

Phil Norrey
Chief Executive

To: The Chairman and Members of
the Cabinet

County Hall
Topsham Road
Exeter
Devon
EX2 4QD

(See below)

Your ref :
Our ref :

Date : 4 April 2017
Please ask for : Rob Hooper, 01392 382300

Email: rob.hooper@devon.gov.uk
:

CABINET

Wednesday, 12th April, 2017

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

P NORREY
Chief Executive

AGENDA

PART I - OPEN COMMITTEE

- 1 Apologies for Absence
- 2 Minutes
Minutes of the meeting held on 8 March 2017 (previously circulated).
- 3 Items Requiring Urgent Attention
Items which in the opinion of the Chairman should be considered at the meeting as matters of urgency.
- 4 Chairman's Announcements
- 5 Petitions
- 6 Question(s) from Members of the Council

FRAMEWORK DECISION

Nil

KEY DECISIONS

- 7 Implementation of a Regional Adoption Agency (Pages 1 - 8)
Report of the Head of Children's Social Work and Child Protection ([CS/17/17](#)) on the implementation of a Regional Adoption Agency and shared, joint Adoption Panels, attached.
Electoral Divisions(s): All Divisions
- 8 County Road Highway Maintenance Capital Budget (Pages 9 - 36)
Report of the Acting Chief Officer for Highways, Infrastructure Development and Waste ([HCW/17/34](#)) on progress with the 2016/17 programme of capital funded schemes and proposals for capital funding of highway maintenance programmes in 2017/18, attached.
Electoral Divisions(s): All Divisions

MATTERS REFERRED

- 9 Notice of Motion: Pensions 'Triple Lock' (County Council Minute 137/11 January 2017)
The following Notice of Motion submitted to the County Council by Councillor Greenslade had previously been referred by Cabinet to the Corporate Services Scrutiny Committee for examination of the matters outlined therein and to advise the Cabinet prior to any recommendation being made to the County Council:

'That the County Council considers the implications for Devon Pensioners and the county economy arising from the refusal by the Chancellor to commit to the "triple lock" for state pensions beyond 2020 in his Autumn Statement; accordingly the Corporate Services Scrutiny Committee be asked to consider this situation and recommend any lobbying action that should be taken.'

The Corporate Services Scrutiny Committee had, on 23 March 2017, (Minute 45), considered this matter and in acknowledging the concerns expressed by the Report of the Government's Actuary Department and as set out in the Cridland Report recently presented to Government over the continuing viability and sustainability of the 'triple lock' and had resolved *'that, while acknowledging State Pensions were the responsibility of Government and the ability of any Council to directly influence the impact of Pensions administration was limited, the Cabinet and Council be urged to exercise its community leadership role and endorse the Notice of Motion and make representations to Government, through Devon MP's, to minimise the impact of changes upon individuals or categories of pensioners residing in Devon, given the demographics of and relatively low levels of earnings in the County, the potential impact upon the economy of the County, the pressure on the existing workforce and the projected costs of pensions for its residents'*.

Recommendation that pursuant to Standing Orders 6 and 8 the County Council be recommended to accept the Scrutiny Committee's advice, endorse the Notice of Motion and make representations to Government, through Devon MP's, to minimise the impact of changes as outlined.

[NB: All Members of the Council have been granted a dispensation to allow them to speak and vote in any debate on this matter by virtue of being in receipt of or affected by any changes to the state pension provision. A copy of the presentation to the Scrutiny Committee is available at: <http://democracy.devon.gov.uk/ieListDocuments.aspx?CId=162&MId=1973&Ver=4>]

10 Scrutiny Committee: Spotlight 360 Review (Pages 37 - 46)

The Health and Wellbeing Scrutiny Committee at its meeting on 7 March 2017 (Minute *60) considered the outcome of a Spotlight 360 Review (CS/17/4), reflecting upon the impact of that Committee over the last 4 years and recent changes in legislation and the challenges facing the NHS and social care services generally and commended its conclusions 360 Review to the both Cabinet and NHS Devon as a possible means of improving the effectiveness of health scrutiny in the new County Council.

Recommendation: that the Spotlight 360 Review Report be welcomed and be further considered by the Procedures Committee and the County Council following the 2017 elections when determining the future democratic structure and means of exercising its scrutiny function; both to improve the way in which the Health and Wellbeing Scrutiny Committee works and to achieve meaningful outcomes for the people of Devon.

11 People's Scrutiny Committee: Dementia Spotlight Review (Pages 47 - 62)

The People's Scrutiny Committee at its meeting on 20 March 2017 (Minute *51) considered the Report of its Task Group (CS/17/12), attached, reviewing progress with the development of the Devon strategy for dementia and related actions, initiatives and enhanced partnership working and resolved that *'the recommendations of the Task Group be commended to the Cabinet for approval and that the Report be also drawn to the attention of the Farms Estates Committee for consideration alongside complementary work being undertaken by the NFU and that appropriate awareness training be also made available to Members in any induction programme following the next quadrennial elections in May of this year'*.

Recommendation: that the Task Group's proposals be endorsed and the relevant Cabinet Members for Health & Wellbeing and Adult Social Care & Health Services be asked to take all appropriate action to ensure the principles outlined therein are embedded in the Council's policies, practices and actions now and into the future.

STANDING ITEMS

12 Question(s) from Members of the Public

13 Minutes: Devon Education Forum (Pages 63 - 68)

Minutes of 15 March 2017, attached.

[NB: Minutes of the Devon Education (Schools) Forum are published at:
<http://www.devon.gov.uk/schoolsforum.htm>]

14 Delegated Action/Urgent Matters

The Registers of Decisions taken by Members under the urgency provisions or delegated powers will be available for inspection at the meeting in line with the Council's Constitution and Regulation 13 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012. A summary of such decisions taken since the last meeting is attached.

15 Forward Plan

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

[NB: The Forward Plan is available on the Council's website at:
<http://democracy.devon.gov.uk/mgListPlans.aspx?RPId=133&RD=0&bcr=1>]

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


None

Notice of all items listed above have been included in the Council's Forward Plan for the required period, unless otherwise indicated. The Forward Plan is published on the County Council's website at <http://www.devon.gov.uk/cma.htm>

Notice of the decisions taken by the Cabinet will be sent by email to all Members of the Council within 2 working days of their being made and will, in the case of key decisions, come into force 5 working days after that date unless 'called-in' or referred back in line with the provisions of the Council's Constitution. The Minutes of this meeting will be published on the Council's website, as indicated below, as soon as possible.

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.

Membership
Councillors J Hart (Chairman), S Barker, J Clatworthy, R Croad, A Davis, S Hughes, A Leadbetter, J McInnes and B Parsons
Cabinet Member Remits
Councillors Hart (Policy & Corporate), Barker (Adult Social Care & Health Services), Clatworthy (Resources & Asset Management), Croad (Community & Environmental Services), Davis (Improving Health & Wellbeing), S Hughes (Highway Management & Flood Prevention), Leadbetter (Economy, Growth and Cabinet Liaison for Exeter), McInnes (Children, Schools & Skills) and Parsons (Performance & Engagement)
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 Council's / Cabinet Forward Plan or any Reports or Background Papers relating to any item on this agenda should contact Rob Hooper on 01392 382300. The Forward Plan and the Agenda and Minutes of the Committee are published on the Council's Website and can also be accessed via the Modern.Gov app, available from the usual stores.
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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/
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.
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Questions to the Cabinet / Public Participation
A Member of the Council may ask the Leader of the Council or the appropriate Cabinet Member a question about any subject for which the Leader or Cabinet Member has responsibility. Any member of the public resident in the administrative area of the county of Devon may also ask the Leader a question upon a matter which, in every case, relates to the functions of the Council. Questions must be delivered to the Office of the Chief Executive Directorate by 12 noon on the fourth working day before the date of the meeting. For further information please contact Mr Hooper on 01392 382300 or look at our website at: http://new.devon.gov.uk/democracy/guide/public-participation-at-committee-meetings/
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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.
 Induction loop system available

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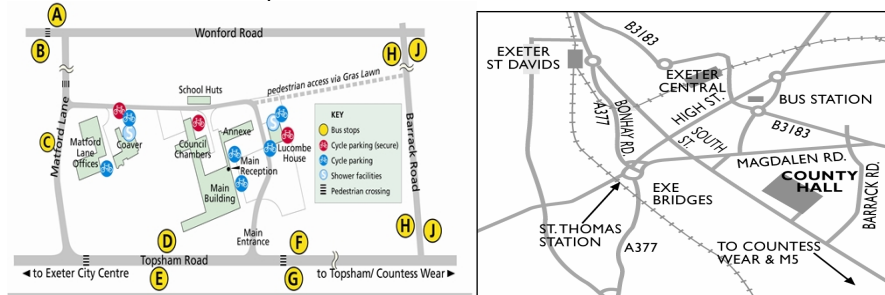
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NB   Denotes bus stops

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First Aid

Contact Main Reception (extension 2504) for a trained first aider.

IMPLEMENTATION OF A REGIONAL ADOPTION AGENCY (RAA)

Report of the Head of Children's Social Work and Child Protection

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

Recommendations: that;

- a Local Authority single hosted solution (LASH) is agreed as the interim operating model for the Regional Adoption Agency.
- Devon County Council acts as the single LA host for the interim Regional Adoption Agency during the transition period to final RAA model, ending no later than March 2020.
- the associated risks and mitigating actions outlined in this report are noted.
- authorisation is given to progress to full options appraisal and business case for an interim Devon single LA hosted Regional Adoption Agency, to be presented for required approvals during the summer 2017.
- approval is given to early delivery of shared and joint Adoption Panels, noting interim measures for funding formula and benefits distribution.

1. BACKGROUND

In June 2015, the Department for Education (DfE) published '[Regionalising Adoption](#)' and asked all adoption agencies in England to consider how to work much more closely together on a regional basis. This was enacted as the [Education and Adoption Act 2016](#) which advised authorities and voluntary adoption agencies to join together to form Regional Adoption Agencies (RAA).

The Act also gives the Secretary of State a new power to direct one or more named local authorities to make arrangements for any or all of their adoption functions to be carried out on their behalf by one of the local authorities named, or by another agency.

The Government's view is that structural change will improve the process for children and adopters leading to improved numbers of children being adopted, an improved experience for adopters and improved timeliness overall. The DfE expects the RAA programme to deliver consistently good and innovative adoption practice that ensures improved life chances for children. Specific intended outcomes include;

Devon County Council, as part of the existing Adopt South West partnership, is one of 19 groupings of local authorities and voluntary sector adoption agencies working on the regionalisation agenda nationally. The regional grouping also includes Plymouth, Torbay and Somerset.

2. LOCAL CONTEXT

2.1 Performance

Across the region, between 2010-2015, there has been a 13% increase in the number of looked after children and an 84% increase in the number of adoptions. However, one of the key issues for the development of a RAA is the current differential in adoption performance

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across the LAs. The Adoption Agencies have varying grades in Ofsted Inspection; Torbay, Plymouth and Somerset 'Require Improvement' and Devon is 'Good'.

There is a need to secure best practice and outcomes and share this across the RAA guarding against any deterioration in performance.

2.2 Budget

The total adoption budget of Devon, Torbay, Plymouth and Somerset in 2016/17 was £7.6m, with all authorities reducing budgets from 2015/16 with the exception of Plymouth, which applied a 30% increase after inspection. Generally budgets remain under pressure across Local Authorities

2.3 Staffing

The numbers of staff estimated to be specifically delivering adoption services within the 4 authorities is 112.6 FTE. Estimation is required due to the number of staff working in closely related children's services functions in each authority.

3. CURRENT POSITION

3.1 Adopt South West

Adopt South West launched in April 2015 as a co-operative regional adoption partnership which is not a legal entity or adoption agency. The adoption agencies in the Adopt South West partnership are Devon County Council, Plymouth City Council, Torbay Council, Somerset County Council, Barnardo's and Families for Children.

The scope of Adopt South West is the co-operation and co-delivery in marketing and recruitment of adopters and the running of information days and training events for adopters to develop the support available for adopters and improve the matching of children. All other adoption services remain within the discrete organisations.

3.2 Grants

In October 2016, DCC and its partners secured £607,000 additional funding from the Department for Education. This funds the cost of the project until March 2018 by which time the DfE expect the newly formed RAA to start operating. Collaboration with the Voluntary Adoption Agency (VAA) sector in the service design is a requirement and this has been working well in the ASW area. A further £50,000 grant was awarded in February 2017 to develop a proof of concept for Regionalising Adoption Support Fund practices.

4. VISION FOR THE REGIONAL ADOPTION AGENCY

The development of a RAA needs to allow for changing levels of demand, both in adopters applying to adopt and in the children needing permanence through adoption. This is to be built into design alongside design principles which have been developed and agreed by the LAs and VAAs as;

- To create a system where children are matched with the most suitable adopter as quickly as possible.
- Recruitment takes place at a sufficient scale to provide a pool of 'adoption ready' adopters that is large enough and well enough matched to the needs of children waiting and;
- The model offers sufficient and high quality adoption support services available nationwide.

The functions of the RAA have been scoped with senior managers across the local authorities and it has been agreed that the following are proposed as being in scope;

- Marketing & recruitment of adopters;
- Assessment & training of adopters including joining panels;

- Family finding & matching including joining panels; and
- Adoption support.

There are decisions to be made regarding which services are directly delivered by the RAA and which may be commissioned, however this can be considered as part of the options appraisal and full business case for the hosted RAA model later this year.

5. FULL OPTIONS APPRAISAL

As one of 19 such groups funded to achieve an RAA, the key decision is on which operating model should be adopted. The DfE prescribed four possible options for a delivery model for a Regional Adoption Agency.

Nationally, all agencies are using a scoring system as a tool to aid discussions, the purpose of which was to examine the desirability, feasibility and viability of each option. The six Adopt South West adoption agencies therefore scored the benefits of each option against an agreed set of assessment criteria (see appendix one). This information was used to inform the options appraisal.

5.1 DfE Prescribed Options:

1. A LA single host, on behalf of a number of LAs/single LA,
E.g. Adopt Berkshire where Windsor and Maidenhead hosts services for four LAs.
2. Joint Venture between LAs, a new public sector owned Local Authority Trading Co.,
E.g. Achieving for Children, Kingston and Richmond's Children's Services
3. A new VAA, possibly a Joint Venture with flexibility for public & third sector ownership,
E.g. Entrust Schools Service in Staffordshire.
4. Existing VAA, LAs involved commission an existing VAA to deliver the RAA,
E.g. Coram.

The LAs involved will commission the RAA from a prime provider; all prime provider models can sub-contract services from other providers.

5.2 Outcome

Following consideration of each possible model by the Regional RAA Governance Group, consisting of the Local Authorities Heads of Service and Chaired by the DCS from Somerset, the preferred interim option was identified as option 1: A LA single host on behalf of a number of LA's.

The clear benefit identified would be to achieve the integration of the four local authority adoption services into one best practice model, maintaining the current partnership with VAA's which had been established in the delivery of Adopt South West.

Further to this, it was proposed that Devon County Council host the interim RAA as DCC;

- Operates the highest graded local authority adoption service (Good);
- Has successfully innovated in a number of areas (e.g. foster to adopt, young people's engagement);
- Has the capacity to deliver given the size of the agency and the local authority;
- Has the experience of developing other services that DCC hosts for the region;
- Is centrally placed geographically.

It is intended that there is flexibility within this option, as once established there can be further consideration of a move to an independent organisation (options 2, 3 or 4) at a later date See Appendix 2- Timeline.

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5.3 What does this mean for Devon as the host?

The development of a RAA will not absolve each LA of its statutory responsibilities but will allow for certain functions to be delegated to facilitate the operation of a RAA. Where a function is delegated to another local authority, being the host authority, the host authority will become responsible for the performance of that function in accordance with the terms of the RAA. The Governance Board would be responsible for oversight and strategic direction of the RAA.

By becoming the 'host' Devon allows for all relevant functions of each LA in the partnership to be transferred to the host in order to facilitate a neat transfer of responsibilities to the RAA in final form by 2020. The timing of the transfer of these responsibilities to the 'host' LA will be the subject of the more detailed business case being presented to Cabinet this summer.

In the interim period, all statutory responsibilities in respect of the child pre adoption order remain with the individual Local Authorities as the statutory Corporate Parent. This includes all Agency Decision Making regarding the child. Each LA retains responsibility for Ofsted inspection processes and outcomes.

As host of Adopt SW prior to the establishment of the full RAA, Devon would become responsible for ensuring effective arrangements and for the transfer of services to the RAA within the expected timescales as set out to the Department for Education.

After the required agreements are in place, the host would become responsible for;

- Providing leadership for all adoption services across the RAA
- Recruitment , assessment and training of adopters
- Adoption and Special Guardianship support for all children within the designated boundaries.
- Oversight of Adoption Support Fund applications
- Family finding and matching child with adopter
- Agency Decision Maker for the adopters
- Adoption support for any child that moves out the RAA area, for a period of 3 years.
- Quality assurance framework for adoption
- Accountability to Ofsted for the adoption inspection framework (currently under review by Ofsted).

Each LA will remain responsible for the child's journey to permanence and for the quality of practice relating to this (e.g. care planning and legal proceedings) however these aspects will become relevant to the RAA when an adoption plan is made for the child.

There are other aspects such as management of complaints, unless specifically related to information regarding the child, which would be managed by the Local Authority that the child resides in.

6. JOINT ADOPTION PANELS

As part of the early work on shaping a RAA to improve regional adoption practice, the four Local Authorities in the RAA development propose that joint Adoption Panels are developed for the regional RAA partners ahead of the RAA being launched.

Adoption Panels consider adopters for approval and the decisions required for a child to be placed for adoption, making recommendations to the LA Agency Decision Maker (ADM, usually the AD/HoS). Currently each LA arranges its own Panel, contracting an Independent Chair, Panel members and providing administration for the Panels.

Joint Adoption Panels would meet the RAA objectives to;

- Support improvements in the experience for adopters;
- Create efficiencies across the four local authorities; and

- Improve the number of children achieving permanence through adoption and timeliness in their journey to permanence.

Joint Adoption Panels can improve the experience for adopters by reducing delays, standardising best practice already in place and can operate without the need for full integration of systems and automation and still deliver benefits through improvements to practice, quality enhancements, process alignment and efficiencies from reducing the replication in the number of panels required. They can improve timescales for children by increasing access to more Panels, so reducing potential for delay.

The benefits calculation on this basis shows an overall potential saving of £52,668 which will be allocated as illustrated in the table below, in alignment with the agreed funding contribution formula.

		Ratio based on Existing Budget	Net Benefit	ROI	Funding Contribution
	Total cost of panels p.a.				
Devon	£ 82,249.55	32%	£16,617	20.20%	£65,633
Somerset	£ 67,549.59	33%	£17,392	20.20%	£68,695
Plymouth	£ 86,087.58	26%	£13,667	20.20%	£53,982
Torbay	£ 24,706.32	9%	£4,991	20.20%	£19,715
	£ 260,593.04		£52,668		£208,025

It is proposed the funding contributions and benefit distribution is based on existing budget ratio as this is more equitable than based on case load which offers most advantage to the most costly service.

7. CONCLUSIONS

This report seeks to update Members on the significant progress and improvements in these areas and to assure members that continuing to improve outcomes for children and adopters remains a priority within children's services, across the Council and with regional partners.

There is a regional appetite to establish a RAA and a commitment to this being the vehicle to share best practice, improve outcomes and create efficiencies in this area. There is support for Devon becoming the host LA prior to the full transfer of responsibilities to a RAA in its final form.

However, significant potential early risks and complexities have been identified, such as the creation of a pooled budget for the service, arrangements for the employment of staff and the oversight and accountability for performance by the new agency. These will be subject to further detailed work and the presentation of a full options appraisal prior to the implementation of the hosted model and the determination of the final form of the RAA.

There is an opportunity identified now to implement joint and shared Adoption Panels which contributes to the overall aims of the RAA.

Once the RAA business case is approved, the work will focus on the transition of the individual Local Authorities' services to the RAA by April 2018 and the determination of the full form of the final RAA for implementation by April 2020.

Vivien Lines,
Head of Children's Social Work and Child Protection (interim)

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Electoral Divisions: All

Cabinet Member for Children, Schools & Skills - Councillor McInnes

Local Government Act 1972: List of Background Papers

Contact for Enquiries: Vivien Lines, Head of Service for Childrens Social Work and Child Protection Email: Tel No: 01392 383212 Room: 130, County Hall

Background Paper	Date	File Reference
Regionalising Adoption	Department for Education	June 2015
Education and Adoption Act 2016	Parliament	March 2016
Report to Peoples Scrutiny	CS1716	20.3.2017

Appendix 1- BENEFITS AND RISKS

1. BENEFITS

1.1 Regional Benefits

The anticipated benefits across the region are to:

- Increase permanence through adoption;
- Maximise sustainable adoptions in the region;
- Improve permanence timelines;
- Enhance practice improvements across the RAA; and
- Improve the adoption scorecard.

1.2 Devon County Council Benefits

In addition the anticipated benefits for Devon County Council are:

- Investment in adoption and early permanence to combat costs of care downstream;
- Improvements in quality assurance in the process to improve quality and reduce costs; and
- Better shared resources across the region to improve value for money.

The benefits will be further detailed and quantified in the full business case for a Devon County Council hosted solution to be presented during the summer 2017.

2. RISKS

2.1 Model

The key risks for adopting a single LA hosted solution are summarised as follows;

2.1.1 Innovation and improvement;

The model may not offer the same opportunities for pace of innovation if the local authority adoption agencies are still subject to local authority control, because of the complexity of sign off processes in large organisations.

- Mitigation: Appropriate shared service agreement.

2.1.2 Financial

The model may not offer the same opportunities to attract additional external funding that setting up an independent sector social enterprise would offer, this may particularly be the case for VAAs who may lose their individual identity.

- Mitigation: Risk share agreement to include a mechanism for addressing reductions in funding streams; VAA's remain within existing ASW arrangement

2.1.3 Performance

The Voluntary Adoption Agency in the area has consistently outstanding or good performance. Opting for a LA hosted model may reduce the impact of these outstanding providers on the service design.

- Mitigation: ensuring VAA partner is fully included in the design of the RAA.

2.2 Devon County Council

The key risks for Devon as the host authority are as follows:

2.2.1 Innovation and improvement

Devon has a good reputation for innovation in ways of working both with partners and internally leading to good outcomes for both adopters and children needing permanence through adoption, and has a clear focus on continuous improvement of the service offer. There is a risk to this when operating in a regional way.

- Mitigation: As work is progressed to standardise best practice a focus on opportunity for innovation is paramount; similarly when considering best delivery mechanism for services in the RAA innovation is a key consideration.

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2.2.2 Performance

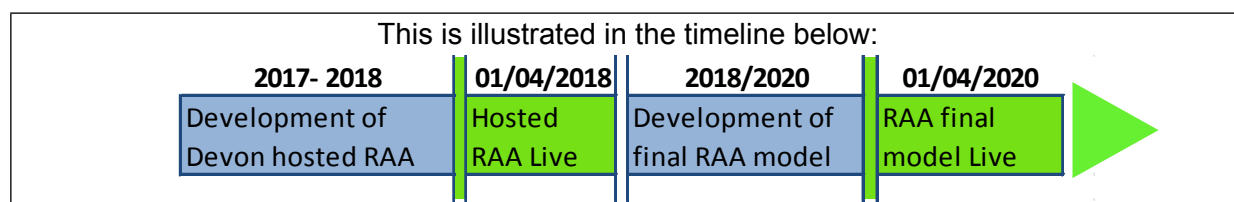
- 1] The host LA will become responsible for performance across the RAA risking negative impact in Ofsted reports; any major change raises the risk of short term performance issues;
 - Mitigation: Ofsted inspection remains the responsibility of each LA in the interim period. A clear focus will be given to standardising good practice when moving to the new model and comprehensive change management will be undertaken to ensure all staff are engaged fully.
- 2] Devon will become accountable for statutory duties across the whole of the RAA and this may impact on reputation or potentially a financial cost for example if there are legal costs related to a complaint.
 - Mitigation: Clear Governance and effective MOU, e.g. accountabilities and delegation arrangements.
- 3] This option may reduce the benefit of VAA's on the service design. VAA involvement requirement by DfE
 - Mitigation: Adopt South West continues to be a partnership between the integrated LA service and VAA providers for existing services; VAA partners are fully included in the design & good practice work in developing the RAA.

2.2.3 Financial

- 1] The host authority may financially subsidise services across the whole of the RAA;
 - Mitigation: Effective MOU, funding model to be determined, including risk share agreement with a mechanism for addressing future reductions in funding streams.
- 2] The cost of change outweighs the potential benefits of creating the RAA;
 - Mitigation: Cost of change is DfE funded to March 2018 so there is a need to ensure all design work is completed in this window; any funding that is required to complete RAA set up must be covered in an MOU between partner LA's; a benefits realisation plan must have full commitment from partner LA's.
- 3] If Devon becomes the employer of staff from across the RAA (TUPE transfer) they will become responsible for all associated employment liabilities;
 - Mitigation: all HR options, including whether TUPE should be applied, to be fully explored in the full business case; if TUPE is required full liabilities should be reflected in any shared service and risk agreements and the funding model agreed for the RAA
- 4] RAA increases the costs, particularly given that many of the overheads remain in Children's Services whilst new ones are created in RAAs, funding may be required for "double running";
 - Mitigation: where this is identified as a risk it is-explored further in the full business case as part of the development of options for the delivery of the RAA, e.g. in the considerations of a 'hub and spoke' model.

Appendix 2- TIMELINE

The development of the Adoption South West Regional Adoption Agency is proposed as staged, initially a "hosted" solution with further development to a separate entity by 2020.



HCW/17/34

Cabinet
12 April 2017

County Road Highway Maintenance Capital Budget: Progress on 2016/17 Schemes and the 2017/18 Programmes

Report of the Acting Chief Officer for Highways, Infrastructure Development and Waste

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

Recommendations: That:

- (a) Progress on 2016/17 capital funded highway maintenance schemes detailed in Appendices I and II to this report be noted;**
- (b) The capital funded highway maintenance programmes for 2017/18 as set out in Appendices III and IV be approved;**
- (c) Detailed allocation of the available budget be determined by the Acting/Chief Officer for Highways, Infrastructure Development and Waste on the basis of the Highways Infrastructure Asset Management Plan, and within the limits of the approved budget;**
- (d) Authority to amend the programme to maximise the impact of the programme be delegated to the Acting/Chief Officer for Highways, Infrastructure Development and Waste, within the agreed policy guidelines subject to consultation with the Cabinet Member for Highway Management and Flood Prevention for any budget changes to individual schemes exceeding £25,000;**
- (e) The 2017/18 capital programme be increased by £3.169 million, to reflect the allocation of the National Productivity Investment Fund (NPIF) grant.**

1. Summary

This report presents information on the programmes and schemes of highway capital maintenance work delivered in 2016/17.

It presents the latest network condition information and key performance indicator data, which measures performance against the levels of service agreed in Devon's Highway Infrastructure Asset Management Plan (HIAMP). Road Condition Trend Data demonstrates the effective use of the available funding and the benefits of using the Devon Highway Infrastructure Asset Management Plan in investment decision making.

Government has decided its formulae for the allocation of highway capital maintenance funds, which includes a Needs Allocation, an Incentive Fund, a Challenge Fund, a Pothole Action Fund and a National Productivity Investment Fund and the allocations to Devon are reported.

This report details proposals for capital funding of highway maintenance programmes and schemes in 2017/18. These include for capital maintenance of carriageways, footways, cycleways, drainage systems, road restraint systems, street lighting, bridges and other highway structures.

The report seeks approval of the schemes and programmes in accordance with the requirements of the Financial Regulations.

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2. Background

The highway network is the most valuable infrastructure asset that the County Council manages and maintains. It is key to enabling 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.

As the Local Highway Authority, Devon County Council has the duty to maintain a road network of 7,710 miles (12,408 km) comprising:

- 582 miles (934 km) of principal (A) roads,
- 396 miles (637 km) of non-principal (B) roads,
- 2,706 miles (4,355 km) of non-principal (C) roads,
- 4,026 miles (6,479 km) of unclassified roads,
- over 2,400 miles (3862 km) of footways,
- over 3,500 bridges,
- 1,579 retaining walls with a total length of 73 miles (117km),
- highway embankments,
- road restraint systems,
- traffic signal installations,
- cycleways,
- over 80,000 street lights and illuminated signs and bollards.

There are basically three types of maintenance works undertaken:

- (a) Reactive repairs such as pot-hole filling, vehicular damage to highway bridges, dealing with flooding, replacing road signs and markings, clearing vegetation which, if neglected, would pose a potential danger to road users. Additionally during the winter period precautionary salting and snow clearance are carried out as needed.
- (b) Routine or cyclic maintenance such as gully emptying, grass cutting, minor works to bridges and structures, cleaning and clearing of drainage pipes, ducts and channels and the like, mostly carried out to a defined frequency.
- (c) Planned, programmed or structural maintenance, for example carriageway resurfacing, reconstruction and surface treatments, bridge and retaining wall strengthening, major examinations of bridges and structures, road restraint system renewal, drainage renewal, street lighting and traffic signals replacement.

This report deals with capital funding of planned, programmed or structural maintenance (c above), to restore or replace highway components which are dilapidated due to traffic loading, weather impacts or aging of assets. The investment is to arrest or slow deterioration and to add value to highway asset. Capital investment in the highway network will keep assets structurally sound and therefore reduce the risks of defect formation, which require repairs funded from Revenue. When investment is made at the right time long term maintenance costs will be reduced.

Cabinet endorsed the Highway Infrastructure Asset Management Plan at its meeting in November 2016 and the schemes and programmes for 2017/18 proposed in this report flow from the application of the HIAMP principles.

3. Highway Infrastructure Asset Management

Devon's Highway Infrastructure Asset Management Policy, Strategy and Plan was adopted by the County Council at its meeting on 9th November 2016.

It provides the framework and approach to deciding on capital investment in highway asset and has been used in recommending programmes and schemes contained in this report.

The Highway Asset Management approach uses lifecycle planning to inform the optimal timing and treatment at each stage of an asset's life.

Where there are insufficient Capital Funds to meet all of the needs of the network, the HIAMP enables decisions to be made on schemes and programmes to reduce as far as possible whole life costs.

For example, the large surface dressing programme provides a cost effective way of preventing or slowing deterioration of significant lengths of minor road carriageways compared to reconstruction or resurfacing of worn out carriageways.

The HIAMP prioritises capital investment on the A and B road network as these are the busy roads that are most important for the economy and wellbeing of Devon. It also provides for adequate structural maintenance of key links into all significant communities.

4. Financial Considerations and Sources of Funding

In November 2014, following consultation, the Department for Transport (DfT) announced a new formula for allocating Local Highway Maintenance funding allocations until 2021. The new funding model includes a needs formula, an incentive formula and a Challenge Fund. The forward announcement of funding enables authorities to improve long term planning by providing a commitment on the capital funding settlement over six years.

Devon has been awarded £37.611 million in 2017/18 for the needs based formula which is calculated on the quantity of all highway features and provides funding for structural maintenance of all highway asset, not just carriageways. In addition other capital funding has been announced by Government. Devon's Pothole Action Fund awarded in 2017/18 is £3.192 million and the National Productivity Investment Fund is £3.169 million. In addition there is an opportunity to bid for funding through the next tranche of the Highways Maintenance Challenge Fund and the Highways Maintenance Incentive Fund.

Future needs formula allocations are shown in Table 1 below. Allocations from 2018/19 onwards are indicative only.

With regard to the Incentive formula, a self-assessment questionnaire has been submitted to the DfT claiming Band 3 level for Devon and this could secure an additional £3.522 million for 2017/18 (see Table 1). This figure has been included within the capital programme.

The criteria for evaluation of the Incentive formula include efficiency in service delivery, good compliance with asset management principles, collaboration with other highway authorities and good supply chain management.

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Table 1 DfT Needs Based and Incentive formula allocations.

Devon		Indicative incentive element by “band” of self-assessment ranking (£)		
	Total needs/formula allocation (£) announced in December 2014	Band 3 highest band	Band 2 medium band	Band 1 lowest band
2015/16	42,306,229	No incentive funding		
2016/17	38,784,623	2,347,737	2,347,737	2,112,964
2017/18	37,610,754	3,521,606	3,169,446	2,112,964
2018/19	34,042,193	7,090,167	4,963,117	2,127,050
2019/20	34,042,193	7,090,167	3,545,084	709,017
2020/21	34,042,193	7,090,167	2,127,050	0

The Pothole Action Fund announced in 2015 is designed to assist in dealing with the backlog of potholes through repair or action to prevent them forming in the first place. The funding is allocated by formula shared by local highway authorities in England, between 2016/17 and 2021. Spend will be targeted to priority sites across the network through discussion between members and local highway officers to ensure the funds are used as efficiently as possible and will have the biggest impact over the network.

During 2015 Devon was successful in securing an additional Challenge Fund of £10.2 million to provide replacement LED street lighting on all main roads, taking advantage of modern innovation in lighting design and thereby improving the asset condition, reducing maintenance and energy costs and the associated carbon emissions. This work is progressing well with over £5.95 million spent to date. The scheme will be concluded in 2017/18.

There is an opportunity to secure further funding through the Challenge Fund for 2017/18; this is in the process of being prepared for submission to the DfT by 31st March 2017.

The National Infrastructure Productivity Fund is provided to improve local highways and transport networks to boost productivity and add to the economy of the area through improvements in its infrastructure. Devon’s allocation proposed for highway structural maintenance is £3.169 million.

In summary, the funding sources for 2017/18 are:

LTP Settlement 2017/18	£37,611,000
Pothole Action Fund	£3,192,000
National Productivity Investment Fund	£3,169,000
Incentive Fund (Band 3)	£3,522,000
DfT Challenge Fund – Street Lighting	£3,962,000
Total	£51,456,000

5. Trends in Road Condition

A Road Assessment Vehicle (SCANNER) is used to collect data on road surface condition. The data provides information on condition and trends for A roads, B roads, C roads and Unclassified roads.

Figures 1, 2, 3 and 4 provide summary road condition indicator data in a graphical form using a traffic light approach to reflect road condition. The relative condition of the carriageway Road lengths that have only minor deterioration are shown in green, lengths that should be considered for maintenance works immediately are shown in red and lengths that are at stages of deterioration in between are in amber. In figures 1, 2 and 3 it is evident from the survey data that Devon's A, B road network has over the past 10 years remained in a relatively good and stable condition. This reflects the effectiveness of the HIAMP in focusing of investment on priority routes.

Unclassified roads combined with C roads make up 87% of Devon's total road network. Analysis of the unclassified road network shows a higher proportion (23%) of this network is in the red condition and in need of immediate maintenance. In addition there is a significant proportion (43%) of unclassified roads that are at various stages of deterioration. This reflects the fact that there is insufficient funding provided by Government to meet all of the needs of the network.

Work on the major road network and key links into communities has been made a high priority. The major road network matches the primary winter salting network, which is designed to keep communities and businesses on the move when winter weather affects the county.

The condition data shows that the general condition of a large part of the urban and rural minor road network is vulnerable to the formation of potholes and will remain so unless sufficient money is invested to carry out structural carriageway repairs to add resilience so that future works can then keep pace with normal wear and tear and deterioration.

6. Analysis

The current cost of the asset has been valued at £12.17 billion (Gross Replacement Cost) under CIPFA guidance (excluding land costs) and includes all highway assets such as carriageways, footways, bridges and street lighting. Carriageways which include the road surfaces and the underlying construction layers form by far the greatest portion by value of Devon's highway assets. The gross replacement cost of carriageways alone is £10.31 billion.

Central to the Devon asset management approach is the development of a performance framework to monitor progress against defined levels of service. Current performance is shown in Appendix VI. This analysis shows that levels of service are currently being achieved and supports the decisions regarding funding allocation of available budget against each asset group elements in the 2016/17 programme and also supports continuing with this approach for 2017/18.

Using inventory data, network condition data and by selecting appropriate maintenance treatments, it has been calculated that it would costs £167m to improve all roads currently rated as red (needing planned maintenance soon). Also that it would require an investment of approximately £38m per year just to maintain all of Devon's carriageways in a steady state. However, Government's Capital Funding to Devon only allowed £29m to be invested in carriageway maintenance in 2016/17 year, a shortfall of £9m.

The impact of insufficient funding is particularly noticeable on our minor roads in urban and rural areas. It is therefore essential that the available funding is effectively targeted to deliver the most cost effective maintenance of each asset in the longer-term.

To ensure that all communities, including small rural communities have access to a road infrastructure that is resilient, well connected and safe capital investment will continue to be made on roads prioritised by maintenance category and or included in the primary salting network but which are outside of the A and B network.

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The programme to upgrade bridges on Principal Roads to meet the 44 tonne gross vehicle weight capacity has been substantially completed. Across the Devon network there are 298 bridges that are classed as sub-standard indicating they do not meet the 44 tonne weight requirement; of these 73 are small span clapper bridges across Dartmoor which will not be strengthened as they do not pose a serious risk to the highway user. There are 78 bridges with weight restriction signs in place that can remain as they do not adversely affect movements in and around the local communities. That leaves 98 bridges which do not meet the maximum current weight limit; these will be managed in accordance with national policy 'BD79 Management of Sub Standard Structures' as they do not pose a significant risk to the highway user.

Devon's bridge stock is classed as "Good" in the nationally adopted method of reporting condition based on the current average rating of 91 and reflect a similar position on condition to last year. The large size of Devon's bridge stock is such that despite the good overall condition rating, there remain over 800 structures classed as "fair" or "poor" with the latter category indicating there is a significant risk to public safety. These "poor" structures are managed and the level of risk is mitigated by weight restriction signs, physical measures or monitoring. The average condition of the retaining wall stock is 68 (72.47 in 2016 for the same reason as above) which places it in the category of "poor" and this is reflected in the number of failures of walls compared to bridges and the funding proposals in the highway capital programme.

7. Capital Highway Maintenance Programmes: 2016/17

Appendix I shows progress with the 2016/17 Highways programme.

Appendix II shows progress with the 2016/17 Bridges and Highway Structures programme.

8. Capital Highway Maintenance Programmes: 2017/18

The available funding for 2017/18 is £51,456,000.

It is proposed to allocate this as follows:

Highway Structural Maintenance	£40,743,000
Challenge Fund (Low Energy Street Lighting)	£3,962,000
Bridge and Structures Programme	£6,750,000
Total	£51,456,000

The National Productivity Investment Fund (NPIF) announced in the autumn statement is proposed to fund structural highway maintenance on the A361, to compliment the proposed scheme to provide a new junction to the east of Tiverton.

April 2017 sees the start of a new Term Maintenance Contract (TMC) with a new provider Skanska UK Ltd. The contract aligns itself with the Highway Maintenance Efficiency Programme (HMEP) Form of Contract which targets the way Local Highway Authorities conduct their business. It invites the sector to adopt new ways of working to deliver efficiency savings through the development of working alliances by collaboration and change with other authorities and providers. It provides tools to improve standardisation and improved procurement processes whilst advocating the use of life cycle planning in its approach to Asset Management. It encourages the collecting, sharing and the comparing of performance on customer/quality and cost to deliver value-for-money and driving targeted efficiencies.

The contract has been developed to reflect these HMEP principles with the introduction of

target costing on the majority of services delivered, this approach encourages contractor performance that will enable increased performance in service delivery.

There is a requirement within the contract for a fixed overhead charge, this charge is apportioned between capital and revenue works. The capital element is charged as a percentage to each capital highway scheme that is delivered through the contract.

Procurement of surface dressing and micro-asphalt for the 2017/18 and 2018/19 programme will be through a competitive tender process outside of the TMC. Preparation of these roads in advance of these works will be delivered through the TMC and is shown under Pre-patching and Preventative Programme in Appendix III, for both Principal (£0.477 million,) and Non-Principal (£8,15 million) roads totalling £8, 627 million.

In February 2016 work began on the widening of Bridge Road in order to provide two continuous outbound lanes from Countess Wear to Matford roundabout. A contribution of £0.571million for renewal of highway surfacing elements to the scheme has been allowed for in the 2017/18 budget.

It is proposed to allocate this funding as outlined in Appendix III and Appendix IV.

Key elements include:

(i) Highway Structural Maintenance (HSM): Principal Roads (A class roads)

- £9.8 million to specific larger schemes with a high pothole count and structural defects or which will rectify carriageways with potential skidding defects.
- £0.5 million on surface dressing and preparatory patching works. This will surface dress carriageways in 2017/18 and prepare roads for the 2018/19 dressing programme.

All will target "red" and "amber" SCANNER data to maintain the proportion of A roads in a red condition at less than 4%.

(ii) Skid Resistance Treatment

Skidding resistance is an essential attribute for road safety however it is considered neither affordable nor practicable for all roads on the highway network to be surveyed for skid resistance consequently, Devon limits routine annual surveys to the principal road network only. In addition any sites identified through the annual collision review as being skid collision sites will also be included in the programme of assessment.

It is not possible to treat all parts of the principal road network that are currently below the current standard therefore the work is prioritised and limited to potentially high risk sites with a history of collisions. This includes sites with a reported skidding resistance deficiency and a history of collisions on wet surfaces, others with a high deficiency (greater than or equal to – 0.15) and collisions on dry surfaces. £1.3 million has been allocated for this work

(iii) HSM Non-Principal Roads

£5.2 million has been allocated to make further progress on non-Principal roads and to undertake preparatory patching and surface treatment on local roads. This will support the strategic pledge for 'B' roads and help prioritise repairs to the more minor network.

£8.2 million has been allocated on surface dressing and preparatory patching works. This will surface dress carriageways in 2017/18 and prepare roads for the 2018/19 surface dressing programme. Roads can often be economically restored to nearly new condition

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and its life extended by intervening at the right point in the roads life cycle. Using a whole life costing approach focuses maintenance to minimise the total maintenance costs over the lifetime of the asset. Surface dressing as a cost effective preventative treatment provides that intervention treatment extending the period where more costly reconstruction maintenance will be necessary at a later date.

Included within the £8.2 million above, £0.8 million has been directed at the unclassified urban estate roads as part of the preventative approach.

(iv) Footways

£1.7 million will be used to keep footways in a condition that is reasonably safe and commensurate with established usage. A significant programme of footway slurry sealing is planned in 2018/19 as this is a cost effective treatment for repairing worn surfaces. A greater area of footway can be treated using this preventative approach. 2017/18 will be used to prepare the footways ahead of the planned slurry sealing programme in the following year.

It is proposed to target £250,000 of footway budget to replacing and upgrading slab footways in urban areas. Such footways generate a lot of customer feedback, associated with defects. To improve maintenance longevity consideration will also be given to replacing such footways with alternative lower maintenance surfaces. Any change in surface will be agreed in consultation with local communities.

(v) Drainage

A £1.1 million programme of drainage repair and upgrading is planned. This will prioritise on drainage issues on the winter salting network and other major roads.

(vi) Road Restraint Systems

£0.9 million has been allocated to continue with the upgrading and replacement of road restraint systems. This year will mainly focus on barriers on major roads, high risk sites, principal road timber posts, timber post systems that cross the M5 motorway or trunk roads and principal road rail overbridge and adjacent rail systems.

(vii) Road Weather Stations

The Road Weather Stations used to determine when gritters are mobilised to undertake winter service, are between 10 and 20 years old, and becoming obsolescent. There is a need to start a replacement programme at £100k p.a. over a 4-5 year period to ensure we have adequate reporting systems to satisfy our resilience requirements.

(viii) Bridges and Structures

A programme is proposed to strengthen five priority sub-standard bridges on lower category roads during 2017/18. These have either a very low carrying capacity or show significant signs of distress. Where appropriate, other sub-standard bridges are being managed using a risk-based approach "Management of Sub-standard Structures".

A significant footbridge in Sidmouth, Alma Footbridge, was badly damaged in the storms of 2012 and is planned to be replaced. An allowance has been made in the 2017/18 budget for detailed design with an option to commence construction work towards the end of the financial year subject to all permissions being in place.

The effects of extreme weather events continue to impact on all highway structures with bridges being particularly vulnerable to scour in extreme flooding events. An ongoing

programme to assess the scour susceptibility of Devon's bridges will continue in 2017/18 and beyond. A significant proportion of the bridge stock has now been checked resulting in improved confidence in the resilience of this safety critical component of the highway.

Forward design on two sites (Chudleigh Knighton and Axmouth) identified from the previously mentioned scour assessment and routine general inspections will progress during 2017/18.

The increased rainfall experienced in recent years has resulted in significant number of failures of retaining walls, highway embankments and cutting slopes. Not all of these structures are in Devon's ownership but the management of the highway and consultation with riparian owners has created a significant amount of work for the structures asset management team. A large programme of retaining wall strengthening schemes was undertaken in 2016/17 and a similar size programme will continue in 2017/18 with 16 schemes across the whole of the County in the programme with a budget of £1.695m.

The ongoing programme of structural inspections of retaining walls will continue and along with an increase in spending on wall repairs will produce a steady improvement in the condition of the stock. In 2017/18 £150,000 will be spend on major examinations of retaining walls.

Work continues on the assessment of modern post tensioned bridges, which require detailed inspections and assessments on an 18 year cycle. These structural assessments are necessary to help identify and prioritise essential works and to best maintain and improve the condition of the bridge stock. This programme is planned to be completed in 2017/18.

Bridges on some major routes such as the A380, A361 and A39 are between 30 and 40 years old and as such are approaching major maintenance intervention periods. Components such as waterproofing, expansion joints, movement bearings and structural paintwork all reach the end of their serviceable life at similar times. A forward programme to undertake major component replacements will continue over the next 5 years; a large project to replace the expansion joints on the Kenwith Viaduct on the A39 was completed in 2016/17. The largest scheme in the programme is the Torridge Bridge on the A39 at Bideford which has two large expansion joints; it is proposed to replace these in 2017/18 at a cost of £850,000.

The last two decades has seen the development of national cycle paths across the county and with these, ownership of a number of redundant railway structures has been transferred to the authority. The larger structures are multi span steel viaducts and as such require major maintenance painting in order to keep them serviceable. Two refurbishment projects were completed 2016/17 at Fremington and Rock park; in 2017/18 the sub-structure of the Landcross Viaduct near Torrington will be repainted at an estimated cost of £650,000.

A number of the older large bridges in Devon are in need of major refurbishment. In 2015/16 & 2016/17 essential repairs, painting work and refurbishment of the lifting span of Shaldon Bridge took place at a cost of £1,000,000. The refurbishment of the Grade 2 listed Iron Bridge in Exeter is planned for 2017/18.

(ix) Storm Damage

In line with DfT requirements for highway authorities to make provision within their funding allocation, a storm contingency reserve of £2 million has been incorporated within the programme for possible repairs should storm damage be experienced during the year.

9. Options/Alternatives

The programme for 2017/18 optimises the use of the available funding and follows the

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approved HIAMP to reduce whole life maintenance costs. Any reduction in the programme would therefore further compromise Devon's ability to the agreed levels of service and reduce the resilience of the local authority highway network to the dis-benefit of businesses and all road users.

An alternative to the Highway Infrastructure Asset Management Plan's preventative regime would be to repair roads on a 'worst first' basis and focusing maintenance on the sections of road in the poorest condition. This is a high cost approach adding more than 30% in maintenance costs over time to maintain road condition resulting in fewer roads being treated in the longer term.

In going against sound asset management principles it could also adversely affect future financial settlements from DfT who have said that they will take this into account in future submissions for funding.

10. Consultations

The results of the 2016 National Highways and Transport (NHT) Public Satisfaction Survey reflect public perception of performance, 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>

A summary of the results illustrating condition of road surfaces since 2009 is shown at Appendix VI. The 2016 survey shows that the level satisfaction with the condition of the highway in Devon is low at 38% but in line with the national average. Although this is an improvement on the 2015 results (36%) the previous trend has been one of reduced level of public satisfaction although there has been an upward trend of improved public satisfaction appearing over the last 2 years. We have seen a similar trend in the results for neighbouring authorities in the South West Region.

11. Sustainability Considerations

The ability to efficiently transport people and goods around the County underpins Devon's economy and has a direct impact on the quality of our environment.

When maintenance work is undertaken it is managed to ensure that the effect on the surrounding environment is kept to a minimum. On carriageways, surface treatment and reconstruction work is tightly controlled to achieve long term durability. Recycled materials and secondary aggregates are used whenever possible. When carriageway surfacing incorporating primary materials is required, a durable low noise material such as stone mastic asphalt is considered.

Construction contracts include for recycling plans to ensure that the use of natural resources is reduced where recycled alternatives exist.

12. Carbon Impact Considerations

The carbon impact of this highway maintenance programme through the manufacture and planning of the materials is likely to be offset by reduced emissions from highway users utilising a better maintained network, and using suitable alternatives such as walking and cycling. The completion of the countywide part night lighting scheme and the introduction of LED on main roads will contribute to reducing the county council's carbon footprint.

13. Equality Considerations

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

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

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

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

A copy of an updated overview of the Budget 2017-18 Equality Impact Assessment for all service areas has been circulated separately and is available to all Members of the Council at: <https://new.devon.gov.uk/impact/published/budget-setting-201718/>.

14. Legal Considerations

The lawful consequences of the recommendations have been considered in the preparation of this report.

The reduction in the revenue allocation will put more pressure on the amount and type of work that will be completed in the capital budget. This will lead to an overall reduction in maintenance standard and potential road closures, particularly on the minor part of the network. This may be legally challenged by local residents and other road users.

There is also likely to be an increase in user dissatisfaction and complaints which could lead to challenges to the Authority under Section 56 of the Highways Act.

A reduction in routine maintenance could also result in more safety defects that will lead almost inevitably to an increase in third party claims and potentially litigation.

15. Risk Management Considerations

The proposals contained in this report have been assessed and all reasonable actions are taken to safeguard the Council's position.

The cumulative reduction in the revenue budget has significant implications for this capital allocation. Inability to undertake enough planned and general preventative maintenance work will result in an increased depreciation to the highways asset. This will lead to increased deterioration and defects and as a consequence, increased repair costs with potential for claims, which will put pressure on revenue and staffing budgets.

Where risks have been identified such as those associated with cost inflation or inclement weather, which could disrupt the capital programme by causing higher than anticipated costs

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or delays respectively, the implications have been taken into account in preparing this report. This includes developing long term programmes and the provision for reasonable contingencies in the estimates for capital highway and bridge maintenance schemes.

16. Public Health Impact

The cumulative reduction in budgets could also have an impact on public health with reduced maintenance having an effect on sustainable travel alternatives, and potentially more injuries resulting from crashes, trips and falls.

17. Reasons for Recommendations/Conclusion

It is important to report to Cabinet on the performance of the highway network compared to the levels of service agreed as part of the HIAMP.

The DfT capital settlement for 2017/18 provides funding for capital maintenance of highway assets and this report sets out proposed programmes to optimise their availability and safe use for the travelling public. Approval of schemes and programmes of highway maintenance will enable the delivery of the 2017/18 plan to commence.

The report alerts Members to the fact that Government provides insufficient capital funding to meet all network maintenance needs. However, the proposed programme is designed to make best use of the available financial resources using the Cabinet endorsed Asset Management approach.

Meg Booth
Acting Chief Officer for Highways, Infrastructure Development and Waste

Electoral Divisions: All

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

[Local Government Act 1972: List of Background Papers](#)

Contact for enquiries: Paul Davis

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

Tel No: (01392) 383000

Background Paper	Date	File Reference
Impact Assessment	January 2017	https://new.devon.gov.uk/impact/published/budget-setting-201718/

pd210317cab County Road Highway Maintenance Capital Budget
hk 08 300317

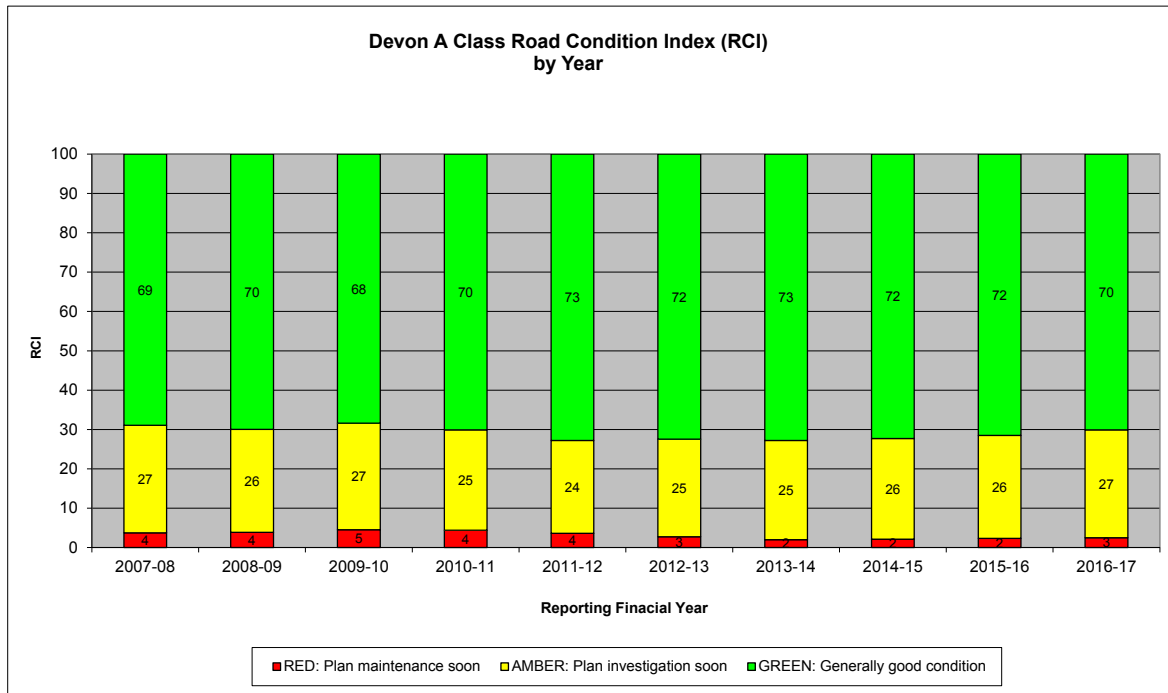


Figure 1

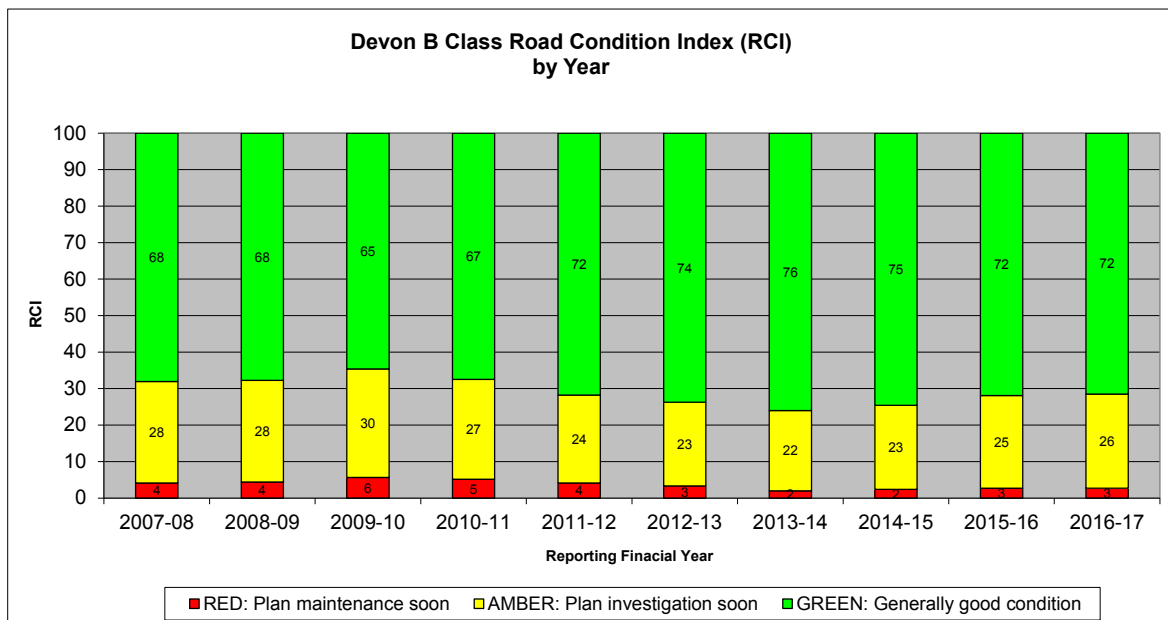


Figure 2

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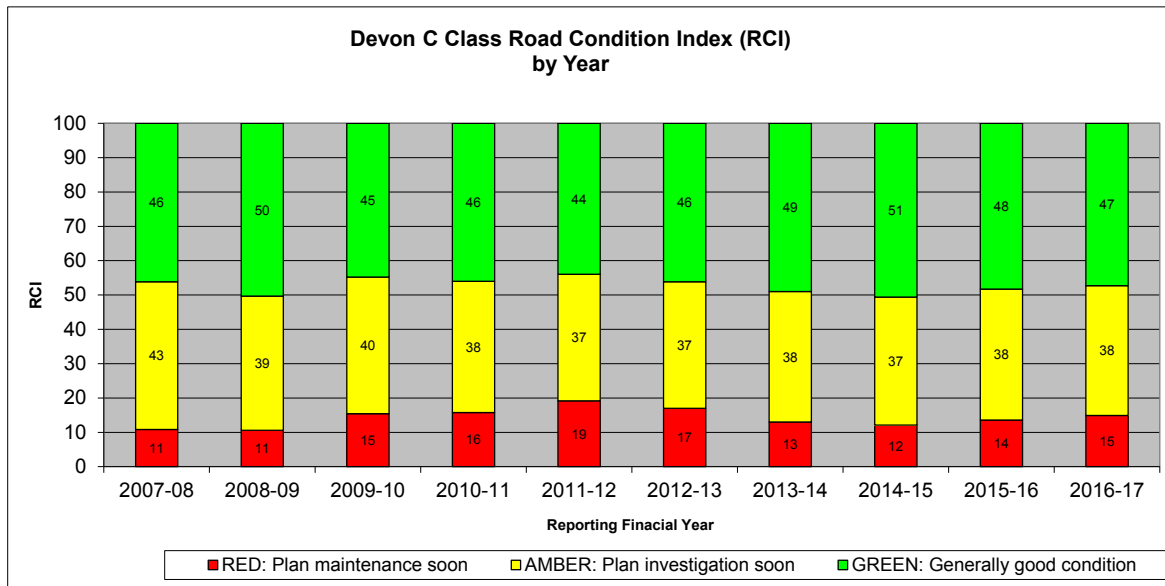


Figure 3

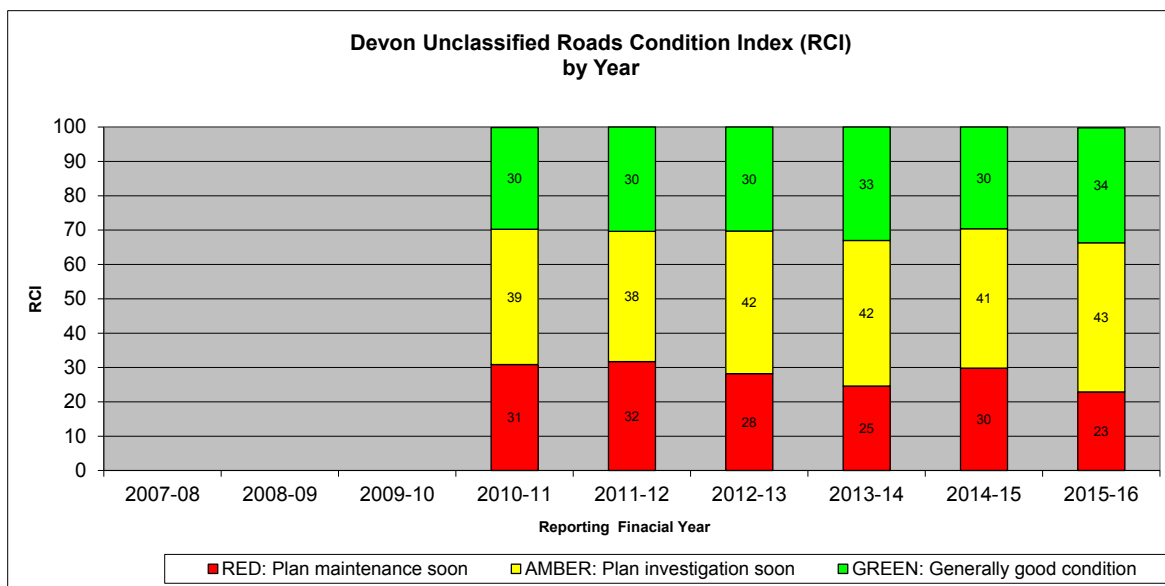


Figure 4

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Appendix I To HIW/17/34

Highway Structural Maintenance Programme 2016/17

Road	Scheme Name	Treatment Type	Scheme Total £'000
A388	Stibb Cross to Holsworthy (Various Sites)	Resurfacing	286
A379	Powderham Arch Kenton	Signing	12
A377	Deep Lane to Little Silver Wood - High Bickington	Structural	20
A383	Vicarage Hill Kingsteignton	Resurfacing	139
A380	Churscombe Roundabout Marldon	Resurfacing	148
A39	A39 Fairy Cross to Knotty Corner Alwington CP	Resurfacing	50
A380	A380 Woodlands Lodge Telegraph Hill Kenn	Resurfacing	94
A388	A388 Swingate Cross to Blagdon Cross Clawton	Resurfacing	262
A375	A375 Heathfield Manor to Gittisham Hill House Honiton	Resurfacing	108
	Commitments		77
	<u>Principal Roads</u>		
	SCRIM Remedial Works		922
	Surface Dressing		2,409
	Pre Patching for 2016/17 Surface Dressing		349
	Pre-patching for 17/18 Surface Dressing (summer 2016/17)		80
	Pre-patching for 17/18 Surface Dressing & Micro (winter Prin - 2016/17)		46
	<u>Non-Principal Roads</u>		
	Non-Principal Road Recovery Programme		3,218
	Surface Dressing		7,564
	Pre Patching 2016/17 Surface Dressing (winter 2015/16)		971
	Pre Patching 2017/18 Surface Dressing (summer 2016/17)		2,509
	Pre Patching 2017/18 Surface Dressing (winter 2016/17)		450
	Storm legacy works (Report HCW/13/42)		526
	<u>All Roads</u>		
	Kingskerswell Village		175
	Urban Estate Roads (micro)		532
	Spray Injection Patching		785
	Joint Sealing		358
	Pre Surface Dressing Cleaning / Design		623
	Wet/Dry Collision Sites		0
	High Skid Resistance Surfacing Programme		1,664
	Carriageway Condition Surveys		325
	Forward Design and Investigation		0
	Material Testing		192
	Scheme Delivery		650
	Footways		1,949
	Cycleway, PROW & Unsurfaced Roads		472
	Road restraint systems - strategy priority 1a		9
	Road restraint systems - strategy priority 1b		224
	Road restraint systems - strategy priority 1c		1
	Road restraint systems - strategy priority 1d		801
	Road restraint systems - strategy priority 2 schemes		262
	Road restraint systems - strategy priority 3 schemes		5
	Road restraint system - damage permanent replacements		454
	Drainage works		1,166
	Cattle Grid structural repairs		56
	Extreme Weather Resilience Contingency		0
	Pothole Action Fund		1,944
	DfT Challenge Fund - Street Lighting		6,173
	Street Lighting Columns		729
	Street Lighting Remote Monitoring System		106
	Traffic Signal Replacements		550
	Depots Demobilisation		237
	HIGHWAY STRUCTURAL MAINTENANCE PROGRAMME		40,682

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Bridge Assessment and Strengthening Programme 2016/17

BD 79 - Management of Sub Standard Structures	7,500
Bridge Assessments - EDG	25,000
Bridge Assessments - Jacobs	36,813
Bridge Assessments - Post Tensioned Bridge Inspections (Jacobs)	92,000
Bridge Strengthening - 352 Devonport Leat (rockleaze)	100,000
Bridge Strengthening - 984 Shaldon Bridge	170,773
Bridge Strengthening - Hornshayes Bridge (2046) - EDG	10,000
Bridge Strengthening - Longham (23)	9,696
Bridge Strengthening - Pattard (3186)	1,000
Bridge Strengthening - Pattard (3186) - EDG	5,000
C472 Taw Bridge No 128 - EDG	175
F/D - Major Refurbishments - 02529 Baulk Bridge	15,000
F/D - Newbridge Chudleigh Knighton Invert/ Apron (797)	5,000
F/D - Prevention of Suicides at Taw & Torridge Bridges	15,000
F/D Bridges - F120 Alma Footbridge Sidmouth	45,000
F/D Bridges - F120 Alma Footbridge Sidmouth Geotechnical Advice (Jacobs)	334
F/D Major Refurbishment - Bideford Long Bridge	45,000
Thorverton Bridge - Major Maintenance	20,000
F/D Major Refurbishment - Iron Bridge, Exeter	25,000
F/D Retaining Walls - A377 Blackboards Carriageway Stabilisation (2015)	45,000
F/D Retaining Walls - A396 Ashley Recycling Centre	8,000
F/d Retaining Walls - Beacon Lane, Kingswear	5,000
Joints and Bearings - Kenwith Viaduct joint replacement	254,136
Joints and Bearings - River Bray Viaduct Joint Replacement	7,000
Joints and Bearings -A39 Torridge Bridge joint replacement	10,000
A380 Bridges - Component Replacement	2,500
Legacy Work Waterstave bridge, Bradnich DCC Ref 2655	1,819
Major Refurbishment - B3344 Bovey Bridge Cantilever Footway	475,000
Major Refurbishment - Fremington Viaduct, Barnstaple	353,000
Major Refurb - Rock Park	425,000
River Yeo Cycle & Footbridge (4774) - Major Refurbishment (2015)	75,000
major refurb A379 Shaldon Bridge lifting span refurbishment	145,000
Minor Refurbishment - Bridge Inspector Allocations - East	128,000
Minor Refurbishment - Bridge Inspector Allocations - North	95,000
Minor Refurbishment - Bridge Inspector Allocations - South	46,500

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Principal Inspections - Bridges (EDG)	150,000
Principal Inspections - Bridges (Jacobs)	73,747
Principal Inspections - Laser Scanner Surveys	1,030
Principal Inspections - Retaining Walls (Jacobs)	105,000
Railway Structures Assessment / Inspection Jacobs Rail Personal Track Safety (PTS) Support	394
Retaining Walls - 1 Coombe Close, Dartmouth	22,104
Retaining Walls - 50694 Barwynds	57,239
Retaining Walls - 51419 East Allington	26,123
Retaining Walls - 51807 Tucking Mill Wood	30,000
retaining wall Comyn Reconstruction (BM 5105)	49,103
Retaining Walls - A379 Near Silver Bridge Embankment Strengthening (Brixton To Yealmpton)	570,000
Retaining Walls - A386 Landcross	340,000
Retaining Walls - A39 Shirwell Hairpin Bends	10,000
Retaining Walls - A396 Stoke Woods	5,000
Retaining Walls - A399 Bray Quarry + 650 Retaining Wall	62,737
Retaining Walls - B3193 Teign Valley (500m South of Golf Club)	25,000
Retaining Walls - B3193 Teign Valley (500m South of Golf Club) Geotechnical (Jacobs)	12,535
Retaining Walls - B3227 Shillingford Road Nr Huckley Bridge	7,594
Retaining Walls - B3230 Muddiford Plaistow Mills	20,000
Retaining Walls - B3230 New Barnstaple Road, Ilfracombe	170,000
Retaining Walls - Bank Stabilisation C974 Avonwick Road - Charford Manor	2,288
Retaining Walls - Bittaford	115,500
Retaining Walls - Bow Bridge Blackawton	10,450
Retaining Walls - Bow Road Harbertonford	237,000
Retaining Walls - Brayford South (50404) (Bray Quarry +950)	5,000
Retaining Walls - Byter Mill Lane	189,717
Retaining Walls - C460 Combe Martin	35,000
Retaining Walls - Chudleigh Road, Bideford	25,000
Retaining Walls - Cloonavon Lynmouth	115,000
Retaining Walls - Clovelly High Street near Harbour	30,000
Retaining Walls - Farrants Hill, Dunsford	19,690
Retaining Walls - Gatcombe Mill (New Wall)	114
Retaining Walls - Gordon Road Retaining Wall (BM 51806)	18,127
Retaining Walls - Hardstone	87,986
Retaining Walls - Higher Contour Road, Kingswear	14,339
Retaining Walls - Hillside Road, Hele, Ilfracombe	41,000

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Retaining Walls - Keepers Cottage, Lower Washfield	18,734
Retaining Walls - Long Drag Hill	14,559
Retaining Walls - Neighbourhood Team minor works	50,000
Retaining Walls - Newton Ferrers Riverside Road West	569
Retaining Walls - Rockside (50476)	50,000
Retaining Walls - Russell Court, Tavistock (51529) - Jacobs	44,901
Retaining Walls - Strand Hill - Dawlish Retaining Wall	702
Retaining Walls - Tuckermarsh	220,000
Retaining Walls - Weir Quay, Bere Alston	39,170
Retaining Walls - West of Ward House Bridge No 543	3,000
Retaining Walls - Withleigh	2,280
Scour Protection - 2016 Axmouth (Inc 3934 Side Span)	223
Scour Protection - Denham Bridge - Jacobs	166,394
Scour Protection - Puslinch Bridge No 428	38
Stage 1 Scour Assessment Inspection Work non main rivers	215
Stage 1 Scour Assessments Non Main Rivers	100,000
Sub standard Parapet - Bridford Mill - junction remodelling	13,500
Sub standard Parapet - Sowton Mill new parapets	5,000
Sub Standard Parapets - Fatherford Bridge Parapet Extension	3,085
Sub standard parapets Exe Bridges Refurbishment	18,500
Sub Standard Parapets U2201 Norley Bridge	70,000
Teign Estuary Viaduct - waterproofing and expansion joint replacement	(223,100)
Traffic and Signing - Low Head Room Bridges	12,500
Resurfacing under Alphington Road Railway Bridge	4,500
Total	6,002,833

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Appendix III To HIW/17/34

Highway Structural Maintenance Programme 2017/18

Road	Scheme Name	Treatment Type	Estimate £'000
A39	A39 Bucks Cross Woolfardisworthy	Resurface/Overlay	100
A39	A39 Fairy Cross to Knotty Corner Alwington CP	Resurface/Overlay	250
A361	A361 Little Mullacott St Brannocks Road Ilfracombe	Resurface/Overlay	85
A361	A361 Score Chapel St Brannocks Road Ilfracombe	Resurface/Overlay	140
A377	A377 Old Exeter Road Bishops Tawton	Resurface/Overlay	154
A377	A377 South Molton Road Elston Cross Kings Nympton	Resurface/Overlay	110
A377	A377 Weirmarsh Farm High Bickington	Resurface/Overlay	140
A377	A377 Woodforde Umberleigh	Resurface/Overlay	10
A379	A379 Brixton Road Yealmpton CP £180K	Resurface/Overlay	180
A379	A379 Exeter Road Dawlish	Resurface/Overlay	136
A379	A379 March Cottages Chillington	Resurface/Overlay	135
A379	A379 Sandygate Roundabout Exeter	Resurface/Overlay	700
A379	A379 Teignmouth Hill Dawlish	Resurface/Overlay	35
A379	A379 The Strand Starcross	Resurface/Overlay	35
A380	A380 Ware Barton south bound Kingsteignton	Resurface/Overlay	400
A381	A381 Bickleigh Copse to Totnes Cross Halwell Totnes	Resurface/Overlay	245
A381	A381 Cuttery House East Allington	Resurface/Overlay	75
A381	A381 Higher Fallapit Farm East Allington	Resurface/Overlay	175
A381	A381 Teignmouth Road Bishopsteignton	Resurface/Overlay	90
A381	A381 West Alwington Hill Kingsbridge	Resurface/Overlay	72
A381	A381 Western By Pass to Gerston Cross Totnes	Resurface/Overlay	14
A381	A381 Wolborough St Newton Abbot	Resurface/Overlay	50
A382	A382 Blenheim Terrace Monks Way Bovey Tracey	Resurface/Overlay	15
A384	A384 The Parsonage Ashburton Road Dartington	Resurface/Overlay	64
A386	A386 Broadmead Merton	Resurface/Overlay	60
A386	A386 Higher Lodge Broadmead Merton	Resurface/Overlay	21
A386	A386 Myrtle Street Appledore	Resurface/Overlay	36
A386	A386 Pixon Lane roundabout to Drake statue Tavistock	Resurface/Overlay	30
A388	A388 Chapel Street Holsworthy	Resurface/Overlay	31
A388	A388 Saltrens Bideford	Resurface/Overlay	214
A3015	A3015 Honiton Road Exeter	Resurface/Overlay	50
A3052	A3052 Church Street Sidford	Resurface/Overlay	35
A3052	A3052 High Street Sidford	Resurface/Overlay	65
A3072	A3072 Ashleigh Farm Exeter Hill Shobrooke	Resurface/Overlay	11
A3072	A3072 Dart Bridge Bickleigh	Resurface/Overlay	35
A3072	A3072 Rydon Farm Holsworthy	Resurface/Overlay	135
A3079	A3079 Morecombe Cross to Cookworthy Halwill	Resurface/Overlay	133
A3122	A3122 Church Street Halwell	Resurface/Overlay	33
A3122	A3122 Church Street Halwell Cross Halwell	Resurface/Overlay	24
A3124	A3124 Cocktree Sampford Courtenay	Resurface/Overlay	153
A3124	A3124 Triggers Hill Old Parsonage - Beaford	Resurface/Overlay	83
A3126	A3126 Bolham Road Petroc roundabout Tiverton	Resurface/Overlay	30
	Design / Supervision		216
	National Productivity Investment Fund		3,169
	Bridge Road Contribution (A379)		571
Principal Roads			
SCRIM Remedial Works			1,300
Preventative Programme			327
Pre Patching for 2018/19 Preventative Programme (summer 2017/18)			100
Pre Patching 2018/19 Preventative Programme (winter 2017/18)			50
Non-Principal Roads			
Non-Principal Road Recovery Programme			5,200
Preventative Programme			3,900
Pre Patching 2018/19 Preventative Programme (summer 2017/18)			4,000
Pre Patching 2018/19 Preventative Programme (winter 2017/18)			250
All Roads			
Pothole Action Fund			3,192
Spray Injection Patching			1,000
Joint Sealing			250
Pre Surface Dressing Cleaning / Design			650
Wet/Dry Collision Sites			50
High Skid Resistance Surfacing Programme			600
Carriageway Condition Surveys			325
Fixed Contract Overhead Charge			1,122
Contract Mobilisation Charge			410
Material Testing			200
Scheme Delivery			650
Footways			1,650
Cycleway, PROW & Unsurfaced Roads			400
Road restraint systems - strategy priority 1c (rd/rail High Risk)			1
Road restraint systems - strategy priority 1d (timber post over trunk rds)			329
Road restraint systems - strategy priority 2 (A rd/rail rd overbridge)			255
Road restraint systems - strategy priority 3 (All remaining rd/rail overbridge)			50
Road restraint system - damage permanent replacements			300
Drainage works			1,100
Cattle Grid structural repairs			100
Extreme Weather Resilience Contingency			2,000
DfT challenge bid match funding			1,117
Street Lighting			720
Road Weather Station Renewal Programme			100
Traffic Signal Replacements			500
HIGHWAY STRUCTURAL MAINTENANCE PROGRAMME			40,743

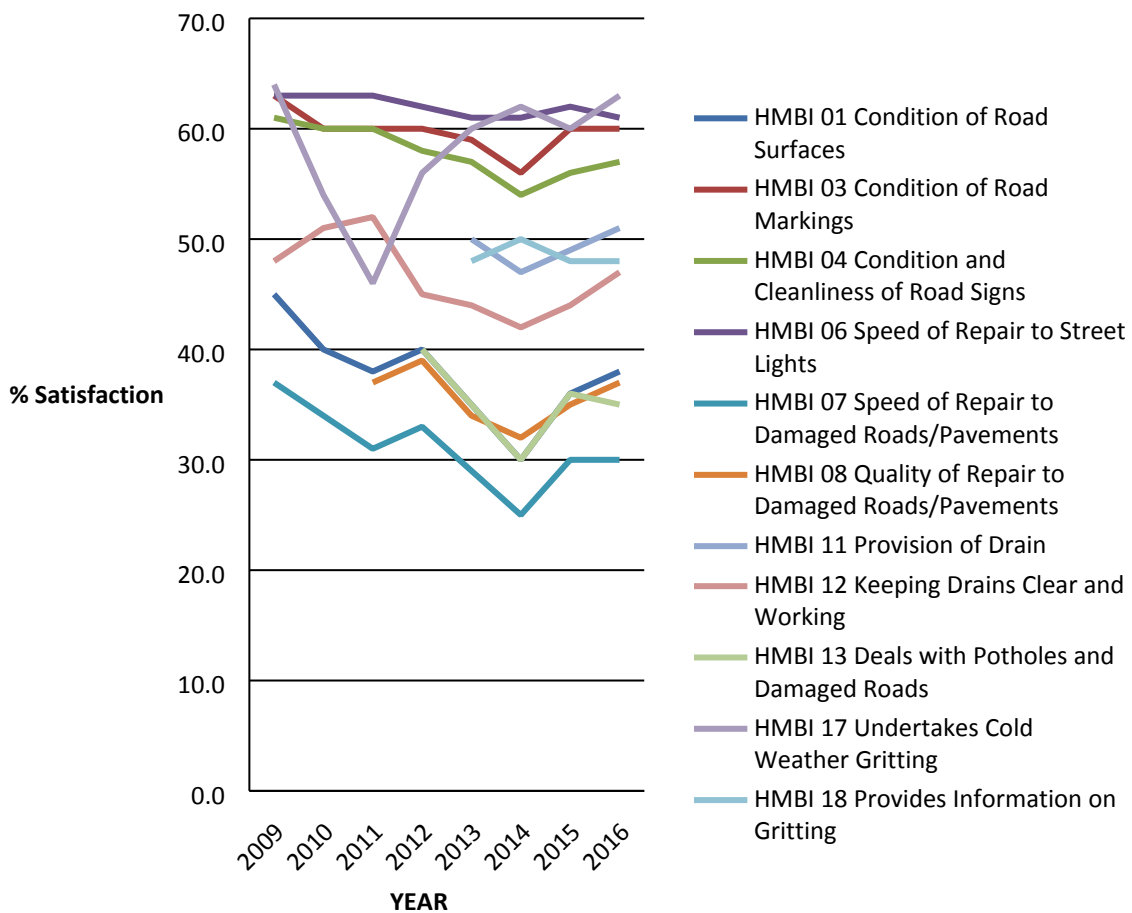
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Appendix IV To HIW/17/34

Bridge and Structures Programme 2017/18

BAS 2017/18	Project Description	Budget Estimate
Bridge Strengthening		
Crediton Station leat	150k works, £25k D&S	175,000
Hornshayes	Strengthen abutments	40,000
Pattard (3186)	Strengthened bridge - new layout	75,000
Exeter Hill	Flood defence scheme	100,000
Longham (00023)	Permanent loads only, saddle	30,000
Alma Footbridge	Potential start 17/18, complete 18/19	250,000
Retaining Wall Strengthening		
Budget Holding Code	Unplanned schemes identified in year	175,000
Harbetonford Phase 3	Retaining wall/Embankment strengthening	200,000
Combe Martin	Retaining wall/Embankment strengthening	30,000
Chudleigh Road, East The Water	Retaining wall/Embankment strengthening	50,000
Hillside, Ilfracombe	Retaining wall/Embankment strengthening	160,000
Shirwell Hairpins	Retaining wall/Embankment strengthening	120,000
Blackboards	Retaining wall/Embankment strengthening	180,000
Shillingford Road, Huckely	Retaining wall/Embankment strengthening	80,000
Tucking Mill Wood	Retaining wall/Embankment strengthening	70,000
Teign Valley (500m south of Golf Club)	Retaining wall/Embankment strengthening	300,000
B3220 Muddiford Plaistow Mills	Retaining wall/Embankment strengthening	150,000
Cloonavon Wall	Complete 16/17 scheme	30,000
Hillgarth	Retaining wall/Embankment strengthening	35,000
Clovelly High Street	Retaining wall/Embankment strengthening	50,000
Langdon Barton	Retaining wall/Embankment strengthening	15,000
Tuckenhay	Retaining wall/Embankment strengthening	20,000
Landcross	Complete 16/17 scheme	30,000
Scour Protection		
BD97/12 Stage 1 Scour Assessments	Non Main Rivers	100,000
Newbridge Chudleigh Knighton	New invert	25,000
Axmouth Bridge & Side Span	Forward Design - New invert	8,000
Sub Standard Parapets		
Exe Bridge South	Refurbishment of railings	100,000
Principal Inspections (Bridges)		
Principal Inspections	Sites to be identified (SH)	400,000
Principal Inspections (Retaining Walls)		
Principal Inspections by Jacobs	Consultant - Jacobs	150,000
Post Tensioned Special Inspections		
Bridge Assessments - PTSI Inspections	Hillsford, Cherry, Landkey, Ducks Marsh	50,000
Bridge Assessments		
Bridge Assessments - Jacobs	Assessment of Sub Standard Bridges	50,000
Bridge Assessments - EDG	assess Bascule Bridge and Trews weir	50,000
Traffic and Signing		
'Low Headroom' bridges	Replace non standard signs to reduce collision risk	100,000
Alphington Road surfacing reprofiling	To reduce risk of railway bridge collision impact	32,000
Component Replacement, Major Route Bridges		
A361 - River Torridge joints	Replace both joints	850,000
Major Refurbishments		
Bideford Long Bridge	Mainly repointing	200,000
Iron Bridge, Exeter	Cast Iron/steelwork repairs	140,000
Landcross Viaduct	Corrosion protection	650,000
Thorveton	Concrete repairs	710,000
Cycleways		
PROW cycleway and bridleway bridges		250,000
Minor Refurbishment		
Bridge Inspector allocations	As identified in General Inspections	225,000
BD 79 - Management of Sub Standard Structures		
BD 79 - Management of Sub Standard Structure	Monitoring sub-standard structures	5,000
Forward Design - Bridges		
Bovey Bridge Cantilever	Service diversion work and f/d new structure	175,000
Baulk Bridge	Replacement bridge design	50,000
Prevention of Suicides at Major Bridges		
Works at two major North Devon Bridges		30,000
NHT Minor Works		
For minor wall schemes identified in year		35,000
Total	Total Project Column	6,750,000

NATIONAL HIGHWAYS & TRANSPORT NETWORK HIGHWAY MAINTENANCE BENCHMARKING INDICATOR RESULTS



Appendix VI to HIW/17/34

Levels of Service Key Performance Indicators

(Performance indicators have not been developed against each level of services as the selected indicators represent a strategic set of performance measures)

Level of service	Strategic Indicator	Means of Measurement	Indicator reported	Target	Performance Level				
					Excellent	Good	Fair	Poor	
Overarching	Use an asset management 'whole life' approach to scheme prioritisation to ensure effective and efficient management of the asset.	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	Annual		<14%	14-16%	16-20%	>20%
	Continue the development of community schemes such as the Community Road Warden Scheme (CRWS), Parish Paths Partnerships (P3), snow wardens, grass cutting, wild flower verge planting and similar community schemes to support sustainable communities.	Number of parishes, town councils or community groups taking up the schemes	As reported by Neighbourhood teams	Annual	In Development	✓			

Carriageways	Inspect highways at set frequencies and prioritise repairs to safety defects in accordance with the Highway Safety Inspection Policy.	Completion of Safety Inspections on time	% of safety inspections completed on time	Monthly	100%	100%	90-99%	80 - 89%	< 80%
	Continue the development of the Community Road Warden Scheme (CRWS) by providing training, equipment and materials to local volunteers to assist with repairing non-safety defects and carrying out minor amenity maintenance activities.								
	Respond within 2 hours to any occurrence or incident that poses a threat to life or renders the highway unusable or unsafe.	Response to emergency call outs within policy timescales	% of callouts responded to within timescales	Monthly	In Development	90-100%	90-80%	80-75%	>75%

Carriageways Cont.

<p>Using road condition data develop and deliver an annual programme of carriageway structural maintenance repairs including resurfacing, patching and surface dressing to maintain roads within available budgets.</p>	<p>The condition of the road network is nationally recognised as good</p>	<p>National Road Condition Index Percentage of network requiring planned maintenance</p>	<p>Annual</p>	<p>Minimise decline to stay in top quartile performance nationally</p>	<p>A >4% ✓</p>	<p>5-6%</p>	<p>6-10%</p>	<p><10%</p>
					<p>B >4% ✓</p>	<p>5-6%</p>	<p>6-10%</p>	<p><10%</p>
					<p>C >13%</p>	<p>13-15% ✓</p>	<p>15-20%</p>	<p><20%</p>
					<p>Unclassified >25% ✓</p>	<p>25-32%</p>	<p>32-40%</p>	<p><40%</p>
<p>Survey skidding resistance on A roads and investigate, monitor and repair deficiencies and/or put up slippery road warning signs.</p>	<p>Skid resistance surveys indicate high levels of skid resistance</p>	<p>Percentage of A roads in satisfactory condition</p>	<p>Annual</p>		<p>>90%</p>	<p>90-85%</p>	<p>85-80% ✓</p>	<p><80%</p>
<p>Operate a winter service of precautionary salting and snow clearance on strategic roads and when possible on secondary routes as laid out in our Winter Service and Emergency Plan.</p>	<p>Precautionary gritting</p>	<p>% of routes started within the agreed start time (+/- 15 mins)</p>	<p>Monthly during winter</p>	<p>>95%</p>	<p>95-100% ✓</p>	<p>95-90%</p>	<p>90-85%</p>	<p>>85%</p>
<p>Support communities in their efforts to salt local roads and footways by providing support and training to snow wardens as well as equipment and bagged salt where applicable.</p>								

Footways & cycleways	Inspect footways and cycleways at set frequencies and prioritise repairs to safety defects in accordance with the Highway Safety Inspection Policy.	The condition of the Primary footway network is nationally recognised as good	Footway Network Survey. The percentage of footways in structurally unsound	Annual		< 4%	5-6%	6-10%	>10%
	Develop and deliver an annual programme of footway and cycleways maintenance repairs.					✓			
Structures	Carry out structures inspections in accordance with the national code of practice.	The condition of bridges is nationally recognised as good	Report on Bridge stock using the County Surveyors Society Bridge Condition Indicator	Annual	Maintain condition index score within the 'good' range	100 – 95	94 - 90	89 - 80	<79
	Monitor those structures considered to be below standard.								
	Using condition data develop and deliver an annual programme of bridge and retaining wall maintenance and structural repairs to maintain structures within available budgets.								
	Target structures which are in the Poor/Very Poor condition band where this has a potential impact on safety.								

Drainage	Investigate reports of highway flooding and damaged or blocked highway drains and take appropriate measures to get water off the highway, alleviate or mitigate flooding as appropriate.								
	Cleanse gullies on the salting network and in rural areas on an annual basis; and all others on a three year rolling programme or at required enhanced frequency.	Percentage of annual/triannual cleans completed on time.	Contractors cyclical maintenance returns reporting number of gullies cleansed and percentage of programme completed	Quarterly	100% of programme completed on time	100 – 95 ✓	94 - 90	89 - 80	<79
	Jet drainage systems on a reactive basis as they are reported or found through inspection.								
	Carry out an annual programme of grip cleaning and cutting.								
Safety Fencing	Assess safety fences when they are knocked down or damaged and repair or replace as required.								

Highway Lighting	Respond within 2 hours to reported traffic accidents involving lighting columns or other lighting emergencies.									
	Develop and deliver a programme of column repair and replacement in order to maintain the street lighting asset and reduce the risk of column failure.	Highway street lighting is in good condition	The percentage of columns older than their recommended design life	Annual	14.5% of columns are older than their recommended 40 year design life	<5%	5-8%	8-12%	>12%	✓
Public Rights of Way	Carry out regular ease of use inspections on footpaths.	The public rights of way network is easy for people to use	Former best value indicator 178. The percentage of PROW which are easy to use.	Annual	90% of PROW are easy to use	>92%	92-90%	90-80%	<80%	✓
	Continue the development of the Parish Paths Partnerships (P3) by providing support, training, equipment, materials and funding to enable volunteer maintenance of footpaths.									
Traffic management systems	Respond within 4 hours to signal failures.	Response to emergency call outs within contract timescales	% of callouts responded to within timescales	Monthly		90-100%	90-80%	80-75%	>75%	✓
	Operate an annual inspection, electrical testing and repair regime for all traffic signals and pedestrian crossings.									

<p>Street Furniture</p>	<p>Repair or replace any safety signs knocked down or damaged by routine traffic accidents.</p>	
<p>Land</p>	<p>Carry out annual programme of grass cutting to maintain safe visibility at junctions and visibility splays.</p>	
	<p>Inspect highways trees and prioritise repairs to safety defects in accordance with the Tree Inspection Policy.</p>	

Health and Wellbeing Scrutiny Committee

360 Health Scrutiny Spotlight Review

March 2017

Agenda Item 10

CS/17/04

7th March 2017

Health and Wellbeing Scrutiny Committee

1. Recommendations

The Task Group ask the Health and Wellbeing Scrutiny Committee, Cabinet and the NHS in Devon to endorse the report and recommendations below particularly into the new Council after the elections.

	Recommendation
1.	Implement the suggestions for the most effective scrutiny and work to reduce the ineffective practices as outlined in this paper.
2.	Continue to review the recommendations from task groups and spotlight review to secure progress.
3.	That the Health and Wellbeing Scrutiny Committee considers matters for adult social care in a new council. There is significant overlap between these areas and it no longer makes sense to consider them separately.

2. Introduction

- 2.1. The Health Scrutiny agenda this year has been dominated by wide scale change on a National basis. The introduction of Sustainability and Transformation Plans with the closure of many community hospital beds and anticipated changes to acute services has raised the profile of health scrutiny as local politicians grapple with what these changes mean for local people. Health and Wellbeing Scrutiny has heard from more members of the public this year than ever before.
- 2.2. These developments combined with the impending County Council elections create the opportunity to review performance and impact of health scrutiny at Devon County Council. Since Health Scrutiny legislation changed with the implementation of the Health and Social Care Act 2013 it is appropriate to review progress since this time.
- 2.3. The developments in 2013 followed the damning Francis report which provoked a significant challenge to public organisations involved in providing, commissioning, evaluating and improving health care throughout the country. Local Authority scrutiny was specifically criticised for a lack of oversight and rigor in holding NHS organisations to account. The failings at the Winterbourne View hospital were in part caused by warning signs not being picked up or acted on by health or local authorities, and the concerns raised by a whistle blower going unheeded. The Keogh review examined the quality of care and treatment provided by hospital trusts with persistently high mortality rates. The views of staff and patients played a central role in the overall review and the individual investigations.
- 2.4. Since this time the Health and Wellbeing Scrutiny Committee has carried out the following pieces of work:
 - **Spotlight Review North Devon Maternity (2013)**
To understand and inform the Committee's position on the changes to the maternity service in Northern Devon

- **Health Checks (2013)**
Devon County Council Health and Wellbeing Scrutiny Committee was chosen in the summer as one of five Scrutiny Development Area projects to examine NHS Health Checks through the lens of the 'Return on Investment' scrutiny model developed by the Centre for Public Scrutiny.
 - **Spotlight Review Voice of the Vulnerable (2014)**
The spotlight was established to ask: How can scrutiny be sure that it hears the voice of vulnerable people in Devon. This followed the Francis report and its critique of scrutiny.
 - **CCG Strategy (2014)**
Reviewing the development of the NEW Devon CCG programme of Transforming Community Services.
 - **Spotlight Review CAMHS (2014)**
The Health and Wellbeing Scrutiny Committee was invited to examine the Children and Adolescent Mental Health Service (CAMHS) by the former Cabinet Member for Children's Services.
 - **Integration (2015)**
The Health and Wellbeing Scrutiny Committee and the People Scrutiny Committee at Devon County Council worked with the Centre for Public Scrutiny to consider the integration agenda further.
 - **Referral TG and subsequent scrutiny referral (2016)**
The starting point for this investigation was whether or not the Committee wished to make a referral to the Secretary of State for Health on the closure of the community hospital beds in Torrington Community Hospital.
 - **Spotlight review into STP model of care (2016)**
The Health and Wellbeing Scrutiny Committee and the People's Scrutiny Committee from Devon County Council met with the Torbay Community Services Review Panel and the Plymouth Wellbeing Scrutiny Committee on the 5th October for a spotlight review. The review forms part of the on-going work to understand and scrutinise the activities that make up the Sustainability and Transformation Plan (STP) and the changes in localities that follow this plan.
 - **Quality Spotlight Review (2016)**
The Committee initiated this piece of work to resolve how the Committee can ascertain if a service is working well and what warning signs to look for if it is underperforming.
 - **Fairer funding for CCGs in Devon (2017)**
The Health and Wellbeing Scrutiny Committee established this Task Group to review the mechanics of the funding settlement that is given to CCGs in Devon each year by central Government to:
 - *Clearly establish the principles upon which the local NHS is funded by central Government.*
 - *Come to a view on whether the principles that underpin the funding formula disproportionately disadvantage Devon and if Devon is comparably underfunded as a result.*
 - *Make representations to Central Government as appropriate to challenge the allocation of funds.*
- 2.5. On the 29th November 2016 the Health and Wellbeing Scrutiny Committee convened a spotlight review that invited members of the Committee, NHS

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professionals from commissioners and providers, Devon County Council officers and third sector representatives. In a very open session all participants were invited to speak honestly about their experiences of scrutiny. Prior to the session a few questions about the effectiveness of scrutiny were sent to members and stakeholders. The results were shared in the session and included comments from people who could not be in the room.

3. What is the purpose of scrutiny?

- 3.1 The Scrutiny function was introduced to local government in 2000 and is based on the parliamentary select committee model of governance. This is where groups of MPs hold inquiries into issues and make recommendations. Before this date decisions in local government had been made by committees of Councillors.
- 3.2 The full Council is responsible for the adoption of the budget and policy framework. Once these are established the responsibility falls to the Cabinet to implement. Scrutiny is a significant activity of most non-executive Councillors. Through one or more committees, Councillors question and challenge the decisions and policies that are initiated by Cabinet as well as developing policy and conducting service reviews. Scrutiny committees are able to require Cabinet members and senior officers to attend public meetings.
- 3.3 Scrutiny works to the common aim of improving services for the local community and is involved in the following:
- Policy review and development: helping to shape the way public services are delivered
 - Scrutinising decisions: is the right action being taken? Are services working effectively?
 - External scrutiny including health: examining services that impact upon the local community.
- 3.4 It is vital to have an effective scrutiny function to ensure that the Council makes better decisions, informed by consideration and evidence. Scrutiny is also a key way that local people can be heard.

'(scrutiny is) Absolutely vital'

Devon County Councillor
















'Ensures that our organisation follows the correct process, is transparent and listened to the needs of the population'

Stakeholder

- 3.5 Health scrutiny has additional powers to other local authority scrutiny committees. The commissioner of a service has a duty to consult Health Scrutiny when there is a significant change planned. The timescales of the consultation must be clear and published. Where this has happened and scrutiny has evidence to suggest that the proposals have not been consulted upon or is not in the best interests of the local health service the Committee can refer the matter to the Secretary of State. The purpose of the referral could be to get full consultation where there has not been any or to have a more detailed understanding of the decision.

4. What has worked and what could be improved?

- 4.1 Prior to the spotlight review Councillors and Stakeholders were invited to share their views on the effectiveness of the health scrutiny function. The following table summarises the answers to what scrutiny do more of against what scrutiny should do less of should.

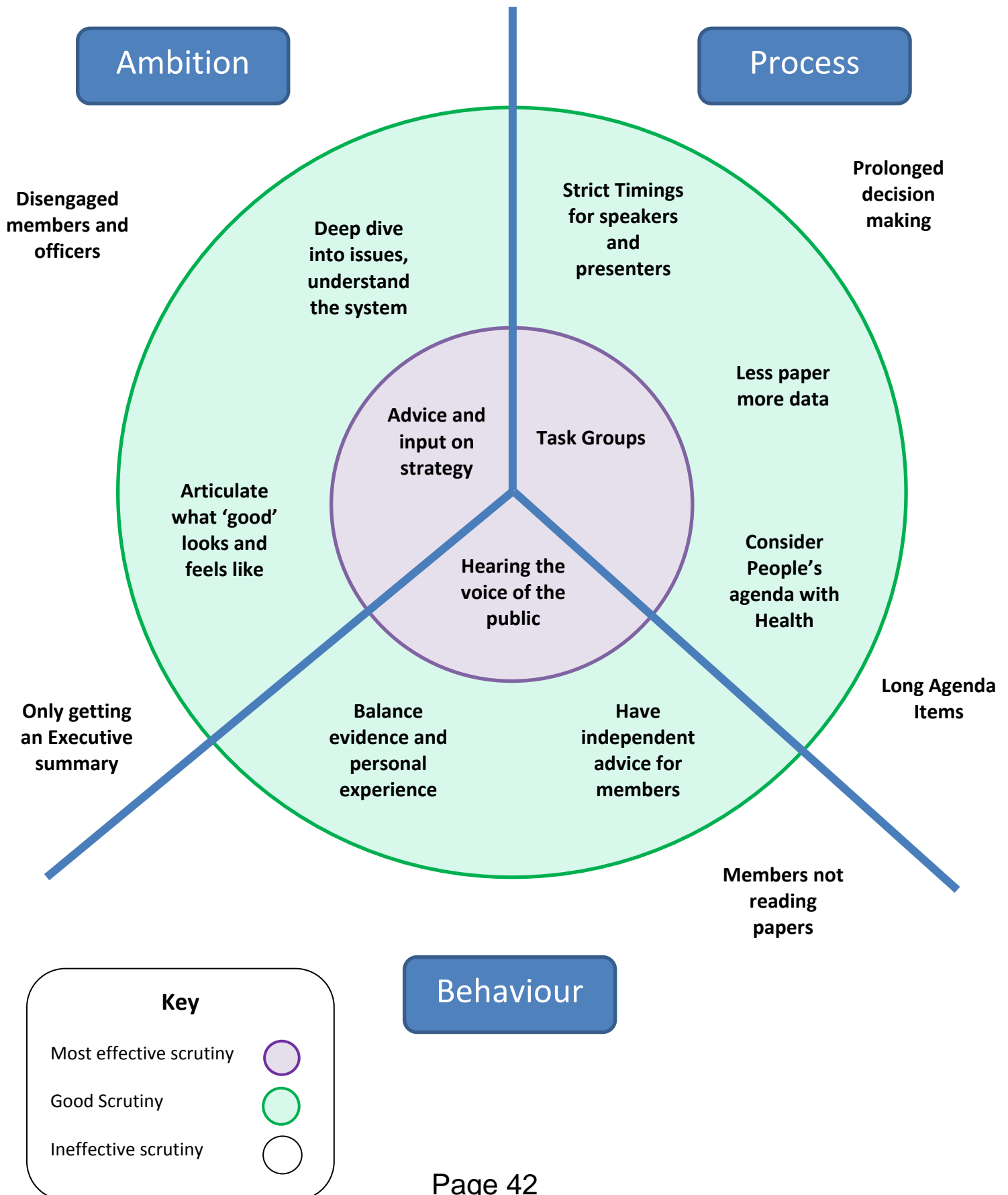
	Do more:	Do Less:
Councillors	<ul style="list-style-type: none">  Hearing from residents or patients  Specific detailed deep dive scrutiny  Look at the wider determinants of health  Understand where the money goes. 	<ul style="list-style-type: none">  Listening to NHS managers give long presentations  Anecdotal stories from committee members  Interfering in the detail of service reconfiguration  Scrutinising issues where the decision has already been taken
Stakeholders	<ul style="list-style-type: none">  Have a clear overview of the important topics, with equity in scrutiny of providers  Engaging with the evidence base and need for change  Being willing to listen to a reasoned argument  Define what good process and success looks like, especially for consultation 	<ul style="list-style-type: none">  Being political  Straying away from the remit of the committee  Time spent on issues only relevant to a vocal minority

- 4.2 When asked about the impact of scrutiny Councilor views were mixed. Several comments were made about the usefulness of task groups which get to the nub of an issue and provide a strong evidence base upon which to act. It was also felt that health providers and commissioners hearing the voice of scrutiny and taking on board recommendations had improved. Members of the public are also more aware of scrutiny than they ever have been and are engaging with the democratic process. However there were other responses that were unsure of the impact of scrutiny with the most negative comment being that scrutiny is an expensive waste of time.

- 4.3 Stakeholders highlighted complementary issues to those of members, saying that spotlight reviews and task groups were positive experiences with clear evidence base. At its best scrutiny can help to ensure that process is robust and considered and providers welcomed the holding to account of public bodies in a public arena because it gives the opportunity for rational debate. Advice from scrutiny officers also informs the work of stakeholders. However sometimes the scrutiny process has made change really difficult and has frustrated service transformation. Delays or extensions to processes can cause operational uncertainty and risks to patient care and staff wellbeing.

- 4.4 The diagram over the page plots the mixed responses from stakeholders and members in an open discussion about the most effective and least effective behaviors, processes and ambitions of scrutiny. The closer to the center the more effective members and officers rated effectiveness. The work was conducted as an open meeting with internal, external officers, representatives of public and third sector organisations and members

Evaluation of scrutiny activities



Most effective scrutiny:

- 4.5 Task Groups were universally agreed upon as the most useful activity that scrutiny can undertake. These a-political, issue-specific evidence based reviews look at a particular service area, issue or change. By interviewing people who may be affected by the issue including staff, managers, stakeholders' representatives of third sector groups and people who live or work in Devon a picture of the issue is built up. This is triangulated often with national thinking and research on the issue to present an analysis of what is working and where improvements can be made. Giving advice to senior leaders and decision makers across organisations was equally seen as being some of the most valuable work that scrutiny can undertake.
- 4.6 In line with the recommendations from Francis and what many Councillors identify as the most important aspects of scrutiny is listening to and representing the voice of the public. Tthe spotlight review also recognised that sometimes it can be a frustrating experience as scrutiny does not have decision making powers. Members of the public are more aware of health scrutiny and take the opportunity to be more involved than at any previous time. Since public participation has been introduced as a standing item on the agenda of all scrutiny committees Health Scrutiny has had 29 speakers in total, far in excess of any other committee. Scrutiny does however need to ensure that everyone's voice is heard, not just those able and angry enough to speak at committee. Participants recognized the value of listening to those who do speak but also needs to have mechanisms in place where there is a right of reply when specific services or people are criticized, otherwise only half of the picture is presented.
- 4.7 Taking an attitude that is proactive rather than re-active is also crucial for scrutiny. Some participants were concerned that scrutiny had spent significant amounts of time on issues that were only relevant to a vocal minority at the expense of work that encompassed issues that relate to the whole of Devon.

Good Scrutiny

- 4.8 Attendees at the spotlight review thought that there were a number of simple, practical activities that could offer quick wins to scrutiny. Foremost of these was consideration of the time taken for presentations at committee alongside the necessary detail in reports. The discussion appreciated the conflict when presenters often wish to share as much information as possible, whilst members need to apply analysis and understanding to what are often complex issues. It was universally felt that time in committee was best used on questions from members, rather than presentations. To support this endeavor better use could be made of informal information sharing activities such as masterclasses and other briefings. Members shared the difficulty of understanding highly technical health information and cutting to the heart of an issue that may be buried in up to a hundred pages of information. Members asked for plain English reports that give a clear overview of the issue and the impact. This can be a complicated judgment call, as the spotlight review was also clear that simply having an Exec summary is not sufficient. However all attendees were positive about the shared vision of achieving good communication and will continue to work towards this as a shared goal.
- 4.9 It was also felt that the cross over between People's Scrutiny Committee and Health Scrutiny Committee meant that in the next Council their remits should be considered by the same committee. This may be potentially difficult with the breadth of topics that this Committee could cover. A significant concern currently is

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that Health Scrutiny has had a tendency to review one area of need, and not focus upon other equally or more valid.

- 4.10 Balancing evidence of what works with need and technical considerations alongside that of people's individual experiences is an enduring challenge for scrutiny practitioners. The ideal situation is where robust questioning and research leads to meaningful insights that change policy and practice for the benefit of the people of Devon. Hearing from staff and service users or people in the community is an essential part of building this picture.
- 4.11 To support getting to the right level of detail and analysis stakeholders suggested that independent advice could be sought. Following endeavors by the scrutiny officer the South West overview and scrutiny network will be speaking to the Clinical Cabinet who review the clinical effectiveness of changes by CCGs.

Least Effective Scrutiny

- 4.12 This section perhaps needs less commentary than the others because it is reasonably self-evident. Participants in the session felt that there was evidence of some behaviors and attitudes that were counter-productive to the effective functioning of the scrutiny cycle. Most particularly where members were disengaged and did not adequately prepare for the investigation, or were unable to prepare because of a lack of information scrutiny was less effective. The management of the function also requires championing to ensure that short, focused questioning with the right information being shared is the norm.
- 4.13 There were also general comments made that do not easily fall into these categories but raise useful points in the general consideration of effective scrutiny. Firstly the subject of members training was discussed, this is about adequately preparing scrutiny members for the effective questioning and understanding complex topics. The need to have consistent relationships across organisations where the committee can receive a briefing in short order should it be necessary was also raised. In some areas it was felt that this worked well, and in others there could be improvements made. The workload of the staff supporting the function was also discussed.

5. Conclusion

This was a short investigation with the remit of trying to improve the way in which the Health and Wellbeing Scrutiny Committee works and achieves meaningful outcomes for the people of Devon. Scrutiny works on the basis of questioning, using information and evidence and representing the views of local people to improve services. The Spotlight Review acknowledged the areas of success and made recommendations to improve health scrutiny in the new administration after the elections. The continued working towards excellence in scrutiny as demonstrated by behaviours, attitudes and ultimately outcomes is an agreed goal from this spotlight review.

6. Sources of evidence

Witnesses

The Task Group heard testimony from a number of sources and would like to express sincere thanks to the following for their involvement and the information that they have

shared as well as to express a desire of continuation of joint work towards the fulfilment of the recommendations in this document.

Organisation	Person	Role
North Devon Healthcare trust	Katherine Allen	Director
North Devon Healthcare trust	Chris Bowman	Director
Health and Social Care Forum	Elli Pang	Secretary
Health Watch Devon	John Rom	Trustee
South Devon and Torbay Clinical Commissioning Group	Ray Chalmers	Head of Communications and Strategic Engagement
DCC	Steve Brown -	Deputy Director Of Public Health
New Devon CCG	Jenny McNeil	Associate Director

7. Task Group Membership

Membership of the Spotlight Review were as follows:

Councillors Richard Westlake (Chairman), Claire Wright, Brian Greenslade, Chris Clarence, Debo Sellis and Rufus Gilbert

8. Contact

For all enquiries about this report or its contents please contact

Camilla de Bernhardt, Camilla.de.bernhardt@devon.gov.uk

Health & Wellbeing / People's Scrutiny

Dementia Spotlight Review



20 March 2017

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This report can be downloaded from:

<http://democracy.devon.gov.uk/ieListDocuments.aspx?CId=134&MId=321&Ver=4>

Preface

The impact dementia has on the lives of those who are living with the condition and their family is massive yet can be little understood outside the family. This light touch report is part of ongoing work to encourage more people to be aware of dementia and how it can change lives so radically.

There is some excellent work being carried out in Devon to provide support and spread awareness in the community. The County Council is well placed through its networks to help facilitate reaching all parts of Devon. As we all know one body cannot do this work alone but by drawing as many partners together such as memory cafes, dementia alliances and district authorities as examples of how support can be provided.

A key point we learnt from the evidence heard from our witnesses during this review was the importance health and wellbeing brings to our lives. If we want to improve the life expectancy for ourselves and our families, being [physically active](#) and taking part in social interaction can play a vital role.



**Councillor
Sara Randall Johnson**

Sara Randall Johnson
Chair

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Introduction

The following members — Councillors Sara Randall Johnson (Chair), Channon, Clarence, Squires, Wragg and Wright— would like to place on record its gratitude to the witnesses who contributed to the spotlight review. In submitting its recommendations, the Group has sought to ensure that its findings are supported with evidence and information to substantiate its proposals.

At the People's Scrutiny Adults' Standing Overview Group meeting on 28 September 2016 it was determined to undertake a detailed piece of work on dementia care jointly with Health & Wellbeing Scrutiny. The following terms of reference were agreed:

1. To review the progress on developing a Devon strategy for dementia – the dementia 10 point plan
2. To examine why Devon has more people in residential care with dementia than its statistical neighbour comparator group the County Council benchmarks against.
3. To identify the variety of initiatives being driven across the County to make cities, villages, towns and parishes more inclusive for people living with dementia and their carers.
4. To review the County Council's role encouraging partnership working between groups and organisations to build on existing support and reduce duplication.
5. To report back to the People's Scrutiny Committee on the findings of the review.

On 16 January 2017 the spotlight review on dementia was undertaken. Time and resources necessitate that this report provides a snapshot approach to further highlight issues relating to dementia in Devon. This brief report does not in any way pretend to be an exhaustive exploration of these issues.

Recommendations

Recommendation 1

That the County Council continues to roll out a programme of dementia awareness training, encouraging all members and staff to become [Dementia Friends](#). To ensure that front line staff, in particular, engage more sympathetically and with an increased level of understanding with those people with dementia.

Recommendation 2

That a refresh of the mapping on the [Dementia Roadmap for Devon](#) website is undertaken to evaluate the level of community support for dementia across Devon and the work undertaken in the localities to ensure there is a consistency of provision across the County.

Recommendation 3

That as a landlord, Devon Farm Estates Committee considers the finding of Plymouth University's recent research into the impact of dementia on the farming community and how it might affect the County Council's tenants.

Recommendation 4

That learning from the memory cafes, [Dementia Friendly Communities](#) and Dementia Friends approach is extended to Learning Disability services.

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Summary

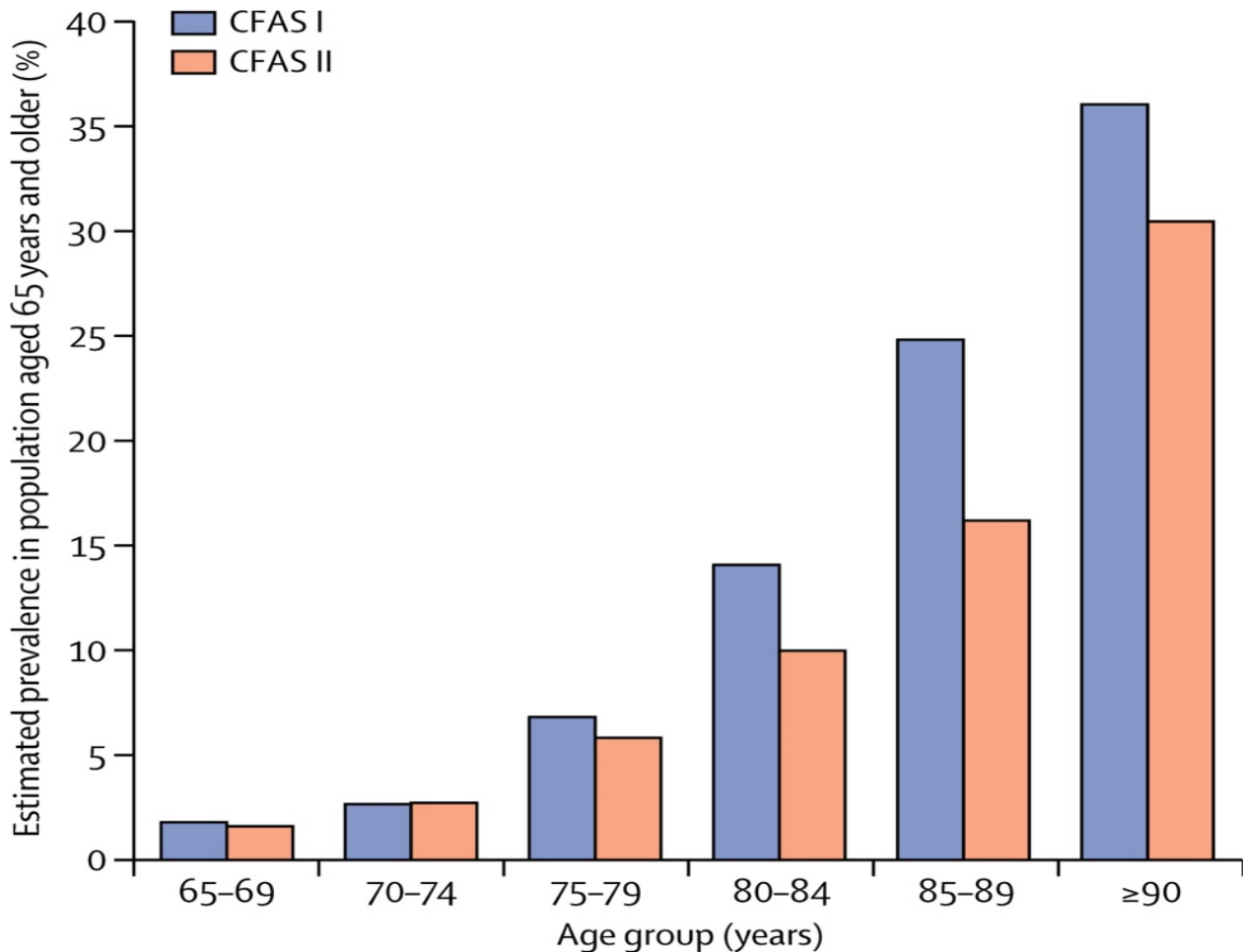
It is clear that there have been fantastic developments over the last decade in dementia awareness, diagnosis, care and carers support. Medical professionals have a much greater understanding and awareness of dementia when it presents and are better able to offer advice and signposting at an earlier stage. Community support in many areas of Devon is excellent. Memory cafes have been a huge success, being relatively cheap to set up and maintain, as long as there is a reliable source of volunteers – they provide good value.

However the County Council still needs to further work to support communities and external organisations promoting dementia friendly activities, recognising the many benefits and positive impact that various activities can have for people with dementia. One of the biggest challenges is ensuring that there is a consistency of provision across the County. The success of the work happening in towns such as Honiton is clear, but other communities need to be galvanised to do the same. Particularly given the impact of inward migration of older people and retirees to Devon and that this is not recognised fully in the County Council's funding arrangements.

Prevention through education is key to reducing demand for services in future. Greater dementia awareness and education is still needed amongst the general public, but also for County Council staff and members, particularly around the different types of dementia, and the possible contributory factors. The County Council needs to do more to demonstrate that Devon is dementia friendly, working in partnership with the district councils and the NHS.

Overview

UK Dementia Incidence Rate



N.B. [The Cognitive Function and Ageing Studies \(CFAS\)](#) were population based studies investigating dementia and cognitive decline of individuals aged 65 years and over.

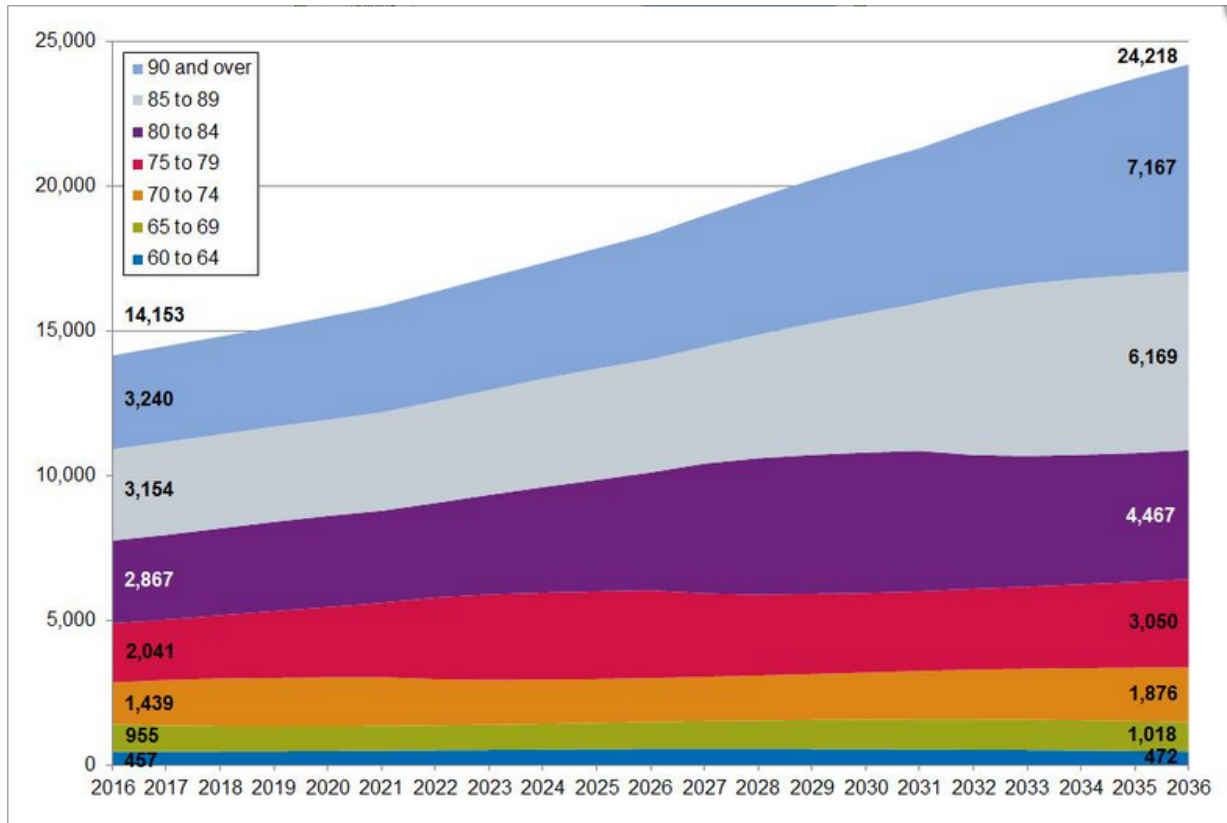
Alzheimer's Society figures indicate that there are currently more than [850,000](#) people living with dementia in the UK. This figure is predicted to rise to over 1,100,000 by 2025 and 2,000,000 by 2050.

In 2016, around 14,200 people living in Devon (1.83% of the population) were estimated to have dementia; this is set to increase to 24,200 (2.79%) by 2036. Unsurprisingly, parts of Devon with older populations have a higher prevalence of dementia. Data indicates that the incidence rate of dementia has decreased over time i.e. your individual chance of developing dementia is less today than in the past, however, as people live longer, the prevalence of dementia among the general population has and will continue to increase. Devon is below the national average but typical of its comparator group in terms of dementia prevalence; diagnosis rates have almost doubled in the last 10 years.

Dementia has different causes; Alzheimer's disease is the most common cause at 63%, vascular dementia at 17%, with other causes being much rarer; almost 50% of people with dementia in Devon have mixed dementia (both Alzheimer's disease and vascular dementia). It is estimated that based on the usual progression of the illness the current prevalence figures in Devon indicates approximately 55% of people with dementia to be at the mild stage, 32% moderate, 13% severe reflecting the gradual progression of the disease.

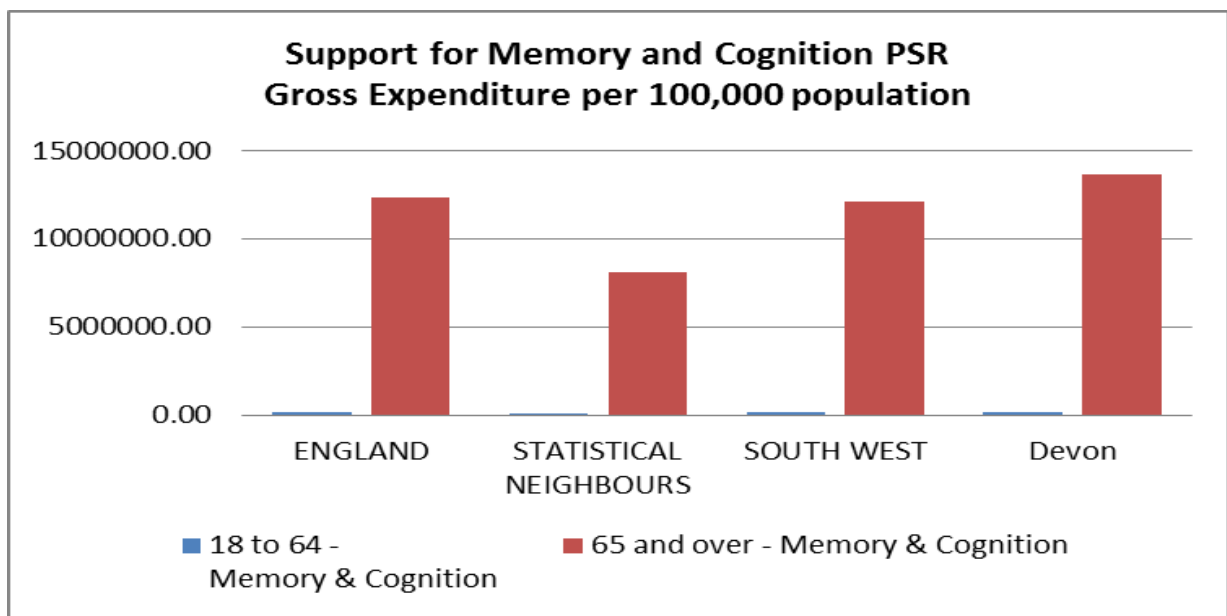
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Devon Dementia Prevalence Forecast



Devon spends more on dementia services and support than the England and South West average, and more than its statistical neighbour average; evidence shows that people in Devon go into residential care sooner than in other areas, so their stay tends to be longer. People with dementia are more likely to suffer from other health conditions; some such as urinary tract infections are avoidable, and when present can be an indicator of poor care.

Comparative Spend On Dementia



Key Issues

Risk Factors

There are clear links between vascular dementia and lifestyle factors, but there is also evidence linking lifestyle to Alzheimer's. Many of the same behaviours which impact on physical health, such as smoking, alcohol consumption, physical activity and diet can affect an individual's chances of developing dementia. In Devon:

- Smoking rates are relatively low;
- Alcohol consumption is relatively high;
- People are on average quite active, but there is a significant group of people who are doing less than 30 minutes of activity a week;
- People are eating more healthily than in other parts of the country;
- The biggest risk factor by far is age; people are living longer and are physically healthy for longer, meaning dementia is more prevalent.

'Mid-life' is a key time in addressing lifestyle factors that can increase an individual's chance of developing dementia. The [NHS Healthcheck](#) programme provides information on dementia to those over 65, but lifestyle changes need to happen before this time. Keeping socially active and maintaining good mental health are key preventative factors. People do not always associate lifestyle factors such as physical activity and alcohol consumption with conditions like dementia – education around this is important ([Devon's One Small Step](#) healthy lifestyle service focuses on this). The NHS [One You](#) campaign targets people at 'mid-life', providing advice on how to make healthier lifestyle choices.

Plymouth University has recently carried out a yearlong research into the experience of dementia in agricultural communities, the impact on farmers, their families, the business and home lives. The study [Rural dementia – we need to talk](#) identifies four areas of concern; the farm environment; a reluctance to ask for help; support services and changing rural communities.

Diagnosis

Nationally, the NHS is aiming to increase formal dementia diagnosis; early diagnosis can prevent crises and treatments can slow progression. GPs are today better trained to recognise the signs and offer support for those presenting with dementia, however some people will still not be able to acknowledge their disease or take up support/treatment. Diagnostic tests include ruling out other illnesses such as depression, thyroid function etc, family history is considered and MRI scans undertaken. Over the next 5 years the NHS ambition is to offer a consistent standard of care for patients newly diagnosed, supported by named clinicians or advisors, proper care plans developed in partnership with patients and families and options of personal budgets. In addition, the dementia challenge calls for a broader coalition between statutory services, communities and businesses.

Communities

There is an increasing amount of community support available for those with dementia and their carers such as memory cafes and the Dementia Support Service. Patient post diagnosis experience is better than in the past. Provision however is inconsistent and capacity still needs to be built within communities, supported and enabled by the Council.

The Council has a key role in supporting communities to be safe, healthy and prosperous by delivering, commissioning and enabling a wide range of services including dementia support, as well as areas such as domestic abuse, hate crime and community cohesion. The challenge for the Council is how it supports communities in all these areas at a time when funding is reducing and demand often increasing. Rurality and isolation adds additional complexities. The Council is now taking on a greater enabling role, working with community groups to deliver these services and has seen some great success across the County.

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Honiton Dementia Action Alliance brings together groups and organisations across the community committed to transforming the lives of people with dementia and their carers. Honiton Dementia Action Alliance was named by the Alzheimer's Society as the Dementia Friendly Rural Community of the year 2016.

Memory Cafes

In 2016 the [Devon Memory Café Consortium \(DMCC\)](#) was formed, gaining charitable status (making it eligible for funding applications), to give oversight to all cafes; today there are 50 cafes across Devon, all run by volunteers and around half have so far joined the consortium. The DMCC works closely with the County Council and Devon Partnership NHS Trust to run dementia awareness courses and share information/data across the various cafes.

Honiton Memory Café formed in 2011, is run by volunteers, many of whom are those who have cared for people with dementia. Honiton Dementia Alliance is also looking at providing other services/activities to reach those with dementia who do not attend the memory café, but who may need help with activities such as shopping or visiting the hairdresser. A recent survey indicated that the three most popular activities were walking for leisure, eating out and visiting the cinema/theatre. In direct response to this survey a walking group has been established led by trained volunteers, and Devon Wildlife Trust are currently looking to contribute; a pub lunch group has also been set up and is attended regularly by around 30 people; work has been undertaken with Sidmouth Theatre, with regular visits arranged where specific seats are made available; and once a month a nostalgic cinema event is held, where films chosen by audience are shown in the Beehive Community Centre.

Free dementia awareness sessions have been delivered at the library, where members of the public have proven to be keen to learn. Sessions have also been delivered to local firms of solicitors, supermarkets, banks, chemists and a the local bowls club; those who sign up to the Honiton Dementia Alliance receive a sticker to display in their window, showing that they are dementia trained. The memory café works closely with the youth groups including the scouts and girl guides; sixth formers from the local college volunteer at the café. County councillor locality budget funding has been used to produce various literature, including an awareness leaflet included with the local paper, and a guidance booklet for customer facing workers, as well as using social media. Memory cafes and other dementia support groups such as singing groups, also benefit hugely from small scale fund raising and donations, which can make a big difference to the lives of those who use these groups.

Dementia 10 Point Plan

The County Council and NEW Devon CCG's joint Dementia 10 Point Plan has been developed to provide assurance and to evidence the impact and improvements in the experience of people with dementia and their carers in Devon; it centres around:

- Reducing Risk – lifestyle changes, keeping healthy, particularly help to combat vascular dementia.
- Diagnosing well - diagnosis rate in Devon today is around 60%, in contrast with 40% in 2011.
- Informing, supporting and navigating – Alzheimer's Society currently provide post diagnosis support for the County Council and a contract for a new service will commence July 2017.
- Meaningful activity – inclusion and enablement.
- Person centred care – living well at home.
- Carers – support/respite.
- Hospital & care homes – dementia friendly.
- Housing and telecare – specially designed or adapted.
- Workforce – informed and trained.
- End of life care – support to plan for this time.

The Carer's Journey

A carer shared his experience of being a carer for someone with dementia, and the changes in service provision and attitudes towards the condition he has seen since his wife first began to display symptoms in 2004:

- Despite seeking expert medical attention in 2004 the carer and his wife first noticed a change in her behaviour, they did not receive a diagnosis for two and half years; at this time diagnosis involved monitoring changes over six month periods, as well as MRI scans and ultrasounds.
- The diagnosis was delivered by six medical professionals, across a table, and the advice offered was to 'ask the mental health nurse for some tips on your way out'; the experience was bewildering for both of them, and they left feeling on their own.
- The carer was pleased to report that experiences of diagnosis are very different today, that GPs and other professionals are much better informed, more empathetic, able to provide reminiscence reading material and signposting to dementia specialist or friendly day care and home care services, as well as support for carers; post diagnosis follow up care is much improved.
- In the past hospitals have struggled to deal with patients with dementia due to lack of training and understanding; they had a poor experience back in 2008, but had recently visited the RD&E in Exeter and had a much more positive experience, where staff were better informed.

The carer identified some areas which he feels could be improved further including:

- Specific support for carers, which recognise that this need changes over time in line with the development of the cared for person's condition; key point - 'a carer is not a volunteer'.
- Recognising the range of support that a carer may need, including practical help in the home to undertake new roles, the provision of safety information, being able to maintain social contact, keeping themselves healthy and well and knowing when to ask for help; carers also need support when the person they are caring for goes into full time care, this can be a difficult time when they can feel a range of emotions including relief, guilt, loneliness.
- Support for those with dementia to stay within their own community, which can be a particular issue for rural families who can particularly feel isolated from services and social contact.
- Greater research is needed; link between different forms of dementia and lifestyle factors needs to be understood; the carer and his wife have taken part in a number of research programmes and encourage others with dementia and their carers to do the same.
- Day and respite care is still lacking in many areas, and transport to services is also wanting.
- Private dementia care is very expensive, particularly when this is needed on a long term basis.

Exeter City Council

Exeter City Council (ECC) published on its [2 March 2017](#) People Scrutiny Committee agenda a Dementia Friendly Council review. The final report of the task & finish group includes 15 recommendations aimed at highlighting ECC's role as a member of the Exeter Dementia Action Alliance and the steps it is taking towards becoming a dementia friendly organisation, ensuring that the services offered strive to reflect the needs of individuals.

The recommendations to ECC's Executive include:

- a) Encourage organisations such as the Alzheimer's Society, memory cafés and Age Concern to apply for allotments for use by those with dementia.
- b) Outlines the work of this Task and Finish Group, in a press and social media release, highlighting that the Council can offer appointments later in the day, upon request.
- c) Establishes what information sharing there is already between Council departments in respect of vulnerable individuals, such as those with dementia and investigate the process for recording and sharing new information.
- d) Continues to support dementia friendly staff training across the Council, encouraging staff to become Dementia Champions.
- e) Looks into providing different modules of more in depth training for officers who work directly with members of the public.
- f) Explores dementia training as a compulsory requirement before a Hackney carriage/Private Hire driver's licence is granted.
- g) Ensures that dementia friendly engagement is reflected and considered in the social inclusivity dimension of evaluating procurements.
- h) Requires trained front line staff in particular to wear dementia friendly badges and a forget-me-not sign to be placed in a prominent place in the Customer Service Centre.
- i) Investigate the viability of providing a second toilet and/or carry out improvements to the existing toilet (including access) in the Customer Service Centre subject to costings and available resources.
- j) Provides clearer signposting for the toilet in the Customer Service Centre subject to costings and available resources.
- k) Provides a higher level of dementia awareness training for security staff.
- l) Investigates the potential for dementia friendly red coat tours.
- m) Ensures that information concerning dementia friendly activities is available at the tourist information centre.
- n) Encourages such organisations as the Devon Wildlife Trust and Active Exeter to adopt a dementia friendly approach in the provision of activities.
- o) Consider whether a similar review of other front line services within the Council should be undertaken at this stage and if so, to prioritise the order for review.

Site Visits

Councillors Sara Randall Johnson (Chair) and Rob Hannaford (Vice-Chair) of the People's Scrutiny Committee accompanied by Richard White, Social Care Commissioning - Sector Lead, undertook site visits to 3 care homes on 29 November 2016. The following issues were raised by the care home managers / noted by members:

Mapleton Community Care Home, Ashburton Road, Newton Abbot

- The County Council worked with Stirling University to create the Devon Centres for Dementia concept and to develop refurbishment projects at Mapleton and Woodland Vale in Torrington. In addition to excellence in ergonomic design many innovative technologies have been employed in the design of these homes to try to give the best outcomes to the people who live there, promoting their continued wellbeing.
- This design principal has also maintained a practical approach in providing an environment that is safe and efficient to work within. Best practice in the use of colour, light and space has been integral to the design. The Stirling concept advocates sub dividing accommodation into smaller suites each with its own front door and communal facilities serving a number of bedrooms. This model of care of living in small units/suites is designed to be less institutional and much more akin to a domestic setting with people doing the washing-up, baking, laundry as they might in their own homes.
- Predominantly the care home has people under a duty of County Council care aged between late 60s- 90s. The average length of stay at Mapleton is just under 2 years.
- Almost all of the residents receive regular visitors. It would however be hugely beneficial to have enduring volunteer arrangements.
- Mapleton does not have any contact with dementia groups in the area, despite Newton Abbot being a dementia friendly town.
- A lot depends on how isolated a person becomes within a community as to the level of crisis they are in and the need for them to enter a care home

Private Care Home 1

- Most of the older people in the home have dementia. Only 2/3 of the residents have some level of capacity. The frailty of the adults in the home has significantly increased in the last 3 years. Care homes are now similar to what used to be thought of as a nursing home with the average stay being less than 2 years. Those older people entering the home now are that much more vulnerable, often at a point of crisis and as a result are a challenging group. There is a need to look much earlier at individual's pathways.
- Market sufficiency and keeping care to budget are difficult to manage.
- It is not possible to do a full activities programme at the moment given the lack of clients.
- There are issues with the waiting time on client reassessments.
- Commissioners are also looking to put together a trusted provider model for assessments. The priority always has to be that people are getting the best possible care outcomes.
- The need to take a longer term view on extra care housing.

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Private Care Home 2

- One of the struggles is 24/7 care too late, where people are at home with an inadequate care package until they reach crisis point with a fall for instance and then are moved into care. The elderly care system relies on equally elderly carers looking after husbands/wives. There is something of a disconnect between, expectations, scrutiny and inspection.
- The key factors are quality and price. There is a pressure with the minimum wage.
- The most vulnerable group are the over 80s. It is a challenge moving forward to deal with the increasing number of frail older people. Devon has an aging population, with people living longer with complex needs – that is the key issue. People will not be coming into care homes for longer periods now - that time has gone. Instead there is a heavy reliance on families.
- The development / planning of new towns needs to take into account care for the elderly.

APPENDIX 4

Contributors

The spotlight review received evidence on **16 January 2017** from the following:

Witness	Position	Organisation
Damian Furniss	Senior Manager - Performance, Policy and Involvement	Devon County Council
Tina Henry	Health Improvement & Policy Lead	Devon County Council
Simon Kitchen	Head of Communities	Devon County Council
Jenny Richards	Joint Commissioning Manager for Older people's mental health and dementia	Devon County Council / NEW Devon CCG
A	Carer	
David Light	Trustee	Devon Memory Café Consortium
Heather Penwarden	Chairman	Honiton Dementia Action Alliance Steering Group
Melinda Pogue-Jackson	Policy Officer	Exeter City Council
Anne-Marie Hawley	Scrutiny Programme Officer	Exeter City Council
Solveig Sansom	Senior Manager – Strategic Commissioning Older People	Devon County Council

APPENDIX 5

Bibliography

- [Dementia Carers Pathways](#)
- [Dementia Friendly Communities](#)
- [Dementia Friendly Council Task and Finish Group Report, People Scrutiny Committee, Exeter City Council \(2017\)](#)
- [Dementia Task Group Report, Health & Wellbeing Scrutiny \(2012\)](#)
- [Guide for Councillors: Transforming the quality of life for people with dementia in the community](#)
- [Our Dementia, Our Rights](#)
- [Reducing your risk of dementia](#)
- [Rural dementia – we need to talk](#)

Copies of this report may be obtained from the Democratic Services & Scrutiny Secretariat at County Hall, Topsham Road, Exeter, Devon, EX2 4QD or by ringing 01392 382232. It will be available also on the County Council's website at:

http://www.devon.gov.uk/index/councildemocracy/decision_making/scrutiny/taskgroups.htm

If you have any questions or wish to talk to anyone about this report then please contact:

Dan Looker

01392 382232/ dan.looker@devon.gov.uk

DEVON EDUCATION FORUM

15 March 2017

Present:-

Schools Members

Primary School Head teachers

Mr J Bishop

Mr A Dobson

Mr J Stone

Mrs J Reid

Cornerstone Academy Trust (*Academy Member*)

Marwood Primary

Denbury Primary

Yeo Valley Primary (*Substitute Member*)

Primary School Governors

Mrs A Blewett

Mr M Dobbins

Ms M Wallis

Mr A Walmsley

Kings Nympton Primary

Exmouth Marpool Primary

Whimble School (**Chairman**)

First Federation (*Academy Member*)

Secondary School Head teachers

Ms M Marder

Mr G Roscoe

The Ted Wragg Multi Academy Trust (*Academy Member*)

Barnstaple, The Park School (*Substitute Member*)

Secondary School Governors

Ms J Elson

Mr M Juby

Exmouth CC (*Academy Member*)

Braunton (*Academy Member*)

Nursery School

Mrs S Baker

Westexe

Special School HeadTeacher

Ms B Caschere

Exeter Southbrook

Special School Governor

Mrs F Butler

Marland School

Alternative Provision

Ms S Acland

Schools Company Devon Academy

Non-Schools Members

Mr N Willams

Councillor John Hart

Ms G Rolstone

Mr W Forster

Mrs T de Bernhardt Dunkin

Teachers Consultative Committee

Leader

Early Years Private, Voluntary & Independent

Substitute Early Years Private, Voluntary & Independent

16-19 West England School & College

Apologies

Ms B Alderson

Mr M Boxall

Mr D Chapman

Councillor J McInnes

Mrs J Phelan

Mr J Searson

Teachers Consultative Committee

Exeter Countess Wear

The Dartmoor Federation

Cabinet Member – Children, Schools and Skills

Cullompton CC

Exeter Diocesan Board of Education

Agenda Item 13

DEVON EDUCATION FORUM
15/03/17

35 Minutes

DECISION:

That the minutes of the meeting held on 16 January 2017 be signed as a correct record, subject to the addition of apologies Mr J Bishop, and to insert the word "Substitute" member against Mr P Walker and Mr N Williams.

36 Matters Arising from the Last Meeting and Report back on Issues Raised with Cabinet

Nil.

37 Membership

DISCUSSION:

The Chairman welcomed new members and the following membership changes were noted:-

Ms Sarah Acland (Executive Principal, Schools Company Trust)
Elected as Alternative Provision member

Mr Justin Davey (Principal, Schools Company North Devon)
Elected as Alternative Provision substitute member.

Mr Gareth Roscoe (Principal, Barnstaple The Park School) had replaced Mr David Fitsimmons as the Maintained Secondary substitute member.

38 Head of Education & Learning Update

DISCUSSION:

The Head of Education & Learning reported (summary tabled) on:-

Early Help – wef 1 April 2017 the new staffing structure would be implemented to include:-
direct report to leadership team;
linking social care, SEN, schools and education;
practice close to point of delivery;
a broader single point of contact;
ensuring a consistent approach to Early Help across the county whilst making better use of resources.

An Early Help structure map would be circulated to members and schools when available.

SEN – analysis showed since 2010 an increase in the overall school population 5 – 16 years of 3.7%, but with Sen pupils increasing by 12%.

SW LAs meeting with DfE on 14 March 2017 was attended by the Head of Education & Learning which also discussed that the proposed new National Funding For would not provide a satisfactory solution, with 61% Devon school children projected to receive lower funding. Additionally 1 SW LA was having to meet its' overspend on the High Needs budget by every school receiving Minimum Funding Guarantee at minimum level only.

Schools Company Academy (Alternative Provision) data from September 2014 to date, with a significant rise in exclusions between March 2015 and March 2017. Members wanted a clear understanding of how much exclusions were costing the High Needs Block.

A full annual exclusion report would be sent to all Forum members when available.

Babcock Joint Venture Contract – Current contract (flexible) had been extended to give stability and avoid a new procurement process during uncertainty around the LA's role and impossibility to specify. Forum members requested dialogue around significant future contract changes. Schools would also have increased direct contact with Babcock to ensure services met with school expectations.

Last year's and the current year's annual performance report (and future reports) and Key Performance Indicators for the contract would be made available to schools.

Education Performance – separate summary made available to members for information. Performance data would continue to be shared regularly with this Forum.

ACTION:

Head of Education & Learning (Dawn Stabb) - circulate Early Help chart, Exclusion and Babcock annual reports/KPIs when available.

39 **Children's Centres Re-Commissioning**

DISCUSSION:

Members received the report of the Chief Officer for Children's Services (DEF/17/07) in which the recommissioning of Children's Centres was a key component to strengthen early help within an improving Social Care Service and deliver integrated, community based services, improved health and wellbeing and improving children's readiness for school.

Children's Centres had a long history of delivering integrated services in localities however changes in government funding and expectations had made this more challenging to maintain, with LAs more recently having more flexibility for alignment to and integration with other key early childhood services eg Health Visiting and Midwifery.

High level investment would be retained to be met from the County Council's core budget with a commitment for early help and investment and stretching the age range up to 8 years old to overlap with primary age and to support vulnerable children and families with a holistic whole family approach. Accessibility and extended opening hours were being considered.

40 **Finance Update**

DISCUSSION:

The Forum considered the report of the County Treasurer and Chief Officer for Children's Services (DEF/17/06).

The Forum also noted the respective minutes of the Schools Finance Group (SFG) of 1 March 2017.

The report (DEF/17/06) covered:-

Budget Monitoring Month 10 (2016/17) Dedicated Schools Grant (DSG)
Carry Forward from 2016/17 (to 2017/18)
Education Services Grant (ESG)

The Month 10 DSG forecast was an overspend of £353,000, comprising £1.6m underspend on the Schools Block and a £2m overspend on the central expenditure costs of the DSG, subject to approval to be carried forward. A detailed chronology of the High Needs budget (forecast overspend, paragraph 1.1 of the report) had been made available to members.

In relation to the Carry Forward from 2016/17 the County Treasurer explained the implications (detailed in section 2 of the report) of:-

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DEVON EDUCATION FORUM
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Option 1: approving the carry forward of the Central Expenditure deficit to 2017/18 as recommended by officers; and

Option 2: declining the carry forward, where the LA would be seeking adjudication by the Secretary of State.

Discussion also included:-

Consideration of diverting more growth fund money for High Needs (based on projections this fund was anticipated to run out by mid 2018/19);

Any surplus created within the High Needs Block as a result of not agreeing the carry forward would only be considered at the end of 2017/18 as there was an inability to change budgets in-year. The opportunity to move money between schools and the High Needs block may be time limited. The New Funding Formula (NFF) proposals indicated that there may be some local flexibility to move money between blocks but in order for this to happen there would need to be an "all school" majority vote before this could be achieved;

Given a number of factors affecting the demand on the High Needs budget were beyond the LA's control and therefore unable to be fully planned for, the assurance requested by members of not being in the same deficit position next year could not be absolutely given. However increased monitoring within High Needs during the 2017/18 financial year, the management action plans to reduce spending and the intention that the reduction of £33 AWPU would not be repeated, were all acknowledged. Both the management action plans and the increased funding that had been made available from the Schools Block for 2017/18, would allow the High Needs Block to be in a balanced budget position by the end of 2 years (including the Carry Forward from 2016/17). Any further impact on schools would be minimised as much as possible;

Discussions with the DfE regarding High Needs consultation and the new proposed National Funding Formula;

Early Years PVI had greater restrictions on income than independent special schools;

A task & finish group (made up of Forum members and County Council Officers) had recently been set up to jointly to look at all areas of High Needs spending, with significant action being taken.

The meeting adjourned whilst members considered their positions regarding the Carry Forward from 2016/17.

Members remained worried that Devon would be in a similar position during the next financial year in terms of overspending within the High Needs Block.

DECISION:

(a) that the month 10 DSG monitoring position (2016/17) as set out in section 1 of report DEF/17/06 be noted;

(b) that Option 2 declining the carry forward, as set out in section 2 of the report be approved;
(vote: all phases maintained and academy, PVI)

(c) that the guidance and funding of the Education Services Grant as set out in section 3 of the report be noted.

ACTION:

County Treasurer (Julian Dinnicombe)

41 Standing (and other) Groups

The Forum received the following minutes of its standing groups:-

(a) Schools' Finance Group (SFG)

Minutes of the meeting held on 1 March 2017 (considered under Finance Update minute 40 above):-

Minute 3iii: 3 year budget planning

DISCUSSION:

Notwithstanding the recognition that schools were finding it increasingly challenging to budget based on unknown factors and uncertainty and the County Treasurer would be mindful of the reasonableness of budget planning, there was a statutory requirement for maintained schools to have a 3 year balanced budget.

DECISION:

That the County Treasurer review the wording on the School's Blog to reiterate that it is a statutory requirement for maintained schools to have a 3 year balanced budget.

ACTION:

County Treasurer (Julian Dinnicombe)

(b) School Organisation, Capital and Admissions (SOCA)

Minutes of the meeting held on 28 February 2017.

42 Dates of Future Meetings

To be held at 10am at County Hall, Exeter:-

Wed 21 June 2017

Wed 18 October 2017

Monday 15 January 2018

Wed 21 March 2018.

The Meeting started at 10.00 am and finished at 11.55 am

The Schools Forum web is www.devon.gov.uk/schoolsforum

