

Phil Norrey  
Chief Executive

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To: The Chairman and Members of  
the Place Scrutiny Committee

County Hall  
Topsham Road  
Exeter  
Devon  
EX2 4QD

(See below)

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Your ref :  
Our ref :

Date : 6 June 2016  
Please ask for : Wendy Simpson, 01392 384383

Email: wendy.simpson@devon.gov.uk

## **PLACE SCRUTINY COMMITTEE**

Tuesday, 14th June, 2016

A meeting of the Place Scrutiny Committee is to be held on the above date at 2.00 pm in the Committee Suite, County Hall, Exeter EX2 4QD to consider the following matters.

P NORREY  
Chief Executive

## **A G E N D A**

### **PART I - OPEN COMMITTEE**

- 1 Apologies for Absence
- 2 Minutes  
Minutes of the meeting held on 7 March 2016 (previously circulated).
- 3 Items Requiring Urgent Attention  
Items which in the opinion of the Chairman should be considered at the meeting as matters of urgency.
- 4 Public Participation  
**(2.05pm)** Members of the public may make representations/presentations on any substantive matter listed in the published agenda for this meeting, as set out hereunder, relating to a specific matter or an examination of services or facilities provided or to be provided.

### **MATTERS FOR CONSIDERATION OR REVIEW**

- 5 Department of Transport 20mph Speed Limits: Police Accident Data and Police Speed Enforcement Policy. (Pages 1 - 10)  
**(2.10pm)** Report of the Head of Highways, Capital Development and Waste (HCW/16/44) attached, with attendance from Devon and Cornwall Police.

- 6            Mobile Phone Reception in Devon (Pages 11 - 16)  
**(2.30pm)** Report of the Head of Economy and Enterprise (EE/16/8), attached.
- 7            Connecting Devon and Somerset Programme Update (Pages 17 - 20)  
**(2.45pm)** Report of the Head of Economy and Enterprise (EE/16/9), attached.
- 8            Highways Communications with Parish Councils (Pages 21 - 30)  
**(3.00pm)** Report of the Head of Highways, Capital Development and Waste (HCW/16/45), attached.
- 9            Tender Process for Highway Maintenance Contract Update  
**(3.20pm)** The Head of Highways, Capital Development and Waste to report.
- 10          Air Quality and Car Emissions (Pages 31 - 36)  
**(3.35pm)** Report of the Head of Planning, Transportation and Environment (PTE/16/29), attached.
- 11          Rail Infrastructure: Possible future rail routes and resilience of the rail infrastructure  
(Pages 37 - 40)  
**(3.55pm)** Report of the Head of Planning, Transportation and Environment (PTE/16/30), attached.
- 12          Community Transport (Pages 41 - 54)  
**(4.15pm)** Report of the Head of Services for Communities (SC/16/6), attached.
- 13          Place Scrutiny Committee Work Programme  
In accordance with the previous practice, Scrutiny Committees are requested to review the list of forthcoming business (previously circulated) and to determine which items are to be included in the Work Programme. The Work Programme is also available on the Council's website at <http://democracy.devon.gov.uk/mgPlansHome.aspx?bcr=1>
- The Committee may also wish to review the content of the Cabinet Forward Plan (available at <http://democracy.devon.gov.uk/mgPlansHome.aspx?bcr=1> to see if there are any specific items therein it might wish to explore further.

#### **MATTERS FOR INFORMATION**


- 14          Dates of Future Meetings  
Please use link below for County Council Calendar of Meetings:  
  
<https://new.devon.gov.uk/democracy/calendar/>

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

Nil

*Members are reminded that Part II Reports contain confidential information and should therefore be treated accordingly. They should not be disclosed or passed on to any other person(s). Members are also reminded of the need to dispose of such reports carefully and are therefore invited to return them to the Democratic Services Officer at the conclusion of the meeting for disposal.*

**MEMBERS ARE REQUESTED TO SIGN THE ATTENDANCE REGISTER**

<b>Membership</b>
Councillors K Ball, P Bowden, C Clarence, T Dempster, A Eastman, R Edgell, J Hawkins, R Hill, G Hook (Vice-Chair), B Hughes, J Owen, R Radford, R Vint, N Way and J Yabsley
<b>Declaration of Interests</b>
Members are reminded that they must declare any interest they may have in any item to be considered at this meeting, prior to any discussion taking place on that item.
<b>Access to Information</b>
Any person wishing to inspect the Scrutiny Work Programme, Reports or Background Papers relating to any item on this agenda should contact Wendy Simpson on 01392 384383. The Work Programme and Agenda and minutes of the Committee are published on the Council's Website.
<b>Webcasting, Recording or Reporting of Meetings and Proceedings</b>
The proceedings of this meeting may be recorded for broadcasting live on the internet via the 'Democracy Centre' on the County Council's website. The whole of the meeting may be broadcast apart from any confidential items which may need to be considered in the absence of the press and public. For more information go to: <a href="http://www.devoncc.public-i.tv/core/">http://www.devoncc.public-i.tv/core/</a> In addition, anyone wishing to film part or all of the proceedings may do so unless the press and public are excluded for that part of the meeting or there is good reason not to do so, as directed by the Chairman. Any filming must be done as unobtrusively as possible from a single fixed position without the use of any additional lighting; focusing only on those actively participating in the meeting and having regard also to the wishes of any member of the public present who may not wish to be filmed. As a matter of courtesy, anyone wishing to film proceedings is asked to advise the Chairman or the Democratic Services Officer in attendance so that all those present may be made aware that is happening. Members of the public may also use Facebook and Twitter or other forms of social media to report on proceedings at this meeting. An open, publicly available Wi-Fi network (i.e. DCC) is normally available for meetings held in the Committee Suite at County Hall. For information on Wi-Fi availability at other locations, please contact the Officer identified above.
<b>Public Participation</b>
Devon's residents may attend and speak at any meeting of a County Council Scrutiny Committee when it is reviewing any specific matter or examining the provision of services or facilities as listed on the agenda for that meeting. Scrutiny Committees set aside 15 minutes at the beginning of each meeting to allow anyone who has registered to speak on any such item. Speakers are normally allowed 3 minutes each. Anyone wishing to speak is requested to register in writing with Wendy Simpson ( <a href="mailto:wendy.simpson@devon.gov.uk">wendy.simpson@devon.gov.uk</a> ) by 0900 hours on the day before the meeting indicating which item they wish to speak on and giving a brief outline of the issues/ points they wish to make. Alternatively, any Member of the public may at any time submit their views on any matter to be considered by a Scrutiny Committee at a meeting or included in its work Programme direct to the Chairman or Members of that Committee or via the Democratic Services & Scrutiny Secretariat ( <a href="mailto:committee@devon.gov.uk">committee@devon.gov.uk</a> ). Members of the public may also suggest topics (see: <a href="https://new.devon.gov.uk/democracy/committee-meetings/scrutiny-committees/scrutiny-work-programme/">https://new.devon.gov.uk/democracy/committee-meetings/scrutiny-committees/scrutiny-work-programme/</a> ) All Scrutiny Committee agenda are published at least seven days before the meeting on the Council's website
<b>Emergencies</b>
In the event of the fire alarm sounding leave the building immediately by the nearest available exit, following the fire exit signs. If doors fail to unlock press the Green break glass next to the door. Do not stop to collect personal belongings, do not use the lifts, do not re-enter the building until told to do so.
<b>Mobile Phones</b>
Please switch off all mobile phones before entering the Committee Room or Council Chamber
<b>If you need a copy of this Agenda and/or a Report in another format (e.g. large print, audio tape, Braille or other languages), please contact the Information Centre on 01392 380101 or email to: <a href="mailto:centre@devon.gov.uk">centre@devon.gov.uk</a> or write to the Democratic and Scrutiny Secretariat at County Hall, Exeter, EX2 4QD</b>
 Induction loop system available



HCW/16/44

Place Scrutiny Committee  
14 June 2016

## **Department of Transport 20 mph Speed Limits: Police accident data and Police Speed Enforcement Policy**

Report of the Head of Highways, Capital Development and Waste

### **1. Introduction**

Current Policy on Local Speed Limits has been approved by the County Council and has been considered by Scrutiny on a number of occasions.

This report includes a copy of the current Devon Traffic Policy and Devon Traffic Advice Note on Local Speed Limits. These are provided to set the context for the discussions at Place Scrutiny Committee with the Police on accident data and enforcement policy.

Publication of the Department for Transport's (DfT) study on a national review of 20mph speed limits is not now anticipated until 2017.

Once the DfT publishes new information to Local Highway Authorities on setting local speed limits, the current Devon Policy Local Speed Limits will be reviewed to take account of such information. The review may lead to proposals for Policy changes, which will be referred to Place Scrutiny for its views before a report being presented to Cabinet for policy approval.

### **2. Current Position**

The County Council agreed Devon's speed limit policy in August, 2006. The Report can be seen on the DCC website using the following link:

<http://democracy.devon.gov.uk/Data/Cabinet/20060801/Minutes/pdf-EEC-06-92-HQ.pdf>

A Scrutiny investigation into 20 mph limits was reported at Scrutiny in November 2008. The Task Group covering report can be seen on the DCC website using the following link:

[http://democracy.devon.gov.uk/celistdocuments.aspx?MID=1465&DF=11%2f11%2f2008&A=1&R=0&F=embed\\$text](http://democracy.devon.gov.uk/celistdocuments.aspx?MID=1465&DF=11%2f11%2f2008&A=1&R=0&F=embed$text)

Scrutiny considered a report on Road Traffic Collisions and Casualties in September 2014 that included a discussion of 20mph speed limits. The minutes of the discussions can be seen on the DCC website using the following link:

<http://democracy.devon.gov.uk/CeListDocuments.aspx?MID=1503&RD=Minutes&DF=15%2f09%2f2014&A=1&R=0>

Scrutiny considered a report on Speed Limit Policy in Sept 2015. The minutes of the meeting can be seen on the DCC website using the following link:

<http://democracy.devon.gov.uk/CeListDocuments.aspx?MID=1511&RD=Minutes&DF=11%2f09%2f2015&A=1&R=0>

At its meeting in September 2015, Place Scrutiny resolved "that consideration of the issues identified above be deferred until the Committee meeting in March 2016, to be considered alongside the report on the Department of Transport's (DfT) national review of 20mph speed limits, and that the Devon Cornwall Constabulary be also invited to attend that meeting to respond to concerns about accident data and provide a statement on their enforcement policy."

# Agenda Item 5

This report includes a copy of the current Devon Traffic Policy and Devon Traffic Advice Note on Local Speed Limits. This is the Policy that currently operates across Devon to provide a consistent approach to the provision of speed limits on Devon's roads. It is provided for Scrutiny Members to set the context for the discussions at Place Scrutiny Committee with the Police on accident data and enforcement policy as resolved at the meeting in September 2015.

The DfT study of 20 mph Speed Limits has been delayed and is not now expected until, 2017.

Once the DfT publishes revised guidance to local authorities on setting local speed limits, or its study findings on 20mph limits (now expected in 2017), the current Devon Policy Local Speed Limits will be reviewed taking account of such publications. The review may lead to proposals for Policy changes, which will be referred to Place Scrutiny for its views before being presented to Cabinet for approval.

Meanwhile, the County Policy, which takes account of the current national guidance provided to Local Highway Authorities by the DfT, remains relevant and fit for purpose in Devon.

It is recognised that from time to time there are local concerns about speed. However, concerns relating to vehicle speed can be dealt with by working with the Police to assess issues and establish options for speed management, if any is required. Community complaints about problems caused by speed vehicles are considered by a Speed Complaint Action Review Forum (SCARF). The outcome of reviews may be enforcement (speed management via the police or Safety Camera Partnership), education (utilising "Vehicle Activate Speed Warning Signs") or engineering (subject to the availability of funding) Additionally we can work with communities to mobilise a "Community Speed Watch Campaign".

The County Council uses information collected and verified by the Police in assessing the objective need for an intervention to address a significant speed related safety problem. If a speed related collision history at a location warrants an intervention, it will be considered in the development of future programmes of work. The County Council budgets for such works are very limited as are staff design resources, so schemes are prioritised to ensure the best outcome from the available County Council resources.

However, where some form of intervention that meets agreed policy cannot be funded by the County Council, it may be able to proceed if there is a community contribution. This may be for a scheme to provide a vehicle activated sign or to provide or amend a gateway feature, for example. This approach is compatible with the Highway Self-help scheme.

Further information on how we handle these concerns can be found here: <http://www.devon.gov.uk/speedwatch>

David Whitton  
Head of Highways, Capital Development and Waste

## **Electoral Divisions: All**

Cabinet Member for Highway Management and Flood Prevention: Councillor Stuart Hughes

*Strategic Director, Place: Heather Barnes*

# Agenda Item 5

## Local Government Act 1972: List of Background Papers

Contact for enquiries: Matthew Scriven

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

Tel No: 01392) 383000

Background Paper	Date	File Reference
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Nil

ms260516psc Department for Transport 20mph Speed Limits including police Representation  
hk 04 030616

# Agenda Item 5



## TRAFFIC POLICY NOTE

LOCAL  
SPEED LIMITS

DTP  
34/05

### Policy

To work in partnership with local communities and in consultation with the police to:

- Provide 30 mph speed limits in communities
- Provide 20mph speed limits, where there is significant vulnerable road user activity and an identified, speed-related casualty record. Mean speeds will already be low; if not, the new restriction should be self-enforcing. Careful consideration should be given to the environmental impacts associated with the scheme which should not be introduced on roads serving a strategic function. 20mph speed limits may be provided in the vicinity of schools where the above criteria are met, ideally where highlighted in the school's travel plan.
- 40 mph speed limits in communities are an exception to the general policy and will require agreement from the Traffic Policy Team to ensure countywide consistency.
- Between communities the National Speed Limit will apply.
- As a result of the accident cluster review, to provide speed limits on sections of routes between communities where there is a significant reliable record of speed related accidents along that route. This will also require agreement from the Traffic Policy Team to ensure countywide consistency.

### Preamble

The Devon Local Transport Plan provides a link to the Devon Speed Management Strategy as the key document providing an overall focused approach to manage traffic speed for the prevention of speed related crashes, environmental and access improvements. It provides, in Objective 7 for the introduction of speed limits where appropriate to better match the local circumstances, in partnership with the Police and local community.

Criteria and guidance on implementing local speed limits is given in Traffic Advice Note DTA34/05.

### Devon Local Transport Plan Objectives

Positive effect on safety, economy, and environment and accessibility.

### Revisions

Revisions		
Nov 04	A	Approved by CED
Nov 09	B	Approved by DED EEC

Traffic Policy Team  
Environment Directorate,  
Lucombe House,  
Topsham Road,  
Exeter, EX2 4QW

Traffic Policy Team  
Telephone: 01392 382112  
Fax: 01392 382135  
Email: [environment@devon.gov.uk](mailto:environment@devon.gov.uk)





# TRAFFIC ADVICE NOTE

LOCAL  
SPEED LIMITS

DTA  
34/05

Agenda Item 5

## Implementation of Policy

Policy DTP 34/05 sets out the criteria for introducing speed limits in Devon, this advice note gives further guidance to the implementation of those speed limits.

## Preamble

Care should be taken to ensure route consistency and many lower limits with short gaps between them should be avoided. Where there is justification for lower speed limits based on safety considerations, a 'whole route' approach may be appropriate.

Road Crash statistics shown that inappropriate speeding is a contributory factor in about one third of personal injury accidents.

## Devon Local Transport Plan Objectives

Positive effect on safety, economy, and environment and accessibility.

## Revisions

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Nov 04	A	Approved by CED
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Lucombe House,  
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# Agenda Item 5

## LOCAL SPEED LIMITS – ASSESSMENT (SPEED LIMIT REVIEW)

STREET LIGHTING SYSTEM

30MPH UNLESS OTHER SPEED LIMIT TRO IN PLACE

20 MPH SPEED LIMIT OR ZONE

- SIGNIFICANT VULNERABLE ROAD USER ACTIVITY
- SPEED RELATED CASUALTY ACCIDENT HISTORY
- MEAN SPEEDS LOW (AROUND 20MPH) OR PROPOSED ENGINEERING WILL MAKE LIMIT SELF ENFORCING (EVIDENCE TO BE COLLATED)
- ENVIRONMENTAL IMPACT OF SCHEME TO BE CONSIDERED IN TERMS OF SIGNING LINING NOISE POLLUTION ETC.
- NOT ON ROADS SERVING A STATEGIC FUNCTION
- IF OUTSIDE A SCHOOL SHOULD ALSO BE PART OF THE ADOPTED SCHOOL TRAVEL PLAN
- MUST HAVE SUPPORT IN THE WIDER COMMUNITY

30 MPH SPEED LIMIT

- NORM IN COMMUNITIES (MINIMUM DENSITY 3 FRONTAGES PER 100 METRES)
- MINIMUM OF 20 FRONTAGES OVER 600 METRES
- REQUESTS WHICH DO NOT MEET THESE CRITERIA MAY BE CONSIDERED THROUGH THE DEPARTURE FROM POLICY PROCEDURE.

40 MPH OR 50 MPH SPEED LIMIT

- OUTSIDE OF 30 MPH LIMITS WHERE THERE IS A SPEED RELATED CASUALTY ACCIDENT HISTORY
- REQUESTS WHICH DO NOT MEET THESE CRITERIA MAY BE CONSIDERED THROUGH THE DEPARTURE FROM POLICY PROCEDURE.
- TRANSITIONAL SPEED LIMITS MAY BE CONSIDERED WHERE COMMUNITIES ARE LOCATED CLOSELY TOGETHER (LESS THAN 800 METRES)

NATIONAL SPEED LIMIT

NORM BETWEEN COMMUNITIES

## 1. Planning Guidance

### 1.1 Departures from policy

- Departures from policy will be considered under the following circumstances with respect to length of speed limit and number of frontages within the community. (See DTA 01A/09)
  - Compliance with the proposed limit can be demonstrated
  - A relevant casualty accident record exists within the proposed limit

### 1.2 Safety

- A study of types of accidents, their severity, causes and frequency indicates whether an existing speed limit suits present conditions or whether it needs to be changed. Also this could indicate whether the introduction of other safety measures are also appropriate such as footways, street lighting, signing etc. The needs of vulnerable road users and quality of life also need to be taken into account
- Annual accident cluster analysis should identify routes where inappropriate speeds are an issue

### 1.3 Consultations

- Consultations with the County Councillor and local community representatives such as District, Town and Parish Councils are very important when proposals are put forward or consideration is being given to changing a speed limit. The consultations need to be effective and determine the express wishes of the community.
- In industrial areas Industrial Estate Forums and Freight Quality Partnerships should be included in the consultations
- Route continuity is an important issue. Where possible the same speed limits should be applied for similar circumstances along a single route, with the route being considered as a whole.
- Examples of factors that would be dealt with as part of the consultation process for certain locations are detailed below :-

#### (a) Communities

- Evidence of community support and commitment (including possible financial contribution from Town/Parish).
- Agreement that the change can be justified in terms of a net overall measurable benefit, having taken into account safety, economy, and the environment. This needs to be dealt with at an early stage so that the community is aware of any concerns
- Agreement that the signed boundaries of the settlement nameplates should, wherever possible, be located at the same point as speed limit entry signs
- Sufficient resources need to be available to put in place, where necessary, any suitable physical measures such that a lower limit will not create further dangers e.g. by increasing overtaking manoeuvres. Full audit procedures need to be used
- Monitoring should include speed measurement (mean, 85%ile and top speed), accidents and community satisfaction
- For guidance a community would generally have 20 or more properties with individual frontages on the through road with a minimum density of 3 properties every 100 metres.

#### (b) Child Sensitive Areas

- Evidence of school, parent and community support and co-operation
- Schemes directly connected with a school should be part of a School Travel Plan (STP) and this process will help to determine the road priorities

# Agenda Item 5

The existence of flashing warning lights and the operation of school crossing patrols needs to be taken into account

- 20mph zones/speed limits may also be extended to estate roads around schools as part of the STP process
- Monitoring should include vehicle speeds, reported injury crashes, satisfaction of users, and levels of walking and cycling by children

## (c) Cycle Routes on Minor Roads including the National Cycle Network

- The introduction of suitable measures, which could include lower speed limits to the normal level (possibly advisory), such that the safety and comfort of cyclists, walkers and horses are enhanced
- Specific investigations may need to take place into the range of calming / speed reduction measures available and possible development of new initiatives for particular locations. Confidence will be needed that proposed measures would slow down motor vehicles and raise the levels of driver awareness
- Satisfactory consultation with any households or farms along the routes, or needing to use the roads for access
- Monitoring should include speed measurement, accidents, feedback from vulnerable road users, and satisfaction of residents

## 1.4 The Major Road Network

- The national speed limit will generally apply. The lower limits would be linked to road safety and road layout and any deviation from this would require HQ Traffic Section approval.

## 2. Layout Considerations

### 2.1 Road Characteristic

- An important factor when setting a limit is what the road looks like to the road user. This is influenced by the road geometry (road width, sightlines, bends, crossings etc.) and the environment through which the road passes (rural, residential, shop frontages, schools etc). Road users will expect lower limits and drive slower where they can see that there are more potential risks
- To achieve a desired reduction in speed, measures such as traffic calming may need to be considered in order to alter the characteristic of the road so that it is compatible with the proposed limit. Advisory advanced warning may be appropriate

### 2.2 Length of Speed Limits

- 600m is the preferred minimum length on which to apply a limit, so that motorists will not be confused by too frequent changes in speed limit along a length of road. However, there may be circumstances where a shorter distance is suitable. The actual length adopted for a limit will depend on the limit applied and also on the conditions at or beyond the end points

### 2.3 Transitional Limits

- It may be appropriate to use a 40 mph or 50 mph limit (one step only) as a “buffer” transition between a length of road subject to a national limit and another length on which a lower limit is in force e.g. on the outskirts of towns with adjoining intermittent development. Transitional limits should however be restricted to sections of road where immediate speed reduction causes real difficulty. A “countdown” system of several mandatory limits at gradually decreasing speeds should be avoided, and again a route should be considered as a whole to avoid multiple changes in the speed limit.

### 2.4 Gradients/Bends etc.

- Where a limit would otherwise end on a steep gradient, sharp bend, hump-backed bridge or other hazard, the restriction may need to be extended so as to clear the hazard. Similarly, an extension

may be required to provide good visibility of the speed limit signs. A limit may also need to be extended so as to cover any new access to an estate. Advisory advanced warning may be appropriate

## 2.5 Isolated Hazards

- Mandatory speed limits should not be used to solve the problem of isolated hazards, such as a single road junction or bend

## 2.6 Interactive Signing

- Interactive signing can assist with reducing vehicle speeds. For the full effectiveness the use of such signs should be targeted to the most difficult areas such as approaches to unforeseen hazards

## 2.7 Roundabouts

- Where several roads with different limits enter a roundabout, the roundabout should be restricted at the same level as the majority of the approach roads. If there is an equal division, for example where a 30mph road crosses one restricted to 40 mph, the roundabout itself should take the lower limit. It follows that if all the approach roads have the same limit, the roundabout too should be restricted at that level. Care should be taken that approaching roads with a lower limit are not suddenly signed at a higher limit just as they reach the roundabout

## 3. Legal Background

- As contravention of a speed limit is an offence under the Road Traffic Regulation Act 1984, the police need to be consulted on any proposal
- Section 81 of the Road Traffic Regulation Act 1984 makes it an offence for a person to drive a motor vehicle on a restricted road at a speed of more than 30 mph. Section 82 (1) of that Act defines a restricted road as one on which there is a system of street lighting furnished by means of lamps placed not more than 183m apart
- The effect of Section 82 of the 1984 Act is that any road will become a restricted road when a system of lighting of the specified density is installed on it and will thus become subject to the restricted road speed limit of 30 mph (S.81), unless it is de-restricted by direction under S.82(2) allowing the national upper limit to apply, or some other limit as imposed by Order
- A section of road may, by Order, be given a 30mph speed limit or be designated as a restricted road so that a 30mph speed limit extends beyond a system of street lighting
- The use of repeater signs on lit 30mph roads is expressly forbidden by paragraph 11(4) (a) of the Traffic Signs (Speed Limits) General Directions 2002 (SI/3113)
- National guidance on the introduction of speed limits is given in Dft Circular 1/06, Setting Local Speed Limits

## 4. Signing of Speed Limits

- The regulations concerning terminal and repeater signs for speed limits are given in Directions 8, 9, 10 and 11 of TSRGD 2002
- Advice on the placement, size and frequency of speed limit signs is given in Chapter 3 of the Traffic Signs Manual.

## 5. Introducing a speed limit Traffic Regulation Order (TRO)

- After the initial consultations have taken place and all parties are in agreement with the proposed speed limit, it will be necessary to produce the required information / documentation in order for the County Solicitor to advertise the proposals. This includes the following:-
  - Copies of a drawing showing the extent of the limit(s)
  - A schedule of the proposals including any conditions needed
  - A statement of reasons

# Agenda Item 5

- The drawing should be of a reasonable scale in order for the general public to be able to identify the start and finish of the proposed speed limit(s), 1:2500 would be preferable.
- The schedule needs to identify each type of speed limit being proposed with terminal points being identified using measurements taken on site and not scaled off a map.

For a community speed limit the terminal points can be specified as a cordon of each road entering or passing through that community with the speed limit applying to all roads within that cordon.

On a single length of road each change in the speed limit needs to be identified. In both cases the terminal point needs to be defined as x metres north/south/east/west etc from a fixed point, i.e. a crossroads or a junction with another road, or can commence at a junction / crossroads.

Existing TROs would have to be checked to ensure duplication and confliction doesn't occur and revocations made as necessary.

- The statement of reasons needs to be clear and concise with links to the DLTP, a CTP or STP and any other road safety issues contributing to the decision to introduce a new speed limit.
- The schedule and statement of reasons should be entered onto DCC Traffic Orders System in the form of a memo with cost codes to the County Solicitors' office and then an e-mail sent to them with the EnvID number that the DCC system assigns to it so that they can progress the advertisement. The County Solicitors' office will check the documentation and arrange for the necessary adverts to be placed. A copy of the draft notice along with the plan will be available for viewing by the general public at the local Highway Management office and usually the local library during the advertising period. Copies are sent out by the County Solicitors' office to all consultees, i.e. police / emergency services, County Councillor and Town or Parish Council for their official view on the proposals.
- The next stage depends on the number of objections received:
  - If no objections are received it is possible to progress the order after notifying the local County Councillor and the chairman of the relevant HATOC.

If only a few objections are received it may be possible to progress the order with the approval of the chairman of the relevant HATOC and local County Councillor without having to wait for full HATOC approval. Approval needs to be in writing with copies of this sent to the County Solicitor.

A substantial number of objections will require a full HATOC report and committee details including date and minute number will need to be sent to the County Solicitor for their records.

All new TROs need to be reported to HATOC as works implemented under delegated powers.

- Each individual objector will require an answer in writing, giving a full explanation why the Order is to be implemented, modified or abandoned, which is sent out via the County Solicitors' office to the objector.
- When approved, the necessary signs and road markings should be ordered to coincide with the sealing of the Order. A date should be set with the County Solicitors' office to enable this. The County Solicitor will inform the relevant parties that the Order has been sealed and send them copies of the order where required.

EE/16/8

Place Scrutiny Committee  
14 June 2016

## **Mobile Phone Reception in Devon**

Report of the Head of Economy and Enterprise

### **1. Summary**

This report reviews mobile phone reception in Devon, its impact on the economy and work underway towards addressing “not-spots” in coverage.

National studies carried out have shown that rural businesses have estimated themselves to be suffering from losses of £150-£200 per month in income in not-spots. Residents and businesses have indicated a willingness to pay between £12 and £25 for an improved service. Ofcom 2015 coverage data shows that Devon is still significantly behind the UK average coverage level. Following the government’s Mobile Infrastructure Project, which has had a limited impact, the Economy and Enterprise Service has commissioned consultants to update coverage provision data, liaise with mobile operators, consider the options to address the not-spots in Devon, and to then develop a business case for public investment to improve mobile phone coverage potentially through implementing pilot sites.

### **2. Background and Introduction**

Mobile voice and data coverage across Devon is perceived to be poor when compared with other county areas in England. In 2012 Ofcom published a report based on a comprehensive coverage survey of the country which confirmed that there were significant mobile voice not-spots across the county of Devon and 3G mobile coverage by the majority of operators was limited to the more urban areas and market towns. The 2015 Ofcom data shows improvement but there are still significant gaps, particularly with 4G coverage. See Appendix I for definitions of mobile services and table giving breakdown of services.

Comprehensive 4G coverage in Devon is very important to economic and social development, and it is now regarded as a utility. As noted in a 2015 Ofcom study “high quality, widespread communications, fixed and mobile, are an engine of our economy and the pulse of our society” [Ofcom Connected Nations Report 2015.]. Improving mobile connectivity in Devon will have clear benefits for residents, rural businesses, visitors and brings social inclusion benefits. It will also complement and add value to the broadband roll out through the Connecting Devon and Somerset project.

Consumers, businesses, tourists (national and international) and travellers/backpackers all rely on mobile connectivity in their day to day lives. Small business productivity, future employment and economic development in rural areas would benefit from improved mobile coverage. Indeed, the role of mobile services continues to grow as illustrated in Ofcom’s Connected Nations 2015 Report: “Mobile services are playing an increasingly important role in our daily lives. This has created a growing expectation that mobile devices will work reliably wherever we are, whether at home, at work, in a car or out walking in the countryside.” The report goes on to say “the rate of growth in mobile data use continues to outstrip that on fixed broadband networks; it grew by a factor of 64% over the past year.” The report also refers to the 2013 government auction for 4G spectrum, where to support high speed 4G mobile broadband services. 4G licences in the UK are subject to the highest coverage obligation ever placed upon a mobile operator in this country requiring operators to reach 98% indoor coverage across the UK by the end of 2017.

# Agenda Item 6

## 3. Economic Impact

It has been estimated that planned mobile coverage investment could generate an 0.5% uplift of GVA [Source: ONS / Capital Economics, April 2012: Mobile Broadband and the UK Economy]. Using the most recent Cambridge econometrics model, Devon's GVA by 2022 is projected to be £18.81bn, so this produces a £94m uplift over Devon. This study also concluded that 10,932 jobs within the South West would be safeguarded through such investment.

Coverage of premises is important, but geographical coverage is especially important – for example, in the Tourism sector: The Ofcom 2012 report showed Devon only had 12% 3G coverage by all operators. This has now improved to 57% but is way behind the UK average of 88%. Devon is the third largest county in England and caters for 34m visitor trips a year – and with 3G/4G now considered ubiquitous by visitors, this could adversely impact an industry that forms 12% of the local economy with total visitor related spend estimated around £2.25bn per year in 2013.

Defra have carried out a study entitled “Estimating the value of mobile telephony in mobile network not-spots” which sampled “not-spot” residents, businesses and visitors from Department for Culture Media and Sport (DCMS) database of not-spot areas in 2013/14. This found that:

- Over 97% of residents and local visitors owned a mobile phone for personal use, and 85% for business, despite being in not-spot areas.
- Over 33% of residents and local visitors thought it important to get internet services on their phones, compared to 48% of Businesses – showing greater demand for mobile broadband from business.
- 50% of large and small businesses indicated being in a not spot had a negative impact on profit, turnover and productivity. The majority of losses estimated by businesses able to quantify impacts ranging between £100 and £250 per month – there being a positive correlation between the size of the business and size of the loss.
- Respondents across all segments were willing to pay for improved services – the degree very much dependant on their current distance from a workable voice service (i.e. 2G).
- 4G services were not valued more highly than 3G, except for tourists aged less than 45 – perhaps the latter had actually experienced the difference of 4G.
- On average, residents were willing to pay around £12 per month for the same level of an available nearby 2G voice services, and £23.40 per month if the service was improved beyond the current nearby signal (i.e. 3G/4G). For business these figures were £20.90 per phone, per month and £24.50 per phone, per month.

A study undertaken in Scotland, entitled Economic Impacts of Mobile Communications in Scotland – Report by the Scottish Government (SQW – Jan 2014) found that:

- Non-domestic rates are a key constraint to rural investment, as well as planning constraints, capital outlay and ongoing operational costs (power, backhaul and site rentals). The report suggested any ‘intervention’ focuses on reducing planning hurdles; increasing information sharing on potentially suitable publicly owned sites with lower rentals; reducing the complexity and burden of non-domestic rates (especially for small cells) and looking at ways of reducing the costs of fibre backhaul.
- Through overall improvements to mobile services (funded either publicly or privately), the model predicts a potential boost to Scotland's annual growth rate of 0.025%.



## 4. Update on National Government Plans and Programmes

Government has recognised the need for improved mobile connectivity across the UK and has carried out a number of activities to support this, as below.

### The Mobile Infrastructure Project

Subsequent to the 2012 Ofcom study the government awarded a national £150m contract to Arqiva under its Mobile Infrastructure Project (MIP) designed to produce a significant enhancement primarily in mobile voice but also data coverage across the UK. MIP was intending to build 25 masts in Devon but to date has gained planning permission for 10 Devon sites, of which 9 were being progressed to completion for the end of the project timescales in March 2016, with implementation currently not complete.

Lessons learned from MIP programme are mainly due to the rural and remote location of the sites, with significant challenges meaning MIP has struggled to achieve its original objectives for technical and economic reasons including: difficulty in providing power to some remote sites, site rental costs much higher than budgeted, gaining access for construction and maintenance, planning applications rejected, different spectrum allocations and the requirement to have two of the four mobile operators at each site. Also it was found that some not-spots identified in 2011 data now have coverage, so not-spot data is dynamic and subject to verification as a project progresses.

### Defra 10 Point Rural Productivity Plan

Mobile is one of the ten points in Defra's 10 Point Rural Productivity Plan, dated August 2015, relating to the delivery of "High Quality Widely Available Mobile Communications" which says: "The government will put in place the right conditions, and work actively with providers, to ensure rural areas have the best possible coverage of high quality mobile services:

- The government will work closely with industry to support further improvements to mobile coverage in the UK. This will supplement the legally binding obligation on Mobile Network Operators to provide voice and SMS text coverage to 90% of the UK by 2017 and Telefonica's licence obligation to deliver indoor 4G coverage to 98% of UK premises by 2017.
- The government proposes to extend permitted development rights to taller mobile masts in both protected and non-protected areas in England to support improved mobile connectivity, subject to conclusions from the Call for Evidence.

### DCMS Consultation on Permitted Development for Mobile Masts

In July 2015 the Government published a Review of How the Planning System in England Can Support the Delivery of Mobile Connectivity. This consultation document called for views on the effectiveness of the existing system of permitted development rights for telecommunications infrastructure, whether this should be streamlined and sought views on whether it should be changed to include taller masts.

A Government written statement to parliament (DCMS) on 17 March 2016 stated the intention to increase permitted development rights to allow for some taller masts, to follow a six week consultation period with the intention of launching in Summer 2016.

The 17 March 2016 statement confirmed the changes that would be made as a result of this review:

# Agenda Item 6

1. Where a site is already used for telecommunications infrastructure, we will extend permitted development rights to allow taller ground based masts to be built. The threshold for new ground based masts will increase from 15 metres to 25 metres in non-protected areas and a new permitted development right allowing new masts of up to 20 metres will be introduced in protected areas. To ensure that there is appropriate community engagement a prior approval will apply where a new mast is being built, meaning consideration will always be given to how to minimise the visual impact of masts.
2. Operators will also be able to increase the height of existing masts to 20 metres in both non-protected and protected areas without prior approval; between 20 metres and 25 metres in non-protected areas with a prior approval; and have a new automatic right to upgrade the infrastructure on their masts in protected areas to align with existing rights in non-protected areas. There will be a height restriction of 20 metres on highways and residential areas to accommodate vehicle lines of sight and pedestrian access.
3. In addition, we will lift restrictions on the number of antennae allowed on structures above 30 metres, while removing the prior approval requirement for individual antenna greater than 6 metres in height in non-protected areas and for 2 small cell antenna on residential premises in both non-protected and protected areas as the visual impact is limited.
4. We will also grant rights so small cell antenna on residential and commercial premises can face highways, and increase from 6 to 18 months the right for operators to be able to install emergency moveable transmission equipment.

## **5. Next Steps**

Devon County Council with other Connecting Devon and Somerset partners successfully obtained £2.5m growth deal funding from the HotSW LEP for spend in 2016/17 onwards to pilot mobile solutions to increase 4G coverage.

In late 2015, the Economy and Enterprise service commissioned consultants to consider the lessons learned from the MIP; update coverage data and maps; and consider the business case options for addressing the not-spots in Devon and Somerset, potentially using both large-scale and small-scale technology solutions.

The consultants will also review the plans and achievements to date of government programmes, identify coverage not-spots, work with the mobile operators under non-disclosure agreements to understand their plans and produce a summary report. They will then develop a business case for delivery of the best identified pilot solutions to the 4G coverage gaps, with a target of 5% coverage improvement. This project is expected to use a procurement exercise to match the growth deal funding with private sector funding as there will be interest from the operators in delivering innovative solutions.

In addition to government intending to change the planning system around larger masts, other local solutions, possibly using experience from the Airband broadband solutions and small “femto” cells will need to be considered, particularly in our National Parks and Areas of Outstanding Natural Beauty.

A further Growth Deal 3 bid has been submitted to take the learnings from this pilot project to raise coverage a further 10%. However, we will not know whether the bid is successful until the Chancellor’s Autumn Statement.

# Agenda Item 6

Mobile communications is also included in the Devolution asks, so that if the HotSW area is successful in gaining an infrastructure pot as part of a devolution deal, this should remove the need for annual competitive bids for funding into government and enable a more strategic approach to funding improvements in mobile coverage.

Keri Denton  
Head of Economy and Enterprise

## **Electoral Divisions: All**

Cabinet Member for Economy, Growth and Cabinet Liaison for Exeter: Councillor Andrew Leadbetter

*Strategic Director, Place: Heather Barnes*

Local Government Act 1972: List of Background Papers

Contact for enquiries: Melanie Sealy

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

Tel No: 01392) 383000

Background Paper	Date	File Reference
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Nil

ms270516psc Mobile Phone Reception in Devon County Council  
hk 03 030616

# Agenda Item 6

## Appendix I To EE/16/8

### Definitions and coverage data:

#### Definitions

**1G networks** are among the first analogue cellular systems, starting in the 1980s. They were designed for voice calls with limited data coverage.

**2G networks** were the first digital cellular systems and offered voice and data, with theoretical data rates up to 144 kbps.

**3G networks** offer improved data - The UN's International Telecommunications Union IMT-2000 standard requires stationary speeds of 2Mbps and mobile speeds of 384kbps for a "true" 3G.

**4G technology** refers to the fourth generation of mobile phone communication standards. No commercial networks meet the ambitious downlink speeds of 1Gbps when stationary and 100Mbps when mobile. However they are very different to 3G and the term 4G is used.

A "**not-spot**" area is an area where there is no effective coverage by any of the mobile operators, usually because it is uneconomic to do so.

#### Mobile Coverage in Devon

The table below shows Devon is far behind the UK average in 2015 for 4G premises and geographic coverage across all operators. Interestingly one operator, EE, has coverage figures around 38% and 39% for the two categories, substantially higher than the others.

<b>4G, 3G &amp; 2G coverage</b>	Devon (2012 figures)	Local authority average across UK (2012)	Devon (2015 figures)	Local authority average across UK (2015)
<b>4G</b>	-	-		
Premises coverage: all operators	-	-	2.6%	46% (outdoor)
Geographic coverage: all operators	-	-	0.25%	7%
<b>Note: Devon 4G coverage figures for 1 operator (EE) are 38-39%</b>	-	-	-	-
<b>3G</b>				
Premises coverage: all operators	46%	67.9%	57.27%	88% (outdoor)
Geographic coverage: all operators	12%	49.3%	26.48%	37%
<b>2G</b>				
Premises coverage: all operators	82%	90.8%	80.29%	93% (outdoor)
Geographic coverage: all operators	60%	78.6%	55.06%	55%

EE/16/9

Place Scrutiny Committee  
14 June 2016

## **Connecting Devon and Somerset (CDS) Programme Update**

Report of the Head of Economy and Enterprise

Up to the end of the January to March 2016 quarter, the CDS Programme had delivered a total of 288,563 Total Homes Passed (THP) of which 239,081 were at Superfast speeds of 24Mbps or more. The programme remains on track to deliver around 273,000 superfast connections by the end of the deployment phase in December 2016. A verbal update on achievement for April to June 2016 will be provided at the Scrutiny meeting.

Take-up of superfast broadband services for the CDS Programme is reported based on Adoption Reports produced by BT for the Programme at a ward level. The current take up for the area up until the start of May 2016 is close to 25%. This data is derived from live ports within cabinets that have been deployed as part of the Programme which serves the entire area. BT provides a separate Customer Report to CDS which also includes data relating to take-up. BT have verified the information contained in both these reports and have confirmed that around 65,000 connections have been achieved.

BT appears to have under-reported live ports in previous customer reports and this has led to a lower take up figure being reported nationally and published in ISP Review. BT and BDUK have now reviewed and verified both reports and the same dataset that is used to measure take-up is being used to support the Gainshare calculation and the investment returned to CDS where take-up exceeds the 20% take-up used in the BT contract.

### **Phase Two – Airband Contract**

Airband, the wireless broadband contractor for Dartmoor and Exmoor National Parks, has recently announced that their wireless transmitters are live on South West Dartmoor. Airband has also worked closely with Connecting Devon and Somerset (CDS) and BDUK to set up a 'wholesale open access platform' that will make the service available to a range of internet service providers. This platform is being promoted through the trade press to encourage as many local Internet Service Providers as possible to offer a service to customers on Dartmoor and Exmoor.

Before the service can be made available to residents and businesses, testing of the system and network must be carried out to make sure it is robust. This commenced at the start of May with the identification of 10 customers who have agreed to participate in a trial. Installs have already taken place and the testing will conclude in early June after which businesses and residents fed by the live transmitters can place an order.

All parishes that are capable of receiving a wireless signal will be contacted by the CDS team to inform them when they are live. Installation of the rest of the network is progressing well across Dartmoor, many now have planning permission and the remaining few applications are expected to be submitted shortly. It was hoped that the build of the network would have been completed by the end of March; however the spell of wet weather has severely hampered the build in some places. Some of the challenges experienced by the build teams have included difficulties in getting the diggers and cherry pickers up steep hills in the wet conditions as well as having to locate poles where there is granite underground.

# Agenda Item 7

On Exmoor, around 10 planning applications for the core network have now been submitted and are going through public consultation, with the first approval received already. A further 29 planning applications are due to be submitted over the coming months. Network build on Exmoor is expected to begin towards the end of May and the first connections are expected in the summer.

A verbal update on progress will be presented at the June 2016 Scrutiny meeting.

## **Phase Two – new procurement**

The CDS team continue to progress work to launch a tender for the remainder of the CDS area. The Open Market Review (OMR) public consultation was launched in March inviting infrastructure providers to comment on the proposed intervention area drawn up using existing data held by the CDS team. BT has made a commitment to BDUK to respond to the OMR at a premise level and the situation will be reviewed once it is clear whether more accurate information will be available by the beginning of June. The OMR consultation has been extended by 2 weeks at the request of a number of suppliers, given that more detailed premises level information is being sought.

BDUK have successfully concluded negotiations on a new National Broadband Scheme and the EU have now approved the scheme for the UK. This now clears the path for CDS (and other national schemes) to launch their procurements. All that remains is for BT and other firms to respond swiftly with their commercial plans and the CDS programme can keep to its schedule of awarding a contract or contracts this year. CDS will run an open procurement procedure and taking into account suppliers feedback on the time required to submit responses and some new open access requirements being requested by the Commission the new anticipated date for contract(s) award is December 2016.

Dialogue and engagement with the industry has continued to help develop the procurement strategy and refine the draft statement of requirements which will form the basis of the tender. Following advice from BDUK and the EU, the CDS Board have agreed to apply a lotting approach to procurement which will divide the intervention area into 6 smaller sized lots in order to encourage SMEs and alternative networks to bid for the contract. Options on boundaries are being shared with suppliers during the final round of Extended Market Engagement (EME) to gauge reactions and refinements. CDS board will approve the intervention area and lotting approach in early June.

Following the Chancellor's Budget announcement of £14.5m funding for Ultrafast Broadband in the South West, the CDS team has been notified that it has been successful in its bid for funding. The CDS programme is set to receive an extra £4m which will be used to deliver ultrafast broadband speeds of up a minimum of 100 Mbps. The CDS team will now work with BDUK to agree a detailed business plan for the funding which will form part of the phase 2 roll out.

The team have been working with Teignbridge to explore the possibility of providing further funding to the CDS programme and a verbal update will be provided at June Scrutiny meeting.

## **Broadband Voucher Scheme**

CDS has committed to ensuring that all businesses and residents can have access to at least 2 Mbps by end of 2016. To support this, the CDS team has set up its own Broadband Voucher Scheme which is now live and processing applications.

Anyone within the CDS area that currently has a broadband speed of less than 2 Mbps can qualify for a voucher for £500 to go towards the installation cost of a new broadband connection. Residents and businesses can choose their supplier from an approved list which includes satellite, wireless and fibre providers; and each solution will guarantee at least 10 Mbps download speed. To date around 600 vouchers have been issued with 11 installations completed. A verbal update will be provided at the June Scrutiny meeting.

## **Independent audit of first phase two procurement**

South West Audit Partnership have concluded their independent audit of the CDS phase 2 procurement undertaken in 2015. The report has made the following observations/recommendations which have been used to inform the current process.

- The procurement processes used were found to be robust in the case of both the National Parks open tender and the Superfast Extension call off. No significant areas of non-compliance were identified although some process and assurance issues are raised in the body of this report and should be addressed ahead of future procurement activity.
- BDUK gateway approval processes were found to be used in both procurements and a good level of assurance can be given based on compliance with these processes.
- A review of processes used, which has been completed by documentation review and interviews with evaluators, moderators, and observers gives no indication of procurement outcomes being reached in a non-satisfactory manner.
- Governance for the Connecting Devon and Somerset programme is clearly in place and involves a broad collaboration of Elected Members and Senior Officers from partner authorities. A great deal of decision making is delegated to officers which is compliant with governance arrangements. Recommendations are made in this report to ensure continued oversight and strengthened governance as the programme enters a new procurement phase.

The audit report has raised a number of issues relating to Board governance in relation to the use of deputies should board members not be able to attend and formal forward planning as part of Board governance arrangements. The report also noted a number of minor administrative discrepancies and recommended that there be a separation of duties between the authorised signatory of the contract award notification and the evaluation of the tenders.

The CDS team will ensure that these recommendations are taken forward.

The Audit report shall be available on the CDS website shortly.

## **CDS Map and Data Accuracy**

The CDS team have undertaken a review of the website and mapping and an improved map is due to go live in early June. A verbal update will be provided at the June Scrutiny meeting.

Keri Denton  
Head of Economy and Enterprise

## **Electoral Divisions: All**

Cabinet Member for Economy, Growth and Cabinet Liaison for Exeter: Councillor Andrew Leadbetter

*Strategic Director, Place: Heather Barnes*

# Agenda Item 7

Local Government Act 1972: List of Background Papers

Contact for enquiries: Keri Denton

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

Tel No: (01392) 383000

Background Paper	Date	File Reference
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Nil

sf270516psc Connecting Devon and Somerset (CDS) Programme Update  
hk 03 030616



HCW/16/45

Place Scrutiny Committee  
14 June 2016

## **Highway Communications with Parish Councils**

Report of the Head of Highways, Capital Development and Waste

### **1. Background/Introduction**

This Committee reviewed its work programme at the January meeting and agreed to request a report on Highways communications with local Parishes regarding works in their area to this meeting.

### **2. Direct Communication**

The responsibilities of the Neighbourhood Teams include providing regular liaison with Town and Parish Councils and community groups, informing them of planned work programmes and identifying local community priorities. A procedure was developed to ensure a consistent and equitable quality of service is available to all parish and town councils. The procedure is attached at Appendix I.

A similar procedure for Community Groups was developed for those parts of the County, not served by Town or Parish Councils.

### **3. Engagement Survey**

In December 2015 a measuring engagement web survey was made available on the Devon Highways webpage for Town and Parish Councils.

402 parish/town council contacts and all County Members were invited by email to complete the survey. Following a reminder in early January a total of 155 responses were received and analysed.

Full details of the survey results will be available on the Devon Highways webpage for Town and Parish Councils, and a summary of results relating to communication on highway works is attached at Appendix II.

### **4. Conferences**

Two highway conferences for Town and Parish Councils were held in October 2015, at Ashill and Bradford & Cookbury Parish Halls. 84 people representing 65 local councils attended and subjects covered included:

- Current status & recent achievements
- Future service changes
- Winter service
- Safety inspection policy
- How can we work together to manage the impact of the reduction in services?
- How can we improve our communication?
- Community mobilisation
- Live online information (routine & reactive)
- Pothole safety defects – types of repair

# Agenda Item 8

Following on from this, officers worked with Devon Association of Local Councils to support their Highway Conference held in March at Exeter City Council Football Club. Presentations were made by the Cabinet Member and senior managers, and the main part of day was workshops covering:

- Community Road Warden Scheme
- Road Safety
- Development and Highway Planning

## 5. Work programmes

As part of our strategy to manage demand we are focussing on providing up to date information on our work programmes on-line that local councils and Members, together with the general public, are able to access.

Our overall Highways Structural Maintenance programme for the year is available on both our public Maintaining Roads web page:

<https://new.devon.gov.uk/roadsandtransport/maintaining-roads/>

and the Devon Highways webpage for Town and Parish Councils:

<https://new.devon.gov.uk/devonhighways/programmes-of-work>

Annual programmes for routine cyclic work such as gully emptying, grass cutting and the parish lengthsman service are also available via these pages.

More detailed information regarding works planned for the coming weeks is available on [Roadworks.org](https://www.roadworks.org), the largest single source of local road works information in the UK, publishing over 2 million roadwork records annually.

The roadworks.org application pulls information directly from our streetworks register, within which all statutory undertakers are obligated to notify us of all works they are undertaking affecting our highways. Our own maintenance works are also readily available to view along with works on the highway being undertaken by private individuals and contractors.

Members and local councils have been encouraged to set up an email alert to receive regular notification of works on highway in their local area. Details of how to do this are available on the Devon Highways webpage for Town and Parish Councils:

<https://new.devon.gov.uk/devonhighways/programmes-of-work>

and in Member Highways briefing notes:

<https://new.devon.gov.uk/democracy/councillors-nav/briefings-for-members/highways/>

under the "What's happening in your area" link.

We are also working towards making live information that we hold available on the public website detailing parish lengthsman, gully emptying, and pothole repair work undertaken.

David Whitton

Head of Highways Capital Development and Waste

## Electoral Divisions: All

Cabinet Member for Highway Management and Flood Prevention: Councillor Stuart Hughes

*Strategic Director, Place: Heather Barnes*

# Agenda Item 8

## Local Government Act 1972: List of Background Papers

Contact for enquiries: Tony Matthews

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

Tel No: 01392 383000

Background Paper	Date	File Ref.
Town & Parish Council Engagement Survey Results	February 2016	

tm120516psc highway communications with parish councils  
hk 04 030616

Neighbourhood Highway Group Procedure  
**CM 1.2 - Liaison with Parish and Town Councils**

## Paragraph

1	Introduction
2	Purpose of Procedure
3	Scope
4	Roles & Responsibilities
5	Liaison
6	Town Clerks
7	Local County Councillors
8	Documentation & Records
	Associated Procedures
	Appendices

## 1. INTRODUCTION

- 1.1 Neighbourhood Highway Teams are the focus for liaison with Parish and Town Councils. The Teams' responsibilities include "Providing regular liaison with Town and Parish Councils and community groups, informing them of planned work programmes and identifying local community priorities;"

## 2. PURPOSE OF PROCEDURE

- 2.1 This instruction details the procedure to be followed to ensure a consistent and equitable quality of service is provided to Parish and Town Councils.

## 3. SCOPE

- 3.1 This procedure is aimed at staff in the Neighbourhood Highway Group to guide them in contact and liaison with Parish and Town Councils.

## 4. ROLES & RESPONSIBILITIES

- 4.1 List the responsibilities of the key personnel involved in this process.
- **Neighbourhood Highway Group Manager** – Responsible for ensuring the procedure is being carried out consistently Countywide, and agreeing improvements to the procedure
  - **Neighbourhood Highway Managers (NHM)** – Responsible for ensuring the procedure is being carried out consistently in their allocated Teams, developing

improvements to the procedure, and for dealing with any higher level complaints and politically complex issues

- **Neighbourhood Highway Engineer (NHE)** - Responsible for ensuring the procedure is being carried out consistently in their Team, identifying cover in times of staff absence, and for dealing with any Level One Complaint and contentious issues.
- **Neighbourhood Highway Officers (NHO)** – Responsible for implementing the procedure for Parish and Town councils in their allocated area
- **Neighbourhood Highway Technician (NHT)** – Responsible for undertaking liaison in accordance with procedure in Highway Officers absence when instructed by NHE

## 5. LIAISON

- 5.1 Each Neighbourhood Highway Officer is allocated a geographical area for which he/she is responsible. The Officer will ensure each Parish and Town Clerk within their allocated area has their personal mobile phone and email contact details, and is clear they are available as their first point of contact on highway matters. The contact details are for the use of the Clerk and they will be made aware they should not be passed on to members of the public
- 5.2 The Officer will deal with routine enquiries aiming to provide a response within corporate standards. For more complex matters or matters outside the remit of the Highway and Traffic Management Service the parish representative may be referred to other members of staff or teams for a response, with appropriate contact details being provided.
- 5.3 Where information or feedback is requested for a forthcoming Council meeting every effort will be made to provide a timely response.
- 5.4 For enquiries regarding programmes of work in the parish the parish representative will normally be signposted to the works programme and roadworks information available on line, and encouraged to use these facilities for future enquiries.
- 5.5 The Officer will encourage the parish representative to report routine highway problems using the on line reporting facility, rather than via email to the Officer.
- 5.6 The local County Councillor will be copied in to all correspondence (email and letters) with parish representatives, and advised by the Officer of any significant telephone discussions.
- 5.7 If requested, the Officer will periodically arrange to travel around the parish with representatives of the Council to look together at any long standing problems. The local County Councillor will be invited to attend if he/she wishes.
- 5.8 For specific contentious issues Officers will arrange specific site meetings with representatives of the Council. The local County Councillor will be invited, and where necessary the Neighbourhood Highway Engineer will be involved to provide support and advice

# Agenda Item 8

- 5.9 Officer attendance at formal Parish/Town Council meetings will be the exception. Matters should normally be dealt with through routine liaison, or specific site meetings during normal working hours for contentious issues.

## **6. TOWN CLERKS**

- 6.1 In addition to the liaison with the Officer detailed above, if requested the Neighbourhood Highway Engineer will arrange to periodically meet with the Town Clerk and/or Chairperson to discuss any major/contentious issues in the Town. The local Officer will usually accompany the Neighbourhood Highway Engineer, and the local County Councillor will be invited to attend if they wish.

## **7. LOCAL COUNTY COUNCILLOR**

- 7.1 The local County Councillor should be advised of liaison as above see 5.6.
- 7.2 The local County Councillor will be invited to meetings as detailed in 5.7, 5.8 and 6.1, in accordance with the DCC Corporate Meetings Protocol, September 2009.

## **8. DOCUMENTATION & RECORDS**

- 8.1 Email correspondence as detailed in 5.6 will either be stored on the Officer's personal email account or the I Ways system, and any letters sent will be stored on I Ways.
- 8.2 Records of issues discussed and actions agreed will be made for meetings detailed in 5.7, 5.8 and 6.1. These may be recorded and agreed by exchange of email or letter, and stored as in 8.1
- 8.3 Records will be distributed to all attendees. See document and record control BM 2.1 for details of document recording and retention

## **ASSOCIATED PROCEDURES**

- A. CM 1.3 - Liaison with Elected Members
- B. BM 2.1 - Document & Record Control

## **APPENDICES**

- A. Devon County Council Corporate Meetings Protocol, September 2009

## APPENDIX A

### **D.C.C. CORPORATE MEETINGS PROTOCOL, September 2009 (updated for current post titles)**

Corporate Meetings Protocol - Public/Parishes/MPs for staff in Highway Management only.  
(Key: LCC = Local County Councillor's)

#### **1. Meetings with Members of the Public**

Meetings arranged with members of the public to be attended by officers, with LCC(s) informed by email when the meeting will take place, with a brief synopsis of the issue and an option to attend.

#### **2. Meetings with Parish Councils**

Meetings with parish councils, who must be represented by the clerk, to be attended by officers with reasonable notice (7 days) given to the LCC to enable them to attend. Where meetings are urgent they shall go ahead giving as much notice in advance to the LCC wherever possible. Where meetings take place with any parishes which have not been able to be attended by the LCC and are contentious a short briefing note shall be sent to the LCC(s) and copied to the Cabinet Lead and the Head of Highways Capital Development and Waste as soon as possible after the meeting and within 3 days.

#### **3. Meetings with District Council Members**

Meetings are **not** to be arranged with District Council members unless the LCC can be in attendance.

#### **4. Meetings with MPs**

Meetings with local MPs are not to be arranged without the foreknowledge of the Cabinet Lead, the LCC, the Head of Highways Capital Development and Waste. Meetings with MPs shall generally be arranged by the Cabinet Lead. If meetings take place with an MP and any of the foregoing Members or Senior Officers do not attend a briefing note will be prepared by the officer for the Members and Senior Officers as soon as possible after the meeting and within 3 days.

#### **5. Meetings arranged by 3rd Parties with MPs**

Where third parties arrange meetings involving MPs or parish councillors or clerks, officers shall notify the Cabinet Lead, the LCC and the Head of Highways Capital Development and Waste as soon as possible. If officers attend in the absence of any of the foregoing Members or Senior Officers a briefing note will be prepared by the officer for the Members and Senior Officers as soon as possible after the meeting and within 3 days.

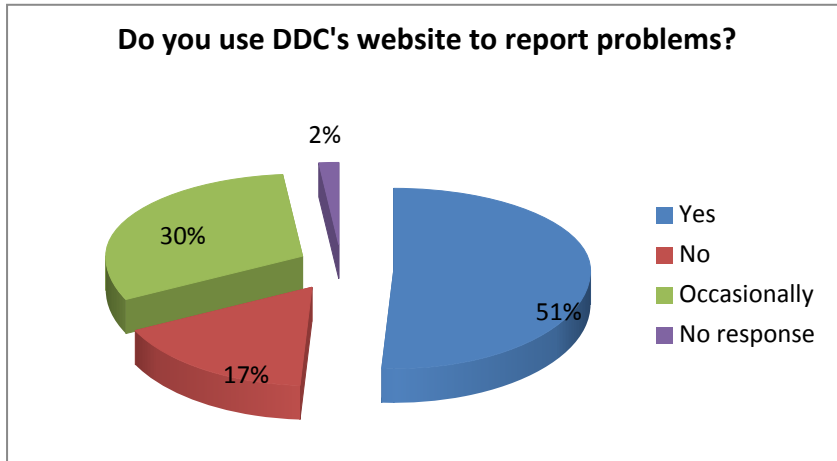
# Agenda Item 8

Appendix II  
To HCW/16/45

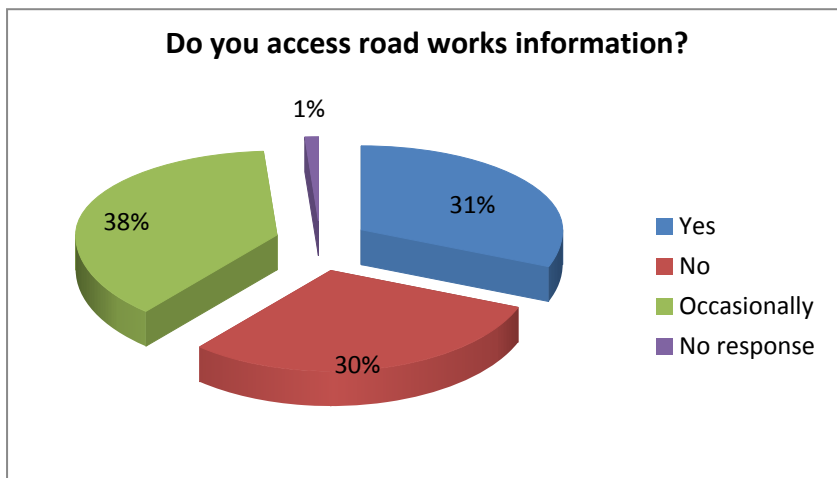
## Communication of Highway Works

### Results taken from the Measuring Engagement Survey

Do you use Devon County Council's website to report problems?

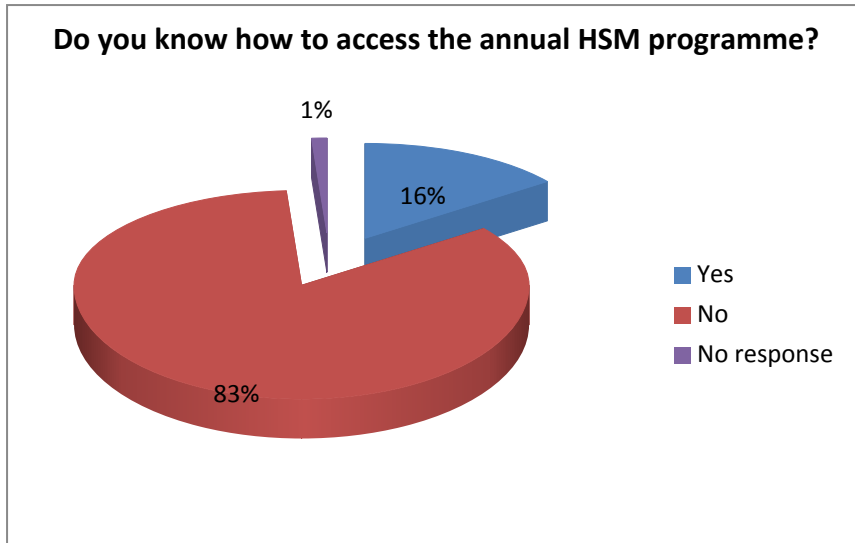


Do you access road works information?

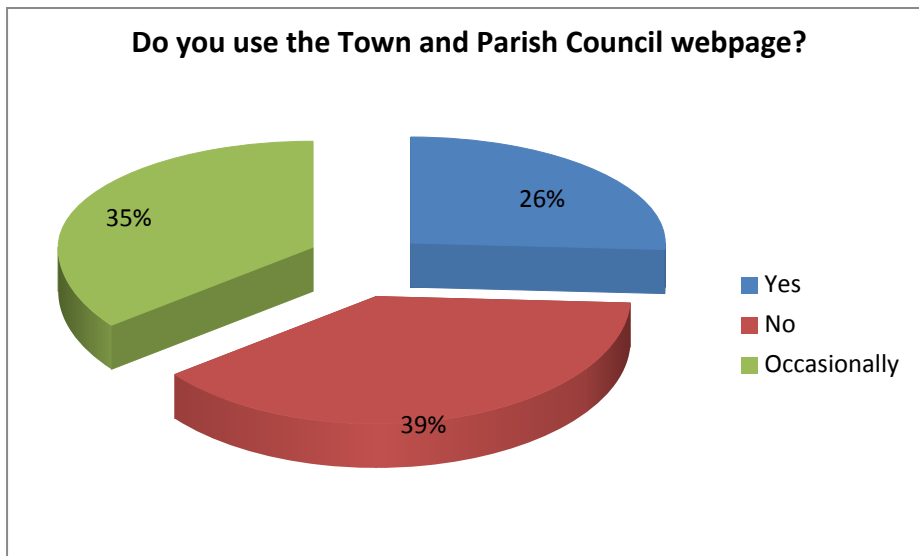




**Do you know how to access the annual Highway Structural Maintenance (HSM) programme?**

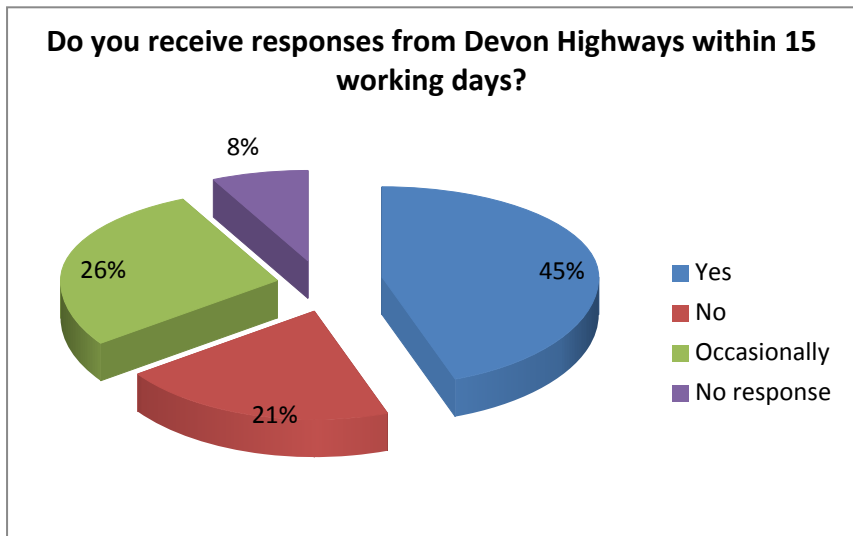


**Do you use the Town and Parish Council webpage?**



# Agenda Item 8

**Do you receive a response from Devon Highways within 15 working days?**



PTE/16/29

Place Scrutiny Committee  
14 June 2016

## **Air Quality and Car Emissions**

Report of the Head of Planning, Transportation and Environment

### **1. Background/Introduction**

At County Council in December 2015 Councillor Hart responded to a question from Councillor Greenslade concerning the impact of car emissions. Place Scrutiny Committee was invited to consider the issue and make any relevant observations, comments or recommendations, as appropriate.

This report provides briefing material to facilitate the Committees consideration of this matter. It outlines high level air quality concerns associated with transport emissions. This is as a result of several recent issues related to the impact on health; types of vehicle emissions from petrol and diesel vehicles; speeds of vehicles and testing of emissions.

#### **1.1 What is air quality?**

Air quality is a term used to describe the air that we breathe, and the level of pollutant concentrations that are considered to be reasonably 'safe' from a health perspective<sup>1</sup>. The main pollutants of concern in the UK are nitrogen dioxide (NO<sub>2</sub>) and fine particulate matter, known as PM<sub>10</sub> or PM<sub>2.5</sub>. The majority of these pollutant emissions are typically associated with combustion emissions, including from vehicles and industry.

Part IV of the Environment Act (1995) and resultant initial Air Quality Strategy, in the late 1990's, introduced the concept of local air quality management in the UK. It was expected at this time that the forthcoming vehicle emissions standards for road vehicles and industrial permitting would deliver, if not all, then the majority of the air quality improvements needed to meet EU legislation.

#### **1.2 EU/UK air quality legislation**

The European Union Ambient Air Quality Directive sets out maximum permissible levels for roadside concentrations of pollutants thought to be harmful to human health and the environment. For NO<sub>2</sub> the annual mean is 40µg/m<sup>3</sup> and PM<sub>10</sub> is also 40µg/m<sup>3</sup>. The UK government is responsible to the European Commission (EC) for ensuring that it complies with the provisions of the EU Air Quality Directives, which are legally binding. UK and other member states governments are currently in negotiations with the EC over breaching Limit Values for NO<sub>2</sub> and PM<sub>10</sub>.

On the UK Government's behalf, the Department for Transport (DfT) and Department for Environment Food and Rural Affairs (Defra) have Public Service Agreements relating to EU Air Quality Limit Values and it is their responsibility to ensure the UK meets these.

The responsibilities of local authorities with respect to meeting Air Quality Objectives<sup>2</sup> are not the same as the responsibilities of the UK Government. District or Unitary Authorities do

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<sup>1</sup> It can also relate to impacts on eco-systems, but this is beyond the scope of this memo.

<sup>2</sup> Whilst the EU Limit Values and UK Air Quality Objectives for NO<sub>2</sub> and PM<sub>10</sub> are set at the same concentration in England, they are regulated under separate legislation

# Agenda Item 10

have statutory duties for Local Air Quality Management, but are not obliged to ensure Air Quality Objectives are met only worked towards. In the UK the main source of the emissions underpinning the breaches in NO<sub>2</sub> (and a large proportion of PM) comes from road traffic. Both the UK Government and local authorities are expected to have actions relating to the reduction of key emission sources in locations where air quality limit values or objectives are exceeded.

## **2. Vehicles and emissions**

### **2.1 Technology**

Different types of vehicles emit more or less pollution. Technology shifts can be encouraged at both the national and local level, for example Transport for London (TfL) now have a number of hydrogen and electric buses. There are some basic rules that are broadly applicable in terms of technology and emissions:

- A diesel vehicle typically emits more PM and NO<sub>x</sub> than a petrol vehicle.
- Newest Euro 6 standard vehicles tends to emit less than an older vehicle, due to better pollution control technology.
- Hybrid vehicles emit typically less No<sub>x</sub> and PM emissions than a standard fuelled vehicle.
- Electric or hydrogen vehicles have no PM or No<sub>x</sub> tailpipe emissions – though electricity generation emissions will occur at the power station.

Emissions of the air quality pollutant from road vehicles have been reduced by improving fuels and by setting increasingly stringent emission limits for new vehicles. Now that new petrol cars are fitted with catalysts, they produce less nitrogen dioxide and hydrocarbons than diesels, and virtually no particulates. Diesels produce more particulates and nitrogen dioxide but are more efficient and warm up quickly. Improvements in vehicle efficiency have reduced oxides of nitrogen by 20% since 2008, and particulate emissions have also improved, however the reduction in particulate emissions has slowed in the last two years. The Government's aim is for all cars and vans on our roads to be effectively zero emission by 2050.

### **2.2 Effect of speed on emissions**

Future population and car ownership growth generally cause an increase in road traffic. Each road can only take so many vehicles known as its capacity. Therefore, as road traffic increases the capacity of a road is approached, the road becomes congested and the speed of the vehicles reduces. Generally, the higher the speed the lower the emissions per mile travelled (e.g. a diesel car travelling at 20mph is typically more polluting in terms of both NO<sub>x</sub> (used to estimate NO<sub>2</sub>) and PM emissions than one travelling at 40 mph). However, the relationship between speed and emissions is not always that simple. A car travelling at a constant speed of 20mph on a free-flowing road with no congestion may have lower emissions per mile than the same car travelling at an average speed of 22mph on a higher speed road which is heavily congested, as a result of excessive acceleration and deceleration (i.e. inefficient driving).

### **2.3 Government interventions**

Most people acknowledge that the growth in car ownership and use as seen in recent decades is unsustainable and it is impossible to build our way out of congestion and air quality problem areas.

Over large areas of the network across Devon, very little growth in traffic has been experienced in recent years. This is due to variables such as fuel price increases, congestion and changing attitudes. It is however acknowledged that many drivers are resistant to alternatives modes of travel, or have no other choice. Therefore the challenge that is faced is:

1. To make vehicles cleaner.
2. To impose car tax related to vehicle emissions to encourage use of cleaner vehicles
3. To build environments that makes it easier to walk or cycle.
4. To encourage behavioural change by developing attractive and affordable options.

The key actions being undertaken at international, national and local level are summarised in the table below.

Action	Detail	Level
Tighter standards	Reduction of road vehicle emissions through progressively tighter standards (known as Euro Standards), plus stricter testing regimes.	International and National
Technology	Clean vehicle technology through the Office for Low Emission Vehicles (OLEV). Use of lower emission Public Service Vehicles	International, National and Local
Policy	Setting of the National Planning Policy Framework (NPPF) to consider 'cumulative impacts on air quality'. Defra Local Authority Guidance including mandatory Clean Air Zones in a number of cities. Local Supplementary Planning Guidance	International, National and Local
Permitting	Environment Agency permitting of large industrial sources. Small industrial process permitting.	International, National and Local
Grants/Funding	Grants or funding allocations (such as the Local Sustainable Transport Fund or through the Growth Fund) to encourage use of smarter travel and to invest in schemes such as new rail stations, Real Time Information or cycle/pedestrian schemes.	National
Behaviour change	Influencing the use of alternative, less polluting means of travel, allowing more efficient use of the existing road space.	National and Local
Infrastructure upgrades	In exceptional cases, it may be possible to undertake road improvements subject to planning, environmental considerations and cost constraints. These will be aimed at relieving an air quality problem area (but may not reduce overall emissions).	International, National and Local

### 3. Local air quality

#### 3.1 Local air quality data

The District Councils across Devon are responsible for collecting air quality data. Available NO2 emissions data has been reviewed for 2014 (or the most recent year) and compared to previous years to ascertain a trend in emissions.

# Agenda Item 10

A summary of the information is as follows:

- South Hams had five sites exceeding the EU Limit Value (23% of all sites). Thirteen sites have seen a decrease in NO<sub>2</sub> emissions from 2010 levels.
- Mid Devon has only one site exceeding the EU Limit Value (5% of all sites). All but one site has seen a decrease from 2010.
- Exeter has thirteen sites exceeding the EU Limit Value (33% of all sites). 56 sites have seen a decrease from 2010 levels.
- North Devon has only one site exceeding the EU Limit Value (6% of all sites). Thirteen sites have seen a decrease from 2010 levels.
- Torridge has no sites exceeding the EU Limit Value. Seven sites have seen a decrease since 2010.
- Teignbridge had thirteen sites exceeding the EU Limit Value in 2012 (17% of all sites). 57 sites have seen a decrease from 2009 levels.
- Twenty of the sites exceeding the threshold are measuring an annual mean below 45 µg/m<sup>3</sup>. Eight sites exceed 50 µg/m<sup>3</sup>.
- Overall, NO<sub>2</sub> levels have been on the decline across Devon.

## 3.2 Effect of the road network on emissions

A key issue is the geography and topography of the road network. Within Devon, the majority of locations which exceed limit values occur in streets where there is a canyon effect. These generally include narrow streets bordered by tall buildings, and are predominately located on key radial routes where there is a lack of suitable alternative. In addition, low speeds of traffic occur along these corridors as traffic travels to and from town centres and are subjected to continued acceleration and deceleration.

## 4. Conclusion

Air pollution can have negative impacts on human health and the environment. Pollutant emissions are regulated by the Euro emissions standards.

Modern cars, if kept in good condition, produce only quite small quantities of the air quality pollutants, but the emissions from large numbers of cars add to an air quality problem. The Government is committed to meeting air quality standards in as short a time as possible. Emissions have been reduced by improving the quality of fuels and by setting increasingly stringent emission limits for new vehicles.

There are a number of actions and strategies in place to reduce atmospheric pollution by vehicles, focused primarily on technology, standards, permitting and behaviour change. Improvements in vehicle efficiency have reduced oxides of Nitrogen by 20% since 2008.

Districts within Devon collect and monitor emissions data. Across the County, levels of NO<sub>2</sub> exceed the EU threshold in some locations, predominately where street canyons exist. Across all sites there appears to be a general trend of NO<sub>2</sub> levels reducing.

Rather than see vehicle emissions as a growing health risk, we should recognise this as a significant health issue which has been successfully reduced in recent years, but where there is still potential to improve.

Dave Black  
Head of Planning, Transportation and Environment

**Electoral Divisions: All**

Cabinet Member for Highway Management and Flood Prevention: Councillor Stuart Hughes

*Strategic Director, Place: Heather Barnes*

Local Government Act 1972: List of Background Papers

Contact for enquiries: Dave Black

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

Tel No: 01392) 383000

Background Paper	Date	File Reference
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Nil

db110516psc Air Quality and Car Emissions  
hk 03 010616





PTE/16/30

Place Scrutiny Committee  
14 June 2016

## **Rail infrastructure: Possible future rail routes and resilience of the rail infrastructure**

Report of the Head of Planning Transportation and Environment

### **1. Introduction**

This report follows a member briefing on 16 November 2015 where officers and the Cabinet Member for Economy, Growth & Cabinet Liaison for Exeter gave an update on progress with the work of the Peninsula Rail Task Force (PRTF) and Devon Metro rail projects.

The PRTF, which comprises Devon County Council, Cornwall Council, Plymouth City Council, Torbay Council and Somerset County Council has recently consulted upon its 20 year plan for the railway, which is due to be submitted to Government in July 2016. As the consultation ended on 27 May, this report contains a short summary of the work undertaken to date. A verbal report with the latest information will be presented at the committee meeting.

### **2. Background**

The Government asked the Peninsula Rail Task Force to work with the Department of Transport, Network Rail, train operators, our communities, businesses and rail users to develop a plan for better rail resilience and connectivity for the South West peninsula. This report provides a 20 Year investment plan that will provide the railway network that is needed for the SW Peninsula economy to function effectively in the 21st century.

Good transport infrastructure and better connectivity is vital to our economy, enabling our widespread rural communities and urban centres across the peninsula to access markets, services, employment, leisure and people across the UK, Europe and beyond.

Poor resilience and connectivity have been shown to be prime constraints on the South West Peninsula economy. The events of two successive winters, culminating in the flooding of the Somerset Levels and the breach at Dawlish, confirmed that the railway needs improvement across many aspects before it can provide the much needed reliability and connectivity.

The PRTF has worked with the rail industry and partners to progress a number of workstreams and studies that seek to deliver a three point plan for the railway that:

- Enhances resilience
- Improves connectivity and faster journey time
- Provides more capacity, quality and comfort

### **3. Enhanced Resilience**

Record levels of rainfall throughout November and December 2012 and during the winter of 2013/14 led to widespread flooding and exposed the fragility of the Great Western Mainline, impacting hugely on the economy, with Cornwall and large parts of Devon cut off completely. The priority is to safeguard the existing route for train services so that it may be as resilient as possible. The PRTF has nevertheless also explored options for additional railway routes

# Agenda Item 11

into the peninsula, which not only offers improved resilience but also the potential for greater capacity and additional freight paths (large rail freight contracts tend to be based on the availability of a diversionary route).

## *East of Exeter / Somerset Levels Resilience*

Network Rail are currently delivering the remainder of a £31.3m programme of flood mitigation works to significantly improve the resilience at a number of locations including Cowley Bridge, Hele and Bradninch and across the Somerset levels. These should be completed during Control Period 5. In addition, Somerset Rivers Authority / Environment Agency have been delivering improvements since the flooding of 2012 and 2013/14, which will also help reduce the impact of flooding and duration of disruption in the future.

## *Seawall and Cliffs Resilience*

Network Rail have undertaken an extensive study investigating a long list of interventions along the Great Western mainline between the Exe Estuary and Newton Abbot and will be holding a public consultation later this year on the shortlisted options.

Following this consultation, there will be a desire to take forward development work of the proposals to help influence CP6 industry plans.

## *Exeter to Castle Cary Diversionary Route*

Following the publication of the Western Route Study, Network Rail have undertaken further work to test a range of interventions to deliver the minimum infrastructure needed to run the West of England services and fit an additional hourly Devon Metro service around the infrastructure.

## *Dawlish Additional Line & Northern Route (Exeter to Plymouth via Okehampton)*

In both cases, the benefit cost ratio for opening the lines is very low and does not represent good value for money investment. Within the context of the 20 year plan, these route options are therefore unlikely to be deliverable.

Devon County Council nevertheless continues to secure land and investigate funding options to reopen the line between Plymouth and Tavistock. There is also ongoing collaboration between key stakeholders and community groups to explore options for running services between Exeter and Okehampton. This would see two out of three stages of a Northern Route delivered during the plan timeframe.

## **4. Improved Connectivity**

Improving the key connectivity flows for the South West peninsula is vital to align connectivity with the economic needs of the Peninsula, and will provide the catalyst for economic transformation:

- Within the Peninsula
- With Bristol and beyond to the rest of the country
- With London and the South East
- with e.g. key UK airports, HS2, Crossrail
- for Hinkley Point, given its size and logistics/ labour needs.

## *Journey Time Improvements*

The new rolling stock (AT300), which are to be introduced from 2018 onwards will enhance services across the south west, delivering faster journey times and 26% more capacity on its trains.

To maximise the return on the AT300's investment, GWR commissioned Network Rail in March 2016 to look at infrastructure improvements which could further improve headline journey times for services connecting London, Somerset, Devon and Cornwall beyond 2018. The final 'Speed to the West' GRIP 2 report is due to be published on the date of the Scrutiny Committee.

## *Exeter to Waterloo*

There is scope to also reduce journey times between Exeter and London Waterloo, which is the second strategic route into the peninsula. Infrastructure improvements would allow both increased frequency and line speed improvements, with benefits to journey times between Salisbury, Yeovil and Exeter, extra capacity and frequencies west of Salisbury and East of Exeter and better connectivity with lines serving the South Coast.

## **5. More Capacity, Comfort and Quality**

High patronage growth, across all peninsula lines, has driven the need for frequency and capacity enhancements (reflected in the 2018 Great Western franchise enhancements). Network Rail predictions indicate the need for further line capacity/ infrastructure enhancements if future growth is not to be choked off. The investment in the new AT300 trains for Paddington services is one important step in improving services; but will need investment in line speed improvements to maximise the economic return on this investment.

## **6. Next steps**

The scale of a number of these interventions would require substantial investment to progress the design work, let alone the future construction costs. The PRTF work is ongoing with the final report, which will include more details on the sequencing of interventions.

Dave Black  
Head of Planning, Transportation and Environment

## **Electoral Divisions: All**

Cabinet Member for Economy, Growth & Cabinet Liaison for Exeter: Councillor Andrew Leadbetter

*Strategic Director, Place: Heather Barnes*

Local Government Act 1972: List of Background Papers

Contact for enquiries: Jamie Hullah

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

Tel No: 01392) 383000

Background Paper	Date	File Reference
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Nil

jh010616psc Rail Infrastructure hk	02	031616
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SC/16/6

Place Scrutiny Committee  
14 June 2016

## Community Transport

Report of the Head of Services for Communities

### 1. Summary

This report responds to the suggestion of the Place Scrutiny Committee held on 21 January 2016, where Members identified the committee might usefully “*consider the effectiveness of Ring & Ride schemes and potential for funding of such schemes, in light of evidence gathered during recent consultations on public transport.*”

It sets out the progress which has been made by the Transport Coordination Service (TCS) in engaging Community Transport operators in Devon to assist with replacement bus services.

### 2. Definitions of Community Transport

The term Community Transport (CT) covers a wide variety of services. Their common feature is that they are run by local community organisations on a not-for-profit basis to meet the needs of individuals unable to access conventional Public Transport due to mobility and/or geographical constraints.

In Devon the main CT services are:

- Ring & Ride – a door to door, book-in-advance service available to defined categories of passengers, including frail elderly, disabled or those in rural isolation, which helps people to access essential shopping.
- Voluntary Car – an organised form of lift-giving whereby volunteers use their own cars to help people attend appointments, usually medical, for a mileage fee.
- Wheels 2 Work – Low-cost scooter and motorcycle loan service to help people access employment and training.
- Community Bus – regular routes operated to a published timetable, usually in more remote locations without regular conventional public bus services.

### 3. Context - the delivery of Community Transport provided bus services

The CT sector in Devon is vibrant, widespread and characterised by long-standing small groups running a couple of vehicles each. There are some larger groups which have larger fleets of vehicles (7-8) although these are not geographically dispersed throughout the county. Many of the groups have a wealth of experience having been in operation in excess of 25 years.

The County Council has a good track record of facilitating and supporting our local CT sector and was one of the first local authorities in the UK to appoint a Community Transport Adviser in response to the new powers afforded in the 1985 Transport Act. The CT groups have worked together to produce a briefing paper on the “Social and Economic Value of Community Transport Grants in Devon” which is attached to this report as **Appendix 1**.

As part of the proposed implementation of supported bus service reductions in July 2015, the County Council set aside £100,000 per annum over three years to support CT providers “to reassess the current provision funded by the County Council and potentially widen the

# Agenda Item 12

service offered to include more general access for local communities.” Any service covered by the £100,000 fund would have to be more cost-effective and sustainable than the service it replaced.

The invitation to CT groups to consider options extended beyond the proposed list of service withdrawals to the entire supported network. This broader examination of community options acted as a more definitive test of what potential there is in the sector.

As part of this consideration, we asked whether, in return for marginal additional costs being covered, any Ring & Ride might be used to cover all or part of a rural bus service (especially a weekly service) under threat of withdrawal or reduction. We queried whether there might be spare capacity on an existing day or if the Ring & Ride vehicle may be able to operate on additional days.

A summary of the responses we have had, the savings to DCC and proposals which have been considered but declined, are attached as **Appendix 2**.

## **4. Findings and Insight**

The process of engaging with the CT groups on these matters has given us a clearer insight into the current state of the sector in Devon.

Some groups were initially cautious to get involved because of a range of concerns. However schemes which have successfully taken on new services have been a good advocate to other CT groups.

## **5. Issues relating to taking on local bus services**

### Timescales

Introducing a registered bus service is a new area of work for a group (eg different legislation and permits between Ring & Ride and a local bus service). The final decision to provide service has to go through their board of trustees. Depending on their current terms of reference, some groups will have to make changes to their governing document. This requires permission from the Charity Commission or other bodies and can take significant time to achieve.

### Risk and change management

Groups are concerned about over-stretching themselves and putting their existing services at risk. Some groups have to raise in excess of £30K a year in addition to their local authority grants to keep their Ring & Ride services on the road. We work with the groups to help ensure that they have taken all costs into account when putting in a price for delivering a service. It does not make sense to replace an unsustainable bus service with an equally unsustainable community-based service.

### Vehicle and Scheme Capacity

CT groups have to weigh up the cost of buying/bidding for grants for an extra vehicle to take on additional work. Vehicles used have to take into account the removal of seats to accommodate wheelchairs, walking frames, shopping trolleys and bags, making capacity on a standard 15 seater Ring & Ride accessible minibus limited. Most Ring & Ride schemes also operate school transport contracts. This is a valuable source of income to the schemes but it does restrict the times when additional bus services can operate.

### Trading: contracts vs grants

The County Council assists some schemes by means of annual grants as well as providing legal, financial and operational advice. We believe that grants give us better value for money

and it helps to give CT groups leverage to draw in match funding. Charities are subject to a threshold on what they can earn from contracts and other work which is not deemed 'core objectives' in their governing document. To take account of any potential distortion of competition they are also bound by E.U. State Aid rules which determine the amount the groups are permitted to receive from public bodies by way of grant support.

## Permit legislation

Whilst we prefer CT groups to register any bus services which they can take on (Section 22 Community Bus permit), we can consider Ring & Ride-type options (Section 19 permit) although the concessionary pass is not valid on these services<sup>1</sup>. This means that in cases where a Section 19 Ring & Ride type of service replaces a supported local bus service, passengers formerly enjoying free concessionary travel lose this facility. They do however retain a transport service where it might otherwise have been entirely lost.

## Mixed use of services

There has been some concern about the different travel needs and expectations of a Ring & Ride passenger compared with a rural bus user eg the Ring & Ride passenger requires door to door support; the rural bus user cannot travel spontaneously and must book in advance. Minibuses are designed with the needs of elderly and disabled passengers in mind and they are not easy to get on and off with pushchairs plus there is nowhere to store them on-board.

Ring & Ride schemes have also reported having to adapt to the needs of an older clientele. As public bus design and accessibility has improved, passengers may be able to use these services for longer but then transfer to Ring & Ride with increased fragility. Ring & Rides are dealing with more passengers with dementia and other age-related conditions. It can make it difficult to increase journey times for this group of passengers to accommodate others.

## Volunteers vs paid staff

Significant savings can be made if voluntary drivers are used. This may be acceptable for a short, once a week service, but there is a big difference between this level of provision and a regular round town service. There are also management costs involved in running a team of volunteer drivers plus expenses which are often overlooked as a nil cost.

Totnes Community Bus (Bob the Bus) is a-typical of CT schemes locally with a large pool of volunteers to share the driving rota. However, they would probably not be able to provide the service which Ilfracombe Community Transport Association did which was a late night 10:30pm service. This illustrates the wide diversity in what is provided; it comes down to what individuals can offer within their community.

## Skills

Not all CT groups are set up for the new challenges operating bus services may pose. The demand for good financial planning, business management skills and the requirement for legal expertise may be beyond some smaller providers. The CT groups need trustees who will take on the responsibility of running additional services, employing appropriate staff and overseeing projects.

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<sup>1</sup> Community Transport buses and minibuses operate under Section 19 or Section 22 of the Transport Act 1985. The basis of community transport operations is either Section 22 (Community Bus) or Section 19 (usually in the form of Ring & Ride, available to defined categories of passengers, such as frail elderly or disabled or those in rural isolation). Section 22 Community Buses are directly equivalent to other local bus services and as such are part of the statutory free concessionary travel scheme. On Section 19 services, however, the concessionary pass is not valid. Authorities have the discretion to extend the concessionary scheme to Section 19, but to date Devon has opted not to do so on grounds of cost and it is not proposed to change this position. (Section 19 services are normally flexibly routed and bookable, which, under statutory regulations gives further grounds for exclusion of a service from the concessionary scheme). A Section 19 community service in some ways offers a superior service by virtue of picking passengers up at their home address and offering some flexibility on travel times. Community car schemes operate under Section 1(4) of the Public Passenger Vehicles Act 1981.

# Agenda Item 12

## Sustainability

Some groups in the sector have viability concerns. We have seen the closure of three major CT groups in the past 2 years. These were all long-standing providers who had been running for over 20 years. All three had financial management issues at the centre of their failings. DCC has specific monitoring criteria for the grants it awards. This is invaluable in helping identify potential financial problems.

In addition, we are looking to undertake some on-bus surveys into usage on the Ring & Ride schemes to give us accurate data on the use of our supported schemes. This will enable us to consider the level of service that DCC wants to maintain.

## **6. Conclusion**

CT providers in Devon have been involved in the provision of transport for many years. It is important to take into account how much they are doing already when we approach them to do more.

Recent press coverage has suggested that Community Transport 'could save the public sector up to £1 billion'. Across the UK, local authorities are anticipating savings by means of converting routes to CT operation. There is huge pressure on the sector in terms of expectations of delivering services more efficiently than the public sector, more cheaply and with more 'social value'. The danger is that CT solutions are seen as the panacea to all transport budget issues when they have their own issues and challenges.

Provision of bus services by CT operators has limited budget savings. There are a few examples where savings are reasonable, but not significant (See Appendix 2). To put it in context, whilst the number of passenger trips per year on the public bus network totalled 26 million (5 million of which were on the DCC supported network), in 2014/15 the Ring & Ride schemes undertook 30,308 return passenger journeys and voluntary car schemes 53,173 trips (1.67% compared to public bus journeys).

In Devon, we work in partnership with our local CT groups and have received accolades from the Community Transport Association UK and the Department for Transport for our work. We have been consulted about our policies regarding support for CT from both Dorset and Somerset CCs among others and from further afield including visits from Northern Ireland and South Korea.

CT groups have access to on-going opportunities to undertake more services in Devon. Our procurement Dynamic Purchasing System (DPS) affords any CT group who register, the opportunity to compete for contract work whilst preserving a level playing field for all providers. This has recently been extended to include work for volunteer drivers. The DPS will help inform us whether what CT is able to provide offers value for money.

John Smith  
Head of Services for Communities

## **Electoral Divisions: All**

Cabinet Member for Highway Management and Flood Prevention

*Strategic Director, Place: Heather Barnes*



# Agenda Item 12

## Local Government Act 1972: List of Background Papers

Contact for enquiries: Damien Jones

Room No. Matford Offices, County Hall, Exeter. EX2 4QD

Tel No: 01392) 383000

Background Paper	Date	File Reference
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Nil

dj200516psc Community Transport  
hk 03 030616

Report from Devon Community Transport groups – Social & Economic Value of Community Transport grants in Devon.



## Social & economic value of community transport grants in Devon

### What is community transport?



Community transport (CT) is for the many people, especially in rural Devon, who live miles from their nearest bus route, are unable to afford taxi fares or are otherwise unable to use public transport.

Across Devon community transport groups provide transport to shops, health appointments, services and leisure activities where no alternative suitable transport is available. Their passengers cannot travel any other way – they often have no family or friends who live locally who they can rely on.

Typically these passengers are 65 or over, and are often frail or otherwise vulnerable, and their numbers are increasing. They are also on low incomes and unable to afford taxis. Although they may get financial assistance with travel to medical appointments, such support is not available for social or shopping trips. This is the gap filled by Community Transport where the community help each other by supporting themselves.

### **Social value – how many people are enabled to get out and about?**

During 2014-15 Ring & Ride buses completed 30,308 return passenger journeys, community buses on scheduled routes (Section 22) 41,667 return passenger journeys. In addition 41 Community Car Schemes provided 124,794 Passenger journeys.

This is a total of 196,769 journeys provided across Devon during 2014-15. These figures do not include the added value to local communities who are able to use Community Transport minibuses for group and/or private hires.

Such journeys are a vital part of reducing social isolation and contributing to people's wellbeing by enabling people who would otherwise remain isolated in their own homes to get out, socialise and keep active. There is a wealth of research that demonstrates that such activity is vital for people's health and contributes to the wellbeing of people suffering from dementia and memory loss. CT is actively keeping people fit and well by enabling them to socialise, while Community Car

Schemes also contribute to keeping them well and living in their own homes for longer by transporting them to vital medical appointments.

"The relationship between mental health and transport goes deeper than many people realise" said Transport Minister Andrew Jones at a Mental Health and Transport Summit in London (25 February 2016). He spoke about how accessible and inclusive transport is a vital component of maintaining mental health in the UK.

### **Economic impact:**

Community Transport organisations, even those run by volunteers, cost money to run. As organisations they need, at the very least, insurance, telephone line, DBS checks for their drivers, possibly an office and other sundry overheads. For example, the 41 Community Car Schemes who contributed data for 2014-15 spent over £1,000,000 providing their services and most of this expenditure goes straight back into the local economy. The passengers contributed £609,000 of this directly to the drivers as payment for the actual journey undertaken.

Within the local economy the money pays staff, volunteer drivers' expenses, fuel payments at local garages, vehicle maintenance and servicing, insurance brokers, database providers and HR and accountancy services. Fuel bought at local garages to cover driving the:

- 1,432,063 miles travelled by approximately 2,000 voluntary car drivers.
- 230,631 miles travelled by Ring & Ride buses.
- 89,482 miles travelled by scheduled Community buses (called 'Section 22').

This amounts to at least 1,752,176 miles travelled by vehicles that are serviced locally. Without Community Transport this benefit would be lost.

The volunteer hours gifted to the service across the county also have a value with Community Car Schemes reporting over 111,650 volunteer hours contributed in 2014-15. Even at the minimum wage at the time (£6.50ph) this amounts to a value in kind of over £725,725. For a Community Transport organisation, to take one route alone, the Exe Valley scheduled route which takes 1,508 volunteer hours a year to deliver, would equate to £9,802.

In addition to this at least £2.1 million was spent by community transport users in local high streets across Devon in 2015 (Devon County Council).

### **The future for Community Transport and the services it provides**

If Community Transport organisations fail due to lack of funding or volunteer time, over 200,000 journeys would no longer happen. Although the infrastructure exists, organisations are struggling to raise funds and to recruit volunteers. As grant funding decreases, many volunteers are struggling to find the time and energy to provide the service and raise money. This at a time when demand for their services is increasing as the population of older, frailer people continues to grow and the volunteers themselves are now ageing.

Take away grants, and all their already stretched time and energy is spent raising funds to keep existing services running at the same time as they are overwhelmed by a constantly expanding ageing population.

# Agenda Item 12

Alan Hutson, Ivybridge & District Community Transport quotes “The role of the committee has changed from the one which I originally signed up for over 20 years ago. I for one would happily walk away if I thought that there was someone else happy to take over but sadly this is not the case. If myself and our treasurer were to resign, then the scheme would fold”.

For many, volunteering for their local Community Transport organisation is now almost too difficult, there is too much work and they cannot cope. If it gets too difficult, these organisations will fold. They would like to recruit new drivers and to respond to the increasing need, but are increasingly worried about money and because the time spent raising funds, find it difficult to promote their services and attract new volunteers.

## **Keep supporting us to support you**

Community Transport is facing a funding crisis whilst at the same time delivering very good value for money for its funders. With Car Schemes, the passengers pay 60% of the costs with most of that money staying to be spent in Devon. Prices could be increased but this would risk excluding the very people they are trying to assist, many of whom on fixed incomes. They are also bound by the legislation and are not operating commercial services.

Organisations can and do search for alternative sources of funding, but fundraising is hugely time consuming and demanding for an ageing, diminishing pool of volunteers. As CT groups fold there is the potential for a whole range of activities to fail with them, an infrastructure that it will be difficult to replace.

It is known that 40% of CT organisations in Devon are in deficit, many of them local Community Car Schemes. With the reduction of grants and the increasing stress placed on such groups by the growing demand from both passengers and the NHS (short notice appointments, late appointments, week end appointments etc.) the pressure will become unmanageable and many voluntary management teams will just leave. In some cases it may be possible to find another CT group to take it on their work, but this takes time and negotiation.

For example Exmouth CT have reported that: “A lady rang from a village who noted our bus passed her home. She asked if the bus was available for her. I asked her some questions and eventually she said that she was sitting in her wheelchair in her kitchen and had not been out of her home for six months. I said it was for her and we would send the bus round to her home so she could try it and make sure how we fit her wheelchair safely. The conversation ended with her in tears. This lady now regularly uses the bus.” If the service folded she would again be trapped in her home.

This prospect is no surprise; Community Transport schemes have been facing cuts and warning about the consequences for a while. The support they receive from Devon County Council has been welcome and has enabled them to keep running in difficult times. This vital funding and support has also provided leverage to attract local District Council and Trust matched funding.

# Agenda Item 12

Despite the support of Devon County Council, some organisations have ceased operation in the last couple of years. This places additional pressure on the remaining services and/or on those who take on setting up new organisations, developing their governance and finding new Trustees in a time when volunteers are hard to find. All of this places huge pressure on those who put themselves forward to do such work.

More information on the impact of Community Car Schemes, the valuable work they do, the huge, often invisible, contribution they make to their communities and the significant challenges they face can be found at: [www.tfyc.org.uk/social-kindness-papers](http://www.tfyc.org.uk/social-kindness-papers) .



Transport for Your Community (TfYC) is an umbrella organisation, which represents and provides support to a range of community transport providers, primarily across Devon. Our key objective is to promote and improve access to these services as well as reduce outgoings and develop sustainability within our member organisations in order to ensure that community transport remains with local operators who understand the needs of the local community.

**Transfer of Bus Services to Community Transport – Actual and Proposed. Actual as at May 2016.**

District	CT Provider approached	Route	Response	Saving to DCC pa	Date
East Devon	Honiton TRIP CTA	347/350/381/607	Being considered by CT group (while services supported on interim basis by DCC)		
	Sidmouth Hopper Bus	157	No response from CT group		
Exeter	Exeter CTA	U	Declined by CT group		
	Exeter CTA	M	Declined by CT group		
	Exeter CTA	T	Declined by CT group		
Mid Devon	Crediton / Tiverton CTA	350, 607 town services	Declined by CT group (while services supported on interim basis by DCC)		
	Exe Valley Market Bus	307	Declined by CT group		
	Exe Valley Market Bus	696	Declined by CT group		
	Exe Valley Market Bus	657	Declined by CT group		
	Exe Valley Market Bus	696/873	Declined by CT group		
	Exe Valley Market Bus	F9	Declined by CT group		
	Exe Valley Market Bus	F10	Declined by CT group		
North Devon	Ilfracombe CTA	33/34/35/36	Town services to be reduced to two days a week. CTA submitted best price compared with bus company	£6,914	29/05/2016
	Go North Devon	10 (part)	Agreed with group but at high cost. Supported local bus service therefore retained		

District	CT Provider approached	Route	Response	Saving to DCC pa	Date
South Hams	Bob the Bus (Totnes Community Bus)	25	Declined by CT group		
	Bob the Bus (Totnes Community Bus)	165	No response from CT group		
	Bob the Bus (Totnes Community Bus)	672	No response from CT group		
	Bob the Bus (Totnes Community Bus)	Gold (Westonfields/ Bridgetown Hill)	Declined by CT group		
	Ivybridge CTA	612	Declined by CT group		
	Ivybridge CTA	F7	Declined by CT group		
	Ivybridge CTA	F17	Declined by CT group		
Page 51	Totnes & Dartmouth Ring & Ride	90B	No response from CT group		
	Totnes & Dartmouth Ring & Ride	91	Investigated but no satisfactory arrangement available		
	Various Voluntary Car Schemes	F7	No like-for-like replacement but car schemes offer some alternative		
	Various Voluntary Car Schemes	F17	No like-for-like replacement but car schemes offer some alternative		
Teignbridge	Newton Abbot CTA	672	On basis of quotation, operating service at level of support lower than previously, bringing service within support criteria	£6,050	02/12/2015
	East Teignbridge CTA	187	Contract won through competitive tender @ £17,275 (compared with other tender submission @ £36,422	£19,147 (though not DCC budget; is Section 106 developer funding)	17/09/2012

District	CT Provider approached	Route	Response	Saving to DCC pa	Date
	East Teignbridge CTA	886	On basis of quotation, operating service at level of support which enables DCC to provide service on two days a week instead of one	£7,709	21/09/2015
	Newton Abbot CTA	91	Declined by CT group		
Torridge	Torridge CTA	14/16	One -off grant of £80,000 from DfT CT Fund for vehicle	Projected £42,000 minus one-off £80,000 from DfT fund but CTA ceased trading, so services now covered by new contract with bus company	06/01/2014
	Holsworthy Rural CTA	F6	Declined by CT group		
	Holsworthy Rural CTA	F8	Declined by CT group		
	Holsworthy Rural CTA	637	Declined by DCC due to group prices being too high in competitive tender		
	Holsworthy Rural CTA	638	Declined by CT group		
	Holsworthy Rural CTA	188	Declined by CT group		
	Holsworthy Rural CTA	630/631	Declined by CT group		
	Holsworthy Rural CTA	639	Declined by CT group		
	Torridge CTA	F6	Investigated but no satisfactory arrangement available		
	Torridge CTA	F8	Investigated but no satisfactory arrangement available		



District	CT Provider approached	Route	Response	Saving to DCC pa	Date
	Torrige CTA	634	Investigated but no satisfactory arrangement available		
	Torrige CTA	636	Investigated but no satisfactory arrangement available		
West Devon	Tavistock Community Bus	94/95	One-off grant of £80,000 from DfT CT Fund. In return, CT operates services previously costing £7,958 pa. Following early review, Community Bus required support of £2,000 pa	£5,958 minus one-off £80,000 from DfT Fund	28/05/2014

