equality. We have adopted this proposal as part of our draft recommendations. The ward, which we propose to name Bigbury & Modbury, is forecast to have 5% more electors than the district average by 2018.

## **North and east**

66 The north and east of the district includes the towns of Dartmouth and Totnes and a number of rural villages, including part of the Dartmoor national park.

67 The first Council option proposed a pattern of seven single-member wards and one two-member ward for the rural area. The first option also proposed that three members should be allocated to a group of parishes comprising Totnes, Littlehempston and Ashprington. The second Council option proposed a pattern of four single-member and two two-member wards. It also proposed that three members should be allocated to the Totnes town area.

68 The first Council option proposed that a single-member ward be formed from the parishes of Dean Prior, Harberton, Holne, Rattery, West Buckfastleigh and the rural part of South Brent parish. It also proposed a single-member ward comprising the parishes of Staverton and Dartington, and a single-member ward combining the parish of North Huish with the part of South Brent parish comprising South Brent village itself. This option also proposed to combine the rural part of Berry Pomeroy parish with Marldon parish in a single-member ward.

69 Further south, the first Council option proposed to combine Blackawton, Cornworthy, Dittisham and Stoke Fleming in a single-member ward, and also proposed a single-member ward combining the inland parishes of Diptford, East Allington, Halwell & Moreleigh and Woodleigh with the coastal parishes of Slapton and Strete.

70 The second Council option for the north and east proposed that the parish of South Brent form a stand-alone single-member ward; that Dean Prior, Harberton, Holne, Rattery and West Buckfastleigh form a single-member ward; that Dartington be combined with Littlehempston and Staverton in a single-member ward; and that Ashprington, the rural part of Berry Pomeroy and Marldon form a single-member ward in the north-east corner of the district.

71 The second Council option also proposed that a single-member ward be created in the rural area between South Brent and Dartington comprising the parishes of Diptford, Halwell & Moreleigh, Cornworthy, Dittisham and Stoke Fleming.

72 In the Dartmouth and Kingswear area, both options proposed that the Dartmouth Town Council area should form a two-member ward, while Kingswear parish should be combined with Stoke Gabriel parish to form a single-member ward east of the River Dart.

73 We do not consider that either scheme provides for a satisfactory reflection of communities in this area. In particular, we are concerned that both options propose a number of wards comprising villages which appear to have poor connections.

74 A submission was also received from Diptford Parish Council opposing the proposal in both options to combine the village with parishes lying along the coastline. The submission argued that parishes such as Strete and Slapton were of a different character to the inland villages around Diptford.

75 We have therefore developed alternative proposals for wards in the north and east of the district, taking into account the statutory criteria and adopting elements of the Council's options as appropriate.

76 In the north of the district in the area neighbouring Buckfastleigh, we propose a two-member South Brent ward as part of our draft recommendations. This ward contains the parishes of Dean Prior, Diptford, Holne, North Huish, Rattery, South Brent and West Buckfastleigh. This ward combines a number of villages with road connections to South Brent. The ward is forecast to have 7% fewer electors per councillor than the district average by 2018.

77 We received a submission from Staverton Parish Council arguing that the village had more in common with smaller rural parishes to its west than with

Dartington. However, we consider that the strongest communication links of Staverton parish are in a southerly direction towards Dartington. Its road links to south-westerly parishes within the district are weaker.

78 We therefore consider that the Council's first option of a Dartington & Staverton ward would provide for effective and convenient local government as well as good electoral equality. This ward is forecast to have an equal number of electors per councillor to the district average by 2018. We have adopted this ward as part of our draft recommendations.

79 In the north-eastern corner of the district, Berry Pomeroy and Marldon parish councils both argued that the first Council option represented a stronger reflection of communities in the area, and that they had little in common with Ashprington parish, with which they were combined in a ward under the second option. Ashprington Parish Council also supported this view.

80 We find this evidence persuasive, as the River Dart represents a strong boundary between these parishes and Ashprington. We also consider that it would be appropriate to use the River Dart as the western boundary for the ward in this area.

81 We have therefore included as part of our draft recommendations a ward comprising the parishes of Berry Pomeroy, Littlehempston and Marldon. This single-member ward – which we propose to name Marldon & Littlehempston – would have an equal number of electors per councillor to the district average by 2018.

82 As stated above, the second Council option proposed to allocate three members to the Totnes Town Council area, including a small urban part of Berry Pomeroy parish. We consider that a three-member ward for this area would clearly reflect the community of Totnes and have good electoral equality. We have therefore adopted it as part of our draft recommendations. The three-member Totnes ward is forecast to have 2% more electors per councillor than the district average by 2018.

83 We received a significant number of submissions in relation to the Council's proposals for the Dartmouth and Kingswear area, including from Dartmouth Town Council, Kingswear Parish Council, two district councillors from Dartmouth & Kingswear ward and several members of the public.

84 These submissions all argued that Dartmouth had strong links with Kingswear, while Kingswear had little relationship with Stoke Gabriel. They noted that, despite the lack of a direct road connection, there were a number of regular ferry connections for cars and pedestrians. The submissions also stated that the two settlements shared amenities as well as significant community connections.

85 It was proposed by Councillors Hawkins and Bastone that Dartmouth and Kingswear should form a three-member ward, including the proposed West Dartmouth development currently lying in Stoke Fleming parish.

86 Based on figures supplied to us by the Council, the West Dartington development would not alone provide sufficient additional electors by 2018 to provide for satisfactory electoral equality in the Dartmouth & Kingswear ward. We have not therefore adopted this proposal as part of our draft recommendations.

87 We received a submission from a resident in Stoke Gabriel opposing the proposal to combine the village with Kingswear. The resident argued that the primary links of Stoke Gabriel were with Totnes and that a more appropriate solution may be to combine it in a ward with villages to the west of the River Dart, which also look towards Totnes.

88 We note the evidence from the Stoke Gabriel resident, but are concerned at the poor communication links between the villages and the parish to its west, from which Stoke Gabriel is separated by the River Dart with no crossing points other than in Totnes.

89 The Chairman of Kingswear Branch of Totnes Constituency Conservative Association proposed that Stoke Gabriel be included in a two-member ward with the parishes of Berry Pomeroy, Littlehempston, Marldon and Staverton. However, this ward would not have satisfactory electoral equality. Communication links between Stoke Gabriel and Berry Pomeroy are by way of a single track road.

90 We were unable to identify a warding option for Stoke Gabriel which included a direct road connection between this village and other settlements in the ward. No option combining the village with parishes to its north would provide for good electoral equality.

91 We note that there is an indirect road connection between Stoke Gabriel and Kingswear via Galmpton and Hillhead, though this would require crossing the external district boundary to the east. We consider that combining Stoke Gabriel in a ward with Kingswear therefore provides for the best balance of electoral equality and effective and convenient local government.

92 To reflect this, and the evidence of community ties between Dartmouth and Kingswear, we propose to create a three-member Dartmouth & Kingswear ward comprising the parishes of Dartmouth, Kingswear and Stoke Gabriel as part of our draft recommendations. This ward is forecast to have 4% fewer electors per councillor than the district average by 2018.

93 South of Totnes, we consider that a ward combining four rural parishes lying west of the River Dart provides for the best reflection of community ties and communication links, as these parishes have good road connections and a strong north-eastern boundary along the river. Ashprington Parish Council also provided evidence that these parishes are of a similar rural character.

94 We have therefore included a ward comprising the parishes of Ashprington, Cornworthy, Dittisham and Harberton as part of our draft recommendations. This ward, which we propose to name Ashprington & Cornworthy, is forecast to have 9% fewer electors per councillor than the district average by 2018.

95 Finally, we have included a single-member ward comprising the parishes of Blackawton, Halwell & Moreleigh and Stoke Fleming as part of our draft recommendations. These parishes lie close to the A3122 which provides a strong internal road connection for the ward. The ward, which we propose to name Halwell & Stoke Fleming, is forecast to have 3% fewer electors per councillor than the district average by 2018.



## South

96 The south of the district comprises rural villages, coastline communities and the town of Kingsbridge.

97 In this area, the first Council option proposed a pattern of five single-member wards in the rural area, with two members being allocated to the town of Kingsbridge and the neighbouring village of Charleton. The second Council option also proposed five single-member wards, with Kingsbridge town forming a two-member ward on its own.

98 The first Council option provided for two wards with significantly high electoral inequality, while the second option combined villages with poor communication links. We have therefore developed an alternative scheme of wards in this area, adopting elements of the Council's options where we consider they reflect our statutory criteria.

99 The first Council option proposed a single-member ward comprising Malborough and Salcombe parishes, and a single-member ward comprising Thurlestone, South Huish, South Milton and West Alvington parishes. The latter ward is forecast to have 19% fewer electors per councillor than the district average by 2018. The second Council option in this area also proposed a single-member Malborough & Salcombe ward, as well as a single-member ward comprising the above four parishes with Churchstow parish.

100 While the second Council option provides for better electoral equality, we consider that Churchstow has stronger connections to its north than to its south and would therefore be more appropriately joined in a ward with northward parishes.

101 We also note that combining the two proposed single-member wards from the first Council option into a single two-member ward would provide for improved electoral equality and good road connections. The ward is forecast to have 6% fewer electors per councillor than the district average by 2018. We have included this ward, which we propose to name Salcombe & Thurlestone, as part of our draft recommendations.

102 To the north, the first Council option proposed a rural single-member ward comprising the parishes of Aveton Gifford, Buckland-Tout-Saints, Churchstow and Loddiswell, while the second option proposed a single-member ward excluding Churchstow but including Woodleigh and North Huish.

103 We received a submission from Aveton Gifford Parish Council arguing that the parish should be included in a ward with Churchstow, Bigbury, Thurlestone and Loddiswell, forming a ward that 'has interest in the lower River Avon and the Avon Estuary'. We have not adopted this proposal as it would not provide for good electoral equality.

104 Instead, we have adopted a single-member Aveton Gifford ward comprising the parishes of Aveton Gifford, Churchstow, Loddiswell and Woodleigh as part of our draft recommendations. These villages have good road connections and appear to be of a similar character. This ward is forecast to have 8% fewer electors per councillor than the district average by 2018.

105 In the coastal area, as discussed in paragraphs 70-73 we felt unable to adopt the Council's first option to combine the parish of Diptford and neighbouring parishes with the coastal parishes of Slapton and Strete.

106 We also do not propose to adopt the Council's second option in this area, for a ward comprising the parishes of Blackawton, Charleton, East Allington, Frogmore & Sherford and Strete. We do not consider that this ward would reflect community ties or communication links.

107 Instead, we propose a single-member ward combining the parishes of Buckland-Tout-Saints, Charleton, East Allington, Frogmore & Sherford, Slapton and Strete in a single-member ward. We consider that this proposal has greater regard for communication links than either of the Council's options, and has good electoral equality. We have therefore included this ward, which we propose to name East Allington, as part of our draft recommendations. This ward is forecast to have 1% more electors per councillor than the district average by 2018.

108 To the south, the Council's first option for the south-east coast area was for a single-member ward comprising the parishes of Chivelstone, East Portlemouth, Frogmore & Sherford, South Pool and Stokenham. The second option included the parish of Slapton and excluded the parish of Frogmore & Sherford.

109 We consider that both of these options provide for a good reflection of communities and communication links. We therefore propose to adopt a single-member ward named Stokenham based on these options as part of our draft recommendations, with minor amendments. Our proposed ward would comprise the parishes of Chivelstone, East Portlemouth, South Pool and Stokenham, and is forecast to have 6% fewer electors per councillor than the district average by 2018.

110 Finally, we have adopted the proposal of the second Council option to unite the town of Kingsbridge in a single two-member ward as part of our draft recommendations. This ward would clearly reflect the community of Kingsbridge and is forecast to have 8% more electors per councillor than the district average by 2018.

**Conclusion**

111 Table 1 shows the impact of our draft recommendations on electoral equality, based on 2012 and 2018 electorate figures.

**Table 1: Summary of electoral arrangements**

	Draft recommendations	
	2012	2018
Number of councillors	31	31
Number of electoral wards	20	20
Average number of electors per councillor	2,220	2,406
Number of wards with a variance more	3	0

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than 10% from the average

Number of wards with a variance more than 20% from the average

0

0

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**Draft recommendation**

South Hams Council should comprise 31 councillors serving 20 wards, as detailed and named in Table A1 and illustrated on the large map accompanying this report.

## Parish electoral arrangements

112 As part of an electoral review, we are required to have regard to the statutory criteria set out in Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009 (the 2009 Act). The Schedule provides that if a parish is to be divided between different wards it must also be divided into parish wards, so that each parish ward lies wholly within a single ward. We cannot recommend changes to the external boundaries of parishes as part of an electoral review.

113 Under the 2009 Act we only have the power to make changes to parish electoral arrangements where these are as a direct consequence of our recommendations for principal authority warding arrangements. However, South Hams District Council has powers under the Local Government and Public Involvement in Health Act 2007 to conduct community governance reviews to effect changes to parish electoral arrangements.

114 To meet our obligations under the 2009 Act, we propose consequential parish warding arrangements for the parishes of Berry Pomeroy, Bickleigh, Ivybridge and Ugborough.

115 As a result of our proposed electoral ward boundaries and having regard to the statutory criteria set out in Schedule 2 to the 2009 Act, we propose revised parish electoral arrangements for Berry Pomeroy parish.

**Draft recommendations**

Berry Pomeroy Parish Council should return seven parish councillors, the same as at present, representing two wards: Bridgetown (returning four members) and Village (returning three members). The proposed parish ward boundaries are illustrated and named on Map 1.

116 As a result of our proposed electoral ward boundaries and having regard to the statutory criteria set out in Schedule 2 to the 2009 Act, we propose revised parish electoral arrangements for Bickleigh parish.

**Draft recommendations**

Bickleigh Parish Council should return nine parish councillors, as at present, representing two wards: Bickleigh (returning two members) and Woolwell (returning seven members). The proposed parish ward boundaries are illustrated and named on Map 1.

117 As a result of our proposed electoral ward boundaries and having regard to the statutory criteria set out in Schedule 2 to the 2009 Act, we propose revised parish electoral arrangements for Ivybridge parish.

**Draft recommendations**

Ivybridge Town Council should return 16 town councillors, one more than at present, representing two wards: Ivybridge East (returning eight members) and Ivybridge West (returning eight members). The proposed parish ward boundaries are illustrated and named on Map 1.

118 As a result of our proposed electoral ward boundaries and having regard to the statutory criteria set out in Schedule 2 to the 2009 Act, we propose revised parish electoral arrangements for Ugborough parish.

**Draft recommendations**

Ugborough Parish Council should return 11 parish councillors, the same as at present, representing two wards: Ivybridge East (returning one member) and Ugborough (returning 10 members). The proposed parish ward boundaries are illustrated and named on Map 1.

### 3 What happens next?

108 There will now be a consultation period of 12 weeks, during which everyone is invited to comment on the draft recommendations on future electoral arrangements for South Hams contained in this report. We will take into account fully all submissions received by 11 November 2013. Any received after this date may not be taken into account.

109 We have not finalised our conclusions on the electoral arrangements for South Hams District Council and welcome comments from interested parties relating to the proposed ward boundaries, number of councillors, ward names and parish electoral arrangements. We would welcome alternative proposals backed up by demonstrable evidence during the consultation on our draft recommendations. We will consider all the evidence submitted to us during the consultation period before preparing our final recommendations.

110 Express your views by writing directly to:

**Review Officer**  
**South Hams Review**  
**The Local Government Boundary Commission for England**  
**Layden House**  
**76–86 Turnmill Street**  
**London EC1M 5LG**

Submissions can also be made by using the consultation section of our website, <http://consultation.lgbce.org.uk> or by emailing [reviews@lgbce.org.uk](mailto:reviews@lgbce.org.uk)

111 Please note that the consultation stages of an electoral review are public consultations. In the interests of openness and transparency, we make available for public inspection full copies of all representations the Commission takes into account as part of a review. Accordingly, copies of all representations received during the consultation on our draft recommendations will be placed on deposit locally at the offices of South Hams District Council and at our offices in Layden House (London) and on our website at [www.lgbce.org.uk](http://www.lgbce.org.uk) A list of respondents will be available from us on request after the end of the consultation period.

112 If you are a member of the public and not writing on behalf of a council or organisation we will remove any personal identifiers, such as postal or email addresses, signatures or phone numbers from your submission before it is made public. We will remove signatures from all letters, no matter who they are from.

113 In the light of representations received, we will review our draft recommendations and consider whether they should be altered. As indicated earlier, it is therefore important that all interested parties let us have their views and evidence, **whether or not** they agree with the draft recommendations. We will then publish our final recommendations.

114 After the publication of our final recommendations, the changes we have proposed must be approved by Parliament. An Order – the legal document which brings into force our recommendations – will be laid in draft in Parliament. The draft

Order will provide for new electoral arrangements to be implemented at the next elections for South Hams District Council in 2015.

115 This report has been screened for impact on equalities; with due regard being given to the general equalities duties as set out in section 149 of the Equality Act 2010. As no potential negative impacts were identified, a full equality impact analysis is not required.

## 4 Mapping

### Draft recommendations for South Hams

116 The following maps illustrate our proposed ward boundaries for South Hams:

- **Sheet 1, Map 1** illustrates in outline form the proposed wards for South Hams.

You can also view our draft recommendations for South Hams on our interactive maps at <http://consultation.lgbce.org.uk>





## Appendix A

**Table A1: Draft recommendations for South Hams**

	<b>Ward name</b>	<b>Number of councillors</b>	<b>Electorate (2012)</b>	<b>Number of electors per councillor</b>	<b>Variance from average %</b>	<b>Electorate (2018)</b>	<b>Number of electors per councillor</b>	<b>Variance from average %</b>
1	Ashprington & Cornworthy	1	2,124	2,124	5%	2,187	2,187	-9%
2	Aveton Gifford	1	2,033	2,033	-8%	2,214	2,214	-8%
3	Bickleigh & Cornwood	1	2,220	2,220	0%	2,296	2,296	-5%
4	Bigbury & Modbury	1	2,391	2,391	8%	2,536	2,536	5%
5	Dartington & Staverton	1	2,082	2,082	-6%	2,394	2,394	0%
6	Dartmouth & Kingswear	3	6,555	2,185	-2%	6,916	2,305	-4%
7	East Allington	1	2,342	2,342	6%	2,429	2,429	1%
8	Ermington & Ugborough	1	2,200	2,200	-1%	2,393	2,393	-1%
9	Halwell & Stoke Fleming	1	1,863	1,863	-16%	2,329	2,329	-3%
10	Ivybridge East	2	4,543	2,272	3%	4,811	2,406	0%
11	Ivybridge West	2	4,943	2,472	11%	5,078	2,539	6%
12	Kingsbridge	2	4,729	2,365	7%	5,199	2,600	8%

**Table A1 (cont.): Draft Recommendations for South Hams**

Ward name	Number of councillors	Electorate (2012)	Number of electors per councillor	Variance from average %	Electorate (2018)	Number of electors per councillor	Variance from average %
13 Marldon & Littlehempston	1	2,380	2,380	7%	2,417	2,417	0%
14 Newton & Yealmpton	2	4,788	2,394	8%	5,088	2,544	6%
15 Salcombe & Thurlestone	2	4,346	2,173	-2%	4,545	2,273	-6%
16 South Brent	2	4,164	2,082	-6%	4,454	2,227	-7%
17 Stokenham	1	2,139	2,139	-4%	2,264	2,264	-6%
18 Totnes	3	6,737	2,246	1%	7,372	2,457	2%
19 Wembury & Brixton	2	3,777	1,889	-15%	5,164	2,582	7%
20 Woolwell	1	2,449	2,449	10%	2,499	2,499	4%
<b>Totals</b>	<b>31</b>	<b>68,805</b>	<b>-</b>	<b>-</b>	<b>74,585</b>	<b>-</b>	<b>-</b>
<b>Averages</b>	<b>-</b>	<b>-</b>	<b>2,220</b>	<b>-</b>	<b>-</b>	<b>2,406</b>	<b>-</b>

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Source: Electorate figures are based on information provided by South Hams District Council.

Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor in each electoral division varies from the average for the district. The minus symbol (-) denotes a lower than average number of electors. Figures have been rounded to the nearest whole number.

## Appendix B

### Glossary and abbreviations

AONB (Area of Outstanding Natural Beauty)	A landscape whose distinctive character and natural beauty are so outstanding that it is in the nation's interest to safeguard it
Constituent areas	The geographical areas that make up any one ward or division, expressed in parishes or existing wards or divisions, or parts of either
Council size	The number of councillors elected to serve on a council
Electoral Change Order (or Order)	A legal document which implements changes to the electoral arrangements of a local authority
Division	A specific area of a county, defined for electoral, administrative and representational purposes. Eligible electors can vote in whichever division they are registered for the candidate or candidates they wish to represent them on the county council
Electoral fairness	When one elector's vote is worth the same as another's
Electoral imbalance	Where there is a difference between the number of electors represented by a councillor and the average for the local authority
Electorate	People in the authority who are registered to vote in elections. For the purposes of this report, we refer specifically to the electorate for local government elections

Local Government Boundary Commission for England or LGBCE	The Local Government Boundary Commission for England is responsible for undertaking electoral reviews. The Local Government Boundary Commission for England assumed the functions of the Boundary Committee for England in April 2010
Multi-member ward or division	A ward or division represented by more than one councillor and usually not more than three councillors
National Park	The 13 National Parks in England and Wales were designated under the National Parks and Access to the Countryside Act of 1949 and can be found at <a href="http://www.nationalparks.gov.uk">www.nationalparks.gov.uk</a>
Number of electors per councillor	The total number of electors in a local authority divided by the number of councillors
Over-represented	Where there are fewer electors per councillor in a ward or division than the average
Parish	A specific and defined area of land within a single local authority enclosed within a parish boundary. There are over 10,000 parishes in England, which provide the first tier of representation to their local residents
Parish council	A body elected by electors in the parish which serves and represents the area defined by the parish boundaries. See also 'Town council'
Parish (or Town) council electoral arrangements	The total number of councillors on any one parish or town council; the number, names and boundaries of parish wards; and the number of councillors for each ward

Parish ward	A particular area of a parish, defined for electoral, administrative and representational purposes. Eligible electors vote in whichever parish ward they live for candidate or candidates they wish to represent them on the parish council
PER (or periodic electoral review)	A review of the electoral arrangements of all local authorities in England, undertaken periodically. The last programme of PERs was undertaken between 1996 and 2004 by the Boundary Commission for England and its predecessor, the now-defunct Local Government Commission for England
Political management arrangements	The Local Government and Public Involvement in Health Act 2007 enabled local authorities in England to modernise their decision making process. Councils could choose from two broad categories; a directly elected mayor and cabinet or a cabinet with a leader
Town council	A parish council which has been given ceremonial 'town' status. More information on achieving such status can be found at <a href="http://www.nalc.gov.uk">www.nalc.gov.uk</a>
Under-represented	Where there are more electors per councillor in a ward or division than the average
Variance (or electoral variance)	How far the number of electors per councillor in a ward or division varies in percentage terms from the average

Ward	A specific area of a district or borough, defined for electoral, administrative and representational purposes. Eligible electors can vote in whichever ward they are registered for the candidate or candidates they wish to represent them on the district or borough council
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**Pickles urges council to open 'digital doors' to meetings: Eric Pickles has said the public should be able to film council meetings.**

Department for Communities and Local Government (DCLG) has issued a plain English guide explaining how members of the public can not only attend council cabinet meetings, but also report them online using social media and film them.

The Guide states that under new nationwide regulations introduced last year designed to introduce greater transparency into meetings of a council's executive, committees and sub-committees, authorities must provide reasonable facilities allowing any member of the public to report.

It continues that councils should also permit the filming of councillors and officers at meetings that are open to members of the public and the Data Protection Act does not prevent such open filming of public meetings.

However, councils can ask for filming to be undertaken in an unobtrusive and non-disruptive manner and members of the public wishing to film are asked to liaise with council staff before proceedings begin.

The guide states the new rules permit citizen journalists, including bloggers, tweeters, Facebook and YouTube users, to use social media to report on meetings. It also sets out circumstances under which council meetings could be held in private, and how records of executive decisions should be made available.

Communities secretary Eric Pickles said: 'I want to stand up for the rights of journalists and taxpayers to scrutinise and challenge decisions of the state. Data protection rules or health and safety should not be used to suppress reporting or a healthy dose of criticism.'

'Modern technology has created a new cadre of bloggers and hyper-local journalists, and councils should open their digital doors and not cling to analogue interpretations of council rules,' Mr Pickles added.

'Councillors shouldn't be shy about the public seeing the good work they do in championing local communities and local interests.'

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**MINUTES OF THE MEETING OF  
SPECIAL COUNCIL  
HELD AT FOLLATON HOUSE, TOTNES ON THURSDAY, 31 OCTOBER 2013**

<b>Members in attendance</b>			
<b>* Denotes attendance</b>		<b>∅ Denotes apology for absence</b>	
*	Cllr K J Baldry	*	Cllr M J Hicks
*	Cllr A D Barber	*	Cllr P W Hitchins (Vice Chairman)
*	Cllr H D Bastone	*	Cllr J M Hodgson
*	Cllr J H Baverstock	*	Cllr T R Holway
*	Cllr J I G Blackler	∅	Cllr L P Jones
*	Cllr I Bramble	∅	Cllr D W May
*	Cllr J Brazil	*	Cllr C M Pannell
*	Cllr C G Bruce-Spencer	*	Cllr J T Pennington
*	Cllr B F Cane	*	Cllr R Rowe
*	Cllr B E Carson (Chairman)	*	Cllr M F Saltern
∅	Cllr R J Carter	∅	Cllr P C Smerdon
*	Cllr B S Cooper	*	Cllr J W Squire
*	Cllr S E Cooper	*	Cllr R C Steer
*	Cllr P Coulson	∅	Cllr M Stone
*	Cllr P K Cuthbert	*	Cllr R J Tucker
*	Cllr R J Foss	*	Cllr R J Vint
*	Cllr R D Gilbert	*	Cllr L A H Ward
*	Cllr A S Gorman	*	Cllr J A Westacott MBE
*	Cllr M J Hannaford	*	Cllr K R H Wingate
*	Cllr J D Hawkins	*	Cllr S A E Wright

<b>Item No.</b>	<b>Minute Ref No below refers</b>	<b>Officers in attendance and participating</b>
All agenda items		Chief Executive, Monitoring Officer and Democratic Services Manager

**31/13 DECLARATIONS OF INTEREST**

Members were invited to declare any interests in the items of business to be considered during the course of the meeting, but there was none made.

**32/13 QUESTIONS**

It was noted that one question had been received in accordance with Council Procedure Rule 8:

**From Cllr Brazil to Cllr Tucker, Leader of Council**

*The Boundary Commission has recommended West Devon keeps the same number of Councillors at 31. Why do you think every 1400 electors in West Devon gets a representative at Council whereas in the South Hams you will need over 2300 electors to get a representative?*

In reply, Cllr Tucker advised that the Council had made its recommendations and West Devon Borough Council had done likewise and it just so happened that the Boundary Commission had broadly agreed with both.

With regard to the levels of representation, in the event of the Council membership being reduced to 31, then this would still compare favourably with the total number of residents which each Teignbridge District Council (TDC) Member represented. On average, each TDC Member represented 2,702 residents, whereas (based upon a membership of 31), South Hams District Council Members would represent an average of 2,696 residents.

### 33/13 NOTICE OF MOTION

Members were informed that no motions had been received in accordance with Council Procedure Rule 10.1.

### 34/13 TRANSFORMATION PROGRAMME 2018

The Council considered a report that proposed the adoption of the T18 Programme which aimed to deliver a new operating model in partnership with West Devon Borough Council and that would ensure that both councils continued to deliver quality services for its customers and communities.

In the subsequent discussion, reference was made to:-

(a) the opening comments of the Leader of Council. In introducing the report, the Leader highlighted that:-

- the Programme was a groundbreaking way forward to addressing the major budgetary pressures facing the Council, whilst maintaining front line services. Furthermore, the Programme presented a number of opportunities, with new technological advancements enabling improved customer service provision and choice;
- such technology was already being used by other authorities and was tried and tested. As a consequence, the Leader was confident that the programme would work;
- the impact on staff was incredibly difficult and there was a need for Members to treat all staff with care and sensitivity;
- approval to adopt the Programme was also being sought from West Devon Borough Council at its meeting on 4 November 2013. Assuming that both councils agreed to adopt the Programme, the Leader hoped that the next stage of work would then commence immediately afterwards.

(b) an amendment to the motion. The following amendment was **PROPOSED** and **SECONDED**:-

*'That the Council should fully investigate and consider alternative transformation models before adopting the proposed T18 Model.'*

In support of the amendment, the following points were made:-

- The proposer felt that alternative options (e.g. generating more income from the Council's assets and exploiting grant funding opportunities from renewable energy) had not been given sufficient consideration. Therefore, the Member considered that too much emphasis had been given to cuts rather than income generation;
- Some Members drew attention to concerns which had been outlined in the Grant Thornton External Audit report and the report commissioned by Unison. In particular, the Members felt that the proposals were being rushed and quoted directly the comments in respect of channel shift often being 'more challenging than was anticipated';

In contrast, other Members did not support the amendment and specifically highlighted that:-

- the Grant Thornton and Unison commissioned reports were balanced and those areas of concern which had been raised would be taken on board;
- the number of informal Member sessions on the proposals had been considerable and the benefits of now deferring a decision at this meeting were questioned;
- the extent of the budgetary pressures faced by the Council. Such was the extent of the pressures, that the view was expressed that the alternative options which had been suggested would not be sufficient to meet the budget deficit.

In accordance with Council Procedure Rule 15.5, a recorded vote was then demanded on the amendment. The voting on the amendment was recorded as follows:-

For the amendment (7):                      Cllrs Baldry, Brazil, B Cooper,  
Gorman, Hodgson, Pannell and Vint.

Against the amendment (25):              Cllrs Bastone, Baverstock, Blackler,  
Bramble, Bruce-Spencer, Cane,  
Carson, S Cooper, Coulson, Cuthbert,  
Foss, Gilbert, Hawkins, Hicks,  
Hitchins, Holway, Pennington, Rowe,  
Saltern, Squire, Steer, Tucker, Ward,  
Wingate and Wright.

Abstentions (3):                              Cllrs Barber, Hannaford and Westacott

Absent (5):                                      Cllrs Carter, Jones, May, Smerdon  
and Stone

and the amendment was therefore declared **LOST**.

- (c) Council employees being its most valuable asset. A number of Members reiterated the subsequent impact of the Programme on staff. A Member stated that he could not support the proposals since a reduction of 97 staff would be detrimental to the services received by his constituents;
- (d) the importance of the governance arrangements being robust. Some Members reiterated the Grant Thornton conclusions in respect of governance and hoped that these would be taken on board. Another Member expressed her regret that the proposed Steering Group would not include any Minority Group Member representation;
- (e) ensuring that there remained adequate face to face contact for our customers. Whilst accepting the drive for greater customer self sufficiency, some Members emphasised the importance of maintaining adequate face to face contact with officers and, as a public service, felt that the Council should not become overly reliant on IT solutions. In response, the Chief Executive emphasised that the Programme would enable a choice of contact for the customer and IT solutions would not be forced upon residents. Whilst IT solutions would help to deliver the programme, the quality of service provision remained of paramount importance;
- (f) rigorous scrutiny throughout the Programme. The importance of a rigorous scrutiny process throughout the Programme was emphasised;
- (g) central government grant funding. Strong concerns were expressed by a number of Members in respect of the extent of the grant funding reductions being received by local councils from central government;
- (h) the lack of formal public consultation on the proposals. In light of the scale of the Programme, a Member regretted the lack of public consultation on the proposals. In reply, another Member stated that since the proposals were seeking to reduce costs yet improve customer service, the Programme would be welcomed by local residents;
- (i) the benefits of increased Shared Services provision. A Member maintained his belief that there were significant savings to be made through sharing services with Teignbridge District Council (TDC). The Leader proceeded to advise that, as instructed by the Council at its last meeting (Minute 27/13(a) refers), he had now written to TDC and had recently received a response. In the response, TDC did wish to meet and discuss the Transformation Programme, but did not express an interest in sharing services with the Council.

In accordance with Council Procedure Rule 15.5, a recorded vote was then demanded on the motion. The voting on the motion was recorded as follows:-

For the motion (28): Cllrs Barber, Bastone, Baverstock, Blackler, Bramble, Bruce-Spencer, Cane, Carson, S Cooper, Coulson, Cuthbert, Foss, Gilbert, Hannaford, Hawkins, Hicks, Hitchins, Holway, Pennington, Rowe, Saltern, Squire, Steer, Tucker, Ward, Westacott, Wingate and Wright

Against the motion (7): Cllrs Baldry, Brazil, B Cooper, Gorman, Hodgson, Pannell and Vint

Abstentions (0)

Absent (5): Cllrs Carter, Jones, May, Smerdon and Stone

and the motion was therefore declared **CARRIED**.

It was then:

### **RESOLVED**

1. That, in partnership with West Devon Borough Council (WDBC), the T18 model comprising the commissioning/delivery model, transformed shared business process and ICT (as outlined at Appendix A to the presented agenda report) be adopted.
2. That an investment budget of £2.95 million be approved for the T18 Programme (SHDC's share of the overall budget of £4.85 million), to be released at three key milestones (as outlined at Appendix B to the presented agenda report) to deliver annual recurring revenue savings of £2.5 million (SHDC's share of the savings of £3.8 million).
3. That authority be given to the release of the funding for key programme expenditure milestone one (as outlined at Appendix B to the presented agenda report) consisting of business process redesign, ICT procurement and accommodation up to £682,800 (SHDC's share of £1.275m) within the total budget of £4.85 million (as outlined at Appendix B to the presented agenda report).
4. That authority be delegated to the Executive to release funding for key programme expenditure milestones two and three at key points over the 30 month period to April 2016, as detailed at Appendix B to the presented agenda report.

5. That the investment costs of £1.01 million be financed in accordance with the Investment and Financing Strategy, as shown in section 1.3 of Appendix C to the presented agenda report.
6. That £700,000 be transferred from the General Fund Balance (Unearmarked Reserve) and £310,000 from the Strategic Issues Reserve into an Earmarked Reserve for T18, as shown in section 1.4 of Appendix C to the presented agenda report.
7. That authority be delegated to the Head of Finance and Audit to determine the appropriate allocation of investment costs against revenue and capital funds.
8. That the sharing of investment costs and savings be agreed as set out in sections 1.6 to 1.7 of Appendix C to the presented agenda report.
9. That an accommodation strategy be proceeded with (as outlined at option 2 in paragraph 4.5 of the presented agenda report) that promotes agile working and creates the greatest financial saving. Retaining access to services at Kilworthy Park along with a Civic Hub, Member Services and staff touchdown facilities, and co-locate support staff for both Councils at Follaton House.
10. That the programme governance arrangements be adopted as set out in Appendix E of the presented agenda report and it be noted that further discussion will take place on the longer term Member structures.
11. That consultation continue to take place with staff and unions on the creation, in partnership with WDBC, of a new 'host organisation' able to give a whole organisation response to service demands rather than a traditional departmental response. That new contracts of employment be issued with new terms and conditions for all staff who will still be employed by both Councils.
12. That the Council moves to a commissioning/locality model and continues to work with officers over the next twelve months to develop these aspects of the Model, so that the needs of individual Members and their local communities can best be served.

35/13 **POLITICAL STRUCTURE – ELECTORAL REVIEW AND WEBCASTING**

The Council considered a report that presented the recommendations of the Political Structures Working Group in respect of the draft warding arrangements arising from the Electoral Review and the merits of webcasting Member meetings.

In discussion, reference was made to:-

- (a) an amended proposal which had been tabled to the meeting with a supporting paper. The amendment was **PROPOSED** and **SECONDED** to read as follows:-

*'The LGBC should be recommended to wait at least until 2018 to review the warding in SHDC by which time the current changes to District council management, customer services, central government financial cuts and budgets may have stabilised and the new Local Plan will be in place.'*

*A single change that could assist in improving current electoral equality without major ward changes is to reduce the number of councillors representing Dartmouth and Kingswear from three to two thereby creating a 39 Member council and reducing the number of wards exceeding the 10% variance by 5%.*

In support of the amendment, reference was made to:-

- it being more appropriate for the Review to take place during a period of greater stability for the Council;
- there being a general acceptance that the future role of the Member would see an increase in workload and it therefore did not make sense to reduce the number of Members from 40 to 31;

In disagreement with the amendment, a Member commented that the Review was triggered automatically by electoral variances. As a result, the Council could not simply tell the Commission to defer until a later date.

In accordance with Council Procedure Rule 15.5, a recorded vote was then demanded on the amendment. The voting on the amendment was recorded as follows:-

For the amendment (9): Cllrs Baldry, Barber, Brazil, Gorman, Hannaford, Hodgson, Pannell, Vint and Westacott

Against the amendment (25): Cllrs Bastone, Baverstock, Blackler, Bramble, Bruce-Spencer, Cane, Carson, S Cooper, Coulson, Cuthbert, Foss, Gilbert, Hawkins, Hicks, Hitchins, Holway, Pennington, Rowe, Saltern, Squire, Steer, Tucker, Ward, Wingate and Wright

Abstentions (1): Cllr B Cooper

Absent (5): Cllrs Carter, Jones, May, Smerdon and Stone

and the amendment was therefore declared **LOST**.

(b) A further amendment to the second recommendation was **PROPOSED** and **SECONDED** and read as follows:-

*'That the Democratic Services Manager, in consultation with the Leader of Council, be given delegated authority to finalise the council's submission to the Local Government Boundary Commission for England before the deadline of 11 November 2013. The LGBCE be asked to take account of the Council preference for single member rural wards. Specifically, at the western South Hams, to change the suggested boundaries so that Sparkwell village is placed with Bickleigh and Cornwood, Lee Mill is placed in a Lee Mill and Yealmpton ward and a ward of Newton and Holbeton is created.'*

In support of the amendment, reference was made to its intention being to overcome the number of Multi-Member rural wards which had been proposed by the Commission.

When put to the vote, the amendment was declared **LOST**.

- (c) the likelihood of Members representing very large rural areas of which they would have little knowledge. In addition, a Member commented that the proposed revised warding arrangements in the rural areas were bewildering;
- (d) the proposals making it even less attractive for younger residents to consider standing to be an elected Member;
- (e) the methodology of the Review being flawed. In light of the emphasis of the Review being on equality of electoral numbers, this did not take account of variations through second homes or tourists visiting the South Hams. As a result, the comment was made that the process was fundamentally flawed;
- (f) the proposals in respect of Townstal. Some Members felt that Townstal had no commonality with Dartmouth, Kingswear or Stoke Gabriel and asked that representations be made whereby Townstal be retained as a single Member ward. In contrast, another Member emphasised the importance of integration and felt it would be morally inappropriate to label a ward in light of its indices of deprivation;
- (g) the role of Members in raising the profile of this issue amongst residents during the consultation phase. In so doing, it was considered important for residents to be made aware of what was being proposed and how they could respond to the consultation;
- (h) support for the proposals. Some Members informed that they were content with the proposals published by the Commission;



- (i) the merits of webcasting. A Member highlighted the importance of the decision making process being transparent and the recent announcement from the Secretary of State that a new law would be put before Parliament on Monday, 4 November which sought to give the press and public new rights to film and report Council meetings. As a result, the following amendment was **PROPOSED** and **SECONDED** and when put to the vote was declared **CARRIED**:

*‘That the Council does not support webcasting its Member meetings at this time, but this will be reviewed again in twelve months time.’*

In accordance with Council Procedure Rule 15.5, a recorded vote was then demanded on recommendation 1 of the motion. The voting on recommendation 1 was then recorded as follows:-

For the motion (22): Cllrs Bastone, Baverstock, Bramble, Bruce-Spencer, Cane, Carson, Coulson, Cuthbert, Foss, Gilbert, Hawkins, Hicks, Hitchins, Holway, Rowe, Saltern, Squire, Steer, Tucker, Ward, Wingate and Wright

Against the motion (11): Cllrs Baldry, Barber, Brazil, B Cooper, S Cooper, Gorman, Hannaford, Hodgson, Pannell, Vint and Westacott

Abstentions (2): Cllrs Blackler and Pennington

Absent (5): Cllrs Carter, Jones, May, Smerdon and Stone

and the amendment was therefore declared **CARRIED**.

It was then:

### **RESOLVED**

1. That the draft recommendations which have been published by the Local Government Boundary Commission for England on the future electoral arrangements for South Hams District Council (as outlined in Appendix 1) be endorsed.
2. That the Democratic Services Manager, in consultation with the Leader of Council, be given delegated authority to finalise the council's submission to the Local Government Boundary Commission for England before the deadline of 11 November 2013;
3. That the Council does not support webcasting its Member meetings at this time, but this will be reviewed again in twelve months time.

(Meeting commenced at 2.00 pm and concluded at 4.00 pm)

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Chairman

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