

Phil Norrey
Chief Executive

To: The Chairman and Members of
the Place Scrutiny Committee

County Hall
Topsham Road
Exeter
Devon
EX2 4QD

(See below)

Your ref :
Our ref :

Date : 12 September 2016
Please ask for : Wendy Simpson, 01392 384383

Email: wendy.simpson@devon.gov.uk

PLACE SCRUTINY COMMITTEE

Tuesday 20th September 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 **Public Participation**

Members of the public may make representations/presentations on any substantive matter listed in the published agenda for this meeting, as set out hereunder, relating to a specific matter or an examination of services or facilities provided or to be provided.

2 **Apologies for Absence**

3 **Minutes**

Minutes of the meeting held on 14 June 2016 (previously circulated).

4 **Items Requiring Urgent Attention**

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

MATTERS FOR CONSIDERATION OR REVIEW

- 5 Highway Infrastructure Asset Management Policy, Strategy and Plan (Pages 1 - 40)
2.00 pm
Report of the Head of Highways, Capital Development and Waste (HCW/16/69), attached.
- 6 Active Devon: Governance, Funding and Performance (Pages 41 - 46)
2.20 pm
Report of the Head of Services for Communities (SC/16/11), attached.
- 7 Apprenticeships and Work Experience Placements (Pages 47 - 52)
2.40 pm
Report of the Head of Services for Communities (SC/16/12), attached.
- 8 Election of the Commissioning Liaison Member
3.00 pm
In line with the recommendations of the 'Scrutiny in a Commissioning Council' Task Group Report, the Committee be asked to select a 'Commissioning Liaison Member', whose role it will be to work closely with the relevant Cabinet Members and Heads of Service, developing a fuller understanding of commissioning processes, and provide a link between Cabinet and Scrutiny on commissioning and commissioned services.

The Commissioning Scrutiny Task Group Report can be viewed here:
<http://democracy.devon.gov.uk/documents/s1830/Scrutiny%20in%20a%20Commissionin%20Council.pdf>

STANDING ITEMS

- 9 Connecting Devon and Somerset (CDS) Programme Update (Pages 53 - 56)
3.10 pm
Report of the Head of Economy and Enterprise (EE/16/11), attached.
- 10 Libraries Unlimited update
3.30 pm
The Cabinet Member for Community and Environmental Services and the Head of Libraries, Culture and Heritage Services to report.
- 11 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://new.devon.gov.uk/democracy/committee-meetings/scrutiny-committees/scrutiny-work-programme/>
The Committee may also wish to review the content of the Cabinet Forward Plan (available at <http://new.devon.gov.uk/democracy/how-the-council-works/forward-plan/>) to see if there are any specific items therein it might wish to explore further.
Devon Agriculture Industry Task Group
Verbal update on the work of the Devon Agriculture Industry Task Group.

MATTERS FOR INFORMATION

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Dates of Future Meetings


Please use link below for County Council Calendar of Meetings:

<http://democracy.devon.gov.uk/ieDocHome.aspx?bcr=1>

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

*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

| |
|--|
| Membership |
| Councillors R Radford (Chairman), G Hook, K Ball, P Bowden, C Clarence, T Dempster, A Eastman, R Edgell, O Foggin, J Hawkins, R Hill, B Hughes, R Vint, N Way and J Yabsley |
| Declaration of Interests |
| Members are reminded that they must declare any interest they may have in any item to be considered at this meeting, prior to any discussion taking place on that item. |
| Access to Information |
| Any person wishing to inspect 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. |
| Webcasting, Recording or Reporting of Meetings and Proceedings |
| <p>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: http://www.devoncc.public-i.tv/core/</p> <p>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.</p> <p>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.</p> |
| Public Participation |
| <p>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 (wendy.simpson@devon.gov.uk) 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.</p> <p>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 (committee@devon.gov.uk). Members of the public may also suggest topics (see: https://new.devon.gov.uk/democracy/committee-meetings/scrutiny-committees/scrutiny-work-programme/)</p> <p>All Scrutiny Committee agenda are published at least seven days before the meeting on the Council's website</p> |
| Emergencies |
| 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. |
| Mobile Phones |
| Please switch off all mobile phones before entering the Committee Room or Council Chamber |
| <p>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: centre@devon.gov.uk or write to the Democratic and Scrutiny Secretariat at County Hall, Exeter, EX2 4QD.</p> |
|  <p>Induction loop system available</p> |

Highway Infrastructure Asset Management Policy, Strategy and Plan

Report of the Head of Highways, Capital Development and Waste

1. Introduction

The purpose of this report is to update Place Scrutiny committee on the emerging approach to Asset management for Highway Infrastructure with a view to:

- (a) Informing the committee on the approach adopted in revising the current Highway Infrastructure Asset Policy, Highway Infrastructure Asset Strategy and Highway Infrastructure Asset Plan and to capture comments and views regarding the approach;
- (b) Obtaining input from the committee into the development of an appropriate performance management framework for the management of highway assets and setting meaningful targets to assist in measuring annual performance against the Highway Asset Management Strategy and Plan. See Annex 6.

2. Background

Asset management has been widely accepted by central and local government as a means to deliver a more efficient and effective approach to the maintenance of existing infrastructure. For the highway industry this approach requires long term planning and ensures that standards are defined and achievable within available budgets. It also supports making the case for funding, effective communication with stakeholders, and enables a greater understanding of the contribution highway infrastructure assets make to economic prosperity and to local communities.

The current Highway Asset Policy, Highway Asset Strategy and Highway Asset Plan were approved by Cabinet in March 2013. This report outlines the progress and changes since then and describes the approach followed in reviewing and updating the documents.

There is a need to review and approve an updated Highway Asset Management Policy, Strategy and Plan to enable Devon to maximise its funding grant for highway maintenance.

3. Proposal

3.1 Drivers for change

A number of significant changes that have occurred since approval of the current Asset Management Policy, Strategy and Plan:

- The revised County Council strategic plan, Better Together was published in 2014.
- New national guidance 'Highway Infrastructure Asset Management' was issued by Highway Maintenance Efficiency Programme (HMEP) in May 2013.
- A revised Code of Practice on Highway Network Assets was issued in 2016. The revised code outlines the procedures to be applied for valuation of highway infrastructure assets.

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- In November 2014, following consultation, the Department for Transport (DfT) announced a new formula for allocating Local Highway Maintenance Capital funding up to 2021. The new funding formula is made up of a Needs Formula, an Incentive Fund and a Challenge Fund. The new approach enables highway authorities to improve long term works planning as the announcement detailed the Needs Formula allocation, which is the major part of the overall funding, for a six year period.
- Highway Maintenance revenue budget, funded from business rates, council tax and Revenue Support Grant has reduced each year in response to Devon County Council's corporate savings requirements.
- The highway service has engaged with communities to respond to reduced levels of service by facilitating community self-help.
- The highway service has developed its highway systems technology to manage customer demand by improving web based customer information on services and works programmes, and on-line customer reporting and data collection.

All of the above have contributed to shaping the highway service and to driving a review and update of highway asset management planning.

3.2 The Asset Management Framework

The national guidance issued by HMEP promotes a joined up approach to determining how all highway infrastructure assets such as roads, bridges, streetlights etc. are managed. A suite of documents is being developed to reflect this. The documents are:

- The Highway Infrastructure Asset Management Policy;
- The Highway Infrastructure Asset Management Strategy;
- The Highway Infrastructure Asset Management Plan.

This hierarchy of documents should be read and referenced as a set in order to understand the background and reasoning for Devon's approach to asset management and to how this will be delivered in the Highway Service

The Highway Infrastructure Asset Management Policy outlines the objective to maintain the highway network as required by The Highways Act 1980. It describes the scope of the policy. It outlines the Policy aims and objectives and describes the benefits of the proposed approach to highway asset management.

The Highway Infrastructure Asset Management Strategy explains how the policy will be achieved and how long term objectives will be delivered. The Strategy outlines the Devon County Council's Asset Management Framework (page 5) and provides details of the components which make up the core asset management planning tools. These have been developed by following HMEP national guidance. The framework includes Risk Management, Levels of Service and Performance Management.

The Highway Infrastructure Asset Management Plan provides the detail on how the policy and strategy are implemented.

The purpose of the Highway Infrastructure Asset Management Plan is to:

1. Identify and set out the maintenance requirements for the highway network in a clear and consistent framework, which follows the national guidance published by the HMEP.
2. Enable improved use of data and information and improved analysis of the maintenance of highway assets so that services can be delivered more efficiently.

3. Enable maintenance budgets to be used to effectively to reduce to a minimum the overall rate of network deterioration and to maintain a safe network that provides the optimum service with available resources.
4. Be a guidance document for the service in managing the highway network effectively.
5. Enable an improved approach to future maintenance challenges.
6. Support the process of Identifying and accessing potential funding streams for addressing maintenance issues.
7. Understand the implications and risks for each asset group and to the network, from reduced funding.
8. Help with communications as we explain how we manage highway assets and how we propose to face the challenges of managing these assets in the future.

The draft Highway Infrastructure Asset Management Policy and Strategy are provided in Annex 1 and 2 respectively. The Highway infrastructure Asset Management Plan is under review and it is intended that all three documents will be finalised and approved later this year.

3.3 Risk Management

Successful implementation of the Devon Asset Management Framework requires an understanding of the impact and consequences of strategic risks. Analysing risks provides information on the effect events will have on the desired performance of an asset.

A risk register has been developed to evaluate high level strategic risks and is shown in Annex 3. It is intended that the register will be regularly reviewed with particular regard to managing and responding to threats and agreeing mitigation measures with a view to reducing the impact of the risks over time.

3.4 Levels of Service

Strategic levels of service are identified in the Highway Infrastructure Asset Strategy. These inform the development of levels of service for each asset group. Defining levels of service enables us to meet our objective of managing demand, having considered current and future capability to deliver within the resources available.

It is proposed that we use the approach identified in the National Code of Practice - Well Maintained Highway Infrastructure, which identifies the following as a basis for developing levels of service for assets:

- The safety of the asset
 - Meeting Statutory obligations
 - Meeting users' needs for safety
- The serviceability of the asset
 - Ensuring availability
 - Maintaining reliability
 - Enhancing condition
- The sustainability of the asset
 - Minimising cost over time
 - Maximising value to the community
 - Maximising environmental contribution

A table describing the level of service provided using the above methodology for the highway related asset components is shown in Annex 4.

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It is possible to have different levels of service for different maintenance categories. The current position based on approved policy, available funding and consultation through tough choices is shown in Annex 5.

It can be seen that for certain categories of minor road and footway, the level of service response is limited to attending only to safety concerns.

3.5 Performance Framework

Performance measures can be used to monitor progress against levels of service and to track actual performance. The Highways and Traffic Management service is developing a performance management framework. This aligns with corporate and asset management aims. The framework measures performance against key business areas and identifies current performance as: Excellent; Good; Fair; or Poor.

A number of strategic indicators will feed into the above. The strategic indicators associated with the asset management approach are identified in Annex 6. It is intended that these will be reviewed annually and progress reported to Councillors.

The Committee are invited to comment on the proposed indicators and the approach.

4. Consultations/Representations/Technical Data

Customer feedback is available through the 2015 National Highways and Transport (NHT) Public Satisfaction Survey. This reflects public perception of performance and the importance and desire for various activities to be funded. Analysis shows that the condition of the highway network and the speed and quality of repairs are important to the public.

The complete survey can be seen at <http://nhtsurvey.econtrack.com>

As part of the tough choices budget reduction exercise a consultation was carried out in autumn 2014 on a range of proposed reductions to the Highways Revenue Budget. This resulted in reduced levels of service being implemented in April 2015 affecting winter service, grass cutting, parish lengthsman, picnic sites and staffing in neighbourhood teams.

Further details are available at <https://new.devon.gov.uk/highwaysbudget/>

5. Financial and Environmental Considerations

The asset management approach enables the County Council to demonstrate it has a clear methodology for valuing highway infrastructure assets and determining their condition.

Applying the approach to establish maintenance needs illustrates that there is a clear gap between the capital maintenance funding provided by DfT and the funding needed as assessed by condition surveys.

The result is that whilst higher priority assets can be maintained in an acceptable condition this is not possible for lower priority assets. Therefore, the condition of some lower priority assets will deteriorate in future years. For such assets, like some minor roads, safety related reactive interventions only will take place.

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It is unavoidable that deteriorating condition will lead to increased costs of reactive repairs and to increased future planned maintenance costs. In the long term there will also be an impact on the selection of journey routes and the reliability of journey times.

By adopting good asset management practice the above impacts will be minimised.

6. Summary

It is intended that this report will provide the Committee with an opportunity to inform the development of the Asset planning approach.

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

Local Government Act 1972: List of Background Papers

Contact for enquiries: Joe Deasy

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

Tel No: 01392 383000

| Background Paper | Date | File Ref. |
|------------------|------|-----------|
| Nil | | |

jd070916pls highway infrastructure asset management policy and strategy
hk 03 090916

Highway Infrastructure Asset Management Policy:

Purpose and Scope:

Purpose of this Policy: This policy explains Devon County Council’s approach to meeting our objective to maintain the highway network in Devon as required by the Highways Act 1980.

Scope of this Policy: This policy applies to all highway infrastructure and highway assets which are managed and maintained by Devon County Council.

Note: Motorways and trunk roads are maintained by [Highways England](#)

What are highway assets? The highway infrastructure comprises the network of roads, bridges, pavements, cycle ways and public rights of way, together with street lights, traffic signals, bollards and signs, drainage systems and retaining walls. Together these are the highway assets.

We have:

- 8,000 miles of roads, the longest highway network in the country.
- 3,500 bridges
- 3,000 miles of public rights of way
- 2,000 retaining walls

Together these assets have a gross replacement value in excess of £12 billion. It is therefore essential that we maintain this valuable asset as effectively as we can with the resources we have.



Context, Vision and Aim:

Context and vision for this Policy:

Devon County Council's vision is for Devon to be a safe and healthy place to live; a place where people can live their lives well. To meet this vision, it is essential to have a well managed and maintained highway network. This is reflected in the Highways and Traffic Management Business Plan 2015-21:

“Our service maintains, operates and improves the highway network to enable safe and resilient links for people to connect with their communities, to lead to healthy, prosperous lives; to get to work, to get to education, to get to health services, to participate in exercise and leisure activities, to bring people to Devon to enjoy our beautiful county, to bring goods in and connect Devon's people and produce to the rest of the world.”

The Highways Act 1980 requires us to maintain the public highway in a safe condition. It also requires us to maintain it in reasonable condition for people to use. Compliance with this policy supports this statutory duty.

The aim of this Policy: Through our Asset Management Policy we aim to provide a highway network which supports the Council's vision:

- Is safe and serviceable for people to use
- Enables access to and from communities for people, goods and services.
- Supports and promotes active and healthy lifestyles
- Promotes the development and maintenance of sustainable communities
- Contributes to wider economic growth
- Contributes to wider environmental management
- Makes effective and efficient use of our local resources
- Is maintained appropriately to retain its value and condition into the future

The maintenance backlog: Each year the highway assets are valued as a requirement of central government. In 2015 the accumulated depreciation of the highway asset has been calculated as £1.36 billion. This figure represents the loss in value of the asset due to ongoing deterioration.

Using asset management models the annual rate of depreciation has been estimated as approximately £102 million per annum which is the level of investment required to maintain all elements in a steady state condition.

The total capital allocation for the current year is £46.5m. The difference between what we would need to spend and the money we have been allocated to spend has resulted in an increasing backlog.

Every year that we are unable to spend what we need means that highway network condition will deteriorate. This will be particularly noticeable on our minor roads.

Approach to maintenance of highway infrastructure assets:

Asset management promotes a business-like way to highway maintenance. It makes better use of limited resources and delivers efficient and effective highway maintenance.

We will take a long term approach to the maintenance of all highway infrastructure assets which considers the cost and anticipated performance of the maintenance work we do.

We have based our policy on national guidance and best practice developed by the [Highways Maintenance Efficiency Programme](#) and our service strategy to drive efficiency in delivery of our services, manage demand and mobilise communities.

To do this we will:

- Take a long-term view using a systematic approach based on defined levels of service for each asset
- Consider the whole life costs of maintaining an asset; we will look at what will provide best return on the money we spend in the long term, rather than a 'worst-first' short term maintenance treatment
- Understand the lifecycle of each asset and use this knowledge to plan when is the best time to do maintenance to keep the asset in a safe and serviceable condition and when it is time to replace it with new.
- Consider the needs and expectations of citizens using the highway network in Devon
- Use the defined levels of service to enable prioritisation of the work we do and consider when better value will be achieved by combining batches of work.

The approach is explained further in our Highway Asset Management Strategy. Our Highway Asset Management Plan explains in further detail how we will do this for each type of asset.

Benefits of this approach: This approach will enable us to:

- Have a clear understanding of the extent and condition of the highway infrastructure and assets
- Have a clear method which links our goals, aspirations and objectives with the defined level of service
- An improved ability to:
 - predict the levels of funding required to deliver the desired levels of service
 - to understand the impact of funding constraints and reductions and target the money we have to best effect
 - understand risks to the effective maintenance to the highway asset and how to try to reduce these risks
 - create programmes of maintenance further into the future to improve planning, reduce impact on citizens and achieve efficiencies when delivering the work
- Explain clearly to citizens why we do the work we do. For instance, surface dressing is a highly effective and economical way to extend the life of a section of road. However, it needs to be done while the road is still in a reasonably good condition. Often people see this work being done and do not understand why we are ‘fixing a good road’ when there is a ‘worse road’ just around the corner.

Consultation on this approach: In creating this policy we have taken account of the feedback from citizens contained in:

- the National Highways and Transportation public perception survey
- consultation on our Local Transport Plan
- feedback within the consultation on the Better Together Strategic Plan
- the County Council’s tough choices consultation

The Cabinet Member for Highway Management and Flood Prevention has been consulted and supports the approach.

During the life of this policy we will listen to citizens to check how well the approach is working and the impact it is having on individuals, communities and businesses. Full details on how we will do this are set out in our Communication Strategy document.

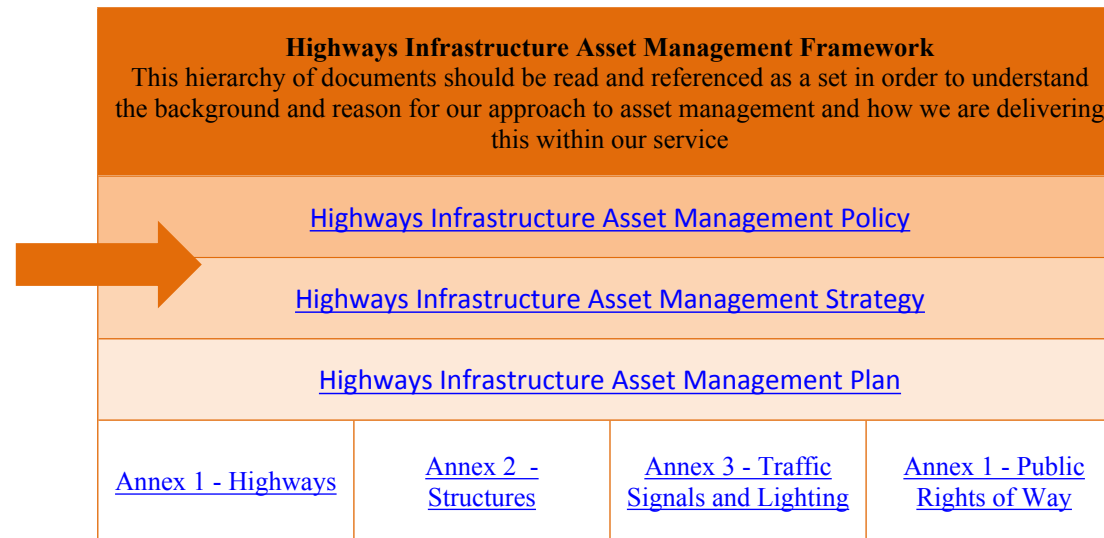
Review:

Policy review: This policy will be evaluated and reviewed on a regular basis to check how well it is working for Devon. It will be formally reviewed no later than 30/11/2018.

Highway Infrastructure Asset Management Strategy

Purpose of this Strategy: This strategy has been developed to explain the framework we will use to manage the highway network as described in our Highway Asset Management Policy. With a gross value in excess of £12 billion, the highway network maintained and managed by Devon County Council is our County’s most valuable and important public asset.

The management of such a valuable and vital asset needs to be undertaken in a systematic manner, which is set out in this strategy.



Our Highway Infrastructure Asset Management Framework:

This framework aligns with our 2015-21 business plan model and focusses on the way we work together, with the aim of delivering the best we can with the resources we have.

Highways and Traffic Management Business Model 2015-21

This strategy, and supporting plan, highlight that whilst we are one large multi-disciplined and diverse team, we are increasingly working as one integrated team to deliver our strategic aims.

Our business plan has a strong and consistent message on how we will approach delivery of sustainable and resilient services for the next six years in support of [Better Together, Devon's Strategic Plan](#).



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“Managing our highways is now a **critical challenge** to local councils, who have to manage an ageing network with high public expectations for **safe, reliable** and comfortable travel. At the same time, **resources are reducing**, with less funding available, increased pressure for other local government services and skills shortages.”
(Highways – Maintaining a Vital Asset, Highways Maintenance Efficiency Programme)

network with high public expectations for safe, reliable
 a“Managing our highways is now a critical challenge to local
 councils, who have to manage an ageing network with high
 public expectations for safe, reliable and comfortable travel

Our approach to highway infrastructure asset management is aligned to our three clear business plan objectives to:



drive efficient delivery of the service



mobilise community support



manage demand for highway services.

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Our three business plan guiding principles which underpin how we think and what we do are also reflected in our approach to highway infrastructure asset management:

Intelligent use of information



Innovative delivery of services



Strong business focus



Our thinking will challenge the current ways of working and influence how we design and adapt our systems and processes to deliver our service through to 2021

We will take account of:

- Devon County Council's objectives and vision for Devon
- The needs and aspirations of people using the highway network
- The maintenance needs of the different assets that make up the highway network
- The financial resources we can access now and in future

We will balance these factors against the:

- risks of failure of the asset, such as severe deterioration due to lack of investment and the destructive potential of severe weather
- future costs and availability of financial resources to invest in maintenance of the highway assets

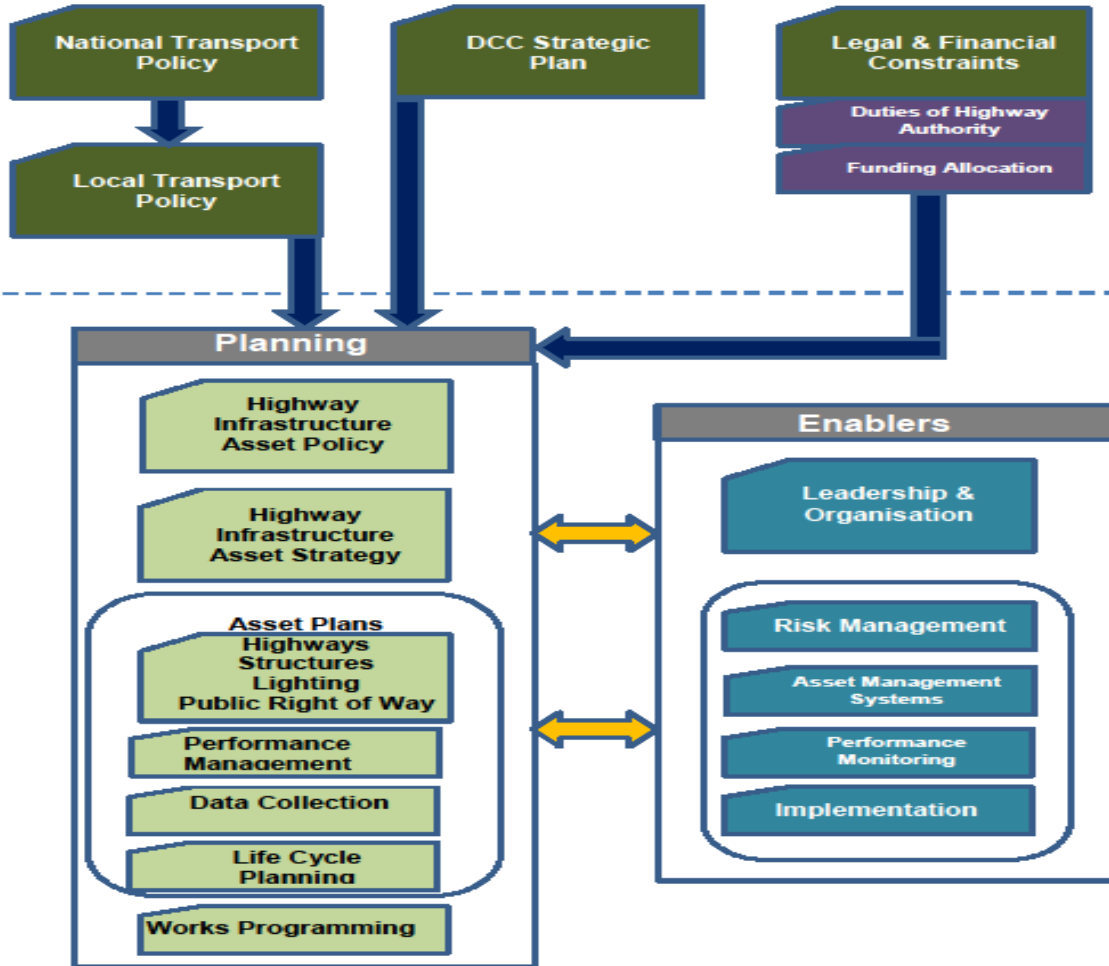
The effective management of these diverse and complex issues can only be adequately addressed within a strategic framework that balances the demands and aspirations with the reality of the current financial situation.

The responsibility for the delivery of the Highway Asset Management framework sits with the Asset Management Group within the Highway and Traffic Management Service, The aim of this group is to enable the successful adoption and implementation of this strategy so that our service is delivered effectively and efficiently and the highway assets are maintained and managed to support the current and future needs of Devon's citizens.

The Highway Asset Management Framework diagram shows the core elements of our approach which are explained in the next section.

DCC Highway Asset Management Framework

Context



Our core asset management planning tools:

Core Planning Tools for our Highway Infrastructure Asset Management Framework are:



Performance: A strong business focus requires us to monitor and manage performance. By managing performance of the asset management approach we will:

- Provide a systematic approach to measure our progress in the implementation of the asset management strategy
- Set levels of service and performance targets to enable auditing and monitoring of the delivery of the asset management strategy.
- Demonstrate how funding is being used effectively to meet the levels of service and performance targets
- Provide the link between corporate vision, asset management strategy, levels of service and maintenance operations
- Support effective communications with citizens by demonstrating how we are performing against their expectations.
- Demonstrate any shortfalls in funding.

The current and future demand on the service will influence the degree of performance that can be achieved. Factors such as customer service provision, customer perception, asset condition and funding provision will all contribute to this. Demand is likely to change with external influences such as weather and seasonal variations. Future demand will be influenced by population and traffic growth and an increasing older population. The report '*Service Resilience in a Changing Climate – Highway Management Devon County Council*', identifies the impact climate change will have during the next century.



Inventory and Data Management: Intelligent use of information requires us to develop and maintain our highway asset inventory, so that we know what assets we have, where they are and what condition they are in.

This is important in order to have an overall view of the extent and condition of the highway network and enable a consistent management approach to be applied.

The Highway inventory is well developed with major asset components recorded in an integrated software system. Where there are gaps in the inventory, most notably drainage infrastructure, work is progressing to address this.

Currently these inventory systems include the following asset groups:

- Highways and Highway Drainage Systems
- Structures
- Street lighting, Signals and Traffic Management Systems
- Public Rights of Way

Our comprehensive programme of inspections and surveys of the highway assets, which are informed by national guidance and statutory requirements and tailored to asset groups, provides us with good quality data that enables effective risk management and decision making. These inspection and survey regimes are documented in the relevant asset plans for each asset types.



Levels of Service: By Levels of Service we mean a description of the standard of service that is provided or required. These levels link directly back to our corporate aims and objectives, departmental and service plans and other strategy documents such as [Better Together, Devon's Strategic Plan](#).

Defining levels of service enables us to meet our objective to manage demand, having considered our current and future capacity to deliver with the resources available.

In addition, levels of service must take note of statutory duties and the management and mitigation of risk both to the service user and the authority.

Levels of service can therefore be described in broad terms, which are then described in more detail to give concise standards and targets. The standards and targets can then be measured and used to inform the decision making processes.

Drawing on our key corporate objectives to promote the wellbeing of the citizens and communities of Devon, and enable people to live their lives well, we have set out our high level aims for levels of service for the highway asset in the Highway Infrastructure Asset Management Policy as follows:

- Is safe and serviceable for people to use
- Enables access to and from communities for people, goods and services.
- Supports and promotes active and healthy lifestyles
- Promotes the development and maintenance of sustainable communities
- Contributes to wider economic growth
- Contributes to wider environmental management
- Makes effective and efficient use of our local resources
- Is maintained appropriately to retain its value and condition into the future

These strategic levels of service are then focussed on specific aspects of the infrastructure as part of operational service plans.



Lifecycle Planning, budget projection and valuation: Lifecycle planning is a technique which enables us to think about an asset in terms of its current and future performance. It links the desired level of service, the current condition, future maintenance needs and future funding. This process aligns with our objective to deliver our services efficiently.

Some assets have a limited lifespan and will eventually need to be replaced. For these assets we can use lifecycle planning to chart the journey from cradle to grave, so that we know when replacement will be necessary and the costs to maintain the asset effectively during its expected lifespan.

Some assets can have a longer lifespan provided they are maintained appropriately. For these we can use lifecycle planning to chart the journey from creation through phases of maintenance, refurbishment and back to an “as new” condition, when the cycle is repeated.

Lifecycle planning enables us to:

- Develop plans to invest resources to deliver an agreed level of service performance
- Predict the impact particular levels of funding will have on the service we can deliver

Lifecycle planning tools have been developed which enable the development of work programmes which make best use of the available funding in meeting long-term objectives, mitigating the risk of failure by allocating funds to where they will be most beneficial. However, allocating funding in this way moves away from a more traditional “worst first” approach and targets work programmes at those parts of the highway asset which present the greatest risk and where early treatment can achieve the most beneficial whole of life cost.

This lifecycle planning approach enables:

- the delivery of a service which is as effective as possible
- allows a clear and logical allocation of resources to those areas which will contribute most to the overall goals and objectives of the Council
- allows an assessment to be made of the residual risk.

As well as the benefits outlined above, comprehensive lifecycle planning allows resources to be targeted to the preservation of the historic investment that has been made in our infrastructure. This is particularly pressing with the imminent introduction of the Whole of Government Accounts (WGA) as set out in the CIPFA Code for Transport Infrastructure Assets.



Risk Management and future: The Asset Management approach can be seen as an exercise in managing risk. The need to manage risk is a catalyst for us to be innovative in the way we deliver our services.

The key aspect of our approach is that by grouping assets by type into a hierarchy and then reflecting their importance in service delivery terms relative to one another it enables us to quantify the risk.

This risk based principle flows through the whole of the Asset Management Framework and is fundamental to deciding the levels of service, the scope, type and frequency of inspections, the allocation of budgets and the development of work programmes.

The Asset Management Group has developed a clear hierarchy for its core asset types. When used with robust lifecycle planning and deterioration models, the asset management approach enables an organisation to:

- respond to challenges as they occur
- make accurate predictions of funding required to sustain levels of service
- to quantify the risk to the organisation in terms of service delivery, third party liability and the loss of value and integrity of the assets.

Asset Management is a way of operating which seeks to incorporate all aspects of management activity into one overarching, inter-related system so that conflicting demands, goals, objectives, delivery targets and statutory obligations can be balanced and residual risk identified.



Works Programmes: The delivery of works programmes are the outcome from the asset management strategy.

The process to develop a works programme comprises the identification, prioritisation, optimisation, programming and delivery of individual schemes for the various asset types. It should meet the annual budgets that have been developed by the authority, ideally with the support of lifecycle planning process described above.

Our strategy for individual asset groups:

As part of the asset management framework, and in accordance with other national guidance, our highway asset has been divided into asset groups. Each group is then broken down into asset components and activities. The asset groups and components are described below.

A key function of the asset management process is to understand the spending needs of each asset group, component and activity against the required levels of performance, aims and objectives. This means understanding funding needs to meet:

- Performance Targets
- Department of Transport objectives
- Delivery Planning

It is important within this process that we understand and consider:

- the influence of budget decisions on customer satisfaction and delivery of the corporate priorities
- the impact that investing on one asset component may have on the overall performance of other asset components, as well as the whole asset

Therefore we are developing a Needs Based Budgeting approach.

Our Asset groups and components: Highway infrastructure assets have been divided into groups and components as listed in Table 1.

| Table 1: Asset Groups and Components | |
|---|---|
| Asset Group | Asset components |
| A Roads | Carriageway |
| B Roads | Carriageway |
| C Roads | Carriageway |
| Unclassified Roads | Carriageway |
| Footways and Cycle ways | Footways |
| | Cycle ways |
| Drainage | Piped systems, gullies, grips |
| | buddleholes and easements |
| Fencing | Vehicle restraint systems, guard rails , fences |
| Structures | Bridges, retaining walls, culverts etc. |
| Highway Lighting | Columns, illuminated signs, etc |
| Public Rights of Way | Footpaths, bridleways ,byways, signs, styles gates etc. |
| Traffic Management systems | Signals and pedestrian crossings |
| Street Furniture | Signs and other street furniture |
| Land | Highway verge |

Review process:

This strategy will be reviewed annually and minor changes and updates will be made to the framework documents and subsidiary documents on an annual basis to reflect changes in funding and service levels. The whole framework will be updated on a two year rolling frequency.

Prepared by:

Joe Deasy

Asset Management Group Manager

Highways and Traffic Management Service

date

If you would like this information in another format please contact:

| Risk Number | Description of Risk. | Possible consequences on effectiveness of service | Risk Score at time of identification | | | Mitigation | Current Risk Score | | |
|-------------|---|--|--------------------------------------|--------|-------|---|--------------------|--------|-------|
| | | | Likelihood | Impact | Score | | Likelihood | Impact | Score |
| 1 | Failure to maintain C class and unclassified roads effectively. Deterioration of highway network due to insufficient planned and routine maintenance. | Increasing safety hazards for highway users. Increasing costs associated with reactive repairs. Increasing liability claims resulting from personal injury /property damage. Increased disruption to users due to road closures, diversions, general road condition. Increased customer service demands. | 6 | 4 | 24 | Communication with stakeholders inc Elected Members, Parish and Town Councils to explain the Devon Highways Strategy and funding of the service. Safety inspection and repairs completed cost effectively and on time. Consideration of material and treatment types to provide value for money solutions. | 6 | 4 | 24 |
| 2 | Lack of capacity or capability to effectively respond to Extreme weather events Flooding and structural damage to the highway affecting citizens and property | Potential for fatalities and severe accidents to citizens due to lack of effective and timely response. Potential for network disruption affecting local economy and other public services such as hospitals, schools, day centres etc. Potential for major structural damage to the highway Quantity of structural damage exceeds available budget Increased customer demands due to insurance claims and disruption. | 6 | 4 | 24 | Asset Management plan identifies network hierarchy and prioritises response on the higher classes/speeds of network. Annual review of winter service and emergency plan. Monitoring weather forecasts, inspection of main roads, removal of debris and ensuring sufficient resources are available. Inspection of the highway network and handling incoming reports of flooding and/or damage during a severe weather event and deploying resources to those areas at greatest risk. Planning, programming and delivery of drainage and structural works in a timely manner | 6 | 4 | 24 |

| Risk Number | Description of Risk. | Possible consequences on effectiveness of service | Risk Score at time of identification | | | Mitigation | Current Risk Score | | |
|-------------|--|---|--------------------------------------|--------|-------|---|--------------------|--------|-------|
| | | | Likelihood | Impact | Score | | Likelihood | Impact | Score |
| 3 | Lack of capacity or capability to respond effectively to highway safety related issues Potential for fatal and severe accidents to citizens due to lack of effective and timely repair or replacement of highway assets. This could be brought about by deteriorating highway condition, inability to meet policy level of service, inadequate procedures or poor staff/contract performance. | Increasing safety hazards for highway users. Increasing costs associated with reactive repairs. Increasing liability claims resulting from personal injury /property damage. Increased disruption to users due to road closures, diversions, general road condition. Increased customer service demands. | 6 | 4 | 24 | Highway Monitoring - revised risk based safety inspection regime implemented. Inspections are completed on time. Specialist inspections undertaken on carriageway skid resistance, tree condition and safety fences on a risk based approach. Programme flexibility- If problems arise early enough on in the year then the programme can be amended to accommodate higher workloads on safety defects repairs, to assist contractor in achieving programmed response times. | 4 | 4 | 16 |
| 4 | Failure to maintain the A and B road network effectively leading to reduced surface life. The risk of reduced life of the A and B road surfaces is influenced by several factors including the availability of an adequate budget to carry out work and deterioration factors such as severe winters and climate change. | Increasing safety hazards for highway users. Increasing costs associated with reactive repairs. Increasing liability claims resulting from personal injury /property damage.Increased disruption to users due to road closures, diversions, general road condition. Increased customer service demands. | 5 | 4 | 20 | Assessment and repair of Highway Drainage - Priority given to routine and planned drainage works on salting network. Highway Asset Plan approach- Continued condition survey and refinement of financial models will enable the Council to manage future overall A and B condition at a steady state under the current funding strategy. Refreshed approach to scheme identification and treatment options. | 4 | 4 | 16 |
| 5 | Inadequate resilience of highway structures stock (including bridges, retaining walls and embankments) in face of rising extreme weather events. Older bridges potentially restrict high river flows causing flooding. Vulnerability particularly of the older masonry bridges to flood and scour damage. Insufficient maintenance of highway drainage can further reduce resilience of structures. | Potential for fatalities. Flooding and structural damage affecting citizens and property due to adverse weather. Flood damage to bridges particularly older masonry arch bridges. Flood damage to retaining walls and embankments. Potential for network disruption affecting local economy, and other public services. Increased customer demands due to insurance claims and disruption. | 5 | 5 | 25 | General and Principal Inspection regime in place. Safety inspections undertaken following flood events. Programme of scour assessments underway to determine vulnerable structures and to prioritise works to protect. | 4 | 3 | 12 |

| Risk Number | Description of Risk. | Possible consequences on effectiveness of service | Risk Score at time of identification | | | Mitigation | Current Risk Score | | |
|-------------|---|---|--------------------------------------|--------|-------|--|--------------------|--------|-------|
| | | | Likelihood | Impact | Score | | Likelihood | Impact | Score |
| 6 | Failure to maintain bridges and highway structures effectively. Deterioration of the condition of both bridges and highway structures due to insufficient maintenance. | Increasing safety hazards for highway users. Increasing costs associated with reactive repairs. Increasing liability claims resulting from personal injury /property damage. Increased disruption to users due to road closures, diversions, general road condition. Increased customer service demands. | 4 | 4 | 16 | General and Principal Inspection regime in place to ensure that the overall condition is understood and available funds prioritised. Funding directed at improving the condition of retaining walls. | 4 | 3 | 12 |
| 7 | Non-inclusion of DCC owned retaining walls supporting adjacent property in structures inventory because of uncertainty of ownership. Deterioration of the condition due to lack of inspection and maintenance. | Increasing safety hazards for highway users. Increasing costs associated with reactive repairs. Increasing liability claims resulting from personal injury /property damage. Increased disruption to users due to road closures, diversions, general road condition. Increased customer service demands. | 4 | 4 | 16 | These walls are generally very visible to the public, adjacent property owners, etc. and in most instances DCC will be notified of any problems. At this point investigations will be carried out to determine ownership. | 4 | 4 | 16 |
| 8 | Failure to maintain Street Lighting effectively. Deterioration of Lamp Columns / brackets/ light units due to insufficient planned and routine maintenance. | Potential for fatalities and severe accidents if 'dark spots' appear on the highway or if columns collapse or brackets / lighting units fall on vehicles, cyclist or pedestrians.Increasing costs associated with reactive repairs. Increasing liability claims resulting from personal injury /property damage. | 5 | 3 | 15 | Asset Management plan identifies program for inspections of all equipment. Handling incoming reports of damage deploying resources to repair or replace damaged equipment. Planning, programming and delivery of testing, repair or replacement works in a timely manner. | 4 | 3 | 12 |

3:2 Maintenance service standards applied to inventory sets

| Carriageway surface | Provision of Safety related issues only | Provision of safety and serviceability related issues | Provision of Safety, Serviceability and sustainability issues |
|-----------------------------------|--|--|---|
| What a road user would see | Carriageway surface uneven and rutted with multiple localised repairs and defects of a non safety nature. In rural areas suitable only for use by agricultural & similar vehicles. | Carriageway surface irregular. Limited evidence of recent resurfacing. Significant localised repairs & defects of a non safety nature. | Carriageway surface generally well maintained. Busier roads will be regular with limited localised repairs & defects of a non safety nature |

Maintenance standards and activities

Undertake limited condition surveys to inform of network valuation.

Undertake minimum safety inspections and react to defects that represent an immediate or imminent hazard only.

No routine or programmed maintenance.

Undertake condition surveys to inform of network valuation & support asset management prioritisation within available budget.

Undertake safety inspections and react to defects that represent an immediate or imminent hazard. Repairs mostly consisting of patching & dressing or spray patching.

Limited routine & programmed maintenance dependent on budgets.

Undertake condition surveys to inform of network valuation & to support asset management prioritisation within available budget.

Undertake safety inspections and react to defects that represent an immediate or imminent hazard.

Targeted routine & programmed maintenance. Repairs usually patching & surface dressing with surfacing limited to high stress areas.

Undertake condition surveys to inform of network valuation.

Some serviceability inspections to support the asset management approach for allocating resources for the management, operation, preservation and enhancement of the carriageway to meet the needs of current and future customers.

Routine & programmed maintenance undertaken to optimise future condition and to reduce the backlog of maintenance requirements.

Impact

Impact - Decline in structural residual life with an increase in structural defects such as potholes, major cracking and rutting.

Impact - Gradual decline in structural residual life with an increase in structural defects such as potholes, major cracking and rutting.

Impact - Some structural defects such as potholes, cracking & rutting.

Impact - Minimal defects

| Drainage gullies | Provision of safety related issues only | Provision of Safety and serviceability related issues | Provision of safety, serviceability and sustainability issues | Provision of safety, serviceability and sustainability issues |
|--|--|---|--|--|
| What a road user would see | Gully may be blocked or overgrown. Grating and frame may be damaged and sunken. | Gullies working most of the time. Grating and frame condition may be poor. | Most gullies working particularly in high risk areas. Grating and frames in satisfactory order. | Gully seldom not working. Grating and frame in good condition and set just below the road surface. |
| Maintenance standards and activities. | Some reactive cleansing in response to water flooding. No condition assessment. | Very limited routine cleansing in response to water flooding. Restricted scheduled inspection to ascertain condition and repair defects likely to impact on gully performance. Priority given to high risk areas. | Limited routine cleansing in response to water flooding. Limited reactive inspection in response to flood warnings on designated routes. Limited routine scheduled inspection to ascertain condition & repair defects likely to impact on gully performance. Priority given to high and intermediate risk areas. | Routine cleansing in response to water flooding. Proactive inspection in response to flood warnings. Routine scheduled inspection to ascertain condition & repair defects likely to impact on gully performance. Extended programmes of maintenance undertaken to optimise future condition and to reduce backlog of maintenance requirements. |
| Impact | Impact - Likely failure of systems resulting in surface water. Increased likelihood of claims. | Impact - Some flooding and surface water Limited priority and investment. Limited mitigation of claims. | Impact - Some flooding and surface water Limited condition assessment enabling structured prioritised investment. Reduced mitigation of claims. | Impact - Occasional flooding and surface water Increased inspection frequency on wider network. Condition assessment enables for investment. Mitigation of claims and increased response to customer requests. |

| Drainage - other | Provision of safety related issues only | Provision of safety and serviceability related issues | Provision of safety, serviceability and sustainability issues | Provision of safety, serviceability and sustainability issues |
|--|--|---|---|---|
| What a road user would see | No drainage system or system may be damaged, blocked or ineffective. | Drainage system may be damaged, blocked or ineffective. | Some drainage system may be damaged, blocked or ineffective. | Drainage system working and asset maintained in good order. |
| Maintenance standards and activities. | <p>Safety inspections.</p> <p>Reactive cleaning only in response to flooding.</p> <p>Sites treated in priority order dependent on extent and nature of flooding.</p> | <p>Safety inspections.</p> <p>Limited routine maintenance determined by flood risk.</p> | <p>Safety & limited service inspections to inform maintenance priorities.</p> <p>Targeted routine maintenance undertaken prioritised by risk and network hierarchy.</p> | <p>Safety & some service inspections to inform maintenance priorities.</p> <p>Proactive routine maintenance undertaken prioritised by risk and network hierarchy.</p> |
| Impact | Impact - Some flooding and surface water. | Impact - Some flooding and surface water | <p>Impact - Some flooding and surface water.</p> <p>Limited improvements to system functionality & some possible mitigation of claims.</p> | <p>Impact - Occasional flooding and surface water.</p> <p>Wider improvements to the system functionality and a likely reduction in claims.</p> |

| Footways | Provision of safety related issues only | Provision of safety and serviceability related issues | | Provision of safety, serviceability and sustainability issues |
|--|--|--|---|---|
| What a road user would see | Surface uneven and rutted with multiple localised repairs. Some defects of a non safety nature. | Surface irregular. Limited evidence of recent resurfacing. Significant localised repairs. Some defects of a non safety nature. | Surface generally well maintained. Limited localised repairs. Some defects of a non safety nature. | Surface regular with very few localised repairs. Minimal defects of a non safety nature. |
| Maintenance standards and activities. | Undertake limited condition surveys to inform of network valuation. Undertake minimum safety inspections and react to defects that represent an immediate or imminent hazard only. No routine or programmed maintenance. | Undertake condition surveys to inform of network valuation & support asset management prioritisation within available budget. Undertake safety inspections and react to defects that represent an immediate or imminent hazard. Repairs mostly consisting of patching & dressing or spray patching. Limited routine & programmed maintenance dependent on budgets. | Undertake condition surveys to inform of network valuation & to support asset management prioritisation within available budget. Undertake safety inspections and react to defects that represent an immediate or imminent hazard. Reduced routine & programmed maintenance. Repairs are usually patching & surface dressing with surfacing limited to high stress areas. | Undertake condition surveys to inform of network valuation. Some serviceability inspections to support the asset management approach for allocating resources for the management, operation, preservation and enhancement of the carriageway to meet the needs of current and future customers. Routine & programmed maintenance undertaken to optimise future condition and to reduce the backlog of maintenance requirements. |

Impact

Impact - Decline in structural residual life with increase in structural defects such as potholes, major cracking and rutting.

Impact - Decline in structural residual life with increase in structural defects such as potholes, major cracking and rutting.

Impact - Some structural defects such as potholes, cracking & rutting.

Impact - Minimal defects

| Verges | Provision of safety related issues only | Provision of safety and serviceability related issues | Provision of safety, serviceability and sustainability issues |
|---|---|--|--|
| <p>What a road user would see</p> | <p>Grass only cut to provide minimum safety visibility at junctions, bends and laybys.</p> <p>Hedges cut for safety on major roads at bends, junctions and laybys.</p> | <p>Grass only cut to provide minimum safety visibility at junctions, bends and laybys. Cut shorter and more frequently.</p> <p>Hedges cut for safety on major roads at bends. Junctions and laybys.</p> | <p>Grass cut on visibility splays, and on some verges.</p> <p>Hedges managed proactively.</p> <p>Grass cut across full verge width where required and part width elsewhere.</p> <p>Hedges trimmed routinely.</p> |
| <p>Maintenance standards and activities. (Includes landscape management of hedges, grassed areas, weeds.</p> | <p>Undertake safety inspection and react to defects that present an immediate or imminent hazard.</p> <p>Limited routine visibility cutting.</p> <p>No noxious or other weed treatment unless causing a safety issue.</p> | <p>Undertake safety inspection and react to defects that present an immediate or imminent hazard.</p> <p>Some routine visibility cutting.</p> <p>No noxious weed treatment.</p> <p>Limited other weed treatment.</p> | <p>Undertake safety inspection and react to defects that present an immediate or imminent hazard.</p> <p>Routine visibility and verge cutting.</p> <p>Routine noxious and other weed treatment.</p> |

Impact

Impact - Lack of habitat consideration and an increase in environmental issues.

General untidiness and hidden litter.

Increase in noxious and other weeds with infrastructure damage.

Impact - Lack of habitat consideration and potential environmental issues.

General untidiness and visible litter when cut.

Increase in noxious and other weeds with infrastructure damage.

Impact - Some environmental management and consideration of habitats.

Limited weed control.

Impact - User satisfaction, improved claim & habitat management.

| | Provision of safety related issues only | Provision of safety and serviceability related issues | | Provision of safety, serviceability and sustainability issues |
|--|--|--|--|--|
| Fences & barriers | | | | |
| What a road user would see | <p>Some fencing missing or damaged and looking untidy.</p> <p>Safety barriers with no obvious safety defaults.</p> | <p>Some fencing missing or damaged and looking untidy.</p> <p>Most fencing and safety barriers in fair order on higher category roads.</p> | <p>Fencing and most safety barriers in good order on higher category roads.</p> | <p>All fences & safety barriers in good order.</p> |
| Maintenance standards and activities. | <p>Undertake safety inspections and react to defects that represent an immediate or imminent hazard.</p> | <p>Undertake safety inspections and react to defects that represent an immediate or imminent hazard.</p> <p>Limited routine maintenance based on hierarchy.</p> | <p>Undertake safety inspections and react to defects that represent an immediate or imminent hazard.</p> <p>Limited condition led scheduled routine maintenance based on hierarchy.</p> | <p>Undertake safety inspections and react to defects that represent an immediate or imminent hazard.</p> <p>Service & specialist inspections.</p> <p>Development of a programme for renewal/removal based on fit for purpose and condition analysis.</p> |
| Impact | <p>Impact - No condition assessment to assess whether fit for purpose leading to increased possibility of failure and potential claims.</p> | <p>Impact - Limited programme of renewal/removal based on fit for purpose analysis. Some improvement to asset reducing the likelihood of failure and reducing claim potential</p> | <p>Impact - Limited programme of renewal/removal based on fit for purpose analysis. Some improvement to asset reducing the likelihood of failure and reducing claim potential</p> | <p>Impact - Improvement to asset reducing the likelihood of failure and minimising claim potential.</p> |

Levels of Service - Rural

| Carriageway Hierarchy/ Environment | Carriageways | Drainage Gullies | Drainage other | Verges | Fences & Barriers | Traffic Signs | Road Markings |
|------------------------------------|--------------|------------------|----------------|--------|-------------------|---------------|---------------|
| 3 Rural | Service | | Service | | | | |
| 4 Rural | Level 1 | | Level 2 | | | Service | |
| 5 Rural | | | | | | Level 3 | |
| 6 Rural | | | | | | | |
| 7 Rural | | | | | | | |
| 8 Rural | | | | | | Service | |
| 9 Rural | | | | | | Level 4 | |
| 10 Rural | | | | | | | |
| 11 Rural | | | | | | | |

Levels of Service - Urban

| Carriageway Hierarchy/ Environment | Carriageways | Drainage Gullies | Drainage other | Verges | Fences & Barriers | Traffic Signs | Road Markings |
|------------------------------------|--------------|------------------|----------------|--------|-------------------|---------------|---------------|
| 3 Rural | Service | | Service | | | | |
| 4 Rural | Level 1 | | Level 2 | | | Service | |
| 5 Rural | | | | | | Level 3 | |
| 6 Rural | | | | | | | |
| 7 Rural | | | | | | | |
| 8 Rural | | | | | | Service | |
| 9 Rural | | | | | | Level 4 | |
| 10 Rural | | | | | | | |
| 11 Rural | | | | | | | |

Levels of Service – Rural Footways

| Footway Hierarchy/ Environment | Footway |
|--------------------------------|---------|
| F1 Rural | |
| F2 Rural | |
| F3 Rural | |
| F4 Rural | |

Levels of Service – Urban Footways

| Footway Hierarchy/ Environment | Footway |
|--------------------------------|---------|
| F1a Urban | |
| F1 Urban | |
| F2 Urban | |
| F3 Urban | |
| F4 Urban | |

Key

| | |
|--|---|
| | Service Level 1 – Includes Safety, Serviceability and Sustainability |
| | Service Level 2 – Includes Safety and intermediate level of Serviceability (no sustainability) |
| | Service Level 3 – includes Safety and minimal level of Serviceability |
| | Service Level 4 – includes Safety only (no sustainability and serviceability) – This is the minimum level |

| Strategic: Key Business Question: How effectively are we managing the highway asset infrastructure? | | | | | | | Performance Level | | | |
|---|-------|--|---|--------------------------------|--|--|-------------------|---------|---------|------|
| | | Strategic Indicators of a well-managed network are: | Means of Measurement | Indicator collection frequency | Collected for: | Target: | Excellent | Good | Fair | Poor |
| | 2.2.1 | The backlog value of the highway asset reported to Government is being maintained or decreasing. | The accumulated depreciation as a percentage of Gross Replacement cost value reported | Annual | Whole of Government Accounting SW Benchmarking HIAMP | | <13% | 13-16% | 16-20% | >20% |
| | 2.2.2 | The condition of bridges (average) is nationally recognised as good | Report on Bridge stock using the County Surveyors Society Bridge Condition Indicator | Annual | HIAMP | Maintain Bridge condition index score $BSCI_{av}$ within the 'good' range of 90 - 94 | 100 - 95 | 94 - 90 | 89 - 80 | <79 |
| | 2.2.3 | The condition of bridges (critical) is nationally recognised as good | Report on Bridge stock using the County Surveyors Society Bridge Condition Indicator | Annual | HIAMP | Maintain Bridge condition index score $BSCI_{crit}$ within the 'good' range of 90 - 94 | 100 - 95 | 94 - 90 | 89 - 80 | <79 |

| Strategic: Key Business Question: How effectively are we managing the highway asset infrastructure? | | | | | | | Performance Level | | | |
|---|-------|--|--|--------------------------------|--|--|-------------------|---------|---------|------|
| | | Strategic Indicators of a well-managed network are: | Means of Measurement | Indicator collection frequency | Collected for: | Target: | Excellent | Good | Fair | Poor |
| | 2.2.4 | The condition of retaining walls (average) is nationally recognised as good | Report on Retaining Wall stock using the County Surveyors Society Bridge Condition Indicator | Annual | HIAMP | Maintain Bridge condition index score $BSCI_{av}$ within the 'good' range of 90 - 94 | 100 - 95 | 94 - 90 | 89 - 80 | <79 |
| | 2.2.5 | The condition of retaining walls (critical) is nationally recognised as good | Report on Retaining Wall stock using the County Surveyors Society Bridge Condition Indicator | Annual | HIAMP | Maintain Bridge condition index score $BSCI_{crit}$ within the 'good' range of 90 - 94 | 100 - 95 | 94 - 90 | 89 - 80 | <79 |
| | 2.2.6 | The condition of the Principal road network is nationally recognised as good | National Road Condition Index Percentage of network requiring planned maintenance soon (Red) condition | Annual | National Indicator SW Benchmarking HIAMP | 4% requiring planned maintenance soon | < 4% | 5-6% | 6-10% | >10% |

| Strategic: Key Business Question: How effectively are we managing the highway asset infrastructure? | | | | | | | Performance Level | | | |
|---|-------|---|--|--------------------------------|--|--|-------------------|--------|--------|------|
| | | Strategic Indicators of a well-managed network are: | Means of Measurement | Indicator collection frequency | Collected for: | Target: | Excellent | Good | Fair | Poor |
| | 2.2.7 | The condition of the Non-Principal B road network is nationally recognised as good | National Road Condition Index Percentage of network requiring planned maintenance soon (Red) condition | Annual | National Indicator SW Benchmarking HIAMP | 4% requiring planned maintenance soon | < 4% | 5-6% | 6-10% | >10% |
| | 2.2.8 | The condition of the Non-Principal C road network is nationally recognised as good | National Road Condition Index Percentage of network requiring planned maintenance soon (Red) condition | Annual | National Indicator SW Benchmarking HIAMP | Minimise decline in roads in requiring maintenance from 13% to 35% by 2025 | <13% | 13-15% | 15-20% | >20% |
| | | | | | | | | | | |
| | 2.2.9 | The condition of the Non-Principal unclassified road network is nationally recognised as good | National Road Condition Index Percentage of network requiring planned maintenance soon (Red) condition | Annual | National Indicator SW Benchmarking HIAMP | Minimise decline in roads in good condition from 25% to 49% by 2025 | <25% | 28-32% | 32-40% | >40% |

| Strategic: Key Business Question: How effectively are we managing the highway asset infrastructure? | | | | | | | Performance Level | | | |
|---|--------|---|--|--------------------------------|----------------|--|-------------------|--------|--------|------|
| | | Strategic Indicators of a well-managed network are: | Means of Measurement | Indicator collection frequency | Collected for: | Target: | Excellent | Good | Fair | Poor |
| | 2.2.10 | The condition of the vehicle restraint systems is nationally recognised as good | ?? | Annual | HIAMP | | | | | |
| | 2.2.11 | Drainage schemes which will protect property, protect and support a resilient highway network and enable safe travel are identified and completed quickly | Percentage of schemes completed within 12 months of identification | Annual | HIAMP | 100% of Priority 1 drainage schemes are completed within 12 months | 100% | 99-95% | 95-90% | <90% |
| | 2.2.12 | The condition of the Primary footway network is nationally recognised as good | Footway Network Survey. The percentage of footways in structurally unsound condition | Annual | HIAMP | | < 4% | 5-6% | 6-10% | >10% |

| Strategic: Key Business Question: How effectively are we managing the highway asset infrastructure? | | | | | | | Performance Level | | | |
|---|--------|---|--|--------------------------------|----------------|--|-------------------|--------|--------|------|
| | 2.2.13 | The condition of the Secondary footway network is nationally recognised as good | Footway Network Survey. The percentage of footways in structurally unsound condition | Annual | HIAMP | | < 6% | 6-8% | 8-14% | >14% |
| | | Strategic Indicators of a well-managed network are: | Means of Measurement | Indicator collection frequency | Collected for: | Target: | Excellent | Good | Fair | Poor |
| | 2.2.14 | Highway street lighting is in good condition | The percentage of columns older than their recommended design life | Annual | HIAMP | <5% of columns are older than their recommended design life | < 5% | 5-8% | 8-12% | >12% |
| | 2.2.15 | The public rights of way network is easy for people to use | Former best value indicator 178. The percentage of PROW that are easy to use. | Annual | HIAMP | 90% of PROW are easy to use | >92% | 92-90% | 90-80% | <80% |
| | 2.2.16 | Traffic signals and pedestrian crossings are in good condition | The percentage of signal junctions and pedestrian crossings that are older than 15 years | Annual | HIAMP | < 20% of traffic signals and crossings are over 15 years old | < 20% | 20-22% | 22-25% | >25% |

| Strategic: Key Business Question: How effectively are we managing the highway asset infrastructure? | | | | | | | Performance Level | | | |
|---|--------|--|--|--------------------------------|-----------------------|--|-------------------|--------|--------|------|
| | | Strategic Indicators of a well-managed network are: | Means of Measurement | Indicator collection frequency | Collected for: | Target: | Excellent | Good | Fair | Poor |
| | 2.2.17 | The gully cleansing programme is completed within timescales set out in our policy | Percentage of gulleys emptied within policy timescales | Annual | SW Benchmarking HIAMP | | 100% | 99-95% | 95-90% | <90% |
| From Group 2: How safe is it to use our highway network? | 3.1.1 | Skid resistance surveys indicate high levels of skid resistance | Percentage of A- roads in satisfactory condition | Annual | SW Benchmarking HIAMP | | >90% | 90-85% | 85-80% | <80% |
| From Group 1: How well are we communicating with citizens? | 1.3.1 | Citizens are aware of the highway asset management approach | Citizen surveys | Annual | HIAMP | Target to be developed following measure from initial survey | | | | |
| From Group 1: How well are we communicating with citizens? | 1.3.2 | Local representatives (members and parish councils) understand the highway asset management approach | Engagement survey | Annual | DH KPI 5.1 HIAMP | Target to be developed following measure from initial survey | | | | |

Active Devon Governance, Funding and Performance

Report of the Head of Services for Communities

1. Summary

This report provides further information on the governance, performance measures and funding of Active Devon (the organisation hosted by Devon County Council within Services for Communities) following the Members' briefing provided to the Place Scrutiny Committee in March 2016.

2. Introduction

Active Devon is the County Sports Partnership (CSP) in Devon. It is one of a network of 45 CSPs in England which are core funded by Sport England to promote and deliver community sports and active lifestyles development initiatives.

The organisation has been in existence since 2001 and its geographic scope is the county of Devon including Plymouth and Torbay.

3. Governance

Constitutionally Active Devon is a not-for-profit, unincorporated association. It has a skills based Board which determines its strategic direction and alignment, provides oversight and accountability, and ensures that governance control is shared, rather than resting with one single agency or individual.

Current Board Members are:

- Holly Woodford (Chair) – Founder/Director, tumuv Ltd
- Lyn Brown – Founder/Director, Inspire SW
- Dr. Karen Cook - Deputy Vice-Chancellor, University of St Mark and St John
- Diana Crump – Chief Executive, Living Options Devon
- Chief Superintendent Jim Nye - Commander (Alliance Operations), Devon and Cornwall Police
- Richard Atkins – Former Principal, Exeter College and Chair, AoC (Association of Colleges) Sport
- John Smith – Head of Services for Communities, Devon County Council
- Jim Barrett (ex officio) - Sport England

A Memorandum of Understanding governs the relationship between Active Devon, DCC and the principal funder, Sport England. Consequently Active Devon is hosted by Devon County Council which also acts as the Accountable body for grant awards and is the employer of its staff. Accordingly Active Devon's finances are managed within the framework of the DCC Financial Regulations and DCC, on behalf of Active Devon, is the named recipient for grant awards. Active Devon currently sits within the Services for Communities part of the Authority and John Smith is DCC's appointed representative on the Active Devon Board.

As a recipient of public monies Active Devon, working with Devon County Council as the Accountable body, is required to meet extensive governance and quality standards for Safeguarding, Equality, finance and risk management and continuous improvement. It consistently meets or exceeds these standards. There is an annual finance audit conducted by Devon Audit Partnership and detailed governance and finance audits are commissioned by Sport England on a random sample of CSPs each year. Active Devon's last audit of this nature was completed in 2015 with no adverse findings or recommendations.

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4. Performance Measurement

Active Devon has a reputation regionally and nationally as being a CSP which performs consistently and successfully. It holds national quality standards for Safeguarding and Equality in Sport, maintains satisfaction ratings in the 90-100% range in customer/stakeholder surveys and in an investment climate driven increasingly by 'return on investment' continues to successfully demonstrate the case for national investment in local development programmes.

The broad range of different programmes, initiatives and funding partner requirements which Active Devon delivers is reflected in a varying set of performance indicators and measures which is often unhelpful. Notwithstanding this challenge the Active Devon Board reviews and scrutinises performances across the whole of Active Devon's delivery plan on a quarterly basis. See Appendix 1 which shows a copy of the year end performance summary for 2015-16.

In addition Sport England also conducts an extensive and rigorous performance review and assessment on a six monthly basis. This addresses both programme 'Delivery' and governance ('Infrastructure') performance. A summary of the last Sport England Performance assessment for the year ended March 2016 is attached as Appendix 2. The Sport England process does allow for limited comparison across the nationwide network of CSPs. Active Devon is currently one of 18 (out of 45) CSPs rated green for performance across all of the assessed performance criteria.

Those parts of Active Devon's annual delivery programme which are directly focussed on opportunities for people to participate in active lifestyles or sporting opportunities are the ones which most clearly show measurable outputs (i.e. numbers of people participating). Across the 2015-16 annual delivery programme over 15,000 people registered for such activities. This does not include the secondary (and often more meaningful) impact of the work undertaken supporting volunteers and groups in local communities and the lead role which Active Devon plays in influencing and aligning the priorities of local and national partners.

The most important priority is to encourage those who do not traditionally have an active lifestyle, or who may be excluded, to increase their levels of activity. The reasons underlying people's activity levels are extremely complex and equality gaps seen in wider society are often mirrored in rates of participation. This means that these people and groups are often harder to reach. There are 43% (496,000) of people in Devon whose activity level is less than Chief Medical Officer's recommendation (150 minutes per week). In 2015-16 48% of the people registered in Active Devon activities were from this harder to reach cohort.

5. Funding & Budget

The majority of Active Devon's funding is from external grants. Sport England lottery grants account for approximately two thirds of annual income. Devon County Council commissions through Public Health and Sustainable Transport are another significant element of annual income. For the last completed year (to 31st March 2016) annual budget was £1.48m. The charts at Appendix 3 show the breakdown of income and expenditure.

Active Devon's annual budget for the last three completed financial years has been in the £1.4m to £1.6m range. Budget profile for the current financial year is £1.3m. This drop is indicative of: a pause in contested Sport England lottery grant opportunities as it has refocussed its strategy over the past year; the necessity for Public Health Devon to end its funding for Walking for Health after two years.

Sport England requires CSPs to achieve targets around 'Efficiency' (i.e. percentage of administration costs) and 'Diversification' (i.e. proportion of/reliance on Sport England funding). For FY15-16 Active Devon exceeded targets (Efficiency was 4.6% against 6.0% target and Diversification was 67% against 79% target).

6. National Strategy implications

Over the past twelve months the Government and then Sport England have published new strategies. Both are significantly focussed towards tackling inactivity and creating a more active nation. They both imply a significant realignment of focus and resources and this has had a short term impact. There has also been an independent Government review into future role of CSPs which reported in August 2016. Further uncertainty about funding opportunities and national requirements will continue for the next 9-12 months. However Active Devon's Board remains positive about the closer alignment with its own strategic ambitions, an anticipated shift towards investing in organisations/initiatives with proven ability to deliver positive outcomes and a stated desire to respond to locally driven needs and partnership approaches.

The Devon County Council/Active Devon hosting arrangement continues to be mutually beneficial and it is considered that, particularly in the context of national strategy changes and DCC corporate structure changes, there are likely to be further future opportunities for mutual benefit.

John Smith
Head of Services for Communities

Electoral Divisions: All

Cabinet Member for Community and Environmental Services: Councillor Roger Croad

Strategic Director, Place: Heather Barnes

Local Government Act 1972: List of Background Papers

Contact for enquiries: Matt Evans, Active Devon

Room No. The Loft, Haven Banks Outdoor Education Centre, Haven Road, Exeter, EX28DP

Tel No: 01392) 383000

| Background Paper | Date | File Reference |
|------------------|------|----------------|
|------------------|------|----------------|

Nil

me080916psc Active Devon Governance Funding and Performance
hk 03 090916

Appendix 1 to SC/16/11

FY2015-16 Q4 Performance Summary

COMPLIMENTS: **This Qtr** 6 **This year** 20 **COMPLAINTS:** **This Qtr** 0 **This year** 0 **Open** 0

| Participants | | Q1 | Q2 | Q3 | Q4 | Q1&Q2 | Q3&Q4 | Heads Up / Remedial Actions | Pg |
|--------------|------------------------------------|----------------|----|----|----|-------|-------|--|-----------|
| 1 | Club Link Making | Jason Wood | | | | | | NOTE: Achieved eoyr target of establishing 30 clubs in Devon. Exceeded participant targets by 200 | <u>3</u> |
| 2 | Primary Link | James Bogue | | | | | | ACTION: Phase 4 mapping to complete and return to Sport England 27th May NOTE: Devon Healthy & Wellbeing schools conference to be delivered at St Lukes, Exeter on 23rd June | <u>3</u> |
| 3 | School Games | Matt Evans | | | | | | ACTION: Develop contingency plans for reduced funding settlement as part of annual planning process with SGOs NOTE: AD Representing SW region on School Games CSP consultation session in May 2016 | <u>3</u> |
| 4 | Sportivate | Annabel White | | | | | | | <u>4</u> |
| 5 | Youth Engagement | Karen Jones | | | | | | | <u>4</u> |
| 6 | Devon Active Village Communities * | Stuart Dudley | | | | | | | <u>5</u> |
| 7 | Active Exeter * | James Bogue | | | | | | NOTE: Opportunity to advocate project to and engage local GPS through Exeter Primary Care and CCG members forum in Q1/Q2 2016 | <u>5</u> |
| 8 | Devon Active Communities | Stuart Dudley | | | | | | | <u>5</u> |
| 9 | Informal Activity and Sport | Louise Evans | | | | | | ACTION: Implement revised H&S requirements ahead of Active Mums Cycling delivery NOTE: AD presented to All-Party Parliamentary Group for Women's Sport & Fitness on its activation of This Girl Can in Devon. | <u>6</u> |
| 10 | Devon Opportunity Clubs | Jason Wood | | | | | | | <u>6</u> |
| 11 | Walking for Health | Hannah Colston | | | | | | ACTION: Conclude transition plan with LDPs | <u>6</u> |
| 12 | Partner Funded Projects | Karen Jones | | | | | | | <u>7</u> |
| Deliverers | | Q1 | Q2 | Q3 | Q4 | Q1&Q2 | Q3&Q4 | Heads Up / Remedial Actions | Pg |
| 13 | Volunteering | Annabel White | | | | | | | <u>8</u> |
| 14 | Coaching | Jason Wood | | | | | | ACTION: Submit detailed 12 month coaching plan by May 16 (outline plan agreed by SE) NOTE: National plan for coaching anticipated Q1-2 | <u>8</u> |
| 15 | Club Development | Annabel White | | | | | | | <u>8</u> |
| 16 | Group Development | Louise Evans | | | | | | NOTE: Group development planning is a priority moving forwards into FY17 | <u>8</u> |
| Network | | Q1 | Q2 | Q3 | Q4 | Q1&Q2 | Q3&Q4 | Heads Up / Remedial Actions | Pg |
| 17 | NGB Connection & Delivery | Stuart Dudley | | | | | | | <u>9</u> |
| 18 | Strategic Networking | Matt Evans | | | | | | | <u>9</u> |
| 19 | Network Development | Matt Evans | | | | | | | <u>9</u> |
| 20 | Other SE Core Services | Andy Sloper | | | | | | | <u>9</u> |
| Organisation | | Q1 | Q2 | Q3 | Q4 | Q1&Q2 | Q3&Q4 | Heads Up / Remedial Actions | Pg |
| 21 | Governance | Matt Evans | | | | | | NOTE: [] CSP 'Appraisal' launched March 16. CEO and Chair to attend consultation meeting with indep reviewer in April 2016 | <u>10</u> |
| 22 | Business Development | Andy Sloper | | | | | | | <u>10</u> |
| 23 | Offer Development | Hannah Colston | | | | | | | <u>10</u> |
| 24 | Business Improvement | Andy Sloper | | | | | | ACTION: Progress digital strategy project with continued external support | <u>10</u> |

FY2015-16 Q4 Sport England Dashboard

| | Q1&Q2 | Q3&Q4 |
|----------------------|-------|-------|
| Coaching | Green | Green |
| NGB Delivery | Green | Green |
| School Games | Green | Green |
| Club Link Making | Amber | Green |
| Primary Link | Green | Green |
| Sportivate | Green | Green |
| Strategic Networking | Green | Green |
| Board Effectiveness | Green | Green |
| Efficiency | Green | Green |
| Equality | Green | Green |
| Financial Planning | Green | Green |
| Leadership | Green | Green |
| Host Relationship | Green | Green |
| Risk Management | Green | Green |
| Safeguarding | Green | Green |
| Structure | Green | Green |

| | Q1&Q2 | Q3&Q4 |
|----------------|-------|-------|
| Delivery | Amber | Green |
| Infrastructure | Green | Green |

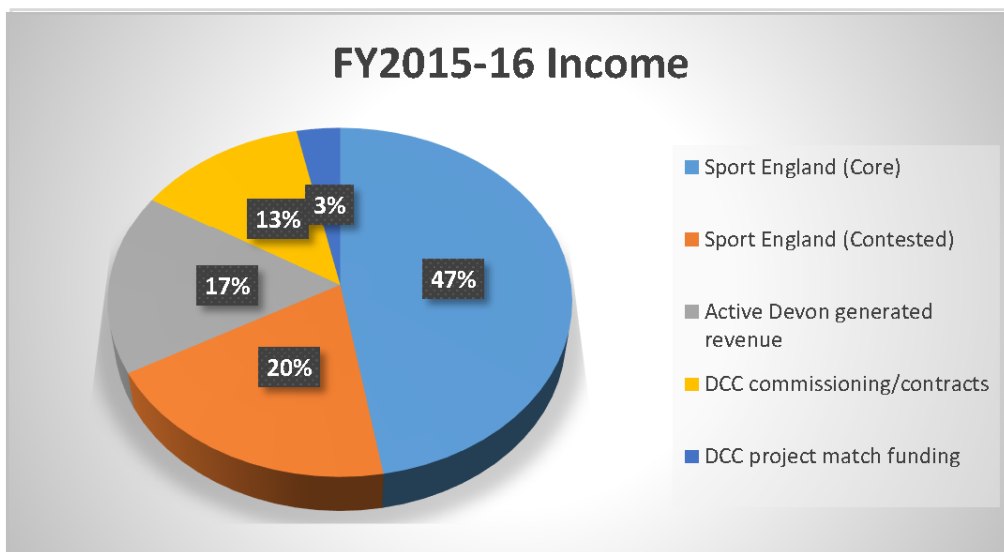
| | Q1&Q2 | Q3&Q4 |
|---------|-------|-------|
| Overall | Amber | Green |

| Comments | Heads Up / Remedial Actions |
|---|--|
| Continued improvement in NGB and Coaching, the latter of which is now rated green. Satellite Clubs amber rating a consequence of grant end profiling issue (mirrored in other CSPs) rather than fundamental performance concern. Review meeting took place Sep15 with new SE head of CSPs and very positive feedback received about AD's approach | TO NOTE - new arrangements in place wef FY16 for six monthly performance reviews of CSPs. To be conducted by bolstered central team. |

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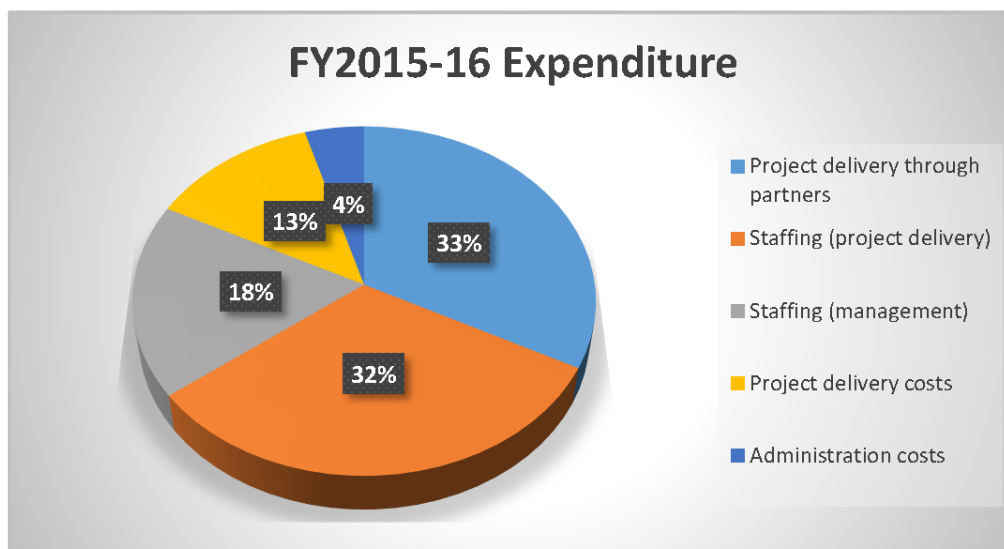
Appendix 3
To SC/16/11

Active Devon Income and Expenditure Breakdown



£'000

699 Sport England (Core)
290 Sport England (Contested)
248 Active Devon generated revenue
192 DCC commissioning/contracts
49 DCC project match funding
1478



£'000

482 Project delivery through partners
474 Staffing (project delivery)
264 Staffing (management)
191 Project delivery costs
67 Administration costs
1478

Apprenticeships & Work Experience Placements

Report of the Head of Services for Communities

1. Introduction

- 1.1. In June 2015 the Young People and Employment Task Group presented their report to the Place Scrutiny Committee. Amongst their recommendations was that Devon County Council should start providing JobCentre Plus eight-week work experience placements to young people. This report provides an update with regard to this recommendation, taking into account other developments locally and nationally which impact upon work experience, apprenticeships and the wider employability of young people.

2. Current arrangements within the Council

- 2.1. The Council has long standing work experience policies in place relating to short-term, unpaid, work experience and paid Extended Work Experience, with the latter being targeted particularly at unemployed 16-24 year olds to improve their longer term employability prospects. Alongside work experience, the Council provides other routes into employment for young people including apprenticeships, general recruitment and via the in-house temp bank 'Temp Solutions'.
- 2.2. Take-up of unpaid work experience is not centrally recorded because it is managed locally by service areas but anecdotally it is understood that there has been a reduction in placements in recent years. Take-up of the Extended Work Experience option remains low, but where it has been used for specific service areas (such as sports development roles in Active Devon and for care leavers in Children's) it is successful. In all cases, anecdotal feedback from managers suggests that they are finding it increasingly difficult to accommodate work experience in the light of changes in the nature of our workforce, reduced staffing resources and a more pressurised workload. This has therefore made it difficult to progress further improvements.
- 2.3. The Council continues to use apprenticeships successfully, through a mix of HR-run and service-led arrangements and apprenticeship activity is likely to increase in light of the Government changes outlined later in this report. Recruitment generally of younger employees is lower than we might wish, with Temp Solutions being the most successful at attracting young people, with currently 38% of those on the books aged 25 years or under. Generally, the Council's employee age profile continues to be older than the Devon population (appendix 2).
- 2.4. There have also been developments recently to improve access to work experience and apprenticeships for care leavers, taking into account the Council's duties and responsibilities as a Corporate Parent (which are being broadened by further Government legislation – see below). Two care leaver apprentices are currently part of the 2015 HR-run scheme cohort and Extended Work Experience is used. It is recognised that apprenticeship and work experience opportunities are life changing for both the receiving service and the care experienced young people and practice in Devon has been recognised as 'better than any other observed'¹, which provides a robust basis for programme development. However, there is recognition that there needs to be greater co-ordination and availability of placements within all

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parts of the organisation and more widely, working particularly with other Devon statutory, public and voluntary sector employers (some of which have already expressed an interest in offering placements). There may also be opportunities to bid for additional funds² and/or further utilise existing providers. However, whilst this work is ongoing, current funding pressures mean that there are no dedicated resources to develop further, which places a risk on progress.

3. Current developments impacting upon work experience and apprenticeships

- 3.1. **The Government's Apprenticeship changes**, linked to its '2020 Vision'³ will significantly impact upon the Council's approach and funding of apprenticeships and in summary are⁴:
 - 3.1.1. Removal of the payment of employer National Insurance Contributions from April 2016 for apprentices aged under 25 years.
 - 3.1.2. Introduction of an Apprenticeship Levy for large employers, from April 2017. Initial analysis suggests that the Levy could cost Devon County Council c£1.31m per annum, £0.73m of this cost would be funded by the Dedicated Schools Grant and the remaining £0.58m would fall to non-schools. These figures include maintained schools but exclude Academies, Voluntary Aided and Foundation schools.
 - 3.1.3. Introduction of a Public Sector Apprenticeship Target (date to be confirmed). Initial analysis (based on headcount) suggests that in order to achieve the 2.3% Target, the Council would need to employ around 100 apprentices corporately and 260 apprentices within schools.
 - 3.1.4. Broadening of apprenticeship qualifications and scope, to make them more employer-focused, available from GCSE up to degree/Masters level and to enable greater take-up from existing as well as prospective employees of all ages, overseen by a new Institute for Apprenticeships.
- 3.2. **The Council's duties and responsibilities as Corporate Parents** are encapsulated in the Children (Leaving Care) Act 2000, the Care Leaver's Charter (2012) and the recently published 'Keep on Caring – Supporting Young People from Care to Independence' (July 2016) and is reflected in the Council's Care Leavers Strategy. The expectations of the Leaving Care Act mentioned in the recent Queen's Speech will be for greater evidence of Corporate Parents facilitating opportunities, work experience and apprenticeships for care leavers.
- 3.3. Alongside this, the Council continues to work on its **Post 16 Education and Skills vision**, which includes greater support for NEETs⁵, the development of internships to improve employability and the ability to live independently and new employment routes and better educational opportunities from further education. This work is due to be completed by the end of 2016.

4. Future arrangements

- 4.1. It is likely that budget and resource pressures will continue to place pressure on managers and employees, which may inhibit the availability of work experience and apprenticeship placements. However, the paradox is that in order to meet our changing organisational needs and to successfully plan for the future the Council

² For example, as part of a wider Social Care Innovation Fund bid to develop a youth led mentoring, work experience and apprenticeship hub for care leavers and young carers in Devon. The Government is also proposing, as part of the revised Levy and apprenticeship funding arrangements, to provide additional funding to employers and training providers for care leavers.

³ The Government has pledged to increase the quality and quantity of apprenticeships in England, reaching three million apprenticeship training starts in 2020 - https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/484209/BIS-15-651-english-apprenticeships-our-2020-vision-executive-summary.pdf

⁴ See appendix 1 for further information

⁵ A young person who is no longer in the education system and who is not working or being trained for work

will need to fully utilise work experience and apprenticeships as part of its wider workforce resourcing and development strategy, for its directly employed workforce, its role as a commissioner and joint deliverer of services and its broader role in supporting economic growth.

- 4.2. The current mix of corporate-run and service-run approaches may not be sustainable bearing in mind the Government changes and may not maximise the achievement of the Council's workforce needs and strategic priorities. It is also important that we do not implement work experience in isolation - the Council's future work experience and apprenticeship offer needs to complement other routes into employment such as internships, general recruitment, traineeships and graduate recruitment as well as the development of existing staff and pathways through the organisation (and across partner organisations) to support retention and succession planning.
- 4.3. The Government apprenticeship changes do provide us with some time to develop a more holistic approach. The Government has stated that any existing apprenticeship training will continue to be funded via existing arrangements, with the Levy only being used for new apprenticeships that are agreed after 1st May 2017. This therefore gives the Council an opportunity to further consider its resourcing and development requirements for our direct workforce (including maintained schools) between now and May 2017. The Government has stated that they are willing to consider how employers can use their individual Levy account to support apprenticeship training funding for other employers but it appears that this will not be implemented until 2018 and further clarification is still awaited⁶, which gives the Council further time to work with stakeholders to fully understand their needs and how they can be supported.
- 4.4. Bearing in mind the above, it is proposed to take forward the following actions:
 - 4.4.1. **Implementation of workforce planning across the Council**, to enable all service areas to better understand their current and potential future workforce resourcing and development needs. This work will help to determine how to make best use of the Levy and where work experience opportunities may be beneficial to service areas to support recruitment and succession planning.
 - 4.4.2. **Setting up of a Stakeholder Reference Group** to balance the demands of different stakeholders and groups against the Council's business needs and ensure compliance with our duties and responsibilities as a corporate parent. The Group would include Economic Development, Education, Children's Services, Commissioning, Adult Social Care etc and would aim to identify needs, commonalities and potential solutions, which will then be fed into the Implementation Group to action.
 - 4.4.3. **Setting up of an Implementation Working Group** initially to identify and deal with the issues relating to the Apprenticeship Levy but then over time to consider the other practical and operational issues that may need to be addressed to maximise the Council's use of work experience and apprenticeships, including the particular needs for care leavers. This Group will consider issues such as guidance, support and incentives for managers; individual support; building closer links with relevant apprenticeship training providers and maximising the expertise and resource available from internal and external sources (including JobCentre Plus).

5. Conclusion

- 5.1. This is an area of work that is experiencing significant changes and the Council is committed to supporting the employability of young people and to build upon current policy and activity. However, in light of the difficulties currently being experienced

⁶ The Government has proposed that an employer may be able to use 10% of its Levy funds from 2018 to support apprenticeships with employers, as part of their supply chain.

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with the availability of placements, alongside the National changes it is imperative that the Council has in place a holistic approach, which provides appropriate support to managers and staff and demonstrates how work experience and apprenticeship placements can help deliver the Council's workforce and development needs as well as the achievement of wider strategic priorities.

John Smith
Head of Services for Communities

Electoral Divisions: All

Cabinet Member for Performance & Engagement: Councillor Barry Parsons

Strategic Director, Place: Heather Barnes

Local Government Act 1972: List of Background Papers

Contact for enquiries: Jacky Wilson, Head of HR

Room No. County Hall, Topsham Road, Exeter. EX2 4QD

Tel No: 01392) 383000

| Background Paper | Date | File Reference |
|------------------|------|----------------|
|------------------|------|----------------|

None

jw180816psc Apprenticeship & Work Experience Placements
hk 08 080916

Appendix 1 to SC/16/12: Summary of the Government's Apprenticeship Changes

Removal of the payment of National Insurance Employer Contributions from April 2016 - this applies only to apprentices aged under 25 years, subject to meeting specific criteria. Payroll has already written to managers, with details of the people who we believe are apprentices and may be eligible for the change. Pay bill savings are minimal so far.

Apprenticeship Levy, from April 2017⁷ - this applies to employers with an annual pay bill of over £3m. In effect money will be 'top sliced' at source from the employer and paid into a digital account via the PAYE (pay as you earn) arrangements. The employer can then draw on those Levy funds to pay their agreed training provider for the apprenticeship training and end point assessment (currently funds are provided directly to the training provider, without direct input from the employer). The Levy can not be used to fund salary or other apprenticeship costs. Each apprenticeship training qualification will continue to have a nationally set 'funding band', which will be the maximum amount that the employer can take from their Levy account to pay the training provider for that qualification. In their Levy guidance, the Government has stressed that 'public sector bodies will need to (continue to) comply with Public Contracts Regulation 2015 when selecting an (apprenticeship training) provider and an assessment organisation from the approved registers.' The Levy is set at 0.5% of the annual pay bill for the employer, with a £15,000 allowance to offset against the Levy payment. If the employer does not use all their Levy funds within 18 months the monies will be transferred to a Government apprenticeship training fund. Initial analysis suggests that the Levy could cost Devon County Council c£1.31m per annum, £0.73m of this cost would be funded by the Dedicated Schools Grant and the remaining £0.58m would fall to non-schools. These figures include maintained schools but exclude Academies, Voluntary Aided and Foundation schools. Any apprenticeship training that has been set up prior to the introduction of the Levy will continue to be funded via those existing arrangements until the apprenticeship is completed – only new apprenticeship arrangements commencing after 1st May 2017 will be able to be funded from the Levy. The Government are proposing that employers will be able to use some of their Levy funds (they are suggesting 10%) to fund apprenticeships for employers who are part of their supply chain (this is anticipated to take effect from 2018).

Public Sector Apprenticeship Target⁸ - a new Target for 2.3% of the workforce of each public sector body (who employs more than 250 staff) to be apprentices (this can be existing or new employees). We understand that the Council will be required to report upon this annually and that the Government sees this as an 'ambition' for public sector bodies to aspire to. It is unclear at the moment whether it would be a percentage of headcount or full time equivalent (FTE) (local government has been lobbying for FTE). Initial analysis (based on headcount) suggests that in order to achieve the 2.3% Target, the Council would need to employ around 100 apprentices corporately and 260 apprentices within schools.

Broadening of apprenticeship qualifications and scope - the existing '[Frameworks](#)' (each of the apprenticeship qualifications that are available, across a range of skills/professions) will be replaced over time by new '[Standards](#)'. These Standards will be much more employer-led and focused - some 'trailblazers' are already developing Standards and some could be relevant to the Council (e.g. digital, financial, managerial and public sector 'commercial professional'/operational delivery officer' roles). The Local Government Association and specific sectors (e.g. health and social care) are also in the early stages of considering what could be offered in the future. In addition, apprenticeships will be available at a greater number of levels – for those leaving school with GCSEs up to degree or even Masters Level. Apprenticeship training will be available to new employees and also to existing employees who might want to undertake an apprenticeship qualification as part of their development/career progression (although there are some employment contractual and funding issues that we would need to explore and resolve, before they could be fully utilised for existing staff).

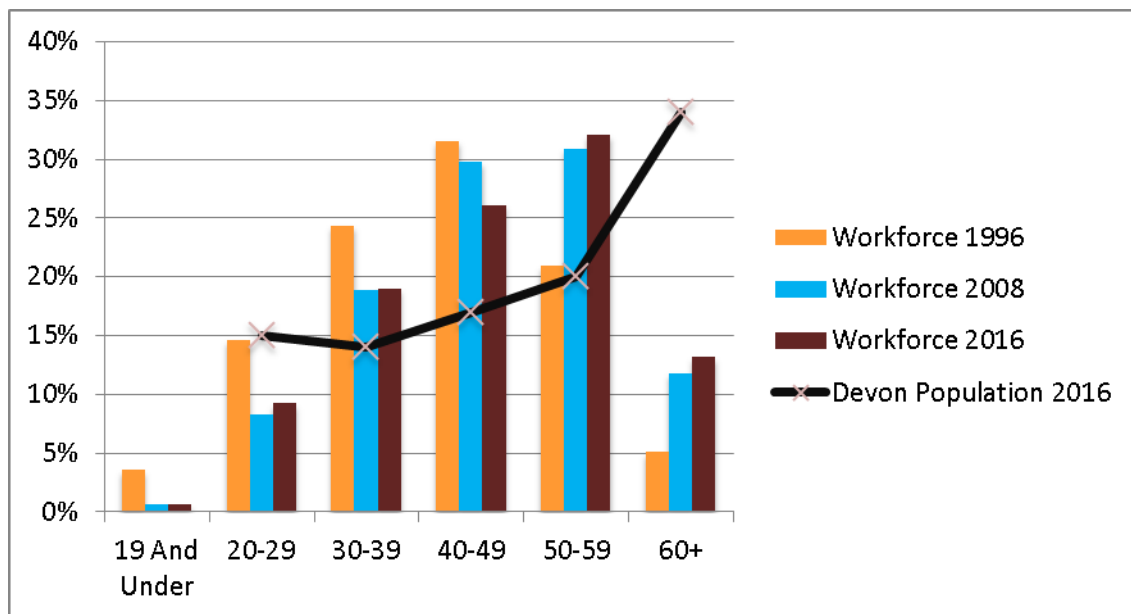
The introduction of a new Institute for Apprenticeships from April 2017 - this body will be responsible for overseeing the quality of apprenticeship training provision by approving the new Standards. They will work with the existing Skills Funding Agency, employers and training providers.

⁷ Some of these details have yet to be confirmed and further guidance is expected in the Autumn

⁸ Awaiting outcome of Government consultation. Timescales are as yet unknown.

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Appendix 2 – Age Profile of the Council’s directly employed Workforce

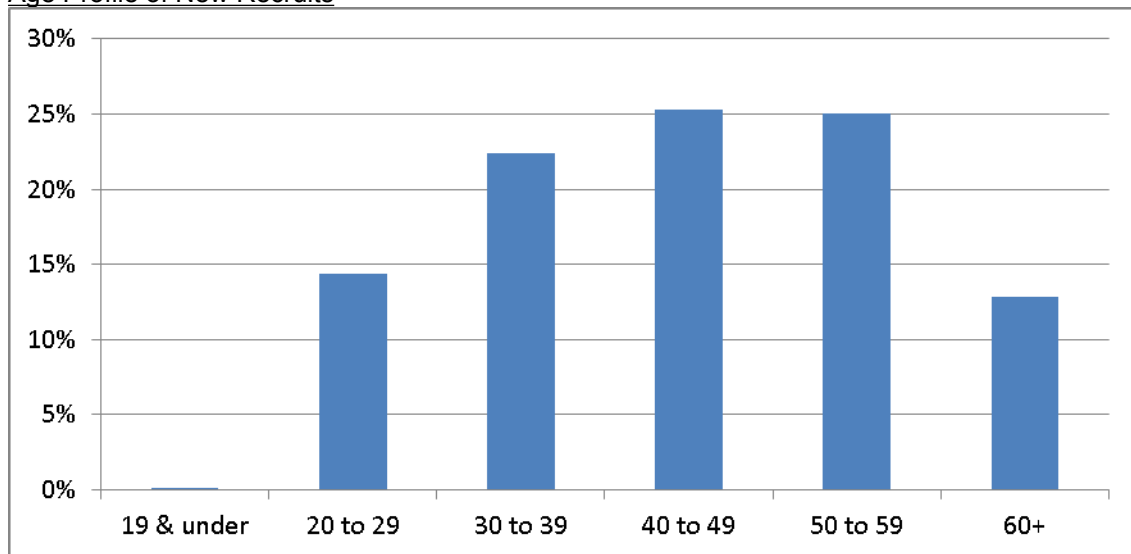


Note – Workforce data from Oracle, which excludes those engaged via Temp Solutions. Devon Population Data excludes those under 20 and over 80

Approximately 45% of our current workforce is over 50 years and over 60% is over 40 years

Recruitment and Retention

Age Profile of New Recruits



Note – Workforce data from Oracle, which excludes those engaged via Temp Solutions.

In 2015/6 on average the Council recruited 42 new starters per month. However less than 15% of these were under age 30 and 38% were over age 50.

Connecting Devon and Somerset (CDS) Programme Update

Report of the Head of Economy and Enterprise

At the end of the April to June 2016 quarter, Connecting Devon and Somerset's contractor BT reported that a further 30,000 premises have been connected to fibre broadband, bringing the Total Homes Passed (THP) for phase 1 premises to around 310,000. In addition, the significant milestone of a quarter of a million premises capable of connecting to superfast broadband (24Mbps and over) was reached. The programme continues to remain on track to deliver the contracted 277,878 superfast connections by the end of the deployment phase in December 2016.

As we enter the final 6 months of the phase 1 programme, the pool of structures that BT can build against is getting smaller. Up until now BT have been carrying forward a surplus of around 10,000 premises passed. We can expect this to decrease in the final months of the contract and it will become much more important to resolve historic wayleave issues – something that the CDS team and BT are now monitoring on a weekly basis. A verbal update on achievement since June 2016 will be provided at the September 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 August 2016 is close to 26.5%. 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.

Phase Two – Airband Contract

Airband Community Internet have successfully completed testing of the network and have begun to release postcode areas capable of connecting to the new wireless broadband service.

In order to ensure all businesses and residents experience a high quality connection service, live areas are being released in batches over the coming weeks. The first area went live on Monday 1st August and new areas are being released on a weekly basis. The CDS team, working with the National Park Authorities have emailed the relevant parishes as soon as postcodes have gone live and, information is also available on the Airband Wholesale website.

Airband Community Internet has committed to deliver fixed wireless broadband to over 4,000 premises across the Dartmoor National Park area and these properties will be the primary focus of initial connections, the majority of which will be capable of Superfast Broadband speeds. The wireless network across Dartmoor is close to completion, with only a few planning applications outstanding.

On Exmoor, the majority of planning applications for the network have now been submitted to the local planning authority. The first planning approvals have been received, and network deployment has commenced. To date, 14 masts have been stood, and work continues to install equipment and connect these masts to the power grid. Exmoor remains

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on plan, with the first connections expected early in the Autumn. Overall, the project is on schedule to meet its contracted completion date of December 2016.

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

Phase Two – new procurement

The CDS partnership launched their tender opportunity for phase 2 outside the National Parks on 8th July following 12 months of dialogue and early market engagement with the broadband industry. It is anticipated that the available public subsidy of £39.5m public sector investment will attract additional private sector investment and will deliver Next Generation Access broadband services (a minimum of 30 Mbps) and ultrafast broadband (speeds greater than 100 Mbps) to many tens of thousands more homes and businesses across Devon and Somerset in predominantly rural areas, and will contribute significantly to meeting the government's targets for superfast broadband coverage.

The tender opportunity will seek as much Next Generation Access coverage as possible across 6 geographic lots by the end of 2017. Suppliers will also be asked to ensure full service commencement by 2019.

All interested bidders were required to submit an expression of interest by 12th August. CDS has received a number of responses to this showing an intention across all lots. The deadline for submitting full applications is 21st October. The timescale for reaching contract award is dependent on the number of bids received; however, the aim is for all bids to have been evaluated by 14th November at which time the CDS programme will be able to announce the preferred bidder(s) for the phase 2 contracts and begin a standstill period and contract finalisation. Contract(s) award is expected to be announced in December.

As CDS is in a live procurement process we are not, at this stage, able to provide information on which suppliers have submitted expressions of interest. Expressions of interest are non-binding and therefore revealing the numbers or identities of those suppliers would not add any value to the procurement process. Indeed, to do so could actually detrimentally affect the procurement as it could influence bidders' responses, prices, and decisions as to whether or not to submit a tender, all of which could hamper the overall competitiveness of the procurement.

The phase 2 funding package of £39.5m public subsidy includes £4m from the SW Ultrafast fund and this will be targeted at areas with high business density to deliver broadband speeds in excess of 100Mbps. The CDS team are also now working with DCLG to finalise the full application for £4.6m European Regional Development Funding and this will be submitted in September. The government has now announced that all multi-year projects with signed contracts or funding agreements in place, and projects to be signed in the ordinary course of business before the Autumn Statement, will be fully funded, even when these projects continue beyond the UK's departure from the EU. Opportunities for further funding are also being sought through the LEP's Growth Deal 3 bid.

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.

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BDUK have confirmed that the CDS voucher scheme is the most successful in England. To date over 2000 applications for vouchers have been made with 1500 vouchers approved and 120 installations completed. The deadline for voucher applications is 30th November to ensure that there is sufficient time for installations to occur before the end of the financial year. A verbal update will be provided at the September 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

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Local Government Act 1972: List of Background Papers

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| Background Paper | Date | File Reference |
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Nil

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