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To: The Chair and Members  
of the Cabinet

County Hall  
Topsham Road  
Exeter  
Devon  
EX2 4QD

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Date: 31 March 2023

Contact: Karen Strahan, 01392 382264

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## **CABINET**

Wednesday, 12th April, 2023

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

Donna Manson  
Chief Executive

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

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

1 Apologies for Absence

2 Minutes

Minutes of the meeting held on 8 March 2023 (previously circulated).

3 Items Requiring Urgent Attention

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

4 Announcements

5 Petitions

6 Question(s) from Members of the Council

**FRAMEWORK DECISION**

NIL

**KEY DECISIONS**

7 Highway Infrastructure Asset Management Plan (Pages 1 - 272)

Report of the Director of Climate Change, Environment and Transport, (CET/23/28) seeking adoption of the updated Highway Infrastructure Asset Management Plan, attached.

This review of The Plan fits within a wider framework of documents including the Highway Asset Management Policy and Strategy, which was approved by Cabinet in April 2022. As part of this approval an Impact Assessment was prepared which can be seen here: [Highway Infrastructure Strategy and Policy - Impact Assessment \(devon.gov.uk\)](#). This impact assessment contains an Equality Analysis and is also attached.

The Corporate Infrastructure and Regulatory Services Scrutiny Committee at its meeting on 23 March considered the Report of the [Standing Overview Group: Highways Asset Management Plan](#) which covered the Highways Infrastructure Asset Management Plan, Strategic Asset Management and the impact of funding challenges.

The Corporate Infrastructure and Regulatory Services Scrutiny Committee accepted the Report as an accurate record of the meeting and recommended;

(a) that the Highways Infrastructure Asset Management Plan contains further reference to taking opportunities for joint working with districts, towns and parishes on wider aspects of road maintenance such as litter picking; and

(b) that a map system to allow Councillors to easily identify the maintenance category of Devon roads be developed (alongside the plans to provide Councillors with access to the asset condition map) and that Members be permitted the ability to discuss with Officers the maintenance hierarchy of roads.

Cabinet is to note that the Plan has been updated to incorporate the recommendations.

*Electoral Divisions(s): All Divisions*

8 County Road Highway Maintenance Capital Budget and Progress on 2022/23 Schemes and Proposals for the 2023/24 Programmes (Pages 273 - 298)

Report of the Director of Climate Change, Environment and Transport, (CET/23/29) which deals with capital funding for highway maintenance and the On-street Parking Account (OSP). It reviews the progress delivered in 2022/23 for the capital programme and details the proposed programmes for capital funding and OSP for 2023/24, attached.

An Impact Assessment has been prepared and has been previously circulated separately to all Members of the Council as part of the Budget Setting Process. [Budget setting 2023/2024 - Impact Assessment \(devon.gov.uk\)](https://www.devon.gov.uk). If any Member requires a hard copy, then ask the Clerk prior to the meeting.

*Electoral Divisions(s): All Divisions*

9 Adult Social Care - Market Sustainability Plan and Sufficiency Assessment (Pages 299 - 312)

Report of the Director of Integrated Adult Social Care (IASC/23/1) presenting the Market Sustainability Plan for Integrated Adult Social Care, attached.

*Electoral Divisions(s): All Divisions*

**MATTERS REFERRED**

10 Health and Adult Care Scrutiny Committee - Carers Spotlight Review - A Follow Up

In considering the Report of the [Carers Spotlight Review – A Follow Up](#), the Health and Adult Care Scrutiny Committee at its meeting on 21 March 2023 had RESOLVED ‘*that the recommendations detailed in the Follow-up report be commended to the Health System in Devon, subject to Recommendation 1 to read: that the Committee recognises the invaluable role of replacement care and urges the Council to develop an effective replacement care offer for unpaid carers.*

The seven recommendations of the follow up review were outlined on page 4 of the Report.

Recommendations

(a) that the Health and Adult Care Scrutiny Committee be thanked for its comprehensive follow up report to the Carers Spotlight Review; and

(b) that the Cabinet Member for Integrated Adult Social Care and Health, and the Director for Integrated Adult Social Care be asked to take forward the report and co-ordinate progress towards the recommendations identified therein, engaging other partners and stakeholders as necessary.

*Electoral Divisions(s): All Divisions*

11 Corporate Infrastructure and Regulatory Services Scrutiny Committee - Motorhomes Task Group Report (Minute \*107) (Pages 313 - 328)

At its meeting on 23 March 2023, the Corporate Infrastructure and Regulatory Services Scrutiny Committee had considered the Report of the Task Group on the development of a county-wide policy for the provision of longer and short term sites for Recreational Vehicles and Campers (Minute \*107 refers).

The Committee had RESOLVED that Cabinet be requested approve the recommendations (on page 1 of the Report) and actions with a report against progress to this Committee in 9-12 months' time.

**Recommendations**

(a) the Task Group report be welcomed and the Corporate, Infrastructure and Regulatory Services Scrutiny Committee be thanked for its work on this topic;

(b) the recommendations of the Task Group be supported; and

(c) that, to ensure fair and consistent enforcement and clarity to the public, benchmarking is undertaken with other Highway Authorities when considering any change to definitions of motorhomes / motor caravans within its Traffic Regulation Order.

*Electoral Divisions(s): All Divisions*

12 Corporate Infrastructure and Regulatory Services Scrutiny Committee - Cost of Living Spotlight review (Minute \*108) (Pages 329 - 356)

At its meeting on 23 March 2023, the Corporate Infrastructure and Regulatory Services Scrutiny Committee considered the Report of the Spotlight Review held on 19th December 2022 following a scoping session (Minute \*108) refers.

The Chair of the Review had explained the rationale for the recommendations and acknowledged the supportive measures in place as outlined in the Report and their limitations in the current period of high inflationary pressures and the impacts on the most vulnerable members of Devon's communities.

The Committee had RESOLVED that the Cabinet be requested to endorse and act on the recommendations within the Report (contained on page 1), with a report against progress of the recommendations to this Committee in 6 months' time.

**Recommendations**

(a) that the Corporate Infrastructure and Regulatory Services Scrutiny Committee be thanked for its interest in this area and its thorough and helpful report; and

(b) that the recommendations within the report be accepted; noting that in relation to recommendation 2 the Council is in the process of procurement of a staff-wide discount scheme, and in relation to recommendation 4, it was announced in the Budget Statement on 15th March that the Energy Price Guarantee would remain at its current rate for an additional three months from April 1st until the end of June 2023.

*Electoral Divisions(s): All Divisions*

## **STANDING ITEMS**

13 Question(s) from Members of the Public

14 Minutes

Minutes of the bodies shown below are circulated herewith for information or endorsement as indicated therein (i.e. any unstarred minutes):

*(Minutes of [County Council Committees](#) are published on the Council's Website)*

a Devon Audit Partnership - 17 March 2023 (Pages 357 - 360)

b Devon Education Forum - 22 March 2023 (Pages 361 - 370)

The Cabinet are asked to endorse minute 90 in relation to the 2023/24 Advanced Notice of Planned Carry Forwards.

‘that the surplus budget carry forwards to 2023/24 be agreed in principle, as set out in Table 1 of Report (DEF/23/06) - [2023/24 Advanced Notice of Planned Carry Forwards](#)’

15 Delegated Action/Urgent Matters

The Register of Decisions taken by Members under the urgency provisions or delegated powers is available on the website in line with the Council's Constitution and Regulation 13 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012. The decisions taken and associated information can be found [here](#).

16 Forward Plan (Pages 371 - 384)

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.

The [Forward Plan is available on the Council's website](#).

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

NIL

*Members are reminded that Part II Reports contain exempt information and should therefore be treated accordingly. They should not be disclosed or passed on to any other person(s). They need to be disposed of carefully and should be returned to the Democratic Services Officer at the conclusion of the meeting for disposal.*

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It is to be noted that Members of the Council 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.

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**Induction Loop available**





CET/23/28  
Cabinet  
12 April 2023

## Highway Infrastructure Asset Management Plan

Report of the Director of Climate Change, Environment and Transport

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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.

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### 1) Recommendation

That the Cabinet be asked to:

- (a) adopt the updated Highway Infrastructure Asset Management Plan and associated Annexes;
- (b) provide the Director of Climate Change, Environment and Transport, in consultation with the Cabinet Member for Highway Management, delegated authority to make minor amendments to the Highway Infrastructure Asset Management Plan and associated Annexes.

### 2) Introduction

The updated Highway Infrastructure Asset Management Plan and associated Annexes (The Plan) is the next important suite of documents that sit alongside the Highway Asset Management Policy and Strategy, which were approved by Cabinet in April 2022. (Report available here: [Highway Infrastructure Asset Management Policy and Strategy](#), Minute \*143 refers [Cabinet 13 April 2022](#)).

The Plan allows for more focus and detail to be applied to key asset groups, describing the asset management tools and processes that the Service uses to plan, operate and monitor their ongoing management and maintenance. The Plan is attached to this report as Appendix B.

Through national performance measures such as the Incentive Fund, the Service reflects a very strong maturity level in terms of its approach and adoption of asset management practices, a review is an important process to ensure good practice and a positive culture is incorporated and maintained.

Updates to national guidance, notably a revised code of practice 'Well-managed Highway Infrastructure' has also steered this review and heavily influenced its structure. Link available here: [Code of Practice | CIHT](#)

### 3) Highway Infrastructure Asset Management Plan

#### 3.1 Strategic Asset Management

The key elements of strategic asset management are:

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- Individual Asset strategies are required for each asset group and should be appropriate
- Asset Plans must be aligned with larger corporate priorities
- Risk, cost and performance over time must be balanced
- Cultural challenges should be considered just as much as technical challenges.

This Plan is derived from the Asset Management Policy and Strategy, which were approved by Cabinet in April 2022. The Plan provides more detailed information relating to how the organisation's asset management objectives can be achieved and how asset life-cycle decisions are put into practice.

The Plan introduces key asset management concepts and associated individual Annexes have been developed for twelve key asset groups, which allows for focused maintenance strategies to be applied.

The Annexes have been developed by lead officers and are consistent in their structure, however due to the nature and maturity level of a particular asset group they can also be detailed in their form. This allows for them to provide important functions as internal processes reinforcing and fostering an asset management culture across the Service, as well as being publicly transparent in their approach.

The Plan, and in particular the Annexes are in place to evolve over the two-year period which is emphasised in the 'Improvement Actions' section within each Annex, recognising the changing environment the Service exists within as well as the desire to challenge ourselves and be the best we can for the people of Devon.

The Plan builds on the important message already communicated through the Asset Management Strategy, that with current funding levels the Service is managing decline in relation to its highway assets. It is therefore essential that community support continues and is encouraged in order to help minimise this inevitable decline.

## **3.2 Code of Practice**

The UK Roads Leadership Group's code of practice on managing highways infrastructure was published in 2016 and sets out best practice for highway infrastructure management. It has been endorsed by the Department for Transport (DfT) who have, in recent years, linked packages of funding to the adoption of the code by highway authorities. As such, Devon has structured its approach to mirror this code.

## **3.3 Maintenance Strategies**

Due to the current level of investment into highway assets, decline of some roads is unavoidable. The Service has developed a framework of Maintenance Strategies ranging from 'improved condition' through to 'safety only'.

<b>Strategy</b>	<b>Description</b>
Improved condition of priority assets	Targeted investment e.g. Drainage cleaning
Maintaining Steady State	Sustaining the current level of service e.g. A and B roads
Reducing Serviceability	Allowing an asset to gradually deteriorate from its current level of service e.g. Minor Road Network
Minimal Maintenance	Safety and routine maintenance only e.g. Unclassified Roads

Table. 1: Maintenance Strategies

These Maintenance Strategies can then be applied to the various asset types to create a set of Maintenance Standards. The example for carriageways can be seen below. Visual descriptions (what a road user would expect to see) have been added to ensure consistency across the county and help manage expectations.

<b>Provision of Safety Related Issues Only</b>	<b>Provision of Safety and Serviceability Related Issues</b>		<b>Provision of Safety, Serviceability and Sustainability Issues</b>
Red	Orange	Yellow	Green
Carriageway surface uneven and rutted with multiple localised repairs and defects of a non-safety nature. In rural areas suitable only for use by agricultural and similar vehicles.	Carriageway surface irregular. Limited evidence of recent resurfacing. Significant localised repairs and defects of a non-safety nature.	Carriageway surface generally well maintained. Busier roads will be regular with localised repairs and defects of a non-safety nature.	Carriageway surface regular with very few localised repairs or defects of a non-safety nature.

Table. 2: Carriageway Annex - description of typical appearance

The table below shows the road classifications versus the intended maintenance standard, with more strategic Maintenance Category (MC) 3 and 4 roads i.e. 'A' roads reflecting the higher maintenance standard.

Consistency of application is very important, with the Service keen to work alongside communities to be clear that due to the current financial situation not all roads can be maintained to the same standard, and it is vital to jointly identify the most important roads. Maintenance standards can then be applied accordingly to ensure that the road network is being managed effectively and to the benefit of as many users as possible.

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<b>Carriageway Hierarchy</b>	<b>Carriageway Maintenance Standard</b>
MC3	Green
MC4	Green
MC5	Yellow
MC6	Yellow
MC7	Yellow
MC8	Orange
MC9	Orange
MC10	Red
MC11	Red

Table. 3: Carriageway Annex – Maintenance Standards

## 3.4 Innovation

The Plan also recognises and reflects the existing and developing good practice within the Service, such as:

- Investment in street lighting technology such as LED replacements, part-night lighting and use of green energy.
- Materials, such as early adoption of warm asphalt and use of Methyl Methacrylate (MMA) high performance road markings;
- Triage inspections for safety defects reducing duplication and increasing efficiencies;
- Working with universities (Exeter, Cardiff, Bristol) to develop the resilient network.

## 4) Options/Alternatives

Retain existing Highway Infrastructure Asset Management Plan – Rejected.

Failure to fully refresh and align the revised Plan with the approved Asset Management Policy and Strategy will impact the ability of the Service to contribute to the objectives of the Strategic Plan, and likely to lead to a potential reduction in DfT capital funding through the inability to effectively meet funding criteria.

## 5) Consultations/Representations/Technical Data

### 5.1 National Highways and Transport Public Satisfaction Survey

In preparation of The Plan attention to the views of the public has been considered.

The National Highways and Transport (NHT) Public Satisfaction Survey reflects public perception of performance, importance and the desire for various activities to be funded.

2022 results show that condition of the highway network and the speed and quality of repairs are important to the public. The overall perception of highway maintenance in Devon has improved slightly and matches that of the national

average. Furthermore, in comparison to similar county councils in a comparator group, Devon remains slightly above the average. Analysis shows that the Service has strengths in street lighting maintenance and footway repair, however the public would like to see more funding directed to improving the condition of roads.

The complete survey can be seen here: [2022 Survey Public Reports \(nhtnetwork.co.uk\)](https://nhtnetwork.co.uk)

Community representation was invited through the network of Parish and Town Councils. No response was received to the request for help to shape the Plan and suggestions for improvement.

## 5.2 Corporate Infrastructure and Regulatory Services Scrutiny Committee

A Standing Overview Group (SOG) of the Corporate, Infrastructure and Regulatory Services Scrutiny Committee was held on the 8 February 2023 to consider the draft Plan.

The SOG asked the Scrutiny Committee on 23 March to make the following recommendations to Cabinet:

- (a) that the Highways Infrastructure Asset Management Plan contains further reference to taking opportunities for joint working with districts, towns and parishes on wider aspects of road maintenance such as litter picking; and*
- (b) that a map system to allow councillors to easily identify the maintenance category of Devon roads be developed (alongside the plans to provide councillors with access to the asset condition map).*

The report of the SOG of 8 February 2023 is available at [Standing Overview Group \(SOG\): Highways Asset Management Plan](#).

The Scrutiny Committee resolved that the above recommendations be commended to the Cabinet subject to the addition of the following to recommendation (b):  
*and that Members be permitted the ability to discuss with Officers the Maintenance hierarchy of roads.*

[\(Agenda and minutes of Scrutiny Committee, 23 March 2023](#) minute\*106 refers).

The Plan has been updated to incorporate the recommendations.

## 5.3 Independent Peer Review (WSP)

The Engineering Design Group has a long term partnership with WSP. In addition to providing technical design services WSP have supported the development of similar Plans for other authorities. A draft Plan was issued to WSP requesting feedback and critical challenge on our approach to longer term planning and specifically the following:

- Presentation and layout
- The overall structure and approach
- Alignment with national guidance and Code of Practice.

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## Summary of findings

The draft document was reported to be a well written and thorough document that is well structured and aligns well with the requirements of the guidance and the Code of Practice.

A number of recommendations were made and have been incorporated into The Plan as follows:

- Procurement section
- Target audience clarification
- Review and governance clarification
- Link to Asset Management Strategy objectives
- Further risk-based approach clarification.

## **5.4 Internal Review**

A draft Plan was issued to all staff within Highway Management introducing the document and highlighting its main structure and guiding principles. General feedback was requested.

Following this feedback a number of minor amendments were made, largely centred around improving clarity, and grammar which did not substantially alter the context.

## **6) Strategic Plan**

A key Asset Management concept is ensuring a 'line of sight' to broader corporate aims and objectives. As such the main planning horizon has also been set to run to 2025.

The Council's 'Best Place' priorities flow through this Plan, with 'Respond to the Climate Emergency' being a strong example of this. Through our work with Exeter University, we are incorporating carbon calculators into our maintenance activities which will over time help create benchmarks informing our design processes and providing the data to make better and more targeted evidence based decisions.

A further example is how The Plan through its maintenance activities addresses the priority to 'Help Communities to be Safe, Connected and Resilient'. In addition to the strong emphasis on Network Safety the Service is continuing to promote community self-help schemes and volunteering. This is particularly important to enable a local response to highway needs that would otherwise not be addressed in the current financial situation. These include the following;

- Road Warden Scheme
- Snow Warden Scheme
- Parish Paths Partnership Scheme
- Community Enhancement Fund.

## **7) Financial Considerations**

### **7.1 National Picture**

In order to provide context to the main overarching Asset Management Strategy of ‘managing decline’ it is appropriate to provide the current national picture, and what impact that has to Devon.

The findings of ALARM Survey 2022 ([ALARM-survey-2022-FINAL.pdf](#) ([asphaltuk.org](#))), which relate to the 2021/22 financial year, show that the backlog of carriageway repairs to fix local roads in England and Wales has reached £12.64 billion, which is further compounded by increased costs caused by rising inflation.

Other salient points from this survey include;

- Local councils would have needed an extra £1 billion last year just to reach their own target road conditions, before even thinking about tackling the backlog of repairs
- Almost one in five local roads could need to be rebuilt in the next five years – nearly 37,000 miles of the network
- One pothole is filled the equivalent of every 19 seconds
- Roads are only resurfaced on average once every 70 years.

## 7.2 Devon

The impact these national challenges have on the Devon Network is profound.

The table below shows that since 2012/13 the annual revenue settlement given to Highways for maintenance of Devon roads had gradually fallen from around £35 million in 2012/13 to approximately £25 million in 2022/23. Coupled with inflationary change, in particular the rapid increase in inflation seen in 2022/23, this has meant that the budget for highway maintenance has halved in real terms compared to a decade ago. This also has the knock-on impact of forcing change in priorities with safety taking higher consideration and proactive works being stopped, contributing to a more rapid deterioration of roads.

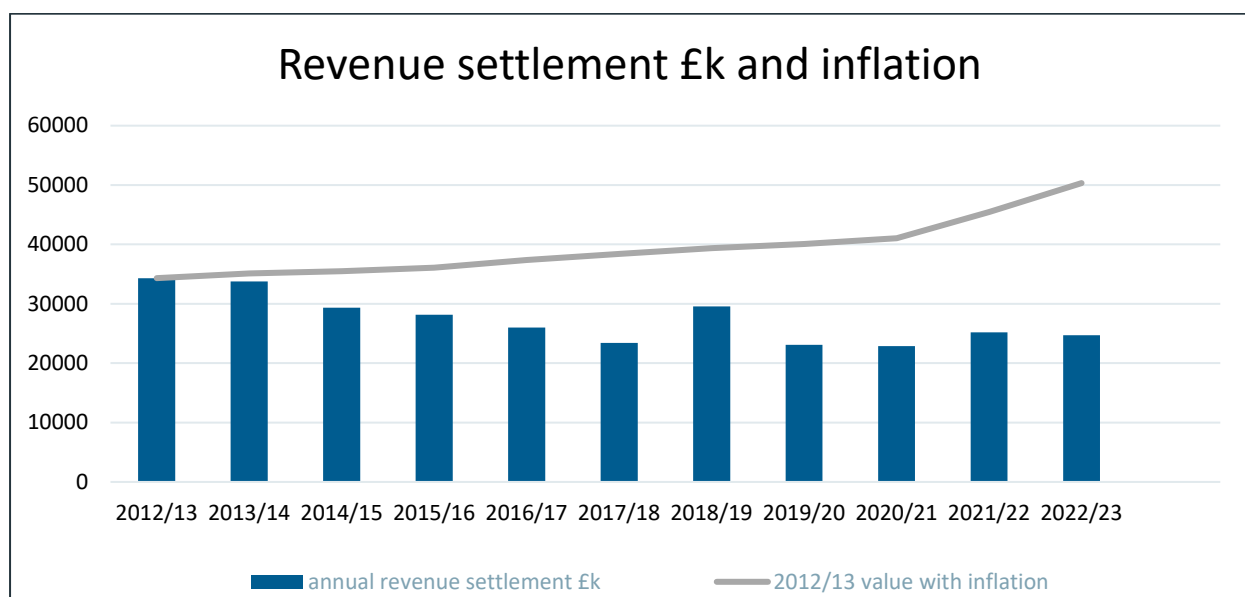


Fig. 3: Revenue Funding Comparisons

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As seen below, Capital funding from the Department for Transport for asset renewal had, until 2019/20, been mostly consistent and in-line with inflation with a large boost in 2020/21. However, from 2021/22 there was a fixed three-year settlement of funding that does not increase with inflation. Following the Spring Budget announced on the 15 March the Department for Transport has confirmed that Devon will receive an additional £9.391m taking the 2023/24 budget to £62.225m. The percentage of unclassified roads considered 'poor condition' has been on the rise since 2021/22, reversing the downward trend seen since 2014/15.

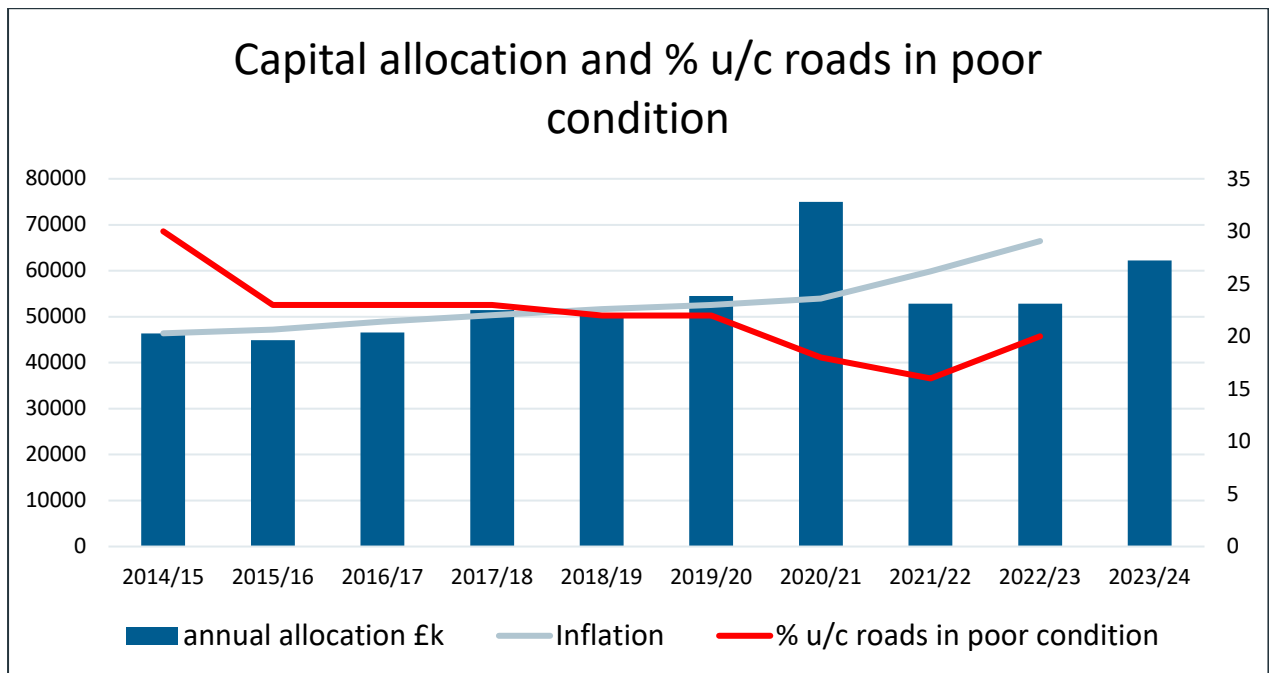


Fig. 4: Capital Funding Comparisons

Further examples of the impact of these funding challenges can be seen below:

- Appropriate funding levels allocated to the more strategic network to maintain current conditions levels, while managing a decline in the more minor network.
- Potholes are likely to become more prevalent, leading to a rise in unplanned and disruptive maintenance.

Despite these pressures, the Service has continued to focus on review and improvement of current working practices to increase efficiency and reduce disruption, recognising that in the absence of adequate funds, the Service must prioritise.

The Plan is a key component in ensuring that key asset groups have the right maintenance strategies in place, that fit within a wider framework of prioritisation and transparency.

## 8) Legal Considerations

The documents have been developed to ensure the Council continues to meet its statutory obligations as the Highway Authority and the relevant highway legislation including the Highways Act 1980 and the Traffic Management Act 2004.



## 9) Environmental Impact Considerations (Including Climate Change)

This revised Plan fits within a wider framework of documents including the Highway Asset Management Policy and Strategy, which were approved by Cabinet in April 2022. As part of this approval an Impact Assessment was prepared which can be seen here: [Highway Infrastructure Strategy and Policy - Impact Assessment \(devon.gov.uk\)](https://www.devon.gov.uk/highway-infrastructure-strategy-and-policy-impact-assessment)

This impact assessment contains an Environmental Analysis.

The maintenance of the highway network and its use by the public has historically generated a significant proportion of the County Council's carbon emissions. The importance of reducing carbon emissions globally is recognised and has become a key focus for the Council.

The Plan includes a section on Sustainability, which recognises the Council's Environmental Policy [Environmental policy - Environment \(devon.gov.uk\)](https://www.devon.gov.uk/environmental-policy-environment) with progress against the environmental objectives reviewed on an ongoing basis, which can be seen here: [Environmental performance progress - Environment \(devon.gov.uk\)](https://www.devon.gov.uk/environmental-performance-progress-environment)

The Plan goes on to provide practical examples of how the approach to maintenance also aims to meet these objectives within the following areas:

- Carbon
- Materials, Products and Treatments
- Quality Management
- Environmental Management
- Materials Utilisation
- Waste Management and Recycling
- Noise Reduction, Air Quality and Pollution Control
- Nature Conservation and Biodiversity
- Environmental Intrusion

## 10) Equality Considerations

Where relevant, in coming to a 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

in relation to the protected characteristics (age, disability, gender reassignment, marriage and civil partnership (for employment), pregnancy and maternity, race/ethnicity, religion or belief, sex and sexual orientation).

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A decision maker may also consider other relevant factors such as caring responsibilities, rural isolation or socio-economic disadvantage.

This review of The Plan fits within a wider framework of documents including the Highway Asset Management Policy and Strategy, which was approved by Cabinet in April 2022. As part of this approval an Impact Assessment was prepared which can be seen here: [Highway Infrastructure Strategy and Policy - Impact Assessment \(devon.gov.uk\)](https://www.devon.gov.uk/highway-infrastructure-strategy-and-policy-impact-assessment)

This impact assessment contains an Equality Analysis.

Members will need to consider the Impact Assessment for the purposes of this item/meeting.

## **11) Risk Management Considerations**

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

The Plan outlines the approach to risk taken by the Service, including its key principles and considerations. Appendix A to this report taken directly from The Plan further explains the principles of this risk-based approach.

Under these guiding principles each Asset Group also has a section dedicated to highlighting specific risks that may prevent or inhibit the Service achieving its asset management aims for that Asset Group.

## **12) Reasons for Recommendations**

The Highways Infrastructure Asset Management Plan and associated Annexes have been revised to reflect the latest industry guidance and National Code of Practice. Adopting The Plan will help enable the Service to maximise its grant funding allocations from government for highways maintenance and ensure the Service is managing its highway asset in an effective and efficient manner.

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

The Plan will be a key document used by the officers, consultants, and contractors enabling the effective management and maintenance of the highway asset. It will provide Elected Members with the background to help decision making, and it is available to members of the public so that they can understand the challenges faced by the Service in managing the highway asset and the reasons for the actions being taken.

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

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

Enabling the Director of Climate Change, Environment and Transport, in consultation with the Cabinet Member for Highway Management, to make minor amendments to the Highway Infrastructure Asset Management Plan and associated Annexes will allow for the flexibility needed to ensure it can continue to develop. The Plan has been developed as 'living' documents recognising the asset management journey the Service is on and the need to evolve, as well as to adapt to changes in legislation and guidance.

**Meg Booth**

Director of Climate Change, Environment and Transport

**Electoral Divisions: All**

Cabinet Member for Highway Management: Councillor Stuart Hughes

**Local Government Act 1972: List of background papers**

Nil

**Contact for enquiries:**

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Highway Infrastructure Asset Management Plan – Final

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## Appendix A to CET/23/28

The Plan: Risk based approach

Principle	How we do it
<p>Be aligned with the Council's corporate objectives, legislative requirements, and corporate approach to risk and management of risk</p>	<p>The Highway Infrastructure Asset Management Strategy describes the Service's approach to risk and management of risk, which is aligned with corporate objectives and legislative requirements, by using a <a href="#">Risk Recording   DCC Risk Management (devon.gov.uk)</a> that includes corporate and service area risk registers.</p>
<p>Understand risk in a highways service and its application to all areas of operations, including people, infrastructure, data, finance, and suppliers</p>	<p>The <a href="#">Highways, Infrastructure Development and Waste   Services   Risk Recording (devon.gov.uk)</a> contains details of the main risks in the highways service, their status and mitigation and is reviewed regularly.</p> <p>A risk-based approach is the foundation of all areas within the highways service, including response to defects, inspection regimes and lifecycle planning as set out in this Highway Infrastructure Asset Management Plan and the <a href="#">Highway Safety Policy</a>.</p>
<p>Understand the potential risks and their likely significance to users, stakeholders, the Council and to the data and information held</p>	<p>The Service is continually collecting data on the highway asset through inspections, surveys and reports. Through analysis, this provides an understanding of risk which is used to develop the lifecycle strategies for each asset.</p>
<p>Understand the inventory, function, criticality, sensitivity, characteristics and use of the various assets comprising the highway network</p>	<p>The Service uses an integrated highways management system to collect, store, manage, and report on highway assets.</p>
<p>Establish hierarchies and maintenance standards with appropriate funding</p>	<p>Functional hierarchies have been assigned to carriageways in the county, which are outlined in the <a href="#">Highway Asset Management Policy and Strategy - Roads and transport (devon.gov.uk)</a> section of this Plan and in the Annexes where applicable.</p>

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Implement the agreed levels of service	The Highway Infrastructure Asset Management Policy establishes the importance of levels of service in achieving the aims of the Council's strategic plan. The Highway Infrastructure Asset Management Strategy explains how levels of service are established and defines the levels of service statements and how they will be achieved and considers <a href="#">cross-asset prioritisation</a> . This Highway Infrastructure Asset Management Plan describes how levels of service will be implemented through maintenance standards, investment strategies for each asset, and provides a performance management framework for reviewing and monitoring.
Competencies used to develop and implement the risk-based approach	The minimum standards of training and development that are required to enable officers to operate competently has been evaluated and is held on a central register known as the Annual Training Matrix. An annual staff appraisal is undertaken to assess staff competency as part of performance monitoring against their job role, when training and development needs are also identified.
Regular evidence-based reviews	The Service continually reviews its policies and procedures, both formally as dictated by the periods stated within those documents, and informally as an ongoing process. Asset management data, functional hierarchies, and the application of a risk-based approach, including inspection types and frequencies, are regularly reviewed to ensure the most efficient use of resources.



Version Control		
Version	Date	Summary of Changes
0.1	10.03.2023	For consideration by Cabinet

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- Annex 7 – Road Markings and Studs
- Annex 8 – Signs and Other Traffic Assets
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- Annex 11 – Structures
- Annex 12 – Traffic Signals and Street Lighting

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## Highway Infrastructure Asset Management Plan

### Foreword

The highway network is the most valuable physical asset that the County Council manages and maintains. It is central to enabling safe and resilient links for people to connect with their communities and to lead to healthy, prosperous lives.

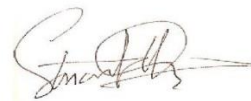
This Plan, together with the Highways Infrastructure Asset Management Policy and Strategy, identifies highway assets and develops a framework to enhance existing good practice and improve the effectiveness of decision making.

Like all authorities, Devon is facing significant financial pressures and it is critical that there is a clear understanding of the links between levels of service delivery and funding.

The documents clearly link to the Council's new Corporate Strategy, 'Best Place', and have been updated to take account of national codes of practice and the latest Highways asset management guidance. The Council has a leadership role in reducing carbon usage in Devon. Therefore, our highway related decision-making processes are developing to encourage communities to use less fossil fuels. We can contribute by making active travel a realistic alternative for both business and pleasure journeys on our network. In addition, reducing carbon emissions in highway materials and maintenance repairs will become as important in our decision making as both quality and cost.



Meg Booth  
Director, Climate Change, Environment  
and Transport



Stuart Hughes  
Cabinet Member for Highway  
Management



### 1 Introduction

#### 1.1 Principles and Context of the Plan

This Plan is part of a suite of Highway Infrastructure Asset Management documents which have been designed to align with the Well Managed Highway Infrastructure – Code of Practice (October 2016) and are tailored to the specific local needs in Devon. The Plan describes how the Council’s Highway Infrastructure Asset Management Strategy (2022-2025) ([found here](#)) will be delivered.

The Plan will be used by the Council’s staff, consultants, and contractors for reference when managing and maintaining the highway asset. It will provide Elected Members with the background to help decision making, and it is available to members of the public so that they can understand the challenges faced by the Council in managing the highway asset and the reasons for the actions being taken.

Along with the other Highway Infrastructure Asset Management documents, the Plan is available as an electronic document online. There will be live hyperlinks to places in the Plan and to other documents that are referenced.

The Plan will be updated as and when needed and will be reviewed on an annual basis.

#### 1.2 Status of the Plan

This Plan covers a main planning horizon from 2023 – 2025 to align with the Council’s ‘Best Place’ strategy. Cabinet approval will be sought for this update however, following this, elements of the Plan will be updated dynamically to better match the changing environment we operate in.

A version control process is in place that allows changes to be tracked and help identify when key decisions were made. The process provides clarity about the currency of versions, which versions were in place at a particular time, and prevents superseded information from being used. To administer the process, individual owners have been assigned to the Plan and each of the twelve Annexes. They are responsible for managing the overall version control of these documents. Minor revisions that do not change the substance of the document, for example spelling or grammatical corrections, do not need formal approval. Major revisions which change the context, content, or substance of the document, require the document to be formally approved. An Asset Management Panel will meet at six-monthly intervals and, if required, will make recommendations for the Director of Climate Change, Environment and Transport to authorise in consultation with the Cabinet Member for Highways Management.

#### 1.3 Maintenance Practice

The Council undertakes maintenance types that contribute in varying degrees towards the core objectives of safety, serviceability, and sustainability which are described in [Section 4.4](#). The main types of maintenance activity are summarised in Table 1 below:

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## Highway Infrastructure Asset Management Plan

Maintenance Type		Function	Activity	Responsibility
1	Regulatory	Inspecting and regulating the activities of others	Highway Safety Inspections	Network Response Team
			Structures	Structures Asset Team
			Streetworks	Network Operations Team
2	Reactive	Responding to safety related incidents and reports	Defects, potholes, obstructions	Network Response Team Structures Asset Team Public Rights of Way
3	Resilience and Emergencies	Managing disruption and implementing recovery	Severe weather emergencies, civil emergencies, landslip or collapsed walls, oil spills, subsidence	Network Operations Team Structures Asset Team Neighbourhood Team
4	Winter Service	Maintenance in adverse weather	Gritting and snow ploughing	Winter Service Team
5	Routine	Regular scheduled works	Minor patching and drainage repairs	Highway Asset Programme Delivery Team
			Cyclical	Highway Asset Programme Delivery Team and Neighbourhood Team
			Lamp replacement	Traffic Management Group
			Bridge maintenance	Structures Asset Team
6	Programmed	Flexibly planned schemes primarily of reconditioning or structural renewal	Principal roads <sup>1</sup>	Highway Asset Team
			Non-principal roads <sup>2</sup>	Neighbourhood Team Highway Asset Team
			Footways	Highway Asset Team Neighbourhood Team
			Cycleways	Public Rights of Way Neighbourhood Team
			Public Rights of Way and Maintenance Category 12 roads	Public Rights of Way
			Drainage	Highway Asset Team Neighbourhood Team
			Patching	Highway Asset Team Neighbourhood Team
			Wet/Dry Collision Sites	Highway Asset Team
			SCRIM remedial sites	Highway Asset Team

Maintenance Type	Function	Activity	Responsibility
		High Friction Surfacing (HFS)	Highway Asset Team
		Tree inspections	Highway Services Team Neighbourhood Team
		Structures	Structures Asset Team
		Preventative	Highway Asset Team

<sup>1</sup> Principal Roads are A roads and motorways (Highways Act 1980)

<sup>2</sup> Non-principal roads are B roads, classified unnumbered roads and unclassified roads

*Fig. 1: Main Types of Highway Maintenance Activity*

### 1.4 Scope of the Plan

The Plan includes Annexes for the key asset groups. Each Annex uses the same format and contains information on: Asset Inventory, Asset Performance, Maintenance Strategy, Levels of Service and Investment Strategy, Programme Development, Risks, and Improvements Actions. The 12 key asset groups are:

- Carriageways,
- Footways,
- Cycleways,
- Drainage,
- Fences and Barriers,
- Trees and Soft Landscape,
- Road Markings and Studs,
- Traffic Signs and other Traffic Assets,
- Park and Ride,
- Public Rights of Way,
- Structures, and
- Traffic Signals and Streetlighting.

### 1.5 Limitations to the Plan

The Plan does not provide detailed technical reference for all aspects of highway infrastructure maintenance, nor does it repeat technical guidance available elsewhere.

It refers to, but does not deal in detail, with:

- Highway improvement and new construction,
- Network management duty, including managing of utilities, and
- Management of street cleansing.

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### 2 Policy Framework

The Highway Infrastructure Asset Management Plan ('the Plan') is part of a suite of documents that define the Council's approach to Highway Asset Management.

Figure 2 shows how these documents fit into the asset management framework which is detailed in the Strategy. It is built around four areas:

- Organisational Context - The context for highway infrastructure asset management, the organisation, and the environment within which the highway service is delivered, comprising National Guidance and Policies, legal and financial considerations, stakeholder expectations as well as Local Guidance and Policies, which include the Council's Strategic Plan 'Best Place' and emerging Highways and Traffic Management Service Plan.
- Planning - The key activities and processes for asset management planning, including developing the asset management policy and strategy, performance management, asset data, lifecycle planning, work programming.
- Enablers - The enablers that support the implementation of the Asset Management Framework including communications, leadership and organisation, competencies and training, risk management and performance management.
- Performance and Delivery - Delivery of the operational highway procedures and practices and the annual programme of work in accordance with the Highways and Traffic Management Service Plan.

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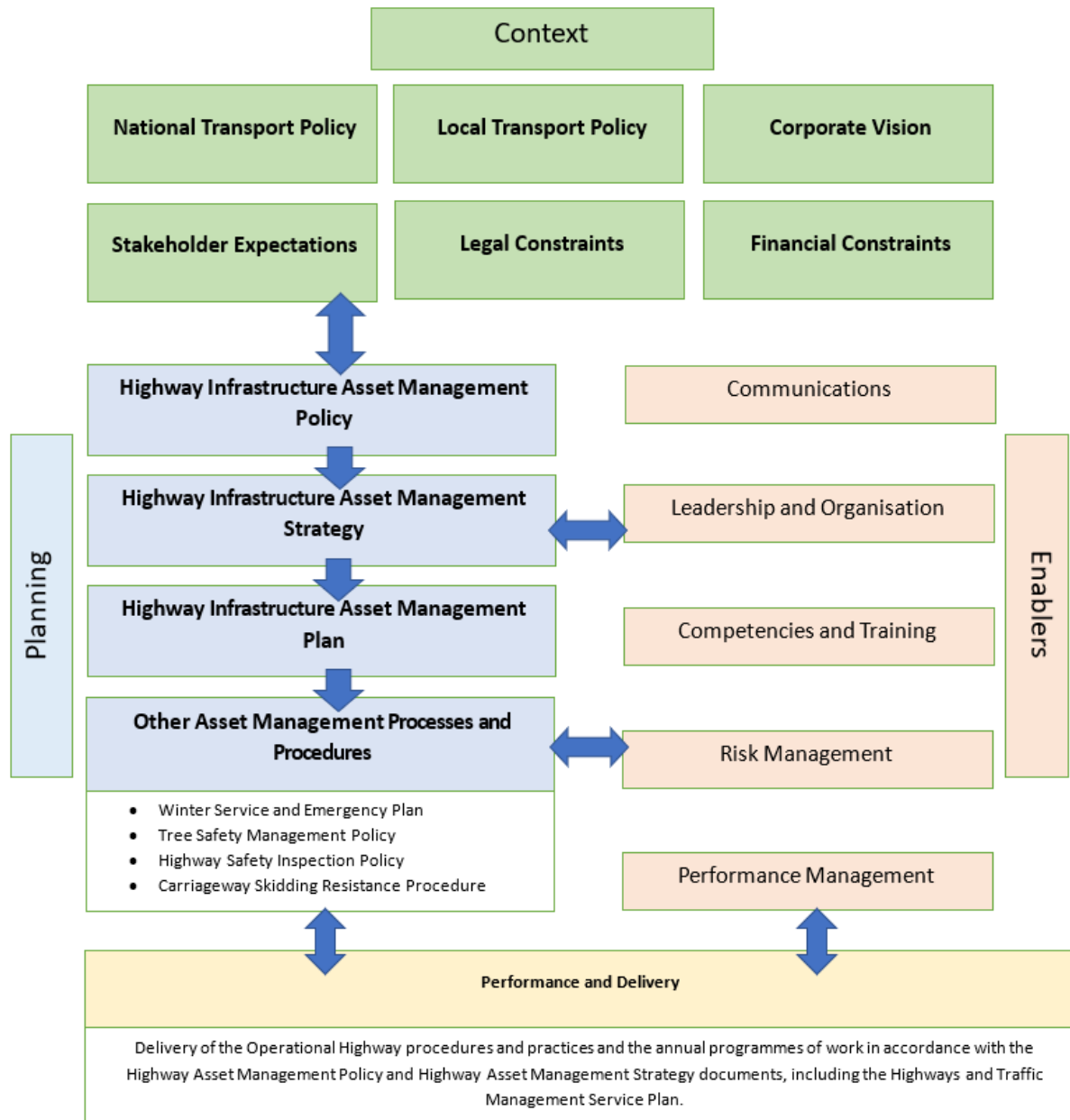


Fig. 2: The Asset Management Framework

### 2.1 Development of Asset Management Policy

The Council's Highway Infrastructure Asset Management Policy sets out the high-level principles of the management of highway assets in Devon to ensure the requirements of the Highways Act 1980 are satisfied in a way that helps tackle the priorities identified in the Strategic Plan.

### 2.2 Stakeholders and Communication

Underlining the importance of Stakeholder engagement to the Council, a Communication Strategy is being developed. This will set out criteria on how to communicate better with its stakeholders.

Section 6.0 of the Highway Asset Management Strategy identifies the Stakeholders with an interest in highway asset management, including elected members, employees, contractors, and agents, and explains how the Council engages them in

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## Highway Infrastructure Asset Management Plan

two-way communication to understand their needs and build commitment and pride in the work it does.

The Council recognises through its network management duty that there are other organisations that undertake operations on the highway. In order to minimise disruption and maintain reputation, the Council encourages that coordination takes place as much as possible, particularly with districts, towns and parishes on wider aspects of road maintenance such as litter picking, winter service and grass cutting. For example, this is proactively encouraged on larger schemes, such as the A380 and A361, where we aim to deliver multiple maintenance activities to optimise occupation of the strategic network.

### 3 Strategy and Hierarchy

#### 3.1 Highway Infrastructure Asset Management Strategy

The Council's Highway Infrastructure Asset Management Strategy follows the UK Roads Leadership Group Highway Infrastructure Asset Management Guidance. The Strategy sets out the Council's approach to highway asset management, which follow the principles of the Policy to ensure that high-level objectives are met.

The Strategy explains that the Council's highway asset management framework is guided by national codes of practice and policies, and that it is also strongly influenced by the Council's own policies and The Strategic Plan, including the Council's commitment to the Devon Climate Declaration in response to the climate emergency.

The table in Figure 3 lists the key objectives that are stated in the Strategy and identifies where it is explained how they will be delivered, either in the Plan, the Annexes, or in the Annual Highway Maintenance Progress Report to Cabinet. The table also lists objectives from some of the linking documents where appropriate and identifies where these are referenced.

Objective of the Strategy	Where the Objectives are referenced		
	Plan	Annexes	Annual Maintenance Progress Report
Continue the development of a carbon calculator tool to identify opportunities and priorities for reducing the carbon emissions associated with the maintenance of all highway assets.	✓		✓
Regularly collect and maintain good quality asset condition survey data to inform the development of a Highway Infrastructure Asset Programme.	✓	✓	✓
Take a long-term view using a systematic, risk-based approach based on defined levels of service for each asset.	✓	✓	
Consider the whole life costs of maintaining an asset; we will look at	✓	✓	



Objective of the Strategy	Where the Objectives are referenced		
	Plan	Annexes	Annual Maintenance Progress Report
what will provide best return on the money we spend in the long term, rather than a 'worst-first' short term maintenance treatment.			
Encouraging and enabling communities to influence and undertake elements of the service.	✓	✓	
Understand the lifecycle of each asset and use this knowledge to plan when is the best time to do maintenance to keep the asset in a safe and serviceable condition and when it is time to replace it with new.		✓	
Measure and review Highway Infrastructure Asset Management Plan performance to promote continuous improvement and influence spending on different assets.	✓	✓	
Develop maintenance programmes using asset condition data as the starting point and utilising local intelligence where appropriate.	✓	✓	✓
Present an Annual Maintenance Programme annually to Cabinet for investment decision making approval.			✓
Work towards a carbon net zero position by 2030.	✓	✓	
Contribute to increases in bus priority (Bus Back Better).		✓	
Create a step change in levels of cycling and walking (Gear Change).		✓	

Fig. 3: References to Strategy Objectives in the Plan

### 3.2 Network Inventory

Highway authorities have a legal duty to keep a register of roads that are maintainable at public expense, primarily for Land Charges searches. There is also a requirement to maintain information for the purposes of:

- Identifying streets described as traffic sensitive, where work should be avoided at certain times of the day,
- Identifying structures and other features described as special engineering difficulty, and
- Identifying reinstatement categories used by statutory undertakers in the reinstatement of their street works.

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## Highway Infrastructure Asset Management Plan

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Accurate inventory information is required to submit updated information to Government each year on road lengths maintained and is also used for valuation purposes.

Data management is also fundamental to the overall asset management process. There are three types of data that are required to establish a cost effective and adequate maintenance regime:

- Inventory – the number, location, size, type, age and make up of each asset.
- Condition – measurement and rating of the condition of the asset.
- Use – details of how the asset is used.

The Council has therefore developed an inventory that enables it to:

- Monitor and report on the condition of the highway network,
- Assess the expected life of assets or their components,
- Assess current levels of service and develop future levels of service,
- Assess current and future performance indicators,
- Model future maintenance options and identify future investment strategies,
- Develop long-term forward work programmes and associated budget requirements,
- Carry out valuation assessments of each of the assets and calculate depreciation, and
- Monitor and report on inspection regimes.

Details of inventory collection and data management for each asset type are described in the Annexes.

### 3.3 Functional Hierarchy

The Council is responsible for a variety of roads and footways, from high volume dual carriageways in congested urban environments to single lane rural roads connecting small settlements and villages.

Constraints on funding and resources mean that it is not possible to maintain every part of the network to the same standard. However, the asset condition should be commensurate with the type and location of a road or footway, and there should be consistency throughout the county and as closely as possible with neighbouring authorities. For example, Primary Routes in the county that carry large volumes of traffic at high speed should be maintained to a higher standard than unclassified Service Roads in very rural locations that carry occasional traffic.

It is fundamental to the application of this concept that a network hierarchy is established. The network hierarchy is based on asset function and is the foundation of the Council's risk-based maintenance strategy. It is crucial in establishing levels of service and to the statutory network management role for developing, co-ordinating and regulating occupation.

The Council's hierarchy reflects the whole highway network and the needs, priorities, and actual use of each infrastructure asset and is determined by its functionality and importance. Individual asset hierarchies are defined within each asset group, but all

are related so that each asset type can be considered in relation to others and to the whole highway network.

The road hierarchy is used to determine many of the asset management activities that take place on the network, such as the frequency and type of inspections, and response times and types of treatment. Figure 4 shows the Maintenance Categories of the Devon Highway Network. This is also available as a publicly accessible [map](#).

Maintenance Category	Definition on Devon Road Network	Function
1	Motorway	Maintained by National Highways
2	Primary National - Trunk Road	Maintained by National Highways
3	National Primary Route	National strategic routes for through and long-distance travel (A roads)
4	County Primary Route	Main access routes connecting principal settlements.
5	Secondary County Route	Main access routes to large settlements and recreational attractions.
6	Local Distributor	Main access routes to smaller settlements and recreational attractions.
7	Collector Road	Rural – Access routes to small villages and other significant traffic generators.  Urban – Industrial main collector roads & through routes and Residential collector roads. Access to schools, hospitals, facilities for the disabled, main shopping areas, libraries, car parks and tourist attractions. Shared surfaces with heavy pedestrian traffic. Local roads serving limited numbers of properties.
8	Minor Collector Road	Rural – Roads serving small hamlets and scattered communities.  Urban – Roads serving shopping areas, business premises, industrial estates and residential areas
9	Service Road	Rural – Local road serving only a few properties  Urban – Narrow collector roads and shared surfaces
10	Minor Service Road	Rural – Local road serving only one property  Urban – Cul-de-sac serving less than 20 properties.
11	Minor Lane	Rural – Serving fields only or duplicating other routes.  Urban – Back Lanes

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Maintenance Category	Definition on Devon Road Network	Function
12	Track	Not used by normal vehicular traffic (Predominantly managed as part of Public Right of Way network)

Fig. 4: Maintenance Categories of the Devon Highway Network

The Annexes contain the hierarchy of other assets where applicable.

The core objectives for managing the highway asset are:

- Network Sustainability - Minimising cost over time; maximising value to the community; and maximising environmental contribution.
- Network Serviceability - Ensuring availability; achieving integrity; maintaining reliability; resilience; and managing condition.
- Network Safety - Complying with statutory obligations; and meeting users' needs for safety. Customer Service user experience/satisfaction; communication; information; and levels of service.

Focussing on these objectives and appropriate outcomes for the functional hierarchies of urban and rural carriageway and footway, Maintenance Standards have been established for each asset where applicable. This has been done by considering what each Maintenance Standard would look like to a road user, and then determining how they can be achieved on each Maintenance Category of route with the resources that are available. Figure 5 shows the four Maintenance Standards that have been used in the tables that can be found in the Annexes where applicable.

Maintenance Standard 1	Provision of Safety, Serviceability and Sustainability
Maintenance Standard 2	Provision of Safety and intermediate level of Serviceability
Maintenance Standard 3	Provision of Safety and minimal level of Serviceability
Maintenance Standard 4	Provision of Safety only

Fig. 5: Maintenance Standards

### 3.4 Resilient Network and Minimum Winter Network

A resilient network has been defined based on the Minimum Winter Network, which is defined in the [Winter Service and Emergency Plan](#) as:

- 'A' roads,
- The main access to 24-hour emergency premises, and
- The main access to the primary market and coastal towns.

This Network does not simply follow road classification or categorisation, but includes the routes crucial to economic and social life of the local and wider area, taking account of repeat events (e.g. flooding), and local factors. Maintenance and other measures are prioritised on the Resilient Network to maintain economic activity and access to key services during disruptive events.

The Resilient Network is periodically reviewed to ensure that it remains relevant and contains the most critical routes and highway assets.

### 3.5 Critical Infrastructure

Critical infrastructure assets are a crucial part of the highway network. Their failure would result in significant impact to the local and potentially national economy. One of the potential risks to the function of critical infrastructure is climate change, including impacts of flooding, rising temperature, changing sea levels, high winds, and drought.

The Council is developing a register of its Critical Infrastructure which will consider their position in the asset hierarchy and may assign maintenance categories that are different to similar but non-critical assets. This will include structures that are on the Resilient Network, road restraint systems protecting railways from road vehicle incursion, reservoirs, and the Slapton Line (A379).

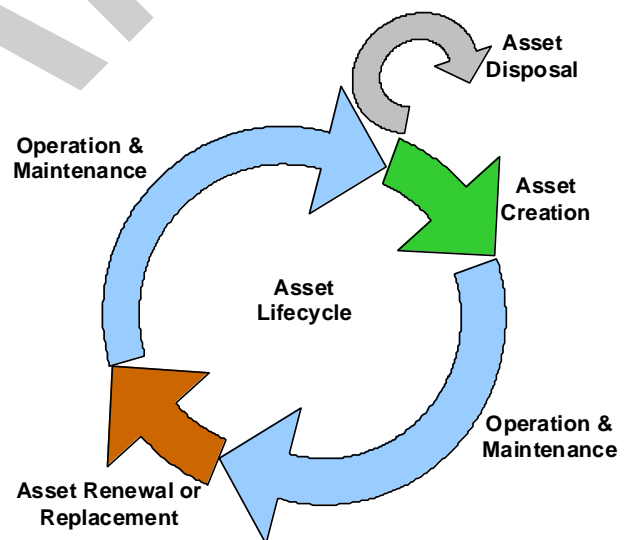
### 3.6 Lifecycle / Designing for Maintenance

Asset management requires a sound understanding of how an asset is likely to behave and deteriorate throughout its lifecycle.

The lifecycle of a highway infrastructure asset covers the following stages:

- Creation or Acquisition
- Routine Maintenance
- Renewal or Replacement
- Decommissioning

By predicting the future performance of an asset, or group of assets, during each stage of the lifecycle based on investment scenarios and maintenance strategies, lifecycle plans can be developed that support the asset management strategy.

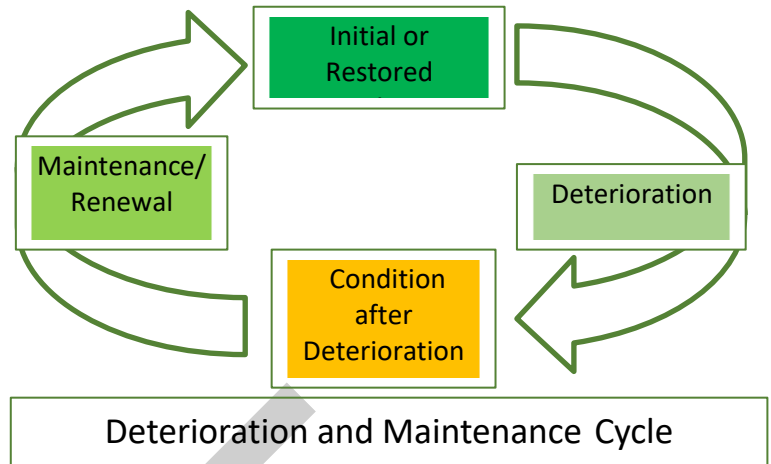


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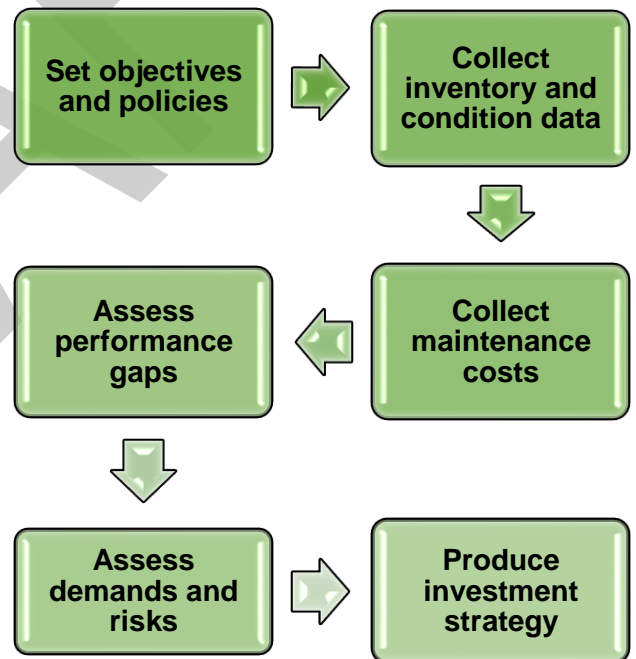
## Highway Infrastructure Asset Management Plan

The Council uses lifecycle planning to decide which maintenance activities are required within what timescales to maintain the asset and ensure it provides the level of service that is required. Lifecycle planning also helps to support investment decisions and substantiate the need for appropriate and sustainable long-term investment.

The Council's lifecycle strategies are included within the Annexes and contain the details of how highway assets are managed over the long term to deliver best value. With highway assets the focus tends to be on the Deterioration / Maintenance Cycle rather than Creation or Renewal as the vast majority of assets are historical (i.e., roads and bridges) which the Council has maintained for many years.



Understanding the corporate objectives and policies is vital to the development of lifecycle strategies as this determines the focus for funding. A complete inventory is necessary to document the assets that exist and their current condition, and this forms the basis of determining the standards that the Council would like to achieve. By comparing the current level of performance with the desired level of performance, a 'gap' can be established. This is considered along with an assessment of the future risks and demands on the asset to establish different maintenance scenarios. The cost of different types of maintenance treatments therefore needs to be appreciated to allow various investment strategies to be modelled as part of assessing best whole life cost.



The lifecycle strategies we have developed for our key asset groups can be found in the Annexes. The strategies are updated as information is gathered and analysed. They form a long-term approach for managing our assets, with the aim of optimising processes and providing the required performance while minimising whole life costs.

## 4 Risk-Based Approach

### 4.1 Principles and Considerations

The Council has adopted a risk-based approach to the management of highway infrastructure maintenance, including setting policy and strategy, establishment of inspection and condition assessment regimes, determining priorities and

programmes, procuring the service and the management of all associated data and information.

This is undertaken against a clear and comprehensive understanding and assessment of the risks and consequences and is in accordance with local needs (including safety), priorities and resources.

### 4.2 Developing the Risk Based Approach

The principles of the Council's risk-based approach to highway infrastructure asset management are explained in Figure 6 below:

Principle	How we do it
Be aligned with the Council's corporate objectives, legislative requirements, and corporate approach to risk and management of risk	The Highway Infrastructure Asset Management Strategy describes the Council's approach to risk and management of risk, which is aligned with corporate objectives and legislative requirements, by using a <a href="#">Risk Recording   DCC Risk Management (devon.gov.uk)</a> that includes corporate and service area risk registers.
Understand risk in a highways service and its application to all areas of operations, including people, infrastructure, data, finance, and suppliers	The <a href="#">Highways, Infrastructure Development and Waste   Services   Risk Recording (devon.gov.uk)</a> contains details of the main risks in the highways service, their status and mitigation and is reviewed regularly. A risk-based approach is the foundation of all areas within the highways service, including response to defects, inspection regimes and lifecycle planning as set out in this Highway Infrastructure Asset Management Plan and the <a href="#">Highway Safety Policy</a> .
Understand the potential risks and their likely significance to users, stakeholders, the authority and to the data and information held	The Council is continually collecting data on the highway asset through inspections, surveys and reports. Through analysis, this provides an understanding of risk which is used to develop the lifecycle strategies for each asset.
Understand the inventory, function, criticality, sensitivity, characteristics and use of the various assets comprising the highway network	The Council uses an integrated highways management system to collect, store, manage, and report on highway assets.

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## Highway Infrastructure Asset Management Plan

Principle	How we do it
Establish hierarchies and maintenance standards with appropriate funding	Functional hierarchies have been assigned to carriageways in the county, which are outlined in the <a href="#">Strategy and Hierarchy</a> section of this Plan and in the Annexes where applicable.
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Competencies used to develop and implement the risk-based approach	The minimum standards of training and development that are required to enable officers to operate competently has been evaluated and is held on a central register known as the Annual Training Matrix. An annual staff appraisal is undertaken to assess staff competency as part of performance monitoring against their job role, when training and development needs are also identified.
Regular evidence-based reviews	The Council continually reviews its policies and procedures, both formally as dictated by the periods stated within those documents, and informally as an ongoing process. Asset management data, functional hierarchies, and the application of a risk-based approach, including inspection types and frequencies, are regularly reviewed to ensure the most efficient use of resources.

Fig. 6: The risk-based approach to highway infrastructure asset management



### 4.3 Competencies and Training

The service has evaluated the minimum standards of training and development that are required to enable officers to operate competently. This is held on a central register (known as the Annual Training Matrix) and reviewed annually.

An annual Training and Development Programme is subsequently prepared and delivered, ensuring that the minimum standards in the matrix are met. Preparation of such a programme will consider the requirements needed to deliver Devon's Asset Management Strategy, Policy and Plan.

### 4.4 Inspections and Surveys

The most crucial part of highway infrastructure maintenance is the establishment of an effective regime of inspection, survey, and recording. It is defined following an assessment of the relative risks associated of each location, agreed level of service and condition.

Inspections and surveys provide the basic information for addressing the core objectives of highway maintenance:

- Network Safety – addressed through regular, planned Safety Inspections focussing on safety-related defects.
- Network Serviceability – addressed through Ad Hoc Inspections, and part of Safety Inspections, in response to requests from a stakeholder and condition data, to ensure that an asset is providing the agreed level of service.
- Network sustainability – through condition surveys undertaken in accordance with our lifecycle plans, to provide information on the current performance and an indication of the likely future performance.

The annexes to this Plan contain the inspection and survey regimes for each particular asset type.

### 4.5 Management Systems, Recording and Monitoring of Information

The Council uses an asset register to record inventories of its highway assets. In addition to maintaining an inventory, the asset register is also used for recording service requests, complaints, and reports or information from users and third parties.

The Council's highway asset data is held in an Integrated Highways Management System (IHMS). The IHMS is comprised of:

- Scheduling software and tools that allow the inspections to be completed, to be scheduled and then created/produced,
- Mobile Inspection software which takes the scheduled inspections, completes them and creates 'works' within the Defects system as well as updating records in the inspection management system (inspection dates / inspector / driver etc.), and
- Mobile mapping software is also used for things other than Inspections (e.g. scheme adjustment, surface dressing assessment, enquiry management and defect creation, grit bins and tree inventory).

This IHMS enables key asset data to be collected, stored, managed, and reported for the highway network, structures, and street lighting. The system is accessible to staff and members of the public via the Public Interface Portal (PIP), an open portal

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on the Council's web pages, for the public to report enquiries. The PIP functionality is under regular review to consider aspects such as:

- improved live information on the status of inventory items such as if a grit bin has been filled or when a gully was last cleaned, and
- improved customer journey for the public to report issues with asset inventory items.

Records of inspection, reactive maintenance and customer contact are recorded on the IHMS. The data is used when undertaking any assessment and review of the highway asset. Surveys are commissioned across the network to obtain carriageway (road) condition data. This information is analysed using UK Pavement Management System (PMS).

The software modules in the IHMS include:

- Customer Service System (CSS) – used for managing customer enquiries and assisting with the management of insurance claims.
- Defects System – Management of reactive safety work instruction and the defence of insurance claims,
- Environmental and Landscape Management (ELM) – used for managing tree inventory and inspections,
- Financial and Contract Management – a module to enable costs for commissioned works to be managed and paid, integrated in the IHMS with the Works Ordering element.
- Finest interface – A system link that enables automatic raising of invoices and payment direct into the Council's payment system,
- Inspections – used for managing safety, tree and other planned inspection types,
- Inventory Manager System (IMS) core enterprise – for managing networks and storing asset inventory,
- Mobile Mapping applications – used for various inspections and data inventory collection purposes,
- Mobile Working & Inspections – Management of Inspections that ensure compliance with the Council's Highway Safety Policy,
- National Street Gazetteer (NSG) – used to store vital data for statutory undertakers (Utilities companies) to effectively programme their works,
- Pavement Management System (PMS) & UKPMS – accredited systems for handling road and footway condition data,
- Schemes Manager – uses road condition data to assist with scheme identification and management of schemes, also provides a tool for the management of schemes through review and works processes, integrating with the Works Ordering where appropriate to tie orders to schemes,
- Street Works Inspections – A module that enables inspections against street works activities to be managed, which connects to Schemes Manager,
- Street Works System – a historic works application system and payment module for permit fees and managing skip applications,
- Structures Management System (SMS) – used for managing bridges and structures inventory and works,

- Term Maintenance Contractor's System interface – a system that sends a works order to a 3<sup>rd</sup> party works optimisation system, and also allows updates for works to be reported back into the IHMS, and
- Works Ordering – for managing the repair of defects and planned works, integrated with the Financial and Contract Management system.

Other systems are operated for some specific functions, including:

- Lighting Management System – used for managing inventory and works for street lighting, lit signs and bollards,
- Drainage – an asset data system for operations, recording them on a stored inventory, and
- Traffic Regulation Orders and Collisions – An interactive web app providing live access to data.

In order to store data effectively and efficiently it must be referenced geographically. The Council has developed and must maintain a number of digitised 'networks' which allows asset data to be captured and organised. Network referencing assets enables knowledge of the assets that are owned, what extent of the land is highway (extent of the Council's responsibilities) as well as what condition those assets are currently in. It also helps in programming work. An example of this is how a safety inspector will record a highway defect against a specific road section so that a gang can be sent to the right location with the right materials to make the repair the first time. Hazards and risks at the location can even be identified so that the gang know what traffic management they will need to keep themselves safe whilst making the repair.

Two networks are maintained to represent the Council's Highway:

- the National Street Gazetteer (NSG), and
- the PMS network.

The NSG is a record of all of the roads which is managed closely with the local district councils to ensure that it is updated as new roads are adopted from developers. This network is used for managing streetworks by utility companies as well as forming the backbone of our IHMS.

The PMS network is used within the IHMS specifically for managing road condition data from inspection records and annual road condition surveys as well as recording completed capital structural maintenance works. It is different to the Local Street Gazetteer because it is defined by the physical characteristics of the highway rather than junctions and street names.

The Council's Service Data Management Strategy sets out how data is managed within the systems described above. An independent peer review of the Council's asset data and systems was undertaken in 2021. The objectives were to:

- Identify risks associated with the current processes in place for managing asset data,
- Seek opportunities for improvements in the management of asset data that are aligned with the asset management objectives,

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- Establish whether the existing systems remain fit-for-purpose and whether these systems are likely to support the County Council's needs now and in the coming years,
- Establish how existing asset data and systems have been deployed to develop understanding of the asset through modelling and life cycle analysis, and
- Seek opportunities for making improvements to this understanding.

The review found that comprehensive asset data is available to enable the Council to carry out the duties set out in the Asset Management Plan. The data is extensively shared internally and is available externally to Members and public through the Public Information Portal. The review identified that some improvements could be made and offered some recommendations which the Council is working towards implementing.

### 4.6 Safety Inspections

Highway Safety Inspections are undertaken in accordance with the [Highway Safety Policy](#), which sets out the risk-based regime that has been developed with consideration to:

- Frequency of inspection,
- Items for inspection,
- Type of traffic and intensity,
- Method of inspection, and
- Nature of response.

In addition to the Highway Safety Policy, the Council manages other risk-based inspections of the highway assets which follow the principles set out above to ensure that appropriate responses are identified and taken to any issues that are identified. These are described in the following Policies and Procedures:

- Tree Safety Management Policy and Tree Safety Management Procedure,
- Inspection of Highway Structures Policy,
- Street Lighting to control street lighting levels with resulting energy and carbon savings,
- Public Rights of Way, and
- Skid Resistance Strategy and Skidding Resistance of Carriageways Policy and Procedures.

### 4.7 Defect Recording and Repair

The [Highway Safety Policy](#) explains the defect investigatory criteria that has been developed and how defects shall be recorded and the timescale for repair (where applicable). A level of response to defects that provide a risk to users is determined based on a risk assessment.

The annexes to this Plan provide more detail on the repair regime for each asset type where applicable.

### 4.8 Reporting by the Public

Members of the public are able to provide feedback on the highway network using multiple media methods, including online facilities such as the [‘report a problem’](#) webpage, general enquiry forms and by telephone.

## 5 Network Resilience

Resilience is defined by the Cabinet Office as the ‘ability of the community, services, area or infrastructure to detect, prevent, and, if necessary to withstand, handle and recover from disruptive challenges.’ There are four components to resilience which are drawn on to reduce the risk of failure, especially on the Resilient Network:

- Resistance – preventing damage (e.g. a flood wall),
- Reliability – operation under a range of conditions (e.g. earthworks stabilisation),
- Redundancy – availability of backups or spare capacity (e.g. a suitable diversion route), and
- Recovery – enabling a fast response and recovery (e.g. temporary bridges).

Risks facing the highway network include:

- Human diseases – especially with regard to their impact on business continuity,
- Flooding – including pluvial, fluvial, groundwater and coastal,
- Severe weather – both in the context of seasonal norms and sudden impact events,
- Major industrial accidents – especially where they touch the highway network,
- Widespread electrical failure – impacting technology resilience,
- Major transport accidents – the ability to mitigate, respond and recover
- Disruptive industrial action,
- Terrorist, malicious or criminal attacks or civil protest,
- Cyber security – a specific impact on intelligent and automated systems,
- Severe wildfires, and
- Severe space weather – such as solar flares, which could disable the electricity grid.

At a corporate level, the Council has a [Climate Change Strategy](#) and has undertaken a [Weather Impacts Assessment](#) (WIA) to raise awareness of the importance of planned adaptation to weather under a changing climate amongst officers, senior managers and elected members. Although the WIA highlighted a small selection of vulnerabilities, it found that generally the Council is resilient to extreme weather because its existing business continuity and emergency planning arrangements function well and there is an overwhelming desire and commitment from staff to maintain service continuity.

The impact of climate change is considered in the highways service risk register which identifies the capacity and capability available to respond to extreme weather events. The evidence continues to build for more extreme weather at increased frequencies.

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An assessment of service resilience was undertaken in 2014 following flooding of the Council's highways. The document, [Service Resilience in a Changing Climate](#), considers how the Council's Highway Management could be affected by gradual changes in weather and more intense severe weather over the 21<sup>st</sup> century. The assessment concluded that climate change will have widespread negative effects on the Highways Management service, which will increase the maintenance backlog.

Severe flooding events, storm surges, coastal tidal issues and high winds were experienced in Devon and the wider South West peninsula during December, January and February of 2013-14. Initial clear-up costs were £3m. Rail links to South West severed at Dawlish transferring more pressure on the road network during the 2 month rebuild. The 'Beast from the East' and storm Emma snow events in March 2018 caused severe disruption to schools, hospitals, and businesses with Met Office red weather warnings being issued. Coastal storm damage affected highways with the A-road at Slapton being washed away, with an estimated repair bill of £2.5m.

Despite mitigation controls such as strategic planning, preparedness, and careful monitoring the risk remains a high risk to the authority.

The Council is continually adapting its practices to make it more resistant to climate change. An example is the potential to trial smart gullies, which may be run in three critical areas prone to flooding, identified by the Environment Team, that have been overlaid with data from Highways showing gullies that receive enhanced or reactive cleansing. The results could show how technology could be used to inform policy and transform reactive and cyclical maintenance.

The Council is also working on ways of adapting to climate change and finding alternative solutions that complement traditional engineering techniques. An example of this is in Exton where flooding of the highway (A376) causes significant access problems. Natural Flood Management (NFM) solutions are being explored upstream, along with small scale highway improvements to alleviate the ponding.

The Council's [Winter Service and Emergency Plan](#) describes the procedure for dealing with Major Emergencies and sets out the role that the highway service will have alongside other agencies who may include Police, Maritime and Coastguard Agency, Health Service and Department for Environment, Food and Rural Affairs.

## 6 Performance Management

### 6.1 Performance Measures

At the strategic level, the Council has adopted an approach to performance management that is closely aligned to the Department for Transport's Incentive Fund against which we have been self-assessing since it was established in 2015. The Incentive Fund aims to improve local authority asset management capabilities, with allocations determined by self-assessment questionnaires based on available evidence demonstrating performance and levels of maturity. The Council has selected eight key measures from the Incentive Fund questionnaire to create a performance management tool that follows national guidance and identifies: the model evidence required to be successful, the current status and priority actions. This is shown in Figure 7 below.

The tool uses three shades of green to rate our current status:

Colour	Rating	Attainment of Measure	Model Evidence
<b>Light Green</b>	1	Measure has not been met	Model evidence is not in place
<b>Mid-Green</b>	2	Measure has been met	Most model evidence is in place, and/or is in place and could be strengthened
<b>Dark Green</b>	3	Measure has been met	Strong model evidence is in place

Measure	Model Evidence	Current status	Priority action
The asset management approach has been communicated and is understood	Published documents Stakeholders identified Regular communications Opportunities to comment and feedback	HIAMP documents available. Formal communication arrangements with key stakeholders in place such as performance dashboard at regular scrutiny and parish and town council website and newsletter.  Feedback has been received and acted upon e.g. defect response and works programmes.	Determine fixed milestones each year to review base documents including Annexe owners.  Formalise point of contact for stakeholder engagement, communications, comment, and feedback.  Review stakeholder list and formalise contact point.  Review, update public interface information.
The authority has the competence and training required to deliver highway asset management effectively	Assess organisational competence Identify key roles and training needs Review resilience Enable succession planning	The national guidance has been followed in undertaking an Authority competence review in July 2020. The review demonstrated a good level of	Review and update competency matrix for principal AM roles and align with HMEP competencies.  Develop training framework to ensure

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Measure	Model Evidence	Current status	Priority action
		competence and resilience within the authority but identified resource capacity as an issue delaying regular review and updating policies.	future resource resilience as essential posts become vacant.
There is an asset investment strategy linked to funding and levels of service	<p>Asset valuation annually</p> <p>Asset condition assessment annually</p> <p>Cross asset prioritisation approach</p> <p>Scenarios considered</p> <p>Outcomes identified including forecast of future condition</p>	Annual review of asset group performance in terms of condition depreciation and level of service which together with risk informs funding allocation across asset groups	<p>Continue to provide asset valuation annually using CIPFA interim solution and use until DfT provide alternative valuation tool.</p> <p>Improve data access tools for the practitioner to aid efficiencies in prioritisation, delivery, and cost.</p> <p>Use improved whole life costing (WLC) models to better inform and model future network scenarios using funding, condition, and potential risk as the drivers.</p>
Levels of service are set and performance reviewed	<p>Levels of service identified</p> <p>Stakeholder engagement in identification and setting of service level</p> <p>Annual review to assess if these are being achieved or exceeded</p>	Levels of service are identified in the HIAMP linking to the Corporate Strategic Plan. Identified maintenance service standards with details of what a road user can expect.	<p>Review current funding allocations to confirm, amend current achievable service delivery levels against expectations.</p> <p>Identify gaps, risks, and mitigations.</p> <p>Prepare contingency arrangements on service levels</p>



Measure	Model Evidence	Current status	Priority action
			against current cost models.
The risks associated with delivering the Asset Management approach have been identified and are monitored	Risks are identified Controls are established Risk owners identified together with how frequently each should be reviewed	Risks have been identified within revised Plan and associated Annexes	Undertake review of gap analysis to establish any changes in potential risks through changes in service delivery.
Works are identified planned and programmed effectively	Two-year Works programmes are developed for each asset group  Detailed programmes at scheme level are designed in advance  Programmes are regularly reviewed and reprioritised appropriately in response to competing in-year pressures	Two-year Programme funding allocations scenarios are considered and agreed. Annual programmes are developed and schemes identified for work functions up to a year in advance. For planned work, Design briefs are issued, and design is undertaken, and orders issued to enable a 17-week lead-in.	Establish a longer term works programme for the principal road network using improved WLC and scenario modelling.  Work towards establishing a 3-year outline programme on the minor road network.  Minimise scheme deferment and improve delivery certainty on published programmed schemes
Our plans and processes are fully embedded to ensure least whole life carbon generation when selecting suitable materials/processes.	The authority has declared a climate emergency  A toolkit is being used to measure carbon output  Carbon reduction is being achieved through process changes and material selection decisions	Devon has declared a climate emergency and has a target of net zero by 2030. A design toolkit is being developed in partnership with Exeter University. Contractors are trialing a toolkit to measure carbon output on road works schemes. Vehicles are being replaced with electric	Use carbon emission outputs when developing network scenarios for future works programmes  Develop process to assess carbon outputs at scheme/contract selection stage.

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Measure	Model Evidence	Current status	Priority action
		/alternative Fuel options. Increasing use of recycling materials and warm asphalt	
The asset approach is reviewed regularly	Peer reviews Compliance with national standards and guidance Benchmarking with other local authorities Review of HIAMP documents	Peer review maturity assessment completed with WSP and benchmarked against 9 other local authorities Gap analysis of CoP Well managed highway infrastructure completed. Annual benchmarking through peer group National Highway and transport network reviewing customer survey and efficiency.	Increase liaison with peer authorities to understand areas of good practice. Undertake annual review of CoP WMHI to establish mitigation and actions. Determine fixed milestones each year to review HIAMP base documents including Annexe owners. Ensure any departure from national standards and guidance is formally documented Establish project plan and resource commitment to review all policies and formalise annual review process going forward.

Fig. 7: Performance Management Tool

The Council utilises several tools to help understand the performance of not only the network condition, but also the service delivered to its communities. Some examples include:

- NHT Survey,
- ALARM Survey,
- Condition Surveys,
- Streetworks Audits, and

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- Incentive Fund.

The visualisation of performance is a key factor to Devon as it helps aid intelligent data led decision making practices. Devon currently achieves this by using PowerBI and other software mapping layer solutions, such as in Figure 8.

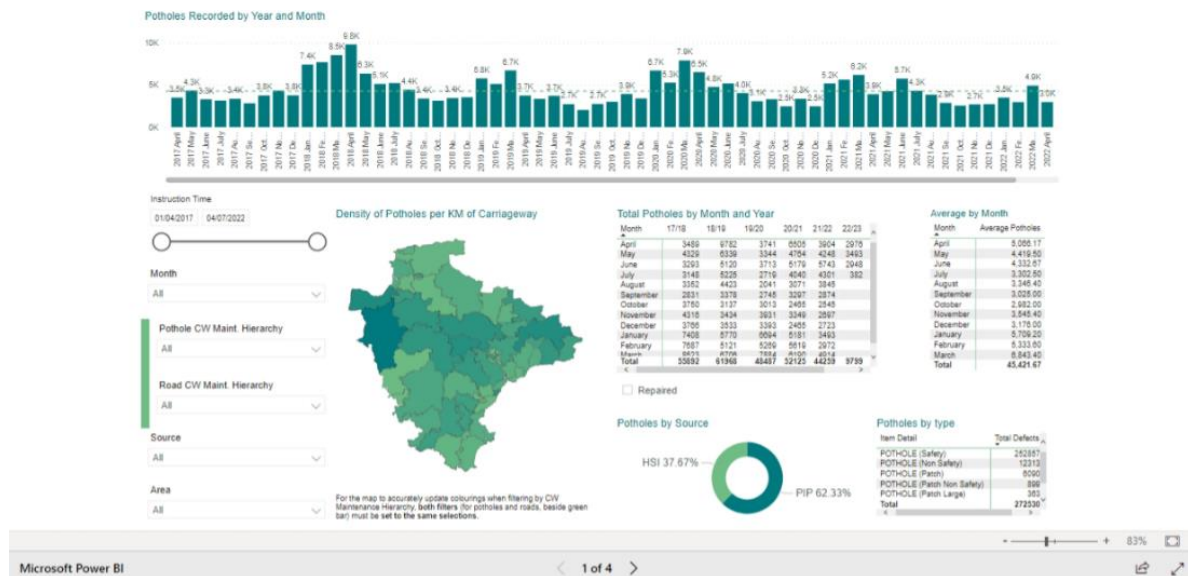


Fig. 8: Example of data visualisation software

## 6.2 Performance Measures

A further commitment to embed a robust performance management system across the entire service has been made. To aid this journey, a cross authority project with Oxfordshire County Council, aims to develop a set of service key performance measures. Such measures will be linked from business and customer needs, as well as driven from the developing Service Plan.

## 7 Financial Management, Priorities and Programming

### 7.1 Financing of Highway Maintenance

The approach to funding and investment is identified in the HIAM Strategy [Highway Asset Management Policy and Strategy - Roads and transport \(devon.gov.uk\)](https://www.devon.gov.uk/asset-management-policy-and-strategy-roads-and-transport). As can be seen from the gross valuation below most of the annual depreciation occurs in carriageway and structural assets. It follows that the investment approach identifies that most of the available funding is targeted to these main asset groups. For both, there are well developed financial models that review different investment scenarios and predicts the impact these will have on conditions in the forthcoming years. There is more detail on this in the corresponding annexes. The approach to funding and investment strategy is less well developed for the remaining asset groups and the methodology is described in the individual annexes. The information informs the operating demands and the replacement and renewal needs for each asset. These demands are considered annually and met from the available revenue and capital budget respectively.

### 7.2 Asset Valuation

The highway infrastructure asset is the most valuable asset owned by the public sector in the UK. The significant levels of funding for the management of this asset

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are under continuous scrutiny, with increasing pressure from government and the public for transparency, accountability and more efficient use of the limited resources available.

Asset Valuation information has been provided to the Department for Transport (DfT) on an annual basis and provides both the Gross Replacement Cost (GRC) of the authority's assets (what it would cost to rebuild from scratch) and the Depreciated Replacement Cost (DRC) (what it would cost to return the assets to new from their current condition) This data not only gives the government a detailed overview of the country as a whole but it is also a useful benchmarking measure between the County Council and neighbouring or similar sized authorities.

Highway infrastructure assets are measured at historical cost rather than at the asset measurement basis described as 'current value' and are generally inalienable assets, expenditure on which is only recoverable by continued use of the asset created. They work as a part of a continuous network that is maintained in a relatively steady state, though there may be distinctive parts of this network.

Since the figures for 2020-21 financial year highway infrastructure assets (reported DfT in 2021) were submitted, the national requirement for Highway Authorities to report to DfT on subsequent years has stalled and a review of the reporting model is currently underway. As an interim measure to cover the next 2 years the Chartered Institute of Public Finance & Accountancy (CIPFA) has prepared an interim Accounting for Infrastructure – Temporary Solution to accompany the changes to the Code of Practice on Local Authority Accounting in the United Kingdom (the Code)

Within Devon since 2021 we have continued to estimate our GRC and DRC highway asset values using estimated rates, past data and for structures current data through their Structures Asset Valuation and Investment tool (SAVI), this has provided an indicative overall asset valuation. This provides a GRC of £14.6 Billion and a DRC of £12.8 Billion. The intention is to adopt the CIPFA interim solution issued in January 2023 which will provide some level of comparison across the UK.

### 7.3 Priorities and Programming

The Council has different processes in place for decision making and lifecycle planning, which vary over the network hierarchy. Some examples of the asset systems and data are as follows:

- Principal Roads
  - Systems and data-based approach,
  - Scheme Manager within the IHMS,
  - Lifecycle model (hosted on the IHMS) Developed to include all Road types, and
  - Overlap with Local Asset Capital Programme (LACP described below).
- Footways
  - Scheme Manager analysis of footway network condition data in PMS (hosted on the IHMS).
- Non-Principal Roads
  - LACP, and
  - Although LACP is intended for minor roads, this process has some overlap with the A Road and Footway processes.

- Drainage
  - Cleansing frequencies determined by risk at a local level,
  - Gully renewals and repairs compiled from inspection reports, and
  - Overlap with LACP in identifying and prioritising drainage improvement schemes.

### Local Asset Capital Programme (LACP)

The Local Asset Capital Programme (LACP) is a new way of prioritising schemes predominantly the Non-Principal network, introduced by the Council. It is a digitised process that brings different data sources and local knowledge together. It is an iterative process to identify and prioritise works, involving both the Council, Parish Councils and other local stakeholders. As the process is being deployed, the Council is capturing the lessons learnt and adjusting the process.

Figure 9 summarises the resources and data input of the LACP Process.



*Fig. 9: LACP resources and data inputs*

The aims and benefits of this approach include:

- Putting more weight towards customer and political input rather than solely actual asset condition.
- Enable work planning by road and route to avoid repeat visits for different work types, increasing efficiency and reducing disruption.
- Increasing confidence in the data and its usage.
- Making asset management principles more 'lived' rather than an on the shelf policy document.
- Increasing local team knowledge on the combined annual works programme.

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- Developing a three year forward list of priorities for planned work.

It is anticipated that this will be refined further during the life of the Plan taking account of resource capabilities. More detail, in relation to application of the LACP for Carriageways, can be found in Annex 1.

### Asset Groups

Each annex describes the asset group approach to programme selection and prioritisation. This is developed from the maintenance strategy and investment strategy outlined within the annex. The service promotes some flexibility in approach encouraging teams to work collaboratively where efficiencies or improved customer experience can be achieved by bringing different strands of work together. For example, a road closure for safety inspection repairs may be utilised for a street lighting or road restraint replacement.

## 8 Sustainability

### 8.1 Sustainability and Highway Infrastructure Maintenance

The six priorities of the [Council's 'Best Place' Strategic Plan 2021 - 2025](#) are linked by the theme of sustainability, and this aligns with the [Local Transport Plan 2011 – 2026](#), which sets out the strategy to deliver a transport system that meets economic, environmental and social challenges.

The Council's Environmental Policy [Environmental policy - Environment \(devon.gov.uk\)](#) establishes nine commitments, and is implemented through a set of themed [action plans](#), including:

- Carbon Reduction Plan,
- Waste Management Plan,
- Plastic Strategy,
- Procurement Strategy,
- Countryside and Heritage Policy and Action Plan,
- Environmental Risk Strategy and Action Plan, and
- Water Strategy and Action Plan.

Progress against the environmental objectives of the Environmental Policy, including the Carbon Reduction Plan, are monitored and reviewed on an ongoing basis. Details are published through highlighted reports prepared for the Council's Environmental Performance Board, available at [Environmental performance progress](#).

Consideration of the economic, environmental, and social impacts is a key part of the planning and carrying out of highway maintenance and the Council's approach is under constant review and development.

An example is the guidance on decision-making principles for carbon cost versus scheme costs. In 2020, Devon began developing a carbon calculator in conjunction with Exeter University. This tool is used on schemes to estimate both carbon emissions and carbon cost against various treatment solutions. The tool also offers a calculation for the whole life cost of carbon so the longer-term impacts can be considered. This is a vital tool that can help us 'reduce or design out carbon'. Work is

also emerging with software suppliers to embed this approach into our core asset management systems mentioned in a previous section ([here](#)). Strict rules for managing the weighting of scheme cost against carbon savings are purposely not imposed during the 'learning phase' while sufficient carbon data sets are built.

Another example is the Council's carbon web form, which was launched in July 2022. This tool will help the service visualise carbon emissions at a granular level on data dashboards leading to informed data intelligent decisions making for reduced carbon operations, including material selection and treatment types. The approach includes a whole life costing of carbon approach, embedding asset management principles at the core of the system.

Whole life carbon costs are considered when selecting materials. Warm Mix Asphalt (WMA) uses less energy than hot mixes and has the potential to reduce embodied carbon by up to 15%. Its use is increasing in Devon and WMA is the default surfacing material on the Council's Term Maintenance Contract. The lower temperature material offers practical benefits too, enabling projects to be delivered faster as the asphalt takes less time to reach trafficking temperature which means roads can be opened to traffic earlier.

In 2022, the Council made a bid to [ADEPT](#) for Live Labs 2 funding from the Department for Transport to support the transition to zero carbon local roads. In 2023, it was awarded a share of £30M funding towards the A382 (including Jetty Marsh Link Road) project, which will be the UK's first carbon negative highway. More can be read about the project [here](#).

The Council has a Technical Appraisal Panel (TAP) that assesses and trials new innovations in highway maintenance and repair. The main focus of the group is to address corporate aims, such as carbon reduction, by establishing and approving a wider selection of treatments that can be used at various stages of the lifecycle. This may also bring about cost benefits compared to traditional forms of maintenance.

As part of the Council's commitment to operating its fleet in a low-carbon and sustainable manner, a programme to replace fossil fuelled vehicles with electric vehicles (EVs) has been established. Six EVs have been purchased by 2022. Opportunities to utilise alternative fuels, such as hydrated vegetable oils (HVO) have also been pursued, with a secondary project commissioned to collaborate with supply chains to share existing supplies. All HVO sources are sustainable and are only manufactured from food waste sources.

### 8.2 Materials, Products and Treatments

Devon's landscape character assessment ([DLCA](#)) describes the variation in character between different areas and types of landscape in the county.

Maintaining and improving the character of places can be of significant value to communities and to the local economy. The impact of highway maintenance on character, in terms of risk and opportunities, are considered as part of the lifecycle planning. Streetscape guidance is referred to and followed where feasible.

There are designated and un-designated heritage assets across the county, which can be within designated areas such as conservation areas, registered parks and gardens and world heritage sites. In the planning of highway maintenance, the

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Council refers to the Highway Asset Register and Environmental Viewer (Historic Environment Records) which provide a complete record of the heritage assets ensuring that maintenance reflects statutory requirements.

### 8.3 Quality Management and Sector Schemes

The Council's internal engineering services delivery group, known as the Engineering Design Group (EDG), is responsible for the design, project management, procurement, supervision and contract management associated with the delivery of infrastructure schemes across the authority. The EDG is certified to ISO 9000/1 and is responsible for the maintenance of highway structures and supports highway maintenance in other ways, for example through the preparation of contract documents and offering design assistance.

The Council requires its contractors and suppliers to hold National Highway Sector Scheme (NHSS) certification to ensure work is carried out to the highest standard using properly trained and competent staff. NHSSs are complementary to ISO 9001. The Council's specifications require BBA HAPAS approved products to be used, ensuring that they comply with relevant regulations and standards.

The Devon County Council Materials Laboratory provides testing services on a variety of civil engineering materials to ensure they meet British and European standards including elements relating to safety and carries out site investigations to inform scheme and adoptable highway design. The Laboratory is accredited (Quality Assured), for a major part of its testing under the United Kingdom Accreditation Service (UKAS).

The Council has staff who are members of [ADEPT](#), working with other authorities and local enterprise partnerships to deliver clean, sustainable growth through recovery and regeneration, and ensure that best practice is shared.

### 8.4 Environmental Management

An internal Environment Review system is used by the Council, which includes an Environmental Risk Assessment that is undertaken at the beginning of the concept stage for all projects. This identifies environmental constraints on the project, informs the allocation of resources, and identifies further work necessary to satisfy statutory requirements or mitigate the impacts of the project.

### 8.5 Materials Utilisation

The maintenance of the highway network requires the selection of optimum treatments and materials to provide the most beneficial whole life cost solution. The selection of treatments and materials is made in an evolving environment where price, availability and sustainability pressures are constantly changing.

The cost and availability of materials have been under pressure in recent years and the reduced availability of labour and materials has led to significant price rises. These pressures include but are not limited to:

- Covid-19 has affected supply and disrupted workforces,
- Removal of red diesel from construction works,
- Increasing fuel costs,
- Shortage of haulage drivers,



- Construction demand fluctuations - sharp falls in the first half of 2020 followed by a steep recovery since,
- Supply chain bottlenecks due to global demand shocks,
- Increased administration at UK ports affecting imports and exports due to UK EU Trade and Cooperation Agreement, and
- Sharp rises in shipping costs and temporary surcharges.

The environmental challenges facing the earth have led to the authority declaring a climate emergency meaning that the highway service and their supply chain need to work towards a carbon net zero position by 2030, for this to be achievable we will need to reduce the overall carbon footprint of highway maintenance. This goal will only be achieved by selecting treatments and materials that have a low carbon impact across their service life.

The specifications used by the Council to procure highway service work already include measures to reduce carbon, these include:

- Warm mix asphalt included as default choice,
- Inclusion of recycled material in the production of asphalt, and
- Use of recycling for carriageway maintenance.

Furthermore, through relationships with its contractors and supply chain, the Council encourages the use of local materials where practicable.

### 8.6 Waste Management and Recycling

The Council's Resurfacing, Recycling and HFS Contract includes rates for in-situ and ex-situ recycling of materials.

Asphalt planings arising from highway maintenance activities are all re-used in the county and none are deposited into landfill.

The Term Maintenance Contract (TMC) includes three environmental Key Performance Indicators (KPIs), one of which measures the percentage of waste diverted from landfill.

### 8.7 Noise Reduction, Air Quality and Pollution Control

Statutory requirements with regard to noise, air or water pollution from maintenance operations are complied with through risk management and by employing precautionary methods. Where practical, good practice methods are adopted to mitigate inconvenience to the community.

The Council supports [district and unitary](#) authorities who are responsible for air quality monitoring. An example is in Ivybridge where on-street parking was causing traffic to queue which was contributing to poor air quality in the Air Quality Management Area. The parking was removed in 2021 through a Council led scheme, which has resulted in improved traffic flow leading to improved air quality.

### 8.8 Nature Conservation and Biodiversity

The Council has produced a '[Life on the Verge in Devon](#)' document which provides practical guidance on the steps required to manage a road verge for wildlife. Communities are encouraged to manage verges for wildlife where it is safe to do so

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## Highway Infrastructure Asset Management Plan

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and not in conflict with the health and safety management of verges. A free step-by-step guidance document is available on the Council's Environment [webpages](#).

A number of important verges within the county have been designated by the Council as Special Verges due to their exceptional wildlife value or their value to communities. Currently, there are 112 Special Verges located throughout the county, each one with its own specific survey and management card. The location of Special Verges can be found at [Devon County Council's environmental viewer](#), under the Ecology/Geology tab.

Customers who are interested in helping manage a Special Verge are invited to email [nature@devon.gov.uk](mailto:nature@devon.gov.uk) for more information.

### 8.9 Environmental Intrusion

The Council has adopted a [protocol](#) and accompanying [guidance](#) for highway design and management in Devon's nationally and internationally protected landscapes. The principles of the guidance may be applied in all rural areas of Devon. Both documents were produced in 2011 in association with the Council's two National Parks, five Areas of Outstanding Natural Beauty (AONBs) and two Unesco World Heritage Sites.

## 9 Procurement

The procurement of maintenance activities and programme and service delivery is competitively, as well as publicly advertised, on either Contracts Finder or, for larger tenders, via Find a Tender Service (FTS).

Works are procured through a number of different contracts, namely Term or Framework. This includes a main Term Service Contract, and smaller framework contracts that procure activities such as Surface Dressing, Resurfacing, Recycling, High Friction Surfacing and Road Restraint Systems.

By ensuring maintenance activities can be split among different delivery partners, this maximises resource availability as well as recognises the more specialist requirements of certain maintenance delivery.

Each Contract is designed to ensure value for money, adherence to policies, specifications and alignment to the Council's Strategic priorities.

## 10 Improvement Actions

This Plan and the supplementary Annexes are live documents. They will be subject to continuous improvement and ongoing development with input from Council Officers and Stakeholder feedback. The Plan and Annexes identify areas for improvement which are summarised as Improvement Actions at the end of each document. These Actions are managed following a process that aligns them to Strategic Goals and prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the asset management objectives are achieved are:

- Review of Network Hierarchy so that maintenance categories are relevant to the network and easily understood, and to allow for more targeted investment strategies to be developed.
- Continued development of the Communication Strategy to enable improved engagement with citizens and key stakeholders, and improve joint working with District, Towns and Parish Councils.
- Continued development of the Asset Data Strategy to prioritise and progress key actions.
- Review the Resilient Network so that it is relevant to the network and easily understood, and the Critical Infrastructure, to allow for more targeted investment strategies to be developed.
- Continued development of the Lifecycle Planning Module using accurate inventory and condition data to better understand future costs of managing the condition of the network to achieve levels of service.
- Improve coordination with other areas of the authority that are involved in strategic developments such as development control. Developments often may create new assets, which is adding to the asset inventory and maintenance liability.

## 11 Conclusions

The Council is facing many challenges. In relation to the management of the highway asset, these include:

- Contributing towards the Corporate Strategic Plan, 'Best Place',
- Meeting targets for the reduction in carbon, and
- Delivering levels of service under significant financial pressures.

In response, the Council needs to be agile and continually review its processes, looking for improvements and efficiencies through innovation and adopting new ways of working, such as engaging with communities to drive effectiveness and self-help solutions.

This Plan is underpinned by twelve annexes for the main Highway Assets that are each maintained by a lead expert allowing the annexes to evolve with time and be updated as live documents.

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### Appendix 1 – 1 Carriageway Treatment Selection Matrix

<b>Version Control</b>		
<b>Version</b>	<b>Date</b>	<b>Summary of Changes</b>
0.1	10.03.2023	For consideration by Cabinet

DRAFT

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## Annex 1 - Carriageways

### 1 Introduction

Delivery of a safe and well-maintained highway network relies on good evidence and sound engineering judgment. Asset management is widely accepted as a means to deliver a more efficient and effective approach to management of highway infrastructure assets through longer term planning and ensuring that levels of service are defined and achievable within the resources available.

It is accepted that transport infrastructure is absolutely critical to the wellbeing and economy of the County and the wider UK and therefore the condition of the carriageway is of great importance. The National Highway Transport (NHT) surveys show consistently that carriageway condition and road safety are the most important highway services with condition being considered the most in need of improvement. If the Council is to support economic growth, and the health and wellbeing of the travelling public in Devon, it is essential that the Council ensures its highway infrastructure is fit for purpose.

Devon has the largest road network of any Local Highway Authority in England with a total of 12,900 km of road consisting of 8% A roads, 5% B, 35% C and 52% unclassified. Only 2,895 km of road are classified as urban with the remainder serving local communities within rural environments. In addition, the network is affected heavily by seasonal variations in traffic volumes with flows on roads of all types increasing significantly during the peak summer months. This contributes to congestion issues, particularly on our principal routes, and increases carriageway deterioration on our minor roads during these periods.

The construction of Devon's road network is diverse ranging from designed roads constructed to modern standards to those which have evolved over many years having originated from historic tracks whose construction is often limited to various layers of surface dressing and patching. This presents significant challenge when managing the asset and maintaining the network in a safe and useable condition.

In keeping with the recommendations of the CoP the core approach adopts a risk approach for all aspects of its highway infrastructure maintenance

### 2 Inventory and Hierarchy

#### 2.1 Inventory

A detailed highway inventory is an essential prerequisite of establishing a cost effective and adequate maintenance regime.

The inventory is the foundation on which asset management is built and when analysed in combination with other information sources, for example, condition data, road casualty reports and traffic flows. It is also used in combination with intelligence gathered from stakeholders and experts to determine priorities. All of this provides crucial decision supporting information.

Inventory Set	Inventory Item
Carriageway (Road Surface)	Central Reserve
	Central Island

Inventory Set	Inventory Item
	Lay-by
	Roundabout
	Kerbs
	Channels
	Level Crossing
	Cattle Grid
	Gully
	Catchpit / Interceptor
	Manhole

*Fig. 1.1: Highlighting various inventory items that are associated with the carriageway. Some of these items are also associated with drainage and will appear in further annexes.*

### 2.2 Network Hierarchy

The development of a carriageway maintenance hierarchy is the foundation of a coherent consistent and auditable asset inventory as it provides the organisation structure to the inventory.

The hierarchy reflects the needs, priorities and actual use of each road and will be used as a tool in determining priorities maintenance standards, targets and performance.

The current hierarchy is detailed below and also highlights the various lengths of carriageway associated with each level.

Carriageway Maintenance Category	Hierarchy Description	Type of Road / General Description	Length of Category in Devon (KM)	Percentage of Network
1	Motorway	Maintained by National Highways	N/A	N/A
2a	Primary National - Trunk Road	Maintained by National Highways	N/A	N/A
3	National Primary route	National strategic routes for through and long distance travel (A roads)	373.4	2.9%
4	County Primary route	Main access routes	473.8	3.6%

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Carriageway Maintenance Category	Hierarchy Description	Type of Road / General Description	Length of Category in Devon (KM)	Percentage of Network
		connecting principal settlements.		
5	Secondary County route	Main access routes to large settlements and recreational attractions.	801.8	6.2%
6	Local Distributor	Main access routes to smaller settlements and recreational attractions.	1258.1	9.7%
7	Collector road	<p>Rural – Access routes to small villages and other significant traffic generators.</p> <p>Urban – Industrial main collector roads &amp; through routes and Residential collector roads. Access to schools, hospitals, facilities for the disabled, main shopping areas, libraries, car parks and tourist attractions. Shared surfaces with heavy pedestrian traffic. Local roads serving limited numbers of properties.</p>	1545.3	11.9%



Carriageway Maintenance Category	Hierarchy Description	Type of Road / General Description	Length of Category in Devon (KM)	Percentage of Network
8	Minor Collector road	Rural – Roads serving small hamlets and scattered communities.  Urban – Roads serving shopping areas, business premises, industrial estates and residential areas	2068.1	15.9%
9	Service road	Rural – Local road serving only a few properties  Urban – Narrow collector roads and shared surfaces	5043	38.8%
10	Minor Service road	Rural – Local road serving only one property  Urban – Cul-de-sac serving less than 20 properties.	691	5.3%
11	Minor lane	Rural – Serving fields only or duplicating other routes.  Urban – Back Lanes	151.6	1.2%
12		Not used by normal vehicular traffic  (Predominantly managed as part of Public Right of Way network)	585.9	4.5%

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*Fig. 1.2: Indicating the hierarchy of road types with a general description.*

A review is underway to ensure the descriptors for each category accurately reflects the type of carriageway it represents.

### 3 Performance

#### 3.1 Safety Inspections

Safety inspections are undertaken to meet the key objective of Network Safety and they form a key aspect of the authority's strategy for managing liabilities and risks. They are used to identify defects likely to be hazardous or cause serious inconvenience to users of the highway network or the communities served, including defects requiring urgent attention and the appropriate response is determined using a risk-based approach.

The [Highway Safety Policy](#) details how safety inspections are undertaken, the frequency of inspection, investigatory criteria and required response period to an actionable defect. Relevant defects, treatments and Response Times are listed in the Highway Safety Policy.

#### 3.2 Detailed Inspection, Network Assessment and Work Programme Identification

The network is regularly inspected by experts to identify and prioritise future works programmes. These inspections can take various forms but all are designed to collect visual data relating to the condition of the highway network so that works programmes can be formed and prioritised. Some of these inspections focus on detailed, specific elements of the highway inventory and can require specialist knowledge. Others can be more general looking at the condition of the asset along a particular route or an area.

#### 3.3 Condition Surveys

The purpose of Condition Assessment is to address the key objective of Network Sustainability and to ensure that value for money is achieved when undertaking structural repairs.

By following asset management principles and providing information on the nature and severity of the condition, the timing and nature of appropriate treatments can be determined. Data from these surveys is also used in the production of National Indicators and repeatable condition surveys allow for analysis of trends within the network.

There are a number of different types of survey, each providing information from a differing perspective, and which in combination can provide a comprehensive picture of the condition of the asset.

Condition Surveys involve a diverse range of surveying and investigatory tools and equipment. A general overview of these surveys, along with links to more detailed descriptions can be found below.

[SCANNER RAV | Road Surveying \(wdm.co.uk\)](#)

SCANNER, (Surface Condition Assessment of the National Network of Roads) and MRM (Multi-functional Road Monitoring System), are machine-based surveys undertaken at normal road speeds that measures a range of road condition

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parameters using video and laser technologies. The vehicles are able to record a range of surface conditions including:

- Longitudinal and transverse profile,
- Surface Cracking,
- Rutting and depth,
- Texture depth,
- Gradient,
- Crossfall, and
- Curve radius.

All of this information is processed into a pavement management system (UKPMS) which is used by engineers to help assess condition and determine maintenance requirements. The data is also used to calculate road condition performance indicators and assess asset value.

These surveys are used on a majority of the highway network at given intervals, with higher class roads being visited annually by SCANNER.



*Fig. 1.3: SCANNER from WDM Ltd*

### [Deflectograph | W.D.M. Limited \(wdm.co.uk\)](http://wdm.co.uk)

These surveys are done through a Deflectograph machine which measures the deflection of the road surface under a load, which effectively determines the 'strength' of the carriageway. The data is no longer used as a national performance indicator for the Principal road network but can provide supplementary data for specific schemes requiring structural maintenance. With additional information about the road construction and traffic loading, the data can be used to determine residual life, design resurfacing treatments and understand future maintenance requirements.

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*Fig. 1.4: Deflectograph unit from WDM Ltd*

### SCRIM - SCRIM® | W.D.M Limited ([wdm.co.uk](http://wdm.co.uk))

SCRIM surveys (Sideways force Coefficient Routine Investigation Machine) measure wet road skidding resistance, which can then be compared to investigatory levels. It should be noted that there is no value at which a surface passes from being safe to unsafe; however, some sites due to geometric or other constraints often require higher levels of skidding resistance to reduce accident risks. This data is a prime factor in determining maintenance requirements on the Principal Road Network to ensure safety is maintained.



*Fig. 1.5: SCRIM unit from WDM Ltd*

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### Visual Serviceability Inspections

Recent changes in programme development to the Local Asset Capital Programme has also developed an emerging practice of local teams undertaking driven inspections within the Parishes, to give a visual score of the asset/route condition. This information is recorded in WDM and used in conjunction with detailed data from condition surveys and information collaboratively gained from Parish/Town councils to inform programme development.

The score given and map information is seen in the example below:



Fig. 1.6: Visual Serviceability Scoring



Fig. 1.7: Example of Visual Serviceability Inspection Plan Overlay

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### Reporting by the public

A valuable source of condition data is the information the Council gather from the public when safety defects are reported. The provision of location of defects enables the contractor to optimise gangs in organising repairs in an efficient manner. With thousands of potholes repaired each month the data can be manipulated to identify carriageway sections that have high numbers of potholes.

Problems can be reported on the Council's website which can be found on the [Report a Problem page](#).

This condition data is used together with machine-based condition surveys to identify potential treatment sites.

### 3.4 Current Performance

Condition surveys are primarily intended to identify deficiencies in the highway infrastructure which if untreated are likely to adversely affect the long-term performance and serviceability of the asset. They provide information on the nature and severity of deterioration which is used to determine appropriate maintenance treatments and inform the asset valuation process. These surveys are used to provide assessments of overall performance, maintenance requirements and relevant data for national performance indicators.

SCANNER survey data is processed through a UKPMS and scores are given to every 10m section of road depending on the amount of defect found and assembled into a Road Condition Index (RCI). The RCI scores are then broken down into three categories, RED – requiring planned maintenance soon, AMBER – likely to require investigation soon, Green – generally good condition.

More detailed information on technical survey data and the scoring systems can be found in the Department for Transport's [Technical Note: Road Condition and Maintenance Data](#).

### Road Condition

Carriageway condition is reported nationally using Road Condition indices generated from machine survey data processed using an accredited United Kingdom Pavement Management System. The results of survey analysis are presented below:

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### A Roads

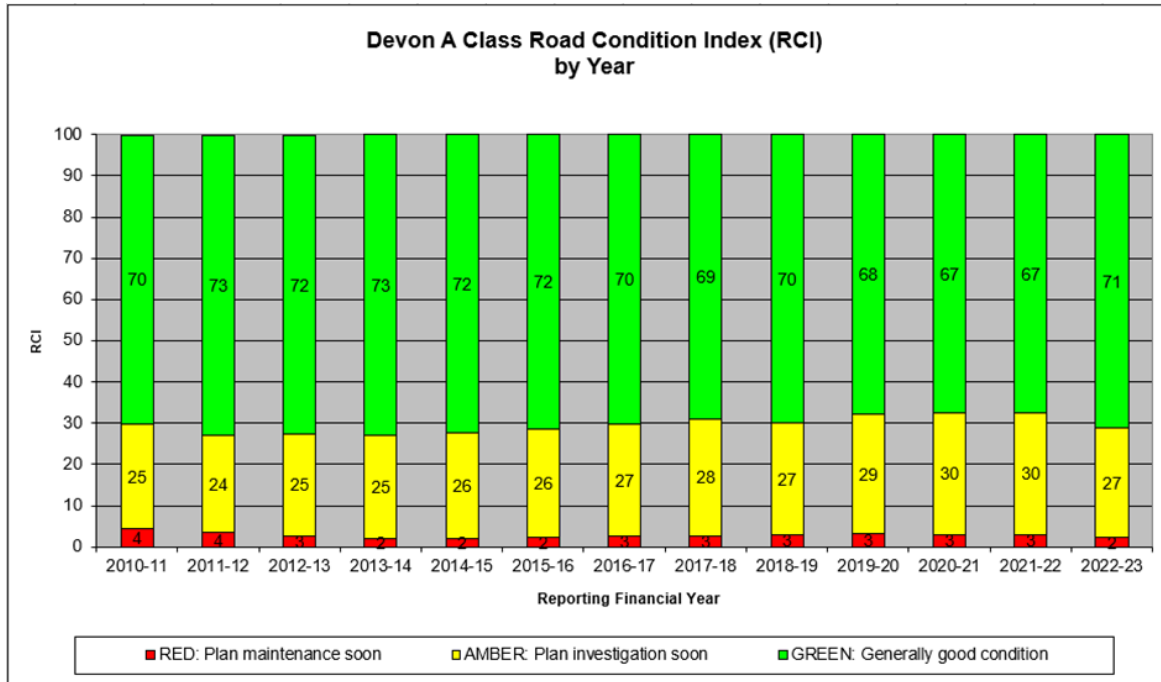


Fig. 1.8: Indicating the road condition specifically for A class roads from 2010/11 – 2022/23.

### B Roads

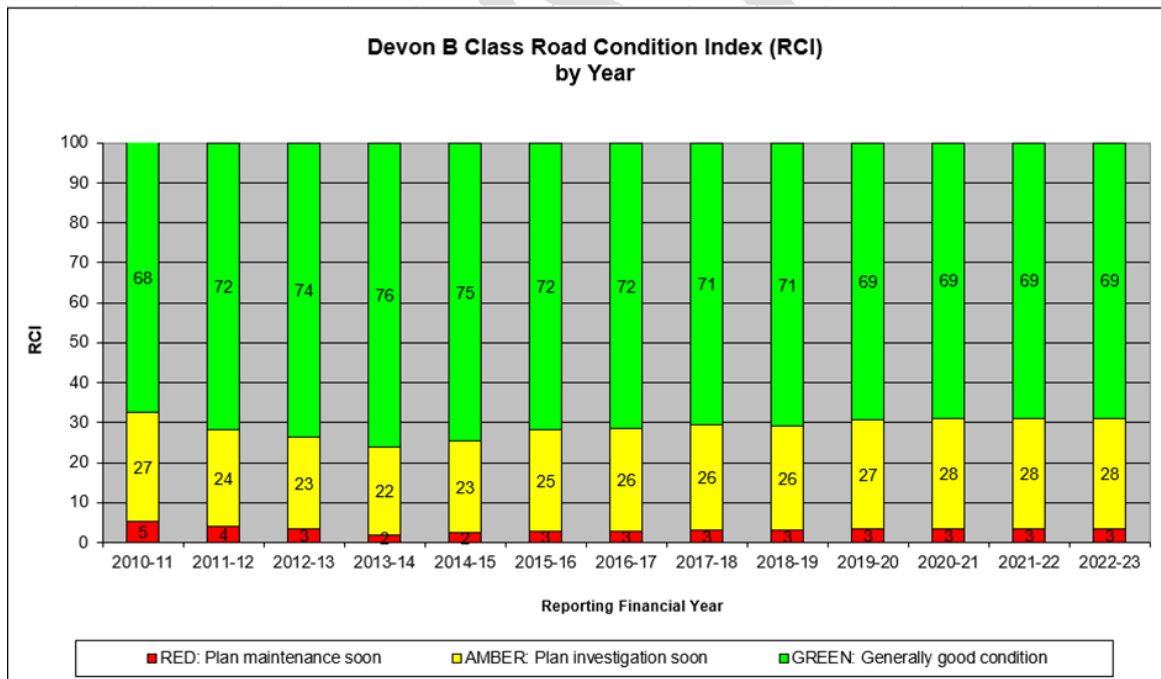


Fig. 1.9: Indicating the road condition specifically for B class roads from 2010/11 – 2022/23.

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### C Roads

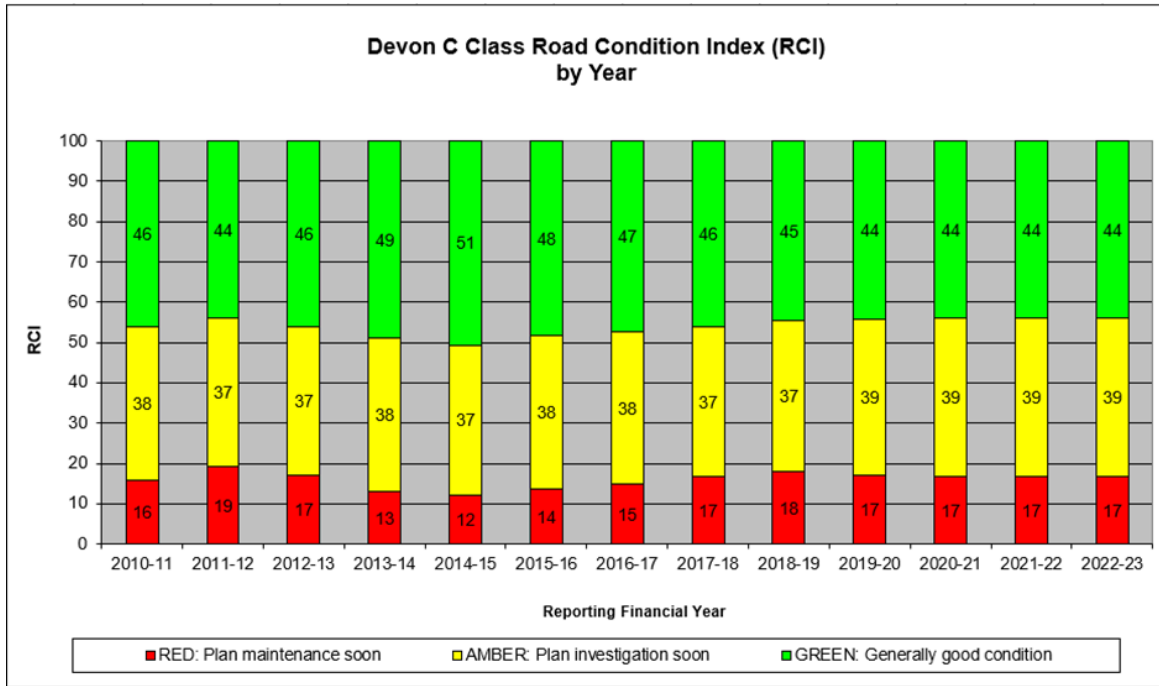


Fig. 1.10: Indicating the road condition specifically for C class roads from 2010/11 – 2022/23.

### Unclassified roads

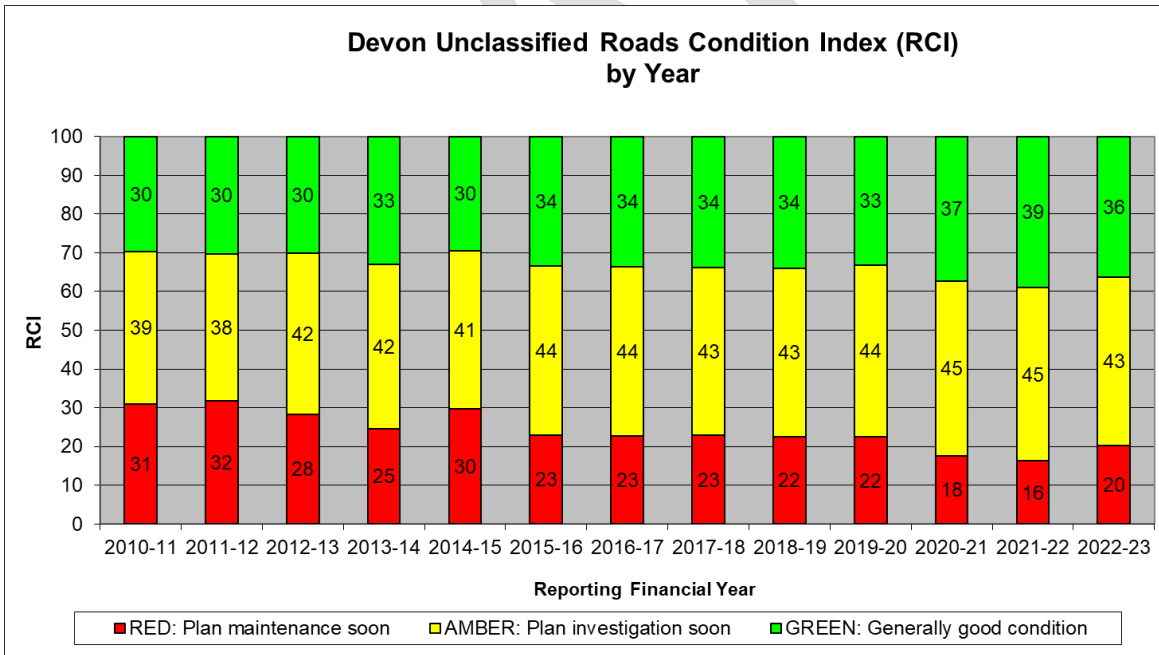


Fig. 1.11: Indicating the road condition specifically for unclassified roads from 2010/11 – 2022/23.

The DfT Technical Note: Road Condition and Maintenance Data provides definitions for the RCI categories and are as follows:

- Green – ‘Good enough’ - No need to plan maintenance
- Amber – ‘Continued deterioration’ - Needs investigating soon
- Red – ‘Really quite bad’ - Planned maintenance soon



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The current RCI condition shows that in periods of better funding, the Council has been able to make significant reductions in the amount of RED category condition carriageway, particularly on the minor, unclassified network. In recent years where funding has been more restrictive, the Council has managed to maintain condition in the higher class, strategic roads however, there has been a decline in the unclassified network.

Whilst this is useful to understand the condition of the carriageway, Devon County Councils response to these categories would be more in line with the Maintenance Service Standards detail in section 4.5. As such, the Council is likely to target treatment in the amber categories where efficiencies can be gained in selecting lower cost treatments to prolong the life of the carriageway. By taking this asset management approach the Council stands the best chance of reducing the amount of carriageway that becomes Red in the coming years.

With the current levels of funding the Council currently has the following targets in terms of carriageway RCI condition.

Asset Group	Asset components	Performance Outcomes
A roads	Carriageway condition	Limit RCI RED category to 4%
B roads	Carriageway condition	Limit RCI RED category to 4%
C and Unclassified roads	Carriageway condition	Manage and limit increase in RED category condition by targeting Amber Category for cost effective maintenance.  RED category managed for safety.

*Fig. 1.12: Indicating maintenance targets and outcomes set by the council.*

## 4 Maintenance Strategy

### 4.1 Creation of a new asset

Devon's carriageway asset is ever changing with predominant annual increases. New assets are created in a variety of ways, including:

- Council schemes to create new roads which are funded through capital investment. These generally consist of bypasses, major link roads and relief roads,
- Developer funded schemes can and do provide new carriageway particularly in the form of new housing and industrial estate roads. These are often adopted by the council once stringent conditions and specifications are met, and
- Regeneration and improvements schemes are another source which can result in additional carriageway being created through widening.

### 4.2 Routine and reactive maintenance

The council undertakes a range of cyclical highway maintenance activities which have the purpose of keeping the carriageway in good condition by allowing water to

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## Annex 1 - Carriageways

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drain effectively, thus maximising the design life, these activities include but are not limited to:

- Gully Cleaning,
- Ploughing (Edge Cleaning),
- Sweeping
- Ditching

Over the years, some of these activities have been reduced in frequency, due to financial pressure. Some activities, such as programmed weed spraying, have ceased altogether. Where there is an appetite some local parish and town councils have taken on some of these tasks as part of the Council-led self-help schemes. However, with the prospect of further restricted funding, the ability to undertake these activities will be further impacted. This in turn will see a reduced ability to deal with water on the carriageway, which is leading to accelerated deterioration, earlier intervention of defect repairs and a reduced lifespan of the asset.

The Council's highway inspection regime ensures that all the county's roads are inspected at various frequencies dependent upon their category within the maintenance hierarchy and in accordance with the authority's [Highway Safety Policy](#).

Works identified as a result of inspections are assessed against certain criteria such as, carriageway category, size, probability of interaction with highway user and potential severity to determine how they will be treated, all of which is described in the Highway Safety Policy. Such treatment could include immediate temporary or permanent repair, scheduled treatment based on level of posed risk, or even inclusion in a future works programme. These reactive repairs are carried out to ensure safety of the highway user but also, to prolong the life of the asset where possible.

Alongside safety repairs, inspections will also highlight serviceability issues that may need resolving in the short term in an effort to prevent a safety issue and to maintain the integrity of the asset where possible. Where budget allows the authority may employ 2 forms of routine carriageway maintenance in this way.

- Dragon Patching – a single vehicle and quick operation that uses flame to remove water and clean defects, followed by aggregate and binder sprayed into the affected area at high pressure to create the necessary compaction. These machines can treat numerous minor defects over a single day, and



*Fig. 1.13: Dragon patcher in operation.*

- Serviceability patching – a more traditional form of patching. Small teams using hand tools can patch small areas of defective carriageway up to 50m<sup>2</sup>. These areas could be added to preventative programmes of work at a later date.

### 4.3 Renewal or replacement

With effective forward works planning and prioritisation, the Council aims to carry out both proactive treatments and major renewal or replacement at the right time for the right cost, ensuring the Council gets the maximum benefit for the cost.

Below are some examples of the type of treatment the Council make use of. The way these treatments are selected is indicated in section 4.6 below.

#### Types of Treatment

##### *Recycling (Renewal/Replacement)*

There are three main types of recycling used for highway maintenance:

- Ex-situ – Ex-situ recycled material comprises bound material suitable for the construction of pavement layers produced in a fixed or mobile mixing plant from graded aggregate processed from arisings from the excavation of roads, blended, where necessary, with other aggregate and additives and bound with bituminous binder and/or hydraulic binder material. These recycled materials are typically used to replace traditional binder and base course layers. The treatment is then followed with a surface treatment of either asphalt or surface dressing,
- Deep In-situ – The purpose of deep in-situ recycling, in conjunction with a new asphalt surface, is to strengthen the existing pavement by in-situ recycling using bitumen or hydraulic material as a binder. This is achieved by pulverizing the pavement, which may be asphalt, hydraulic bound mixture or unbound material and binding the pulverized layer together with bitumen emulsion, foamed bitumen or hydraulic material. Materials are recycled to depths of between 150 mm and 450 mm and then followed with an asphalt overlay, and
- Shallow In-situ – The purpose of shallow in-situ recycling is to improve and regrade the surface of the existing pavement by pulverizing to depths

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between 75 and 150mm and then binding this material using bitumen emulsion, foamed bitumen, or hydraulic material.

Following the recycling process the surface is sealed using a surface dressing.

### *Reconstruction (Replacement)*

This treatment involves the removal of the existing pavement layers to remediate structural failure of the carriageway. The depth of reconstruction is determined by the traffic flows, maintenance category and ground conditions, typically it will include the following layers:

- Base - Asphalt concrete dense bituminous macadam,
- Binder course - Asphalt concrete dense bituminous macadam, and
- Surface course - Asphalt concrete, SMA or HRA.

Where necessary the foundation layer will be replaced with a suitable depth of granular sub-base; and the correct design will give the structure of a carriageway a design life of 40 years, where the correct surface interventions are carried out during this time.

### *Resurfacing (Replacement)*

- This treatment involves the introduction of a new asphalt surface, typically 40mm deep, to the road or footway. This is achieved by either removal of the time expired existing surface or by overlaying the existing surface where it is of sound condition and surrounding thresholds allow. Where current condition requires a binder course maybe included at a depth of 60mm either as isolated patching or across the whole scheme.
- Resurfacing provides a new running surface restoring skid resistance, surface profile and prevents the ingress of water to the lower pavement layers.

### *Surface dressing (Preventative)*

- This is a surface treatment that consists of spraying a film of binder onto the existing road surface followed by the application of a layer of aggregate chippings. The chippings are then rolled to promote contact with the binder and to initiate the embedment in the underlying road surface.
- Surface dressing is a cost-effective way of restoring the road surface and sealing it against the ingress of air and water.

### *Lock chip (Preventative)*

- In essence this is the same as surface dressing however, there is an addition of a bitumen-based coating over the dressing once the dressing has achieved some embedment.
- Due to the additional visits and processes this makes the treatment more expensive than normal Surface Dressing.

### *Micro Asphalt (Preventative)*

- This is a surface treatment applied by machine in two layers to the existing road surface comprising of aggregates up to 6/10mm bound with bitumen emulsion and hydraulic binders. The treatment arrests deterioration by sealing surface from the ingress of air and water and by dealing with minor surface defects.

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### *Hand Applied Slurry Surfacing (Preventative)*

- This is a surface treatment applied by hand in two layers to the existing carriageway surface comprising of aggregates up to 6mm, bound with bitumen emulsion. The treatment arrests deterioration by sealing surface from the ingress of air and water and by dealing with minor surface defects.

### *Asphalt Preservation (Preventative)*

- This treatment for existing asphalt surfaces involves the spray application of a sealant treatment onto the road surface that consequently restricts water ingress and inhibits binder oxidation by providing a protective seal.
- This is a preventative treatment that is applied prior to deterioration of the existing asphalt surface.

### *Joint & Crack Repair (Preventative)*

- This treatment option deals with open joints and cracks in the existing carriageway up to a width of 150mm. The area is filled using either a hot applied or resin system, the treatment seals the joint or crack to prevent the ingress of air and water and restores the surface profile.

### **Innovation**

The Technical Appraisal Panel (TAP) assesses and trials new innovations in highway maintenance and repair, including carriageways. The main focus of the group is to address corporate aims, such as carbon reduction by establishing and approving a wider selection of treatments that can be used on the carriageway at various stages of the lifecycle. This may also bring about cost benefits compared to traditional forms of maintenance.

### **Site Selection**

To inform the decision to ensure the correct design is selected for carriageway schemes the sites are investigated with the potential for core sampling along the scheme extents. Core samples are used to identify the current depth and condition of the existing pavement layers, also they are screened for the presence of coal tar. Where coal tar is identified, the core is fully analysed to determine whether the level is above the trigger point to classify the potential asphalt arisings as hazardous. The cost for the disposal of hazardous road arisings is prohibitive so the approach taken is to either design the scheme to negate the need to remove the hazardous material or where this is not possible the hazardous material is encapsulated using a recycling process.

### **4.4 Decommissioning of the asset**

It is rare for carriageway assets to be decommissioned. This usually only occurs when roads are closed (or 'stopped up') because of major highway improvements or realignments. As a result of this, it is possible that sections of highway may fall into disuse or returned to the landowner of the subsoil beneath the highway.

The importance of maintaining an up-to-date asset inventory is recognised, taking into account the changes which do occur through planned activities and one-off events.

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### 4.5 Maintenance Service Standards

Maintenance Service Standards were developed which define the Council provision for each asset type based on three levels:

- Safety,
- Safety and Serviceability or
- Safety, Serviceability and Sustainability.

These terms are defined further in [Section 3.3](#) of the lead section of this document.

These are defined in simple terms of what a road user could expect to see. This is very useful understanding the level of service in context of what is affordable.

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

Fig. 1.14: Indicating safety related issues and a description of typical appearance.

As pressures on budgets continue and become more restrictive, the ability of the Council to provide a service above that of safety is going to be severely impacted. This is illustrated in the tables below. Figure 1.15 illustrates the maintenance standards that can be expected on carriageways with current funding levels.

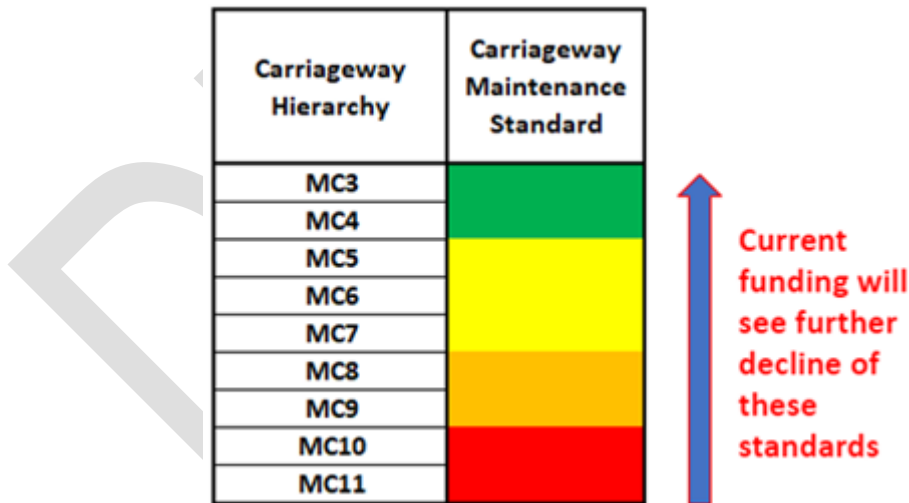


Fig. 1.15: Maintenance standards expected on carriageways

### 4.6 Treatment Selection

In conjunction with the maintenance service standards, the Council has also produced a treatment matrix which acts as a guide to the most appropriate materials/treatments to be used on the various categories of carriageway.

A link to the matrix can be found in [Appendix 1 - 1](#).

The matrix uses a colour coding system to indicate the approved treatments for each category:

## Annex 1 - Carriageways

- Green = Approved treatment,
- Amber = Can be used with approval from Asset team, and
- Red = Not to be considered on category of carriageway.

This matrix also gives an indication as to the carbon impact of each treatment, which will be important in the decision making process as the Council moves forward with the Carbon reduction strategy. As more becomes known about carbon cost through the carbon calculators, this element of the matrix will be updated. It is also important to note that Warm Mix Asphalt is given as the default material, which should only be changed following approval from the service manager.

As new treatments and processes become available, following approval by TAP, this matrix can be further updated.

## 5 Levels of Service and Investment Strategy

Levels of Service demonstrate the relationship between the Council's corporate objectives, including the Strategic Plan for 2021 - 2025, and the performance of highway assets in terms of stakeholder requirements. The Levels of Service represent the fundamental service aimed at helping to deliver a road network which is as safe, reliable and as fit for purpose as possible within the current funding and resource constraints. Table 5.1 is an extract from the Strategy and shows the Levels of Service measures for carriageway surface along with an indication of how they relate to the Council's Levels of Service Statements.

Measure	Responding to the climate emergency	Be ambitious for children and young people	Support sustainable economic recovery	Tackle poverty and inequality	Improve health and wellbeing	Help communities to be safe, connected and resilient
Continue the development of the Community Road Warden Scheme (CRWS) by providing training, equipment and materials to local volunteers to assist with carrying out minor amenity maintenance activities and repairing non-safety defects.	✓		✓			✓
Respond within 2 hours to any occurrence or incident that poses a threat to life or renders the highway unusable or unsafe.			✓	✓		✓
Using road condition data and community feedback to develop and deliver an annual programme of	✓		✓	✓	✓	✓

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## Annex 1 - Carriageways

Measure	Responding to the climate emergency	Be ambitious for children and young people	Support sustainable economic recovery	Tackle poverty and inequality	Improve health and wellbeing	Help communities to be safe, connected and resilient
carriageway structural maintenance repairs including resurfacing, patching and surface dressing to maintain roads within available budgets.						
Survey skidding resistance on A roads and investigate, monitor and repair deficiencies and/or put-up slippery road warning signs.			✓			✓
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.			✓			✓
Support communities in their efforts to organise volunteers to clear snow and spread grit on routes considered locally important by providing support and training to snow wardens as well as equipment and bagged salt where applicable.			✓			✓

Fig. 1.16: Levels of Service

### 5.1 Lifecycle Model

An essential element of lifecycle planning is predicting the rate at which any given asset will be consumed. A deterioration profile can be developed from a variety of sources including historical performance, local knowledge and best practice. There is a complex deterioration model in use for carriageway condition.

Carriageways are a depreciating asset and constantly deteriorate. The primary factors in deterioration are the age of the carriageway, weather (particularly winter weather conditions) and traffic, particularly heavy goods. The cost of repairing that annual deterioration is known as Standstill or Steady State. Modelling of the carriageway component of the asset undertaken in 2020 indicated a need for approximately £50.6 million per annum to maintain carriageways in a steady state. The carriageway deterioration model has been developed with the Highway systems provider and is used to predict the future condition of the carriageway under a range of different funding and treatment scenarios.



## Annex 1 - Carriageways

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The model has been developed to treat carriageways categorised as red and amber, as per Road Condition Index to model a typical treatment strategy which addresses both interventions on the worst sites, but also a preventative approach to intervene at a time before roads becoming more expensive to treat.

The model also calculates backlog (the cost of repairing all the RED sections of road network). Devon's carriageway backlog was previously calculated as £167 million, however this is currently being revised to better reflect delivery costs, especially in light of inflationary pressures.

### 5.2 Investment Strategy

The current performance of carriageway assets, detailed in Section 4.0, show that Devon's A, B and C roads are being maintained in a relatively steady state and good condition.

Unclassified roads combined with C roads, make up 87% of Devon's Road network. The performance summary shows that the unclassified network has a relatively high proportion in Red and Amber categories, that should be considered for maintenance work immediately. This reflects the fact that the level of available capital funding is insufficient to carry out structural maintenance on the entire road network of the Council.

The current budget does not provide sufficient funding to meet the annual cost of deterioration of the asset and consequently the condition of certain elements of the highway asset will get worse. The Council's strategy in this area will be to manage and mitigate that decline.

Whilst the funding prioritises the strategic routes, the authority's asset strategy has a wider remit in ensuring all communities have access to a road infrastructure which allows communities to 'Grow Up, Live Well, and Prosper'. It is necessary that the investment in the main roads is complimented by ensuring that good access to local communities is maintained. Therefore, an investment will continue to be made on roads outside of the A and B network that are included in the primary salting network, and other roads prioritised by several factors including:

- Asset need identified by data,
- Local information gained from communication with Town's and Parishes, and
- Expert knowledge from colleagues who understand the challenges of the local network.

This will help communities to feel Safe, Connected and Resilient in line with Best Place priorities.

Annually the Asset Management Team produce a Capital programme report for Cabinet which reviews progress on the current year's schemes and the next year's budget. The HSM Capital Budget and HSM Revenue Budget reports to Cabinet each year are built on and reaffirm the investment strategy for carriageways.

## 6 Programme Development

Devon Highways prepares an annual structured and prioritised forward works programme based on the investment strategy and available funding. Planning is important to operating a successful delivery programme, to aid efficiency, avoid

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## Annex 1 - Carriageways

abortive work and reduce disruption on the network. It is desirable that HSM structural schemes are designed at least one year prior to delivery.

The in-year delivery programme still requires agility and flexibility and will change due to events (e.g. responding to weather events or the discovery of conflicts with other planned utility works, budgets). Schemes can be brought forward or deferred as required to help balance the programme in-year.

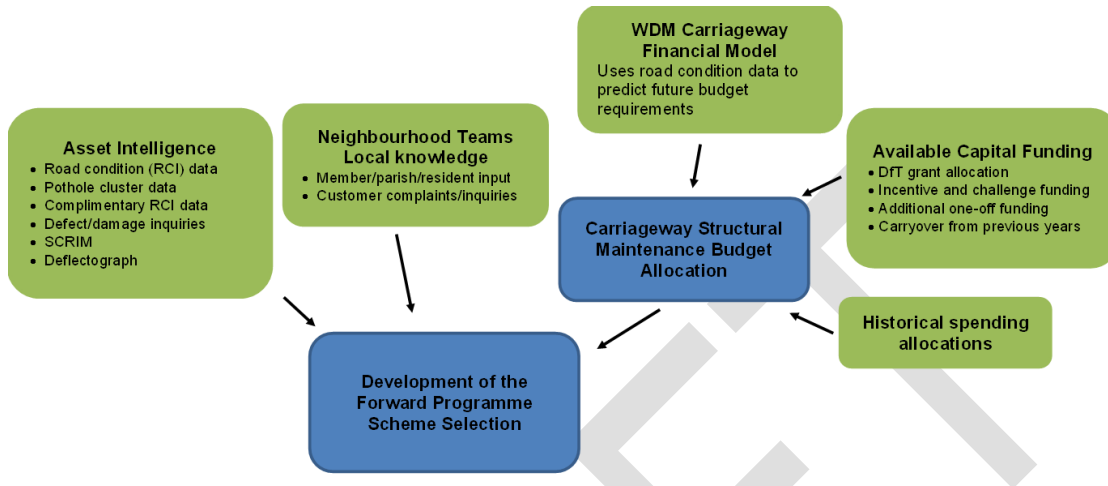


Fig. 1.17: Indicates the prioritised and forward works programme model.

## 6.1 Identifying Schemes for an Initial Works Programme

### SCRIM Sites

Devon limits routine annual SCRIM surveys to the principal road network only as it is considered neither affordable nor practicable for all roads on the highway network to be surveyed for skid resistance. The remaining untested network is covered under the strategy in the Annual Wet and Dry Collision Review, other roads identified as requiring further investigation are 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.

### Principal Roads

There are a number of principal roads in the County that carry high vehicle flows and are of significant importance to the County's economic prosperity. These include the A361, A39 west of Barnstaple, A380 and the main commuter and LGV routes to Exeter.

When undertaking maintenance of these roads a structured planned approach based on lifecycle planning should be adopted based on the known date of last maintenance treatment. Scheme timing will be verified by machine survey data and on-site evaluation. It is anticipated that preventative maintenance treatments will need minimal preparatory work. Prior to 2012/13 formal maintenance history was not well maintained; however, since then the Asset Team has endeavoured to capture relevant information. Approximate dates of previous maintenance works may

## Annex 1 - Carriageways

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be known to staff and where possible this should be considered in overall programming.

Maintenance schemes for these roads should be planned and designed well in advance and wherever possible be of a suitable scale. This scale is likely to be impacted by reducing budgets.

The remainder of the principal road network will have schemes developed primarily on the basis of machine survey and defect data combined with lifecycle planning. In addition to that, information gained from local teams around priorities and additional works will be taken into consideration. The aspiration is to produce schemes that address the site as a whole to reduce the need for multiple visits and increased disruption.

An issue in the identification of structural schemes has been the failure to appropriately identify and prioritise treatment of surface course failures where the defects arising do not trigger reactive safety repairs. Use of the Scottish MCIR (Maintenance Carriageway Indicator Resurfacing) has been promising and is being used to identify future works.

There is a need for reactive programming of failures either structural or surface which may be established through either survey or local report. Whilst these frequently do not generate safety defects, areas of delaminating surface compromise ride quality and can have a major impact on 2 wheel users. Surfacing schemes will be developed using a combination of MCIR indicator, reports of neighbourhood teams verified by site inspection. This means that some sites could be introduced to the programme at short notice. With reduced funding such occurrences of programme change will become more frequent, impacting more effective long-term planning.

'Wet and dry' skid sites identified by analysis of the SCRIM survey will be programmed and wherever possible integrated with the maintenance programmes.

### The Local Asset Capital Programme (LACP)

Devon County Council has looked to breakdown some of the historic budgetary silos by introducing the Local Asset Capital Programme. Rather than budgets based on function or treatment, there has been a creation of area-based budgets which can incorporate a range of treatments, depending on the need of the area.

With the creation of the LACP process, greater emphasis has been placed on identifying and understanding local priorities when selecting works so that we can better serve.

The LACP process starts with a sample of the survey data collected:

- SCANNER data,
- Visual survey data, and
- Customer data (throughout the year).

SCANNER data is presented as a Road Condition Index (RCI), which is deemed to appropriately represent what is found on the ground and reinforces confidence in the data.

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Using this data, the process then continues by (manually) scoring sections (junction to junction) on a mobile app (junction to junction), using a 1 to 6 score, where 1 is 'as new' and 6 is 'failed' state. Whilst scoring the sections, additional details are picked up such as the use of roads and this information is added to the map as handwritten notes. Any known drainage issues are also added to the app.

This map-based information can then be shared and discussed with Parish Councils and local experts where other important local intelligence is captured. This local intelligence includes the importance of local routes with the needs of the local residents.

Parishes identify their top priorities to the Council, which are then compiled over all the county. The Council looks at the data across all the parishes and prioritises all the selected areas. Taking the upcoming year's funding or likely funding available into account, this then results in a programme for the upcoming year.

Work is programmed for the year ahead, taking the yearly budget into account; however, about three years of work is identified in total, which will roll on into the next year's program.

Below is a diagram illustrating the information sources used to identify schemes for the LACP.

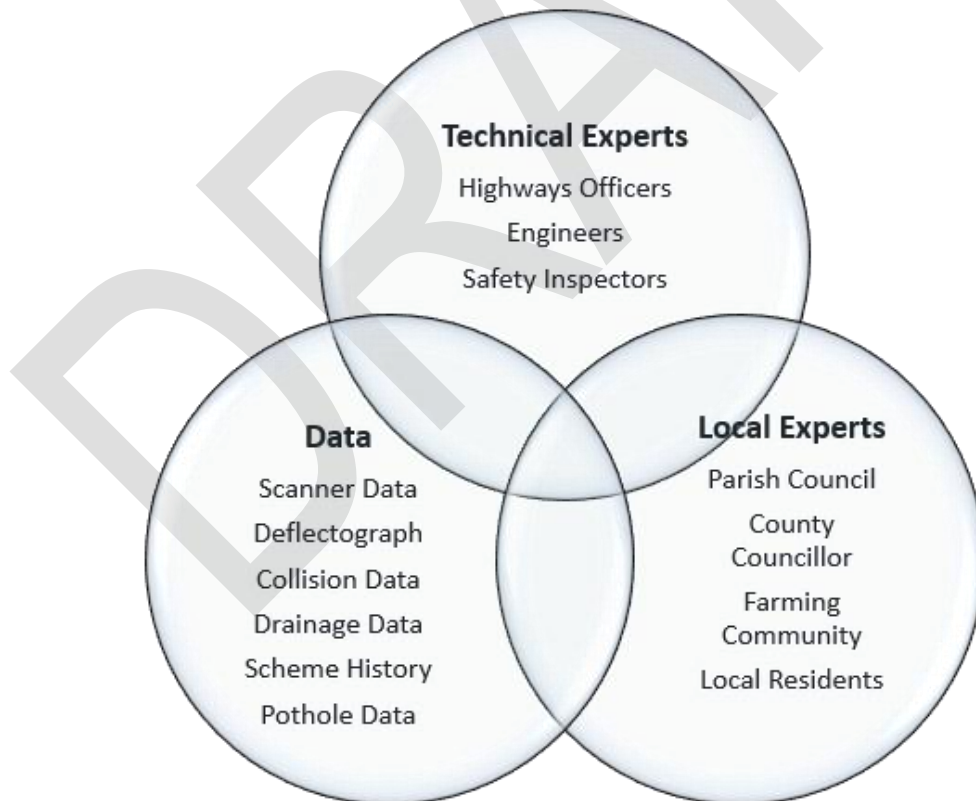


Fig. 1:18: LACP Information Sources

## Annex 1 - Carriageways

There is a diverse team involved in the identification and development of the LACP. To aid operational decision making, the Council has an internal guide to the teams involved and the roles they play.

### 6.2 Optimising and Prioritising the Works Programme

The LACP is still an emerging practice in determining the capital programme of works and may yet be developed further as learning and outcomes become apparent.

Currently, once schemes are identified by the teams, a process of optimising these schemes and prioritising them for the annual programme is followed.

The ultimate aim for this process is to identify a pipeline of work that can span 3 years, with associated prioritisation. From that pipeline it is possible to identify the top priorities that will comprise a programme of works in year 1.

As this is an emerging and organic process, work around how sites prioritisation takes place is still ongoing however, this looks to take elements from all the data sources to establish a programme that best fits the Asset Management goals of the Council, along with the needs of the local communities.

Due to the unpredictable nature of local highway maintenance, there is always scope for the annual programme to be impacted by previously unknown but urgent works. Effective prioritisation and programming of the work means that the Council is able to robustly justify any lower priority works that may need to be delayed in such circumstances.

The pipeline programme is also under regular review as conditions and other priorities may come into play.

## 7 Risks

Some of the risks that prevent or inhibit the Council achieving its asset management aims for carriageways are as follows:

- **Budget** – With insufficient Capital budget the Council will not be able to manage the deterioration in the network, thus only provide reduced levels of service. This will place greater pressure on Revenue budgets and also lead to more claims, reduced customer satisfaction and reputation damage or the Council. Also, restrictions on the Revenue budgets have also placed strain on appropriate asset management. With less capacity to undertake cyclical work on the carriageway and associated assets, the expected lifespan of the carriageway is often reduced, bringing about interventions such as safety related repairs at a much earlier stage.
- **Increased Costs** – Linked with budgets is the increase in costs to undertake the required work. In recent years, budget restrictions along with higher rates of inflation and other costs have seen a reduction in the amount of carriageway that can be treated each year. If this trend continues the deterioration rate and backlog of maintenance will increase.
- **Data** – If inventory and other data is not kept up-to-date and relevant it will not be possible for the authority to accurately model and plan for the deterioration of the network. This will lead to misdirection of funding and misapplication of asset management principles.

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## Annex 1 - Carriageways

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- **Climate** – Changes in climate conditions will affect the lifespan of the carriageways through increased deterioration.

### 8 Improvement Actions

Alongside the Highway Infrastructure Asset Management Plan, this Annex is a live document. It will be subject to continuous improvement and ongoing development with input from Council Officers and Stakeholder feedback. Areas for improvement are identified within the Annex which are summarised as Improvement Actions in this section. These Actions are aligned with Strategic Goals and are assessed as part of a wider cross-asset prioritisation process that prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the Carriageways asset management objectives are achieved are:

- **Visual serviceability inspections** – This is an emerging practice which allows greater understanding of the network and some ratification of the data resulting from condition surveys. It is envisaged that this process will become more embedded in operations with agreed frequencies and scope.
- **Inventory data** – Accurate inventory data is fundamental to achieving asset management aims. Explore improved methods of inventory collection and updating to ensure the information is accurate.
- **Scheme justification and prioritisation** – Through the emerging LACP process justification and prioritisation has become an important element in establishing a robust programme. The Council is annually reviewing this process to ensure the schemes selected are in line with priorities set by it's own Asset Management plans, as well as serving the community needs.

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## General Carriageway Maintenance Treatments Attributed to Maintenance Categories

**Note** *Safety defects to safety policy. Safety defect repair must take priority and may, in some circumstances override the content of this schedule.*

*To be read in conjunction with the current policy and term maintenance contract specification*

Version 3.4  
Nov-2021

Treatment	Reconstruction		Surface Treatments						Defect Repairs #			
	Recycling	Reconstruction	Resurfacing	Surface Dressing	Micro asphalt	Slurry Seal	High Friction Surfacing	Preservation	Patching	Potholes	Joint and Crack repair	
Carbon Impact	LOW	HIGH	HIGH	LOW	MED	LOW	MED	LOW	HIGH	MED	MED	
National Category	Devon Maintenance Category											
2	3	Ex-situ / deep in-situ recycling	WMA SMA where trafficked greater than one year. WMA AC prior to dressing	WMA Polymer SMA / Proprietary Materials / Polymer AC. Also on on high stressed areas on surface dressing sites.	Premium Dressings. Proprietary Dressings in urban or high stress situations.			Appendix G sites, Railway level crossings, Controlled pedestrian / cycle / horse crossings. Principal Road traffic signalled junctions with a pedestrian / cycle phase	Proprietary System	WMA SMA where trafficked greater than one year. WMA AC prior to dressing	AC Permanent	Proprietary system
2	4	Ex-situ / deep in-situ recycling	WMA SMA where trafficked greater than one year. WMA AC prior to dressing	WMA Polymer SMA / Proprietary Materials / Polymer AC. Also on on high stressed areas on surface dressing sites.	Premium Dressings. Proprietary Dressings in urban or high stress situations.	<50mph		Appendix G sites, Railway level crossings, Controlled pedestrian / cycle / horse crossings. Principal Road traffic signalled junctions with a pedestrian / cycle phase	Proprietary System	WMA SMA where trafficked greater than one year. WMA AC prior to dressing	AC Permanent	Proprietary system
3a	5	Ex-situ / deep in-situ recycling	WMA SMA where trafficked greater than one year. WMA AC prior to dressing	WMA Polymer SMA / Proprietary Materials / Polymer AC. Also on on high stressed areas on surface dressing sites.	Premium Dressings. Proprietary Dressings in urban or high stress situations.	<50mph		Appendix G sites, Railway level crossings, Controlled pedestrian / cycle / horse crossings. Principal Road traffic signalled junctions with a pedestrian / cycle phase	Proprietary System	WMA SMA where trafficked greater than one year. WMA AC prior to dressing	AC Permanent	Proprietary system
3b	6	Ex-situ / deep in-situ recycling	WMA SMA where trafficked greater than one year. WMA AC prior to dressing	WMA Polymer SMA / Proprietary Materials / Polymer AC. Also on on high stressed areas on surface dressing sites.	Premium Dressings. Proprietary Dressings in urban or high stress situations.	<50mph		Appendix G sites, Railway level crossings, Controlled pedestrian / cycle / horse crossings. Principal Road traffic signalled junctions with a pedestrian / cycle phase	Proprietary System	WMA SMA where trafficked greater than one year. WMA AC prior to dressing	AC Permanent or cold lay	Proprietary system
4a	7	Ex-situ / deep & shallow in-situ recycling	WMA SMA where trafficked greater than one year. WMA AC prior to dressing	WMA SMA/ AC on high stressed areas on preventative sites	Premium Dressings. Proprietary Dressings in urban or high stress situations.	<50mph	Urban sites where access for micro asphalt equipment is difficult.	Appendix G sites, Railway level crossings, Controlled pedestrian / cycle / horse crossings.	Proprietary System	WMA AC patching where trafficked greater than one year. WMA AC or patching prior to dressing	AC or cold lay or spray injection patching	Proprietary system
4a	8	Ex-situ / deep & shallow in-situ recycling	WMA AC	WMA AC on high stressed areas on preventative sites	Proprietary Dressings in urban situations.	<50mph	Urban sites where access for micro asphalt equipment is difficult.	Appendix G sites, Railway level crossings, Controlled pedestrian / cycle / horse crossings.		WMA AC or spray injection patching where trafficked greater than one year. WMA AC or spray injection patching prior to dressing	AC or cold lay or spray injection patching	Proprietary system
4b	9	Ex-situ / deep & shallow in-situ recycling	WMA AC	WMA AC on high stressed areas on preventative sites.	Proprietary Dressings in urban situations.	Urban sites only	Urban sites where access for micro asphalt equipment is difficult.	Appendix G sites, Railway level crossings, Controlled pedestrian / cycle / horse crossings.		WMA AC or spray injection patching where trafficked greater than one year. WMA AC or spray injection patching prior to dressing	AC or cold lay or spray injection patching	Proprietary system
4b	10	Shallow in-situ recycling		WMA AC on high stressed areas on preventative sites.		Urban sites only	Urban sites where access for micro asphalt equipment is difficult.	Appendix G sites, Railway level crossings, Controlled pedestrian / cycle / horse crossings.		WMA AC or spray injection patching where trafficked greater than one year. WMA AC or spray injection patching prior to dressing. On rural roads emulsion and chippings prior to dressing	AC or cold lay or spray injection patching	Emulsion & chippings rural sites. Hand applied slurry urban sites.
-	11	Shallow in-situ recycling					Urban sites where access for micro asphalt equipment is difficult.	Appendix G sites, Railway level crossings, Controlled pedestrian / cycle / horse crossings.		WMA AC or spray injection patching where trafficked greater than one year. WMA AC or spray injection patching prior to dressing. On rural roads emulsion and chippings prior to dressing	AC or cold lay or spray injection patching	Emulsion & chippings rural sites. Hand applied slurry urban sites.
-	12	Planings									Planings	

Key -

	Recommended treatment.
	Treatment can be considered in liaison with the Asset Team.
	Treatment not considered suitable for maintenance category.

# WMA should be used as default choice unless agreed by the service manager.



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Version	Date	Summary of Changes
0.1	10.03.2023	For consideration by Cabinet

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### 1 Introduction

Included in the Council's Strategic Plan for 2021-2025 is prioritising sustainable travel and transport, with emphasis on promoting opportunities for cycling and walking in the county. The desire for safe, serviceable, and sustainable footways is an essential part of the Strategy.

Footways have many benefits:

- They provide safe space for pedestrians, especially younger and elderly users,
- They separate pedestrians and traffic,
- They connect communities, schools, hospitals, and businesses,
- Walking promotes, wellness, active and sustainable travel, and
- Walking also helps us in reducing our carbon footprints.

Since the Government published its Gear Change plan in 2020, there has been additional focus and funding made available for active travel. £2 billion of funding has been committed for active travel over 5 years with the aim for 50% of all journeys in towns and cities to be walked or cycled by 2030. In support of these aims, local authorities are expected to produce Local Cycling and Walking Infrastructure Plans (LCWIPs) to enable a long-term approach to developing local cycling and walking networks.

In Devon, The Council is developing LCWIPs for the major urban growth areas where there is greatest scope to secure developer contributions to enable delivery of the scheme as well as for our leisure network of trails, which are an important part of improving peoples' health and wellbeing and supporting our rural economy.

The development of LCWIPs will have an impact on the nature and maintenance requirements of the County's footway asset group, and as such consultations with key stakeholders will continue to best understand this. Where possible the Council will also look for opportunities when undertaking planned maintenance to link into LCWIPs in order to maximise efficiencies and value for money.

### 2 Inventory

#### 2.1 Inventory

A detailed highway inventory is an essential prerequisite of establishing a cost effective and adequate maintenance regime and is the starting point for valuation of the asset which is to be used for the Whole of Government Accounts (WGA) currently being implemented. The current Footway Gross Replacement Value (the cost of replacing the asset with its modern equivalent) is £421,406,000 and the Depreciated Replacement Cost (the cost of replacement of the highway in its current condition) is £333,513,100.

The inventory is the foundation on which asset management is built and when analysed in combination with other data, for example, condition, road casualties and traffic flows, it provides crucial decision supporting information.

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### 2.2 Network Hierarchy

The development of a footway maintenance hierarchy is the foundation of a coherent consistent and auditable asset inventory as it provides the organisation structure to the inventory.

The hierarchy reflects the needs, priorities and actual use of each road and will be used as a tool in determining priorities maintenance standards, targets and performance.

A table of the Footway Maintenance Hierarchy and respective lengths of each hierarchy is shown below:

Footway Maintenance Hierarchy	Hierarchy Description	Type of Footway / General Description	Length of Hierarchy
1	Primary Walking Route	Busy urban shopping and business area and main pedestrian routes.	99 km
2	Secondary Walking Route	Medium usage routes through local areas feeding into primary routes, local shopping centres etc	144 km
3	Link Footway	Linking local access footways through urban areas and busy rural areas.	330 km
4	Local Access Footway	Footways associated with low usage, short estate roads to the main roads and Cul-De-Sac.	2,439 km

Fig.2.1: Footway Maintenance Hierarchy

## 3 Performance

### 3.1 Current and historical condition

The establishment of an effective regime of inspection, assessment and monitoring of asset condition is an essential component of an effective asset plan. The inspection types and condition assessment methods featured below are based on the national code of practice Well-managed Highway Infrastructure 2016. The guidance uses a risk-based approach to developing local practices.

Inspections are particularly important in the case of network safety where information may be crucial in respect to legal actions. A robust inspection regime therefore forms part of the Council's defence against claims and legal proceedings.

#### Safety Inspections

The current safety inspection regime can be found in the current Highway Safety policy, a link to which can be found [here](#).

The Council's standards for the frequency of footway safety inspections considers current national guidelines such as:

- Well-managed Highway Infrastructure: A Code of Practice issued (October 2016),

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- Well Managed Highway Liability Risk issued March 2017, and
- Highway Act 1980.

Footway Maintenance Category	Hierarchy Description	Suggested frequency of inspections.
1	Primary walking route	monthly
2	Secondary walking route	3 months
3	Link footway	6 months
4	All other metalled footways	12 months

*Fig.2.2: Categories, Description and Frequency of Inspection.*

### Condition Surveys

Footway Network Surveys (FNS) are carried out yearly on all categories of footway. They provide a detailed visual inspection for footways which delivers a comprehensive survey of the condition to support effective asset management.

The purpose of condition assessment is to address the key objective of Network performance and to ensure that value for money is achieved when undertaking structural repairs.

By following asset management principles and providing information on the nature and severity of impairment, the timing and nature of appropriate treatments can be determined. Data from these surveys are also used in the production of National Indicators and repeatable condition surveys allow for analysis of trends within the network.

Condition data is used to identify and generate potential footway LACP (Local Asset Capital Programme) schemes.



*Fig. 2.3: Picture of surveyor on site, using OS maps on tablet to identify survey location.*

### Reporting by the public

A valuable source of condition data is the information the Council gather from the public when safety defects are reported. The provision of location of defects enables the contractor to optimise gangs in organising repairs in an efficient manner.

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### 3.2 Current Performance

Condition surveys are primarily intended to identify deficiencies in the highway infrastructure which if untreated are likely to adversely affect the long-term performance and serviceability of the asset. They provide information on the nature and severity of deterioration which is used to determine appropriate maintenance treatments and inform the asset valuation process. These surveys are used to provide assessments of overall performance, maintenance requirements and relevant data for national performance indicators.

#### Safety Inspections

The table below shows the number of defects reported during safety inspections in recent years.

Year	Defects	Notes
2020/2021	9,141	
2021/2022	9,028	
2022/2023	6,418	To Jan 2023

Fig.2.4: Defects from Safety Inspections

#### Condition Inspections

Fig. 2.5 shows results from FNS between 2016 and 2021. The graph presents the length of each Footway Hierarchy against each of the four bands for Footway Condition. These are: As New, Aesthetically Impaired, Functionally Impaired, and Structurally Impaired.

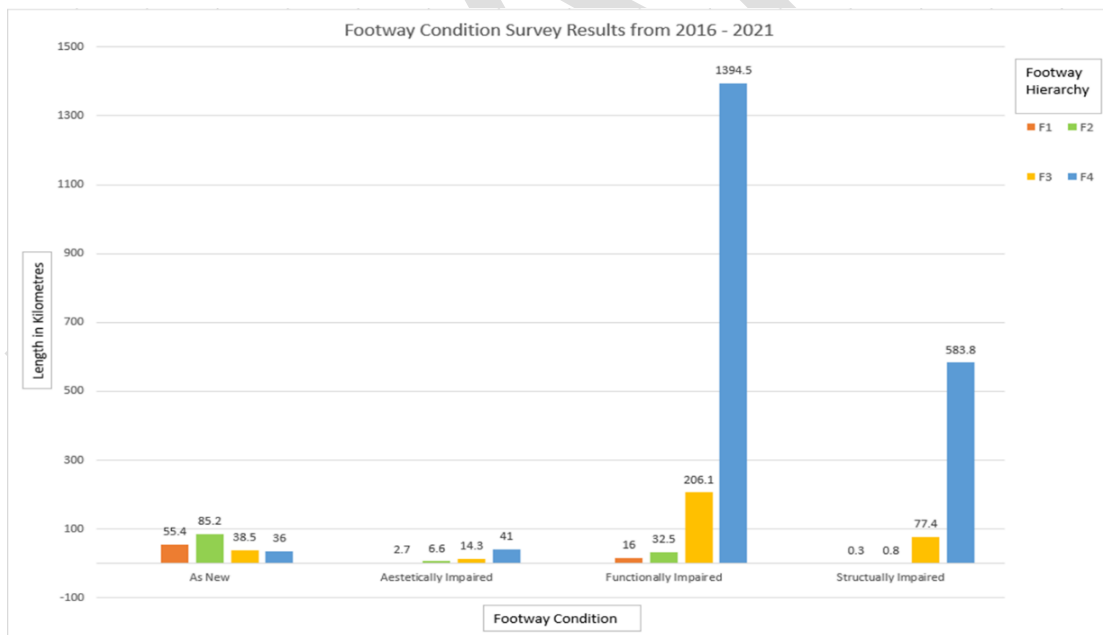


Fig. 2.5: Graph showing Footway Condition from FNS Inspections

The same data is represented in a tabular format in Fig 2.6 below, which shows the percentage of each footway category in each condition band.

Footway Hierarchy	Condition			
	As New	Aesthetically Impaired	Functionally Impaired	Structurally Impaired
F1	74.5%	3.6%	21.5%	0.4%

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F2	68.1%	5.3%	26.0%	0.6%
F3	11.4%	4.3%	61.3%	23.0%
F4	1.8%	2.0%	67.8%	28.4%

Fig. 2.6: Table showing Percentage of each Footway Category in each Condition Band

### Reporting by the Public

For a number of years, the Council has taken part in the National Highway and Transport (NHT) annual survey. This is a public perception survey completed with a statistically representative number of residents for each authority taking part. The graph in the figure below shows the results for overall satisfaction with Pavements and Footways. Although overall satisfaction remains slightly above the 50% level, it indicates that public perception has remained above average in Devon compared with other Councils.

The graph and table below shows Devon's results in each year they have taken part in the survey over the last five years and how they compare with the NHT Average, High and Low of all other Authorities to have participated.

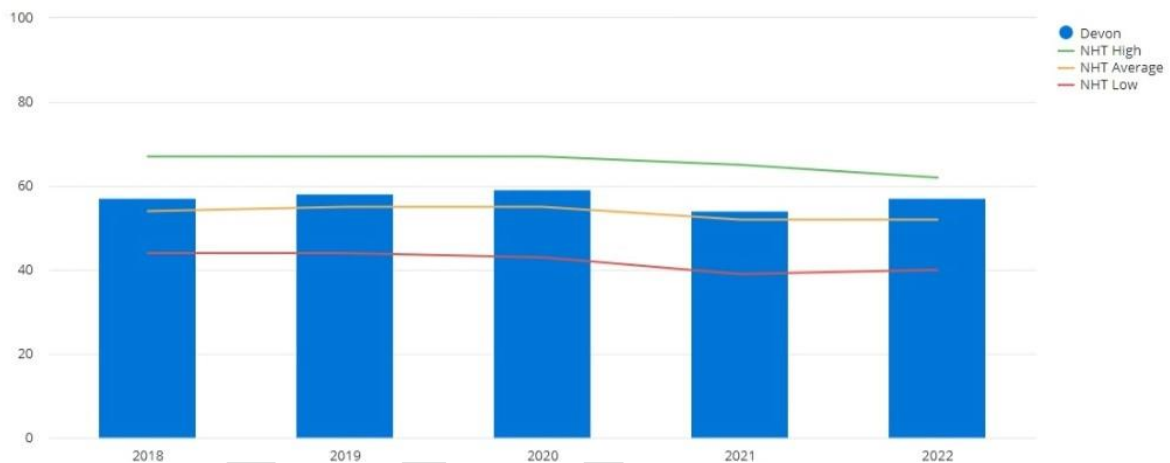


Fig. 2.7: NHT survey results. KBI 11 – Pavements and Footpaths (Overall)

## 4 Maintenance Strategy

### 4.1 Creation of a new asset

New footways are created in several ways including the following:

- When new highway infrastructure such as carriageways are built,
- As part of development works under sections 38, and 278 of the Highway Acts 1980,
- As part of major housing developments, and
- As part of the strategic plan to encourage active travel.

### 4.2 Planned maintenance

Programmed work includes the following:

- Replacing or renewal of defective slabs,
- Patching and replacing paving blocks or bricks,
- As part of slurry seal programme,
- As part of resurfacing or reconstruction programme, and
- Programmes created following regular inspections.

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## Annex 2 - Footways

### Treatment options

Selection of treatment types will take into consideration the performance requirement of the asset both in terms of fitness for purpose for users, numbers of users and the projected deterioration profile, and what subsequent treatment type can be considered for future interventions.

Below are some examples of the treatment types for footways that the Council makes use of. The way the treatments are selected is indicated in Section 4.6 below.

- Footway Flexible Reconstruction,
- Footway Flexible Patching,
- Footway Flexible Resurfacing,
- Footway Slurry Seal,
- Footway Proprietary Treatments and Specialist Surfacing,
- Footway Flags Reconstruction,
- Footway Flags Resetting,
- Footway Paviour Reconstruction,
- Footway Paviour Resetting, and
- Cobbles.



*Fig. 2.8: Slurry seal being applied to a footway (Before, During and After)*

### 4.3 Renewal or replacement

The Council will renew or replace footways on the following basis:

- Following recommendation from local teams.
- As part of Local Asset Capital Programme (LACP).
- Following inspection and other defect reports.
- As result of changes to the Council's strategic plans.
- Availability of funding.



### 4.4 Decommissioning of the asset

It is rare for footway assets to be decommissioned. This usually only occurs when roads are closed (or 'stopped up') because of major highway improvements or realignments. As a result of this, it is possible that sections of footway may fall into disuse or be returned to the landowner of the subsoil beneath the highway.

### 4.5 Maintenance Service Standards

Maintenance Service Standards were developed which define the Council's provision for each asset type based on four levels:

- Provision of safety related issues only,
- Safety and Minimal Level of Serviceability,
- Safety and Intermediate Level of Serviceability, or
- Safety, and Serviceability and Sustainability.

These are defined in simple terms of what a road user could expect to see. This is especially useful in understanding the level of service in the context of what is affordable. Maintenance Standards are informed by condition assessments if available, against the stated Levels of Service in the Plan and the Council's Strategic Plan 2021-2025 to encourage sustainable travel and transport.

Footways	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability and sustainability issues
<b>What a footway user would see</b>	Surface uneven and rutted with multiple localised repairs. Some defects of a non-safety nature.	Surface irregular. Limited evidence of recent resurfacing. Significant localised repairs. Some defects of a non-safety nature.	Surface generally well maintained. Limited localised repairs. Some defects of a non-safety nature.	Surface regular with very few localised repairs. Minimal defects of a non-safety nature.

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## Annex 2 - Footways

Footways	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability and sustainability issues
<p><b>Maintenance standards and activities.</b></p>	<p>Undertake limited condition surveys to inform of network valuation. Undertake minimum safety inspections and react to defects that represent an immediate or imminent hazard only. No routine or programmed maintenance.</p>	<p>Undertake condition surveys to inform of network valuation &amp; support asset management prioritisation within available budget. Undertake safety inspections and react to defects that represent an immediate or imminent hazard. Repairs mostly consisting of patching &amp; dressing or spray patching. Limited routine &amp; programmed maintenance dependant on budgets.</p>	<p>Undertake condition surveys to inform of network valuation &amp; to support asset management prioritisation within available budget. Undertake safety inspections and react to defects that represent an immediate or imminent hazard. Reduced routine &amp; programmed maintenance. Repairs are usually patching &amp; surface dressing with surfacing limited to high stress areas.</p>	<p>Undertake condition surveys to inform of network valuation. Some serviceability inspections to support the asset management approach for allocating resources for the management, operation, preservation, and enhancement of the carriageway to meet the needs of current and future customers. Routine &amp; programmed maintenance undertaken to optimise future condition and to reduce the backlog of maintenance requirements.</p>

Footways	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability and sustainability issues
<b>Impact</b>	Decline in structural residual life with increase in structural defects such as potholes, major cracking and rutting.	Decline in structural residual life with increase in structural defects such as potholes, major cracking and rutting.	Some structural defects such as potholes, cracking & rutting.	Minimal defects

Fig. 2.9: Maintenance Standards for Footways

As pressures on budgets continue and become more restrictive, the ability of the Council to provide a service above that of safety is going to be severely impacted. This is illustrated in the tables below. Figure 2.10 illustrates the maintenance standards that can be expected on footways with current funding levels.

### Maintenance Standards – Rural Footways

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

### Maintenance Standards – Urban Footways

Footway Hierarchy/ Environment	Footway
F1 Urban	
F2 Urban	
F3 Urban	
F4 Urban	

Fig. 2.10: Maintenance Standards expected on Footways

## 4.6 Treatment Selection

In conjunction with the maintenance service standards, the Council has also produced a treatment matrix which acts as a guide to the most appropriate materials/treatments to be used on the various categories of footway.

The matrix can be seen in Fig. 2.11 below.

The matrix uses a colour coding system to indicate the approved treatments for each category:

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## Annex 2 - Footways

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- Green = Approved treatment,
- Amber = Can be used with approval from Asset team, and
- Red = Not to be considered on category of carriageway.

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National Category	Devon Maintenance Category	Footway Flexible Reconstruction	Footway Flexible Patching	Footway Flexible Resurfacing	Footway Slurry Seal	Footway Proprietary Treatments and Specialist Surfacing	Footway Flags Reconstruction	Footway Flags Resetting	Approved DHB 9th July 2015 Version 3.1		
									Footway Paviour Reconstruction	Footway Paviour Resetting	Cobbles
1(a) / 1	F1	Type F1 or Type F2	Type F1A or Type F9	Type F1A or Type F9		e.g. high friction or coloured surfacing, any form of imprinting into the surface or stick on surfacing	Standard size flags or PS/B or PS/C	Standard flags or PS/A	BP/1	BP/1	CP/1 or CP/2
2	F2	Type F1 or Type F2	Type F1A or Type F9	Type F1A or Type F9	Clause 918		Standard size flags or PS/B or PS/C	Standard flags or PS/A	BP/1	BP/1	CP/1 or CP/2
3	F3	Type F1 or Type F2	Type F1A or Type F9	Type F1A or Type F9	Clause 918		Standard size flags or PS/B or PS/C	Standard flags or PS/A	BP/1	BP/1	CP/1 or CP/2
4	F4		Type F1A or Type F9	Type F1A or Type F9	Clause 918			Standard flags or PS/A		BP/1	CP/1 or CP/2
		Only in exceptional circumstances and after Materials Laboratory approval									
		Permissible option									
		Flags, paviours, and cobbles replaced outside Conservation areas with flexible materials after consultation with stakeholders									

Fig. 2.11: Treatment Selection for Footways

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## 5 Levels of Service and Investment Strategy

### 5.1 Levels of Service

The detailed levels of service for the footway asset have been defined in a Levels of Services Table which shows how they each link to the core service levels. When developing the footway levels of service, it was important to not only consider statutory responsibilities but to also take account of customer satisfaction and views of the Council. Budget constraints also help determine levels of service as it is important to manage the expectations of service delivery standards.

Measure	Responding to the climate emergency	Be ambitious for children and young people	Support sustainable economic recovery	Tackle poverty and inequality	Improve health and wellbeing	Help communities to be safe, connected and resilient
Inspect footways and cycleway at set frequencies and prioritise repairs to safety defects in accordance with the Highway Safety Inspection Policy.	✓	✓	✓	✓	✓	✓
Using condition data and community feedback to develop and deliver an annual programme of footway and cycleway maintenance repairs.	✓	✓	✓	✓	✓	✓

Fig. 2.12: Levels of Service

### 5.2 Investment strategy

Although a robust asset deterioration model exists for carriageways a similar model has not been developed for footways. This is in line with the relatively low risk and low historical spend on footways however development of a less complex model may assist in determining budget splits for footway spending. Footway spending is based more on historical spend assessments and on network length.

## 6 Programme Development

### 6.1 Identifying Schemes for an Initial Works Programme

When identifying schemes for an initial Works Programme, the following are some of the factors that are considered:

- Local needs identified by the Neighbourhood Teams as part of the Local Asset Capital Programme (LACP) process.
- Inspection reports from Neighbourhood officers and Data Technicians.
- Following complaints or claims, and
- Programmed or planned asset renewal works.

This is represented in the diagram below.

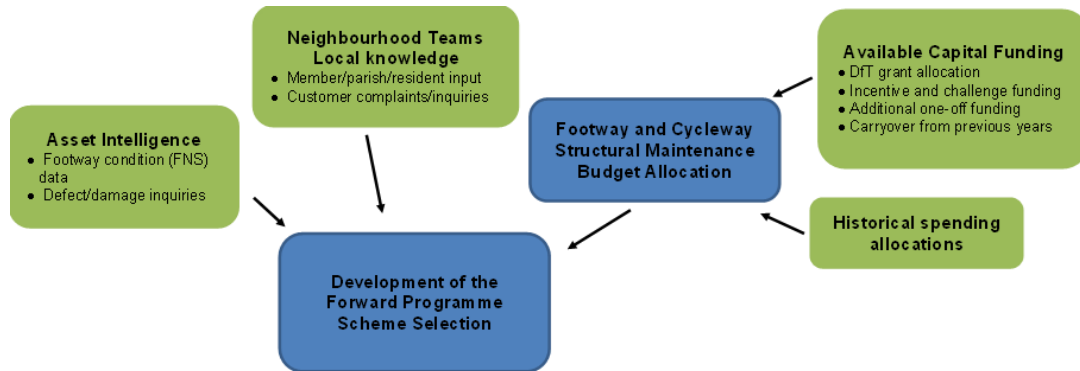


Fig. 2.13: Identifying Schemes for an Initial Works Programme

## 6.2 Selecting and Optimising Schemes for the Forward Programme

Funding for footway improvement schemes is available through the LACP programme. Sites are considered alongside other schemes in the LACP programme, taking footway hierarchy into account.

## 7 Risks

Issues which may prevent asset management objectives being achieved include:

- Funding and overall prioritisation are the main challenge in achieving our maintenance objectives. Currently there is insufficient investment overall so footways are likely to deteriorate if funding is not increased.
- Availability of suitable surfacing materials with correct Polished Stone Values (PSV).
- Climate change with more rainfalls and frequent storm events may cause accelerate damage to our footways.
- Increasing costs of materials and labour.

Other risks with funding availability to maintain footways include:

- Financial claims for compensation, increases complaints public dissatisfaction, and damage to the reputation of the council.

## 8 Improvement Actions

Alongside the Highway Infrastructure Asset Management Plan, this Annex is a live document. It will be subject to continuous improvement and ongoing development with input from Council Officers and Stakeholder feedback. Areas for improvement are identified within the Annex which are summarised as Improvement Actions in this section. These Actions are aligned with Strategic Goals and are assessed as part of a wider cross-asset prioritisation process that prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the Footways asset management objectives are achieved are:

- Development of a risk-score matrix to better inform and justify decision making.
- Review use of latest technology for improved data collection.

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- Develop an investment strategy for the footway asset.

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## Annex 3 - Cycleways

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### 1 Introduction

In previous revisions of the Highway Infrastructure Asset Management Plan (HIAMP) the cycleway asset has been merged with others. In this revision of the plan cycleways have been separated in a first stage effort to highlight the increased importance of the asset, which is likely to gain more traction in years to come.

Cycleways are an important part of the highway network and contribute to the Councils overall strategic aims of allowing the residents of Devon to Grow up, Live Well and Prosper.

Cycleways are a diverse part of the network which can require varying levels of maintenance.

Since the Government published its Gear Change plan in 2020, there has been additional focus and funding made available for active travel. £2 billion of funding has been committed for active travel over 5 years with the aim for 50% of all journeys in towns and cities to be walked or cycled by 2030. In support of these aims, local authorities are expected to produce Local Cycling and Walking Infrastructure Plans (LCWIPs) to enable a long-term approach to developing local cycling and walking networks.

In Devon, The Council is developing LCWIPs for the major urban growth areas where there is greatest scope to secure developer contributions to enable delivery of the scheme as well as for our leisure network of trails, which are an important part of improving peoples' health and wellbeing and supporting our rural economy.

The development of LCWIPs will have an impact on the nature and maintenance requirements of the County's cycleway asset group, and as such consultations with key stakeholders will continue to best understand this. Where possible the Council will also look for opportunities when undertaking planned maintenance to link into LCWIPs in order to maximise efficiencies and value for money.

### 2 Inventory

#### 2.1 Hierarchy

For the purpose of identifying where certain cycleways exist, Devon has adopted 3 main categories to guide maintenance and inspection.



*Fig 3.1 Cycleway a part of a carriageway*

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### Category B – Remote of Carriageway



*Fig 3.2 Cycleway remote of a carriageway*

### Category C - Cycle Trail (including off road sections of the National Cycle Network)



*Fig 3.3 Cycle trail*

## 2.2 Inventory

Obtaining an accurate inventory of all the cycleways in Devon has proven a challenge to the Council due to the diversity of the network. This is something the Council aims to improve in the future.

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Informal data does exist that gives an indication of the lengths of network within the main settlements of Devon however, confidence in the accuracy of this data is not absolute.

Type	Total length (km)	Exeter	Barnstaple	Exmouth	Newton Abbot	Tiverton
Traffic-free routes	362	92	26	14	11	10
On-road cycle lanes	53	30	10	1	1	1
Advisory cycle routes	809	67	39	19	13	30
Footpaths & Bridleways	1,218	8	1	0	1	9
Byways	114	0	0	0	1	0
<b>Total</b>	<b>2,556</b>	<b>197</b>	<b>76</b>	<b>34</b>	<b>26</b>	<b>51</b>

*Fig.3.4: Lengths of cycle network by main settlement*

For accessibility, the Council provides maps of the current cycle network though links on the [website](#).

## 3 Performance

### 3.1 Current and historical condition

#### Asset Condition

The establishment of an effective regime of inspection, assessment and monitoring of asset condition is an essential component of an effective asset plan.

Inspections are particularly important in the case of network safety where information may be crucial in respect to legal actions. A robust inspection regime therefore forms part of the Council's defence against claims and legal proceedings.

#### Reporting by the public

A valuable source of condition data is the information the Council gather from the public when cycleway defects are reported. The provision of location of defects enables the contractor to optimise gangs in organising repairs in an efficient manner. This condition data is used together with other data sources to identify potential treatment sites.

#### Safety Inspections

Our standards for the frequency of cycleway safety inspections consider national guidelines and legislation such as:

- Highways Act 1980
- Well-Managed Highway Infrastructure: A Code of Practice (October 2016) (NCoP)
- Well Managed Highway Liability Risk (March 2017)

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The current safety inspection regime can be found in the current Highway Safety policy, a link to which can be found [here](#).

### Serviceability Inspections

In relation to Trails a key guide is the [Public Rights of Way Condition Criteria](#) which informs annual inspection and identification of maintenance and improvement works

### 3.2 Current performance

Due to the nature of the network, particularly where cycleways are part of the carriageway, or locally shared footway, it is difficult to isolate the condition of this asset from others.

On dedicated cycle trails it is easier to understand the performance through recorded defects. Over the last 2 years, the recorded defects for maintenance category 16 linking cycleways is as follows:

- 2021 – 1,388
- 2022 – 1,174

This represents a reduction of approximately 15.5%.

The Nation Highways and Transport Network (NHT) survey is another resource that can be used to measure the performance of the authority over particular assets. In the 2022 survey it was highlighted that the most popular area of the service getting better was Cycle routes/lanes. Which reinforces the limited specific data available from defects.

## 4 Maintenance Strategy

### 4.1 Creation of a new asset

New cycleways can be created in a number of ways:

- New developments – As part of travel plans associated with new development planning permission. Many new housing developments are being obliged to provide high quality sustainable travel infrastructure, which often includes cycleways. These often link in to existing infrastructure that may require improvement/upgrading.
- Strategic upgrading of existing infrastructure – linked with the above, the local authority currently uses government incentives and capital funding to upgrade existing network to make it more accessible and appealing for sustainable travel. A good example of this would be the E4 cycle route that connects residential and travel hubs to the East of Exeter with the City Centre and the University.

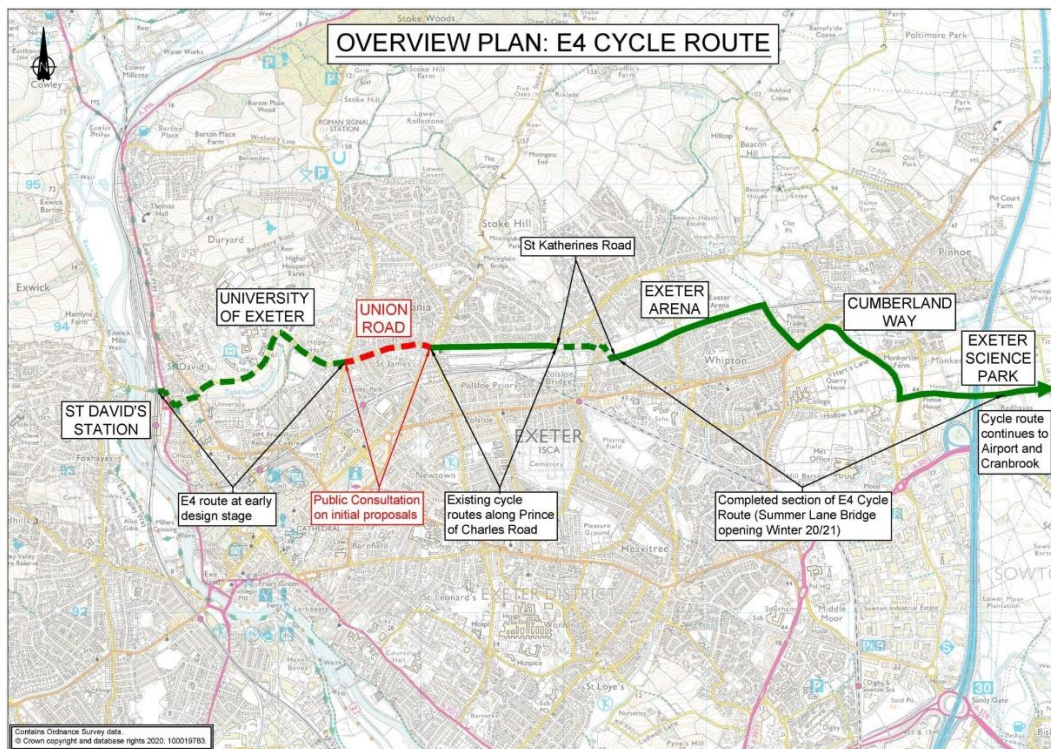


Fig. 3.5: E4 Cycle Route Plan

- Asset re-purposing – Another method of creating cycleway infrastructure is through the re-purposing of existing assets. This could include the prohibition of vehicular traffic along certain roads to ease sustainable and safer travel. In Exeter, during COVID, certain roads were subject to this very process, some of which have since been made permanent. An example of this is Magdalen Street in Exeter where two way vehicular traffic has now been made one-way in favour of a dedicated cycleway adjacent to the footway.

### 4.2 Routine maintenance

There are various forms of routine maintenance that can occur on the cycleway network, including:

- Surface defect/pothole repairs
- Surface patching
- Surface cleaning through sweeping – in conjunction with partner authorities
- Vegetation cutting
- Joint/Crack repairs
- Resurfacing/reconstruction
- Slurry repairs

### Treatment Options

The location of the cycleway, along with the surrounding environment and current construction will dictate the routine treatment and frequency that is required. A cycleway in an urban setting set alongside other assets such as footways or carriageways may be subject to less vegetation clearance but more sweeping as part of a District or City council's cyclic operations. In contrast, a cycle trail that is remote from the carriageway may require more in the way of vegetation management to ensure the cycle trail is not restricted.

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## Annex 3 - Cycleways

In terms of surface repair, cycleways that are remote of other assets, especially carriageways will be less prone to defects associated with vehicles. As such the surface types may range from bound surfaces to loose, granular material. The routine treatment of these surfaces will again be tailored to the need and the local environment.

### Winter Service

As part of the commitment to encourage sustainable travel and make it safer, the authority has started a trial to proactively pre-salt strategic cycle routes around Exeter when sub-zero surface temperatures are forecast. To facilitate this the authority has commissioned the use of specialised equipment and solution. The effectiveness and cost benefit of the trial will be assessed after the winter period.



*Fig. 3.6: Cycleway Pre-salting Vehicle*

### 4.3 Renewal or replacement

When the cycleway is associated with other assets, such as carriageways or footways, then the options for renewal or replacement are generally linked with the associated asset.

Where cycleways are also part of the carriageway, the treatment methods and selection criteria contained within the Carriageway Annex can be referred to. As it is the carriageway that is likely to deteriorate more quickly than the cycleway it will often be that treatment method that takes precedent. The same can be said for cycleways that are remote of carriageways but associated with footways.

Cycle trails tend to comprise a more varied range of methods reflecting factors such as levels and types of use, landscape and heritage setting, and biodiversity and wildlife value. Some routes include access for horse riding (with a commitment to encouraging and supporting shared use) and so need to consider methods best suited to this combination of uses. An added factor is that the route may be permissive rather than by right and so could be subject to requirements linked to agreements with 3<sup>rd</sup> party landowners.



### 4.4 Network Upgrade

Whilst undertaking renewal or replacement activities opportunities to upgrade or improve the cycleway are often explored. This can take the form of:

- Bringing the cycleway up to current standards
- Improving usability and accessibility
- Improving safety
- Improving asset durability and sustainability

Such work is often undertaken with Transport Planning teams within the authority who will have a strategic understanding on the need. Such examples include the widening of the on-road cycleway along Pinhoe Rd, Exeter and the upgraded footway/cycleway in Burnthouse Lane, Exeter.

The Transport Planning team are also involved in identifying schemes for enhancing the cycle trail network. This includes close liaison with Sustrans as part of managing and developing the National Cycle Network (ref. [The National Cycle Network](#)). Priorities are also informed by the [Rights of Way Improvement Plan and Policy](#), with a steer provided through the Devon Countryside Access Forum (ref. [Devon Countryside Access Forum](#)).

### 4.5 Decommissioning

With the emphasis on promoting and providing access to sustainable transport, cycleways are very unlikely to be decommissioned by the authority. Assets may be superseded by new developments, which will be seen as an improvement/upgrade.

## 5 Levels of Service and Investment Strategy

### 5.1 Investments Strategies

There is currently a focus on investment to encourage and enable active travel through the creation of high-quality cycleway networks. Whilst this investment is directed at the creation of infrastructure, there is little provision for the ongoing maintenance.

Although a robust asset deterioration model exists for carriageways a similar model has not been developed for cycleways. This is in line with the relatively low risk and low historical spend on cycleways however development of a less complex model may assist in determining budget splits for cycleway spending going forward. Budget allocation is currently based more on historical spend assessments and on a need's basis.

### 5.2 Levels of service

Current level of service, informed by condition assessments if available, against the stated Levels of Service in the Plan, funding and Risk assessments.

Levels of Service demonstrate the relationship between the Council's corporate objectives, including the Strategic Plan for 2021 - 2025, and the performance of highway assets in terms of stakeholder requirements. The Levels of Service represent the fundamental service aimed at helping to deliver a road network which is as safe, reliable and as fit for purpose as possible within the current funding and resource constraints. Table 4.6 is an extract from the Strategy and shows the Levels

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## Annex 3 - Cycleways

of Service measures for Cycleways along with an indication of how they relate to the Council's Levels of Service Statements.

Due to the nature of the cycleway network, where a lot of the asset is associated with other assets, such a footways and carriageways, the maintenance standards, and the general condition of these cycleways will be linked with these assets. These service levels can be viewed in the carriageway and footway annexes.

Service standards for cycle trails are informed by the Public Rights of Way Condition Criteria as indicated in 3.1 above

Measure	Responding to the climate emergency	Be ambitious for children and young people	Support sustainable economic recovery	Tackle poverty and inequality	Improve health and wellbeing	Help communities to be safe, connected and resilient
Inspect footways and cycleway at set frequencies and prioritise repairs to safety defects in accordance with the Highway Safety Inspection Policy.	✓	✓	✓	✓	✓	✓
Develop and deliver an annual programme of footway and cycleway maintenance repairs.	✓	✓	✓	✓	✓	✓

Fig 3.7: Levels of Service

## 6 Programme Development

### 6.1 Identifying Schemes for an Initial Works Programme

For category A or Category B cycleways, the programme development will again be linked with the associated assets, such as footways and carriageways. This has been developed by the Local Asset Capital Programme (LACP), which places greater emphasis on identifying and understanding local priorities.

As well as understanding the local needs of communities through consultation, which can include a range of works across all assets, the local teams also consider a range of other data and information sources to identify potential works, this can include but not limited to:

- Safety inspection reports and data
- Customer reports
- Visual inspections

Alongside this, where works are programmed to other assets or infrastructure close by, opportunities may be sought to undertake maintenance or improvement to the cycleway network, which may otherwise prove too costly, or a lower priority.

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Cycle trail work programmes are predominantly informed through the annual inspection regime, with consultation through the Devon Countryside Access Forum, and also potentially through other fora such as the Parish Paths Partnership.

### 6.2 Prioritising the Works Programme

For category A and B cycleways, the prioritisation of works will again depend largely on the associated assets. Due to the inherently low risk nature of cycleways and gradual deterioration, it is often the associated assets that dictate the need and the priority.

Factors included in this prioritisation will include but not limited to:

- Asset category (Carriageway/Footway Maintenance Category)
- Asset use and location (Traffic Flows, Urban Routes)
- Data condition (Scanner, Deflectograph etc.)
- Defect data (Potholes)
- Customer reports
- Community priority

Public safety and ease of use are the main considerations in prioritising cycle trail works. However, Devon County Council also has wider land management functions to factor. In addition to routine vegetation cuts, surface maintenance, and drainage, this can include activities such as habitat management, tree works, boundary fencing, car parks, waymarking and information signage.

### 6.3 Selecting and Optimising Schemes for the Forward Programme

The selection and optimising of cycleway schemes currently dependant on works programmes associated with other assets. Opportunities are taken to maximise these opportunities when funding allows however, with a reduction in overall funding, these opportunities to focus on the cycleway network may become more difficult.

Work has also taken place to work with other strategic teams to maximise the opportunities gained through new development, or strategic government funding grants. This work has be sporadic at times but with greater coordination could be maximised further in the future.

## 7 Risks

A big threat to achieving the maintenance objectives on cycleways is funding and overall prioritisation. Without sufficient focus and funding for the maintenance of this asset type the condition of the network is likely to deteriorate. In turn, this could have an impact on the overall objectives of promoting sustainable travel through the provision of high-quality routes.

In conjunction with the lack of funding for targeted maintenance, there is also increased activity in the creation of new assets. This is creating a much larger liability for the authority to maintain however; no additional provision has been made for the ongoing maintenance of these assets. This again could lead to a reduction in quality of the asset and may result in reputational damage to the authority.

Further identified risks can include:

- Availability of suitable surfacing materials with correct PSVs,

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- Less frequent Serviceability inspections being undertaken may be exposing the authority to risks, such as more complaints, claims and customer dissatisfaction etc,
- Climate change with more rainfalls and frequent storm events may cause more damage to our footways,
- Availability of specialist contractors to carry out maintenance activities,
- Increasing costs of materials and labour.
- Reduction in the net book value of the asset,
- Reputational damage to the authority
- More frequent disruption to users due to increased emergency unplanned maintenance due to neglected or poorly maintained assets.

## 8 Improvement Actions

Alongside the Highway Infrastructure Asset Management Plan, this Annex is a live document. It will be subject to continuous improvement and ongoing development with input from Council Officers and Stakeholder feedback. Areas for improvement are identified within the Annex which are summarised as Improvement Actions in this section. These Actions are aligned with Strategic Goals and are assessed as part of a wider cross-asset prioritisation process that prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the Cycleways asset management objectives are achieved are:

**Hierarchy and Inventory** - A primary focus for the authority is to make improvements in the data that is held on the cycleway inventory. It has been noted in section 2 that the data held on lengths of cycleway is sparse, unreliable and does not clearly indicate the inventory held across the 3 categories. Improvements in this area will create a better understanding of the network along with links to other assets, thus facilitating greater focus and prioritisation on the maintenance, bringing it more in line with a risk-based approach of asset management.

This may also lead to a review of the categories creating further opportunities for focus and prioritisation.

**Travel Developments** - Whilst cycling remains a focus for sustainable travel, there are other developments that may have an impact on the network and the way it is used. An example of which is the increased use of E-bikes, as well as the trial of E-scooters to facilitate shorter, urban journeys.

Identify the impacts of these developments as there could be an increased liability on the cycleway network. This in turn means that funding for these assets may need to become a greater priority to ensure the network is of sufficient quality and avoid reputation damage.

**Training** - With the improved links to other areas of the authority, there may be opportunities to undertake training and professional development for existing practitioners to better understand the importance of these assets and the impact on the network as a whole.

Identify training requirements to ensure suitable competency levels.

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0.1	10.03.2023	For consideration by Cabinet

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## Annex 4 - Drainage

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### 1 Introduction

Highway drainage assets are considered an integral component to operating a safe and well-maintained carriageway which is why they are included as part of the carriageway lifecycle plan. Highway drainage systems are installed to capture surface water run-off to alleviate flooding and protect the fabric of the road. Getting water off the carriageway quickly is important in that it not only makes the road surface safer for drivers but also helps reduce deterioration of the road. Water egress and ingress into the road surface, the pumping action of tyres and freezing thawing damages and weakens the road surface leading to the development of potholes and the need for routine maintenance of the surface course.

Other objectives include preventing the formation of ice on the highway, elimination and preventing safety defects occurring on the carriageways, footways and cycleways, and preventing the ponding and flooding to buildings and commercial properties. The main responsibility is to ensure that the highway is available and safe to all users

This document should be read in conjunction with the current Devon Local [Flood Risk Management Strategy](#) (FRMS). As a requirement of the Flood and Water Management Act 2010, there is a duty for Devon as the lead Local Flood Authority to develop, maintain, supply and monitor a strategy for local flood risk management. The FRMS identifies the role of various Risk Management Authorities in managing the risk of flooding from different sources. The highway authority has a responsibility for managing the risk of flooding from surface water **originating on the highway**. A table outlining roles and responsibilities of Risk Management authorities and others such as landowners is available in the FRMS.

The impact of climate change will mean that winters may become warmer and wetter, summers hotter and dryer, there may be more frequent and intense extreme weather events. The effects of flooding, storms and extreme heat will affect our highway infrastructure including drainage assets. Our historical drainage systems may not cope very well resulting in potential flooding on highways and properties adjacent to the highway. The Council need to invest in drainage assets to reduce the impact of potential flooding. Regular inspections and maintenance and cleaning of our drainage assets is vital.

Due to global warming, heavy precipitation events are expected to increase in frequency and intensity under climate change. This will result in more extreme weather events such as flooding. This will cause damages to private & commercial properties, highway asset infrastructures and potential risks to lives, livestock and pollution of rivers and other water courses. There are moral and financial reasons why we should be investing more in our drainage assets.

The impact of climate change is one of the many challenges facing communities across Devon. More can be found in [Section 5 of the Lead Section on the Plan](#). Drainage networks that are designed based on historical climate regimes may be defunct in the future. This could lead to widespread pluvial flooding, aggravated by inappropriate land-use planning, increased paving, and loss of water storage space

### 2 Inventory

#### Who is responsible for what?

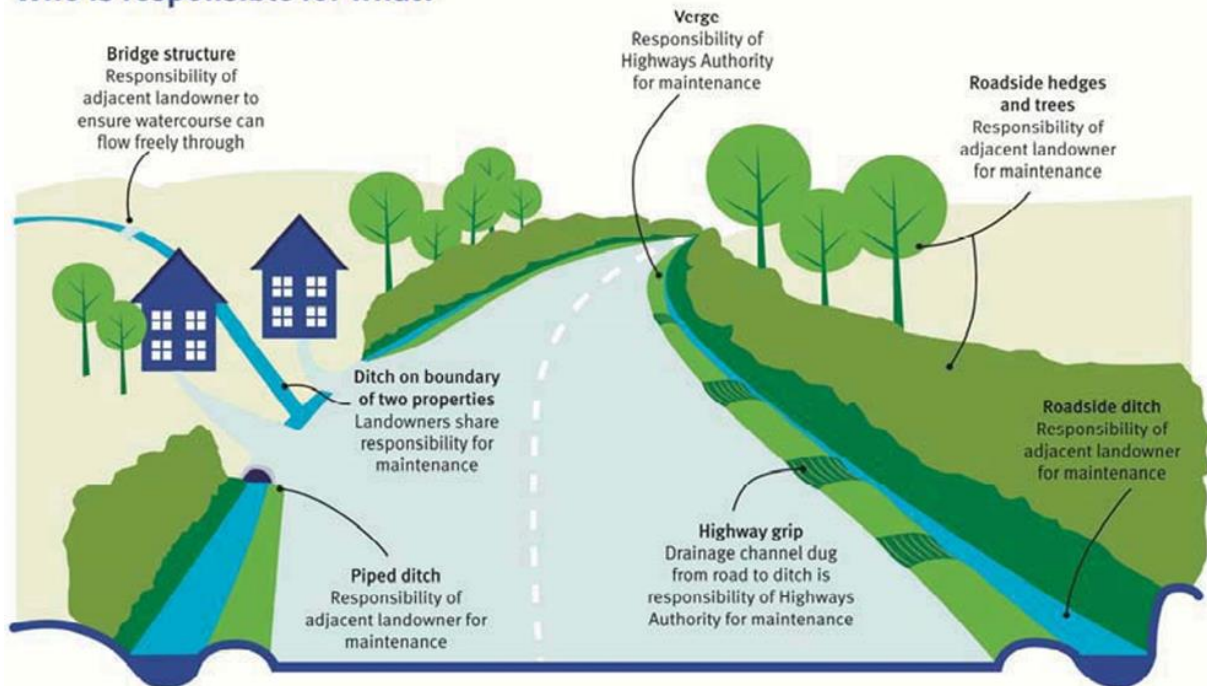


Fig 4.1: Image showing who is responsible for various assets alongside a typical highway

Digital drainage data is being collected and constantly updated by Devon County Council.

Drainage Asset Type	No. Assets
Ditches - Ditches on land near the highway help to carry water from the road (often from grips or gullies) into water courses. Typically, responsibility for maintaining ditches and easements sits with the local landowner (riparian owner) and not the Council, however the Council as the highway authority may contact local landowners to request ditch clearances	22,487
Grip - In rural areas the carriageway is generally drained by 'grips' cut into the verge which feed water into ditches. Grips are damaged from the passing of vehicles and filled in with silt and detritus during the year so an annual programme of re-establishing or re-cutting grips is undertaken to maintain their effectiveness. The amount of grip cutting is dependent on available resources and governed by the Council's <a href="#">Siding &amp; Watertabling Policy</a> .	19,765
Small Culvert – Culverts allow the movement of water underneath the road from springs, run-off, small streams, and seepage; as well as to assist in connecting ditches to water courses. Asset inventory data for culverts less than 1.5 metres in diameter is currently not held. Culverts larger than 1.5 metres in size are considered structures, unless it is a corrugated steel pipe then it is 0.9 metres and have been captured as part of the structures inventory. Little is known about the location or	Currently not recorded

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Drainage Asset Type	No. Assets
<p>condition of culverts and piped drainage runs under the road network. This asset is generally managed on a reactive basis although some known flooding hotspots receive regular jetting or gulley cleansing routine maintenance. Where resurfacing schemes are planned, drainage will be looked at and replacement or repair considered as part of the capital works.</p>	
<p>Catchpit / Interceptor - Often where a highway drainage system outflows into a natural watercourse a catchpit will be installed to remove grits, silts and excess sediment. Catchpits and associated pipes are cleaned on a reactive basis.</p>	2,294
<p>Channels/Swales - open drainage channels to receive and convey water discharging from the highways.</p>	1,384
<p>Manhole/chambers – mainly for inspections and maintenance.</p>	81,988
<p>Gullies - Gullies are the main asset drainage feature used to remove water from the road, so the frequency of inspection, cleansing and repair is critical to the safe operation of the network. Gullies on the main roads (the salting network) and all rural roads are cleansed on an annual basis to clear the build-up of any detritus or silt. Gullies on all other minor urban routes are cleaned on a 3-year cycle. Some gullies in known flooding hot spots are cleaned at enhanced frequencies</p>	208,631
<p>Buddle holes – Holes or pipes that carries water through a hedge or bank as part of road drainage system.</p>	2,637
<p>Easement – small openings on the side of the road to take water off the highway.</p>	38,432
<p>Ponds/attenuation Basins etc. – Stores runoff water during extreme rainfall events during peak flows and releasing it at a controlled rate during and after the peak flow as passed.</p> <p>Soakaways (including infiltration basins, below ground crated systems etc.)</p>	Currently not recorded
<p>SUDS- Sustainable Drainage Systems- manage surface water on, or as is practicably close to, the ground surface, in a way that mimics natural hydrological processes. Managing surface water in this way controls the rate and quantity of surface water runoff, improves its quality, and provides visual amenity and biodiversity benefits.</p> <p>Generally, the use of a variety of above-ground SUDS components, which manage rainfall close to where it falls, provide the greatest environmental benefits, and can cost less than traditional piped systems. Below is a link to Devon County Council’s guidance for</p>	Currently not recorded



Drainage Asset Type	No. Assets
SUDS: <a href="https://www.devon.gov.uk/floodriskmanagement/document/sustainable-drainage-system-guidance-for-devon/#3-what-are-suds">https://www.devon.gov.uk/floodriskmanagement/document/sustainable-drainage-system-guidance-for-devon/#3-what-are-suds</a> .	

Fig. 4.2: Number of different highway drainage assets

### 3 Performance

The establishment of an effective regime of inspection, assessment and monitoring of asset condition is an essential component of an effective asset plan. The inspection types and condition assessment methods featured below are based on the national code of practice 'Well-managed Highway Infrastructure 2016'.

Inspections are particularly important in the case of network safety where information may be crucial in respect to legal actions. A robust inspection regime therefore forms part of the County Council's defence against claims and legal proceedings.

#### 3.1 Safety Inspections

Safety inspections are undertaken to meet the key objective of Network Safety and they form a key aspect of the authority's strategy for managing liabilities and risks. They are used to identify defects likely to be hazardous or cause serious inconvenience to users of the highway network or the communities served, including defects requiring urgent attention and the appropriate response is determined using a risk-based approach.

The [Highway Safety Policy](#) details how safety inspections are undertaken, the frequency of inspection, investigatory criteria and required response period to an actionable defect. Relevant defects such as standing water, broken or missing ironwork and cracks or gaps are identified. Treatments and Response Times are listed in the Highway Safety Policy.

#### 3.2 Serviceability Inspections

As part of cleansing programmes gully, grips, easement and buddle holes are inspected for function and condition.

When the Council carries out planned maintenance activities and major schemes on the highways, it inspects, cleans, and carries out repairs or replacement of drainage assets where necessary.

#### 3.3 Performance Management

There are two key performance indicators which capture gully emptying and Grips, buddle holes and easements cleaning efficiency.

There are regular cyclic maintenance improvement meetings to monitor performance and asset condition.

### 4 Maintenance Strategy

#### 4.1 Creation of a new asset

New highway drainage assets are added in several ways. These include:

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- When new highway infrastructures such as carriageways, footways, or cycleways are created,
- As part of development works (both under sections 38 and 278 of the Highway Acts 1980) or major housing developments,
- Created in response frequent flooding events or in response to local service needs,
- As part of a Local Asset and Capital Programmes (LACP) scheme to alleviate recurring defects or problems on the highway,
- Under major structural schemes, and
- Work undertaken by the Flood risk team.

### 4.2 Routine maintenance

Routine maintenance such as gully cleansing is carried out in accordance with our [Gully Cleaning Policy](#).

- Urban gullies with sumps on the Priority Network shall be emptied and recharged to flush the system a minimum of once per year,
- Urban gullies without sumps on the Priority Network be flushed through to check they are functioning correctly a minimum of once per year,
- Urban gullies with sumps on other roads shall be emptied and recharged to flush the system a minimum of once every three years,
- Urban gullies without sumps on other roads shall be flushed through to check they are functioning correctly a minimum of once every three years,
- Rural gullies with sumps shall be emptied and recharged to flush the system a minimum of once per year, and
- Rural gullies without sumps shall be flushed through to check they are functioning correctly a minimum of once per year.

Where it has been assessed that a gully requires more frequent cleansing the frequency shall be increased. Examples of this are gullies in areas where flooding would affect buildings or known to flood the highway.

We aim to clean other drainage assets on an annual basis as follows:

- Grips, buddle holes, and easements annually, or prior to LACP schemes or major surfacing works.

Ditches along the side of the road are the responsibility of whoever owns the land on which they are situated and should be maintained in order to keep the ditch capable of carrying water away from the road. The council therefore clean on “as needs” basis.

Knowing where drainage assets are and how many of each type is helpful as we can programme maintenance activities on a cyclical basis. This provides assurance that these assets are inspected and in good working order. Cleaning or cleansing activities are usually all that is required but if further defects exist these can be captured as part of the cyclic operation. Highway users can view the following website to discover when a gully was last cleansed and the maintenance frequency for the next cleanse [here](#).

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However, a proactive cleansing regime can only go so far and with budget pressures the frequency of cleansing is a challenge to maintain. Drainage assets operate in a dynamic environment and individual assets can suddenly be overwhelmed by weather events. A reactive approach is also needed to ensure flooded roads and surface water issues are managed appropriately. Public knowledge is crucial to keeping the network available in such circumstances. Highway users can use the website above to report a blocked drain or a flooded road:

The website also provides details of the current level of service that Devon Highways will respond to and enables users to report on a map-based system which also shows if others have reported a particular fault.

Additional cleaning and minor repairs to drainage assets may be carried out following complaints, flooding, claims or in known problem locations as identified by local teams.

### 4.3 Renewal or replacement

Repair or renewal of drainage assets are carried as part of planned schemes:

- As part of major structural or drainage scheme,
- As part of LACP schemes,
- As part of other resurfacing schemes,
- From safety inspection reports (routine and reactive),
- Complaints, claims and reported frequently flooding locations, and
- winter maintenance reports of flooding and ice formation on roads.

### 4.4 Decommissioning of the asset

Not done, except when highway is redundant as part of an improvement scheme.

### 4.5 Maintenance Service Standards

Maintenance Service Standards were developed which define the service of provision for each asset type based on three levels: Safety, Safety and Serviceability or Safety, Serviceability and Sustainability. These are defined in terms of what a road user could expect to see. This is useful in understanding the level of service in the context of what is affordable.

As pressures on budgets continue and become more restrictive, the ability of the Council to provide a service above that of safety is going to be severely impacted.

The tables below show the maintenance standards for Drainage on each road category.

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Drainage (Gullies)	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability, and sustainability issues
<b>What a road user would see</b>	Gully may be blocked or overgrown. Grating and frame may be damaged and sunken.	Gullies working most of the time. Grating and frame condition may be poor.	Most gullies working particularly in high-risk areas. Grating and frames in satisfactory order.	Gully seldom not working. Grating and frame in good condition and set just below the road surface.
<b>Maintenance standards and activities.</b>	Some reactive cleansing in response to water flooding.  No condition assessment.	Very limited routine cleansing in response to water flooding.  Restricted scheduled inspection to ascertain condition and repair defects likely to impact on gully performance.  Priority given to high-risk areas.	Limited routine cleansing in response to water flooding.  Limited reactive inspection in response to flood warnings on designated routes.  Limited routine scheduled inspection to ascertain condition & repair defects likely to impact on gully performance.  Priority given to high and intermediate risk areas.	Routine cleansing in response to water flooding.  Proactive inspection in response to flood warnings.  Routine scheduled inspection to ascertain condition & repair defects likely to impact on gully performance.  Extended programmes of maintenance undertaken to optimise future condition and to reduce backlog of maintenance requirements.

Drainage (Gullies)	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability, and sustainability issues
<b>Impact</b>	Impact - Likely failure of systems resulting in surface water. Increased likelihood of claims.	Impact - Some flooding and surface water Limited priority and investment. Limited mitigation of claims.	Impact - Some flooding and surface water Limited condition assessment enabling structured prioritised investment. Reduced mitigation of claims.	Impact - Occasional flooding and surface water Increased inspection frequency on wider network. Condition assessment enables for investment. Mitigation of claims and increased response to customer requests.

Fig. 4.3: Maintenance Standards for Drainage

Carriageway Hierarchy	Service Level	Carriageway Hierarchy	Service Level
3 Rural		3 Urban	
4 Rural		4 Urban	
5 Rural		5 Urban	
6 Rural		6 Urban	
7 Rural		7 Urban	
8 Rural		8 Urban	
9 Rural		9 Urban	
10 Rural		10 Urban	
11 Rural		11 Urban	

Maintenance Standard 1	Provision of Safety, Serviceability and Sustainability
Maintenance Standard 2	Provision of Safety and intermediate level of Serviceability
Maintenance Standard 3	Provision of Safety and minimal level of Serviceability
Maintenance Standard 4	Provision of Safety only

Fig. 4.4: Maintenance Standards for Drainage for each Road Category

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## Annex 4 - Drainage

### 5 Levels of Service and Investment Strategy

#### 5.1 Levels of Service

Current level of service, informed by condition assessments if available, against the stated Levels of Service in the Plan, funding and Risk assessments.

Levels of Service demonstrate the relationship between the Council’s corporate objectives, including the Strategic Plan for 2021 - 2025, and the performance of highway assets in terms of stakeholder requirements. The Levels of Service represent the fundamental service aimed at helping to deliver a road network which is as safe, reliable and as fit for purpose as possible within the current funding and resource constraints. Table 4.6 is an extract from the Strategy and shows the Levels of Service measures for Drainage along with an indication of how they relate to the Council’s Levels of Service Statements.

Service	Measure	Responding to the climate emergency	Be ambitious for children and young people	Support sustainable economic recovery	Tackle poverty and inequality	Improve health and wellbeing	Help communities to be safe, connected and resilient
Drainage	Investigate reports of highway flooding and damaged or blocked highway drains and take appropriate measures to keep water off the highway, alleviate or mitigate flooding as appropriate.	✓		✓	✓		✓
	Prepare a cyclical programme of gully cleansing.	✓		✓	✓		✓
	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.	✓		✓			✓

Fig. 4.5: Levels of Service for Drainage

#### 5.2 Investment Strategy

It is challenging to determine the level of funding required to maintain the drainage assets. Each year there is a planned cyclic approach to inspect and cleanse road

gullies, and other drainage features. This is funded through the revenue budget. Provision is also made to address defects identified with drainage assets by ensuring drainage jettors and minor works gangs are available throughout the year. Regrettably the funding available is insufficient to address all defects, such as road ploughing, blocked drains, broken and stuck gully covers, so such repairs are prioritised on a local basis.

Demands for drainage improvement works such as renewal of drains or improved drainage systems are funded from the capital programme. Repairs of this nature are largely integrated with road surface and footway needs and the overall investment is determined by the level of funding available and the overall quantity and condition of roads in each local area.

## 6 Programme Development

### 6.1 Identifying Schemes for an Initial Works Programme

Locations requiring renewal or new drainage assets are identified through highway inspections/observations, where an issue could arise/ occur resulting in highway flooding and possible structural damage. Locations where historical highway flooding or ponding on the road occurs, or where excessive surface water flows in the channels.

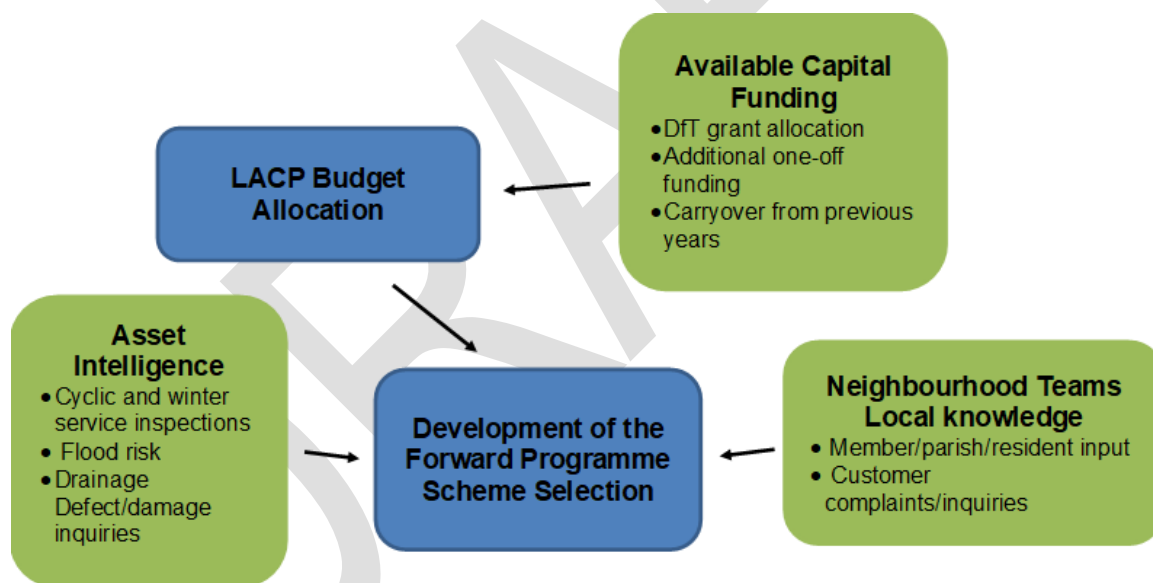


Fig.4.6: Identifying Schemes for an Initial Works Programme

### 6.2 Selecting and Optimising Schemes for the Forward Programme

Highway drainage improvement schemes are selected for Local Asset Capital Programmes (LACP) using the following guidance:

- Where highway surface water is contributing to residential or commercial property flooding,
- Where flooding or ponding on the highway is presenting a hazard to road users,
- Where seepage or water crossing the highway on bends and gradients is liable to cause aquaplaning or formation of ice,
- To eliminate damage to the highway surface requiring immediate works,

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- Cyclic maintenance of drainage assets, and
- From highway inspections where defects are identified.

### 7 Risks

The greatest challenge is funding, understanding the implications of under investments on the overall condition of our drainage assets. Reduced maintenance standards impact the ability of the assets to function correctly which can accelerate deterioration of road and footway surfaces.

Capability of current drainage assets to cope with increased extreme weather events.

Increased run-off caused by changes in land use.

The likely consequences that we can expect are:

- Increase in the likelihood of flooding incidents on the highway,
- Increased risk of flooding & damage to properties and highway assets,
- Increased risk of embankment damage caused by drainage assets not functioning correctly,
- Increase in the cost of cleaning gullies, drainage systems and maintaining roads due to increased erosion and damage from water, and
- Roads being temporarily closed more frequently due to flooding, and for maintenance work to be undertaken, leading to negative economic and reputational impacts for the people of Devon and the Council.

### 8 Improvement Actions

Alongside the Highway Infrastructure Asset Management Plan, this Annex is a live document. It will be subject to continuous improvement and ongoing development with input from Council Officers and Stakeholder feedback. Areas for improvement are identified within the Annex which are summarised as Improvement Actions in this section. These Actions are aligned with Strategic Goals and are assessed as part of a wider cross-asset prioritisation process that prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the Drainage asset management objectives are achieved are:

- Improve and increase asset data collection to better inform decisions for maintenance, and LACP capital investments i.e., frequency of cleansing of Gullies, Grips, Easements and Buddleholes,
- Develop a more targeted risk-based maintenance regime, clean problem gullies before storm events, understand cost of delivering effective maintenance policy and programmes,
- Review training needs to upskill our staff in designing and delivery of drainage schemes, and managing defective drainage assets, and
- Improve collaboration with the Flood Risk Teams and other stakeholders in Devon.



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## Annex 5 – Fences and Barriers

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### 1 Introduction

This Annex considers the management of Safety Fences, Boundary Fences and Environmental Barriers. These shall all be inspected for integrity as part of the general highway safety inspection programme for carriageway, footways and cycleways.

Road Restraint Systems (RRS) are safety fences that require a more comprehensive inspection strategy as their purpose is to prevent the number and severity of injuries in the event that a vehicle leaves the road and would otherwise encounter a hazardous feature. Self-evidently in protecting a vehicle's occupants, a RRS also protects against damage to any highway asset located behind the system.

UKRLG in conjunction with the DfT have provided Design and Maintenance Guidance for use of RRS on local authority roads. [Design and Maintenance Guidance \(ciht.org.uk\)](https://www.ciht.org.uk) This Guidance Document provides the outline of an appraisal process to help authorities decide when a RRS is justified. This appraisal takes account of the many diverse influencing factors including risk assessment, alternative solutions, system feasibility, cost benefit analysis and the availability of funding. Road Restraint Systems are sub-divided into Vehicle Restraint Systems (VRS's) and Pedestrian Restraint Systems (PRS's).

Pedestrian guard-railing is a safety fence aimed at improving pedestrian safety by trying to prevent pedestrians from crossing the road at an inappropriate place or from straying into the road inadvertently. Guard-railing can also be used to offer some protection to pedestrians at locations where the swept path of large vehicles, such as buses and heavy goods vehicles, takes the vehicles close to the footway, sometimes overhanging it. The DfT has provided guidance in Local Transport Note 2/09 Pedestrian Guard-railing

### 2 Inventory

To proactively maintain the asset into the future, we will continue to build a comprehensive inventory and good understanding of condition, including the associated risks that come with failure. This will enable us to undertake assessment and to prioritise programmes of preventative maintenance, whilst monitoring and reviewing performance.

Ideally the asset register would hold information on all individual assets and include type, length, material type, age, speed limit, last inspection. Although we have some of this data for some fences and barriers there are many omissions and much of the information has not recently been verified. It is recognised that a large number of Boundary Fences are the maintenance responsibility of private landowners.

As the current maintenance strategy for Boundary Fences, Environmental Barriers and Pedestrian Guard-railing is limited to a reactive response to safety inspection concerns, improving this inventory data will remain a low priority for the service.

However, the maintenance strategy for Road Restraint Systems includes a risk-based service inspection and annual planned renewal and replacement. Consequently, inventory data on location, type and condition of these assets is much more critical.

Inventory plans have been recorded showing the system and terminal types and location of all Vehicle Restraint Systems on the Major Road Network (including overbridges), all road / rail incursion sites, all Trunk and Motorway overbridges and remaining maintenance category 3's to 6's. This data is also available within the highway asset inventory register

### 3 Performance

#### 3.1 Boundary Fences, Environmental Barriers and Pedestrian Guardrails.

Routine serviceability inspections are not undertaken on these assets, so there is limited information on current condition. However, the safety inspections process will identify any defects that will render a fence or barrier dangerous. In such circumstances, the defect will be repaired, or made safe whilst a repair is arranged. Where defects result from accident damage, the Council will aim to recover costs from responsible third parties.

#### 3.2 Road Restraint Systems.

Damage and defects are captured through safety inspection or following road crashes. Each year this results in approximately 40 repairs countywide with 75% affecting systems on the Major Road Network.

A risk-based inspection and repair regime has been developed and over the last 8 years, successive annual programmes of work have been targeted to identify and improve the performance of these systems. A specialist contractor has been engaged to inspect all main roads (maintenance category 3-6). Repairs are prioritised following a risk-based approach with all high-speed roads and road/rail incursion renewals completed as a priority.

### 4 Maintenance Strategy

How the asset is managed in each stage of the life cycle.

#### 4.1 Boundary Fences, Environmental Barriers and Pedestrian Guardrails.

##### Creation of a new asset

These assets are created in association with highway improvement schemes or new developments. As with the creation of other highway assets it is important that consideration is given not just to their necessity but also the quality, durability and routine maintenance needs of the materials selected.

##### Routine maintenance

As there is currently no serviceability inspection regime, routine maintenance is rarely undertaken. Where treatment is identified by road users for aesthetic reasons, e.g. painting railings, communities are encouraged to use self-help initiatives to address this.

##### Renewal or replacement

Fences and barriers are renewed and replaced as necessary when identified by safety inspection or by crash knockdowns. Where possible, costs associated with vehicle damage are recovered from insurers. Consideration should be given to the necessity of replacement and renewal, how the asset has failed. Material selection is influenced by whole life cost and carbon usage.

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## Annex 5 – Fences and Barriers

### Decommissioning of the asset

It would be unusual for fences or barriers to be removed unless they required replacement. However, as technical standards and the highway environment are subject to change, consideration should be given to bulk removal using the Minor Scheme Assessment (MSSA) process where replacement of a damaged section of barrier is deemed unnecessary.

### 4.2 Road Restraint Systems

#### Creation of a new asset

A United Kingdom Roads Liaison Group (UKRLG) Guidance Document has been prepared for use by highway authorities and their designers considering the introduction or replacement of RRSs on local roads [Design and Maintenance Guidance \(ciht.org.uk\)](#). It describes a process to assist highway authority decision making with regards to investing in a RRS at a particular site. It includes the necessary supporting information to assist this process and takes account of risk, risk assessment methods, costs, benefits as well as further advice on performance specification and outline design.

The Guidance recognises that any RRS has an inherent element of risk and that this risk has to be balanced by the benefit of mitigating the severity of any accident at an affordable cost.

This Guidance Document applies to:

- New roads (and the adoption of roads),
- Road improvements e.g. widening, junction improvements,
- Where a new hazard is introduced, or an existing roadside feature is altered e.g. the addition of roadside features,
- Where the upgrade or replacement of a parapet is being considered,
- Maintenance schemes where a significant length of RRS is being replaced, and
- When the safety performance of a particular site has been questioned and risk reduction options are being assessed.

Speed Limit > 50mph	This Guidance	RRRAP CD 377
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Speed Limit <50mph	This Guidance	This Guidance
	< 5000 Average August Daily Traffic	> 5000 Average August Daily Traffic

*Fig. 5.1: Applicable method for determining when an RRS is required.*

Where traffic volumes exceed 5000 vehicle per day and speed limits exceed 50mph, the 'Road Restraint Risk Assessment Process (RRRAP)' which forms part of CD 377, Design Manual for Roads and Bridges will be used to enable the designer to determine at each specific site, the need for a vehicle restraint system and its performance requirements.

### Routine maintenance

The design and selection of VRS solutions may mean that periodic maintenance should be undertaken, for example, re-tensioning corrugated beams at a given frequency. Specialist inspections enable the development of a routine maintenance regime. Currently such an approach is undertaken on the Major Road Network every 2 years. Further consideration should be given to extending a risk-based inspection process to identify routine maintenance for RRS systems on other road categories.

### Renewal or replacement

A risk-based approach has been undertaken to systematically inspect and repair RRS over the last 8 years. Details are shown in the following table:

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## Annex 5 – Fences and Barriers

Priority No.	Criteria and location
1	<b>1A</b> - High risk sites A380/A361/A39 <b>1B</b> - Principal road timber post <b>1C</b> - Review of road/rail high risk sites <b>1D</b> - Timber post systems over motorway/trunk road network over bridges
2	Inspect all A road rail over bridge and adjacent rail systems and repair where necessary.
3	Inspect all remaining road rail over bridge and adjacent rail systems and repair where necessary.
4	Inspect all dual carriageway central reservation barriers and repair where necessary.
5	Inspect all m/c 3 high risk sites based on accident severity, commercial traffic data, speed limit and section type and repair where necessary.
6	Inspect all m/c 4 high risk sites based on accident severity, commercial traffic data, speed limit and section type and repair where necessary.
7	Inspect all remaining trunk road over bridge sites and repair where necessary.
8	Inspect all m/c 5 high risk sites based on accident severity, commercial traffic data, speed limit and section type and repair where necessary.
9	Inspect all m/c 6 high risk sites based on accident severity, commercial traffic data, speed limit and section type and repair where necessary.

*Fig. 5.2: Table showing risk-based priority for RRS renewal or replacement.*

This is a long-term inspection cycle that spans numerous years. Each year, a planned works programme is generated from this and other data sources such as road collisions and safety inspections.

An updated risk-based serviceability inspection is being developed for inclusion within the forthcoming maintenance contract. A scoring system will be used to assess condition and provide indicative repair timeframes.

In addition, the Council has implemented a joint process with Network Rail to demonstrate that they have ranked sites where roads cross or run alongside railways according to their relative risk and that they have considered how to manage that risk.

## Annex 5 – Fences and Barriers

The Highway Authority also consider a bridge vulnerability scoring matrix in prioritising planned Road Restraint System upgrades.

Road Restraint Systems are repaired as necessary when identified by safety inspection or by crash knockdowns. Where possible, costs associated with vehicle damage are recovered.

Scheme design considers the accident risk, whole life cost, carbon usage in production, and future replacement strategy. For instance, the inclusion of sockets has proved highly effective in the rapid replacement of knockdowns, minimising temporary traffic costs and reducing traffic delays on busier sections of the main road network.

### Decommissioning of the asset

Removal of Road restraint Systems can occur from time to time. This could result from reduction or removal of risk. For example, the introduction of passive road signage or a reduction in speed limit or by other Highway Engineering options at our disposal. Before proposing the installation of a replacement RRS the designer should consider either removing the hazard or reducing the hazard to an acceptable level

All timber posts (which are no longer used) are disposed of to a licensed tip (as a result of possible contaminants i.e. creosol), all steel materials such as posts, beams and fixtures are recycled.

### Maintenance Service Standards

Maintenance Service Standards were developed which define the service of provision for each asset type based on three levels: Safety, Safety and Serviceability or Safety, Serviceability and Sustainability. These are defined in terms of what a road user could expect to see. This is useful in understanding the maintenance standard in the context of what is affordable.

As pressures on budgets continue and become more restrictive, the ability of the Council to provide a service above that of safety is going to be severely impacted.

The tables below show the maintenance standards for Fences and Barriers on each road category.

Carriageway Hierarchy	Service Level
3	Yellow
4	Yellow
5	Yellow
6	Yellow
7-10	Orange
11+	Red

Footway Hierarchy	Service Level
1	Orange
2	Orange
3	Orange
4	Orange

### Key

Maintenance Standard 1	Provision of Safety, Serviceability and Sustainability
Maintenance Standard 2	Provision of Safety and intermediate level of Serviceability

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## Annex 5 – Fences and Barriers

Maintenance Standard 3	Provision of Safety and minimal level of Serviceability
Maintenance Standard 4	Provision of Safety only

Fig. 5.3: Maintenance Standards for Fences and Barriers for each Road Category

Fences & barriers	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability, and sustainability issues
<b>What a road user would see</b>	Fencing, Barriers, Pedestrian Guardrail and Vehicle Restraint Systems safe and looking untidy.	Fencing, Barriers and Pedestrian Guardrail safe and Vehicle Restraint Systems safe and in fair order	Fencing, Barriers and Pedestrian Guardrail safe and Vehicle Restraint Systems safe and in good order	All fences, barriers pedestrian guardrails and Vehicle Restraint Systems in good order.
<b>Maintenance standards and activities</b>	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Limited routine maintenance based on hierarchy.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Risk-based service and specialist inspection prioritising condition led scheduled routine maintenance based on hierarchy.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Service & specialist inspections of Vehicle Restraint Systems and development of a risk-based programme for renewal/removal based on fit for purpose and condition analysis.



Fences & barriers	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability, and sustainability issues
<b>Impact</b>	No condition assessment to assess whether fit for purpose leading to increased possibility of failure and potential claims.	Limited programme of renewal/removal based on risk rating  Some improvement to asset reducing the likelihood of failure and reducing claim potential	Limited programme of renewal/removal based on risk rating.  General improvement to asset reducing the likelihood of failure and reducing claim potential	Improvement to asset reducing the likelihood of failure and minimising claim potential.

Fig. 5.4: Maintenance Standards for Fences and Barriers

## 5 Levels of Service and Investment Strategy

### 5.1 Levels of service

Levels of Service demonstrate the relationship between the Council’s corporate objectives, including the Strategic Plan for 2021 - 2025, and the performance of highway structures assets in terms of stakeholder requirements. The Levels of Service represent the fundamental service aimed at helping to deliver a road network which is as safe, reliable and as fit for purpose as possible within the current funding and resource constraints. Table 5.5 is an extract from the Strategy and shows the Levels of Service measures for Safety Fencing along with an indication of how they relate to the Council’s Levels of Service Statements.

Asset	Service	Measure	Responding to the climate emergency	Be ambitious for children and young people	Support sustainable economic recovery	Tackle poverty and inequality	Improve health and wellbeing	Help communities to be safe, connected and resilient
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## Annex 5 – Fences and Barriers

Safety Fencing	Vehicle restraint systems, Guardrail, Fences	Assess safety fences when they are knocked down or damaged and repair, replace or remove as required.	✓					✓
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Fig. 5.5: Levels of Service for Safety Fencing

### 5.2 Investment strategy

There is currently no investment strategy in place for the renewal of Boundary Fences, Environmental Barriers and Pedestrian Guardrails due to the limited financial resource available.

The risk-based approach to replacement and renewal of Vehicle Restraint Systems is funded annually through the capital programme. The allocation is currently based on historical needs.

## 6 Programme Development

### 6.1 Identifying Schemes for an Initial Works Programme

Damaged and defective Boundary Fences, Environmental barriers and Pedestrian Guardrails are identified through safety inspection or by reported RTC's. These are forwarded to the Council's delivery team to progress with the necessary works which are carried out through their approved Fencing Contractors and/or Term Maintenance Contractor.

Damaged and defective Road Restraint Systems are also identified through safety inspection or by reported RTC's. In addition, condition surveys have been completed on all main roads (maintenance Category 3-6) This process considers the appropriateness of the current safety system. These locations receive a specialist serviceability inspection and where appropriate, programmes of maintenance, repair or replacement are designed by a specialist.

### 6.2 Prioritising the Works Programme

The programme of works follows a risk-based process prioritising high speed, high traffic roads and road /rail hazards.

## 7 Risks

Issues which may prevent asset management objectives being achieved:

- Financial risk – safety or specialist inspections may identify a demand for repair or renewal over and above the financial provision available,
- Availability of materials – programme delay could occur due to material shortages, particularly associated with steel production or importation, and
- Design lead-in time – Establishing ownership or responsibility and identifying an appropriate technical solution for each scheme may result in delay of implementation.

In all the above circumstances, works prioritisation and measures such as temporary traffic management and temporary speed limits may need to be implemented.

It is important to regularly review opportunity for removal of barriers that are no longer required, particularly with the financial cost and carbon production associated with continued maintenance.

### 8 Improvement Actions

Alongside the Highway Infrastructure Asset Management Plan, this Annex is a live document. It will be subject to continuous improvement and ongoing development with input from Council Officers and Stakeholder feedback. Areas for improvement are identified within the Annex which are summarised as Improvement Actions in this section. These Actions are aligned with Strategic Goals and are assessed as part of a wider cross-asset prioritisation process that prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the Fences and Barriers asset management objectives are achieved are:

- Re-tensioning programme - an identified routine programme of RRS should be identified, risk-rated and funding provision secured,
- An RRS Capital Investment strategy should be developed by need and priority,
- Review of existing RRS risk-based approach. Consider use of scoring matrix to determine inspection priority and frequency and planned work programme. Consider Benchmarking and comparison with neighbouring authorities,
- Consideration of risk-rated temporary measures where repair works cannot be addressed due to funding, and
- RRS Inventory needs to be consistently monitored/updated to support routine maintenance, specialist inspection regime and investment strategy.

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Version Control		
Version	Date	Summary of Changes
0.1	10.03.2023	For consideration by Cabinet

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## Annex 6 – Trees and Soft Landscape

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### 1 Introduction

#### 1.1 Trees

Trees are some of the biggest plants and the longest living species on the planet. Aside from their physical presence and the impact they have on our landscape, trees provide the following ecosystem services:

- They improve air quality by removing pollutants,
- They sequester and store carbon,
- They reduce flooding and surface water runoff and protect soil from erosion,
- They provide shade and regulate temperature in hot weather,
- They promote biodiversity by harbouring plants and wildlife, and
- They improve the aesthetic quality and provide less tangible benefits to health and wellbeing.

Some sources claim that trees can also reduce crime rates, enhance property values and reduce energy costs. Many of the benefits that trees offer increase with age, so it is important that they are looked after and reach maturity.

The Council works closely with central government, other organisations and neighbouring authorities on strategies and initiatives for the management of trees. The Council has a Tree Board that meets quarterly and provides governance to the management of trees in Devon. It oversees the activities around trees that affect the Council's Highways and Premises.

#### 1.2 Soft Landscape

Road verges are often overlooked and undervalued. They are sanctuaries for wildflowers, pollinating insects, reptiles, amphibians and small mammals. They also provide essential green corridors which these species use to disperse. Furthermore, for many people, wildflowers on our roadside verges contribute greatly to their feeling of wellbeing. Some verges have been designated as Special Verges due to their exceptional wildlife value or their value to communities.

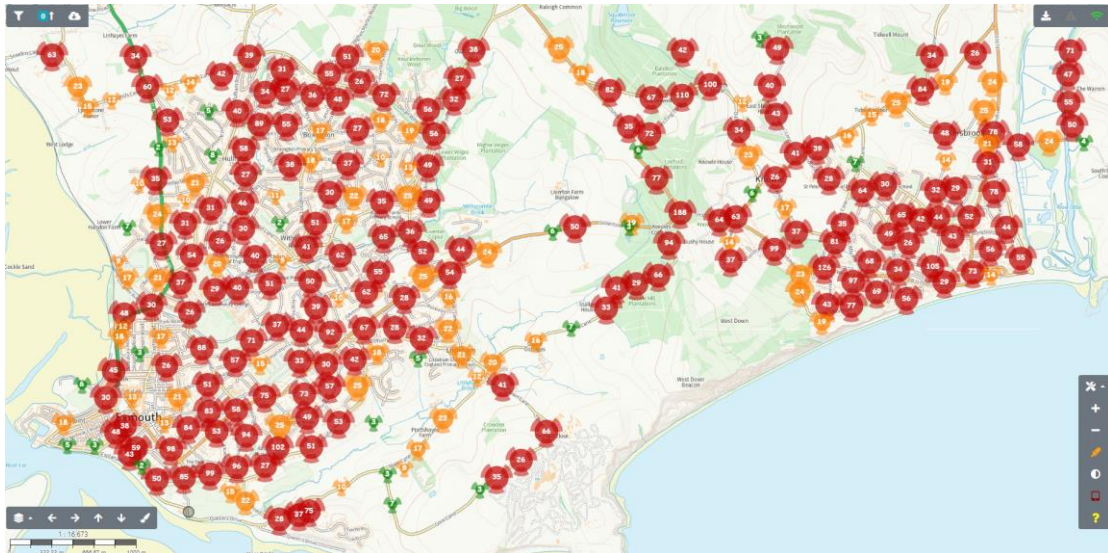
Roadside hedges in Devon are a unique part of the landscape. Evolved over many years for agriculture, they are now valued for their ecological, historical and amenity importance. As well as providing a dense wildlife habitat, hedges can prevent problems such as soil erosion.

Appropriate management of our roadside verges and hedges is essential. Without careful management, wildflowers on our road verges can be lost through too frequent cutting, or outcompeted by brambles, scrub and vigorous coarse grasses.

### 2 Inventory

#### 2.1 Trees

The Council uses tree data from aerial imagery and remote sensing technology (Light Detection and Ranging or LiDAR) to create a tree inventory which is available on the Integrated Highways Management System (IHMS). Data has been collected on all trees over 3m in height within 20m of the Highway Maintainable at Public Expense (HMPE), and this has been processed to identify those trees that either overhang or are within falling distance of the HMPE. A screenshot from the IHMS showing a small sample of the highway tree dataset can be seen in Figure 6.1.



*Fig. 6.1: Screenshot showing a sample of the Highway Tree Inventory*

The Council defines a tree as having a diameter of 180mm or more at a height of 1.3m or more above ground level. Trees that are within falling distance of the highway are collectively termed 'Highway Trees'. Any tree between the highway limits (i.e. on HMPE) is considered to be a highway tree maintainable at public expense. Highway trees beyond the highway limits are private highway trees and are considered to be maintained by private landowners or the land occupier. This includes trees within hedges or hedge banks.

The Council is primarily responsible for highway trees maintainable at public expense and for ensuring that they present a tolerable risk to highway users and adjoining land users by becoming unstable, causing an obstruction, creating encroachment issues (e.g. trees growing too close to private property, roots causing damage to private property, or creating visibility issues). Some of the highway trees maintainable at public expense are street trees, which are trees on urban roads. These potentially present a higher target value because of their immediate proximity to pedestrians, parked vehicles and slower moving and or queuing traffic.

The landowner has a primary common law duty to take reasonable care of, and to ensure the safety of, all trees upon that private land. As a Highway Authority, the Council is specifically concerned with those private trees (private highway trees) that are within falling distance of the highway. Where the Council becomes aware of private highway trees, hedges or shrubs which are not safe, Section 154 of the Highways Act empowers the Council to deal, by notice, with any hedge, tree- or shrub growing on adjacent land which overhangs the highway and to recover costs.

## 2.2 Soft Landscape

There are approximately 2,000 hectares of roadside verge in Devon that are maintained by the Council. This excludes those verges which are owned and managed by National Highways (i.e. those on the M5, A30, A303, A35, and A38 trunk road).

Included within this area of maintained roadside verge in Devon are 126 Special Verges totalling approximately 39 hectares, each having its own specific survey and management requirements. All Special Verges have been designated by the

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## Annex 6 – Trees and Soft Landscape

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Council because of their exceptional wildlife value and or their value to communities. The location of special verges can be found at [Devon County Council's environmental viewer](#), under the Ecology/Geology tab. Survey and management information is available from [nature@devon.gov.uk](mailto:nature@devon.gov.uk).

In addition, the Council also owns and maintains approximately 177 km of hedgerows across the county, as well as screen planting and formal planting such as on roundabouts.

### 3 Performance

#### 3.1 Trees

The Council manages highway trees in accordance with its Tree Safety Management Policy and Procedures which describes the Council's responsibilities and approach to tree safety management.

Underpinning the Tree Safety Management Policy and Procedures is the risk-based Highways Tree Safety Management Procedure, which sets out how highway trees are managed by inspecting for safety defects and responding accordingly. More information on the inspection process can be found on the Council's webpages [here](#). Comprising our busiest and fastest roads, the maintenance category 3-5 network (typically our 'A' and 'B' roads) is routinely inspected by qualified Tree Inspectors, and receives scheduled checks undertaken during Highway Safety Inspections. This represents approximately 13% of the overall road network. Inspection of trees on the other 87% of the road network, which are the maintenance category 6-11 roads (i.e. minor roads), relies on scheduled checks carried out during Highway Safety Inspections (HSIs), in accordance with the [Highway Safety Policy](#). The public, and Highways staff, can also report on trees on all roads. These reports may result in the Council arranging an ad hoc check or expert ad hoc inspection, if necessary.

The Highways Tree Safety Management Procedure is managed by a dedicated Tree Safety Management team in the Council's Highway Services Team, who use specialist software to commission and oversee contractors appointed under the Council's Tree Management Framework contract to carry out inspections and surgery.

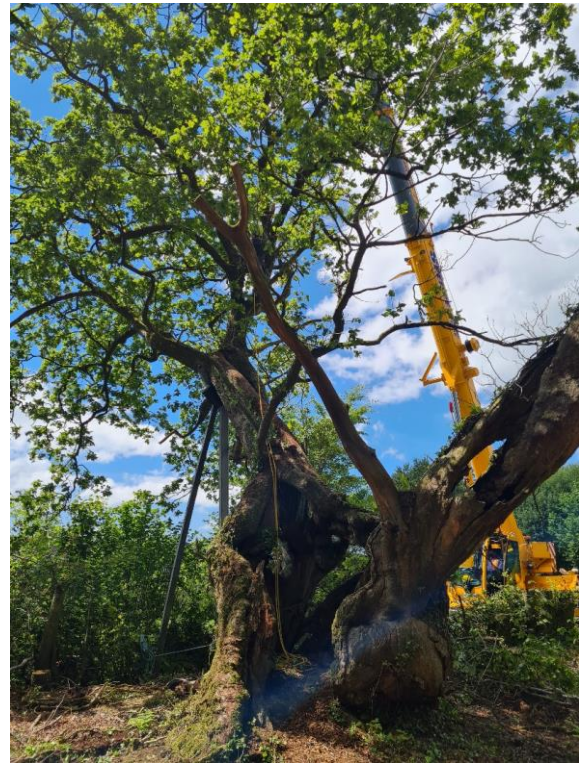
Reports are generated of the number of records from expert scheduled inspections and HSIs which gives an indication of the condition of trees in terms of safety defects reported. There is an ambition to provide a link in this Annex to an annual summary showing a comparison of the reports raised with previous years when it is available.

Moving forward, the Council intends to develop its understanding of the tree stock by evolving its inventory. For instance, the following opportunities are being considered:

- Capturing data on species, age and condition,
- Assessing the value of ecosystem services provided by highway trees (in terms of kg and £) with regard to carbon storage, carbon sequestration and pollution absorption,
- Identification of trees on maintenance category 6-12 roads for inclusion on the expert scheduled inspection route, and
- Identification of our veteran trees and community trees so they can be protected and cared for.



In 2022, the Council completed some restoration work to this thousand-year-old, iconic, ancient tree. The work was undertaken in close liaison with the Ancient Tree Forum and included some Halo release pruning to remove encroaching Beech trees that were smothering the Oak. A new prop was designed by the Structures Capital Maintenance team in the Council's Engineering Design Group. The original prop was bending and the last viable stem of the Oak was tearing out from the main stem and in danger of collapse. The prop was installed by a local Civil Engineering Contractor, with tree surgery and supervision by two Arboricultural Contractors on the Council's Tree Management Framework. The whole project was overseen and managed by the Council's Tree Officer. New epicormic growth is now forming on the tree and the project has been highly successful.



*Fig. 6.2: Case Study – Ancient Tree Restoration ‘The Flitton Oak’.*

### 3.2 Soft Landscape

Routine inspections are not undertaken on the Soft Landscape, so there is limited information on its current condition or performance in terms of biodiversity.

The Council is working with Exeter University on a project to understand the value of our Soft Landscape.

The Council's Grass Cutting Policy & Procedure describes the policy for achieving the specified objectives, which are:

- To maintain visibility areas / splays for highway users,
- To provide forward visibility to signs, and
- Community self-help to address local issues over and above the level of service will be encouraged.

In addition to the objectives stated in the Policy, there is an obligation to sustain essential landscape and ecological mitigation measures that have been secured on the Council's capital schemes through planning conditions and associated legal agreements. From November 2023, it will also be a mandatory requirement to have a 30-year commitment to sustain habitats/vegetation types created to deliver Biodiversity Net Gain.

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## Annex 6 – Trees and Soft Landscape

Records are kept of reports from customers that are received of overgrown vegetation. They are maintained on a platform that allows the data to be visualised and interrogated to identify hotspots and trends. An image from the system showing reports of Overgrown Vegetation between 02 Apr 2021 and 31 Mar 2022 can be seen in Figure 6.3 below.

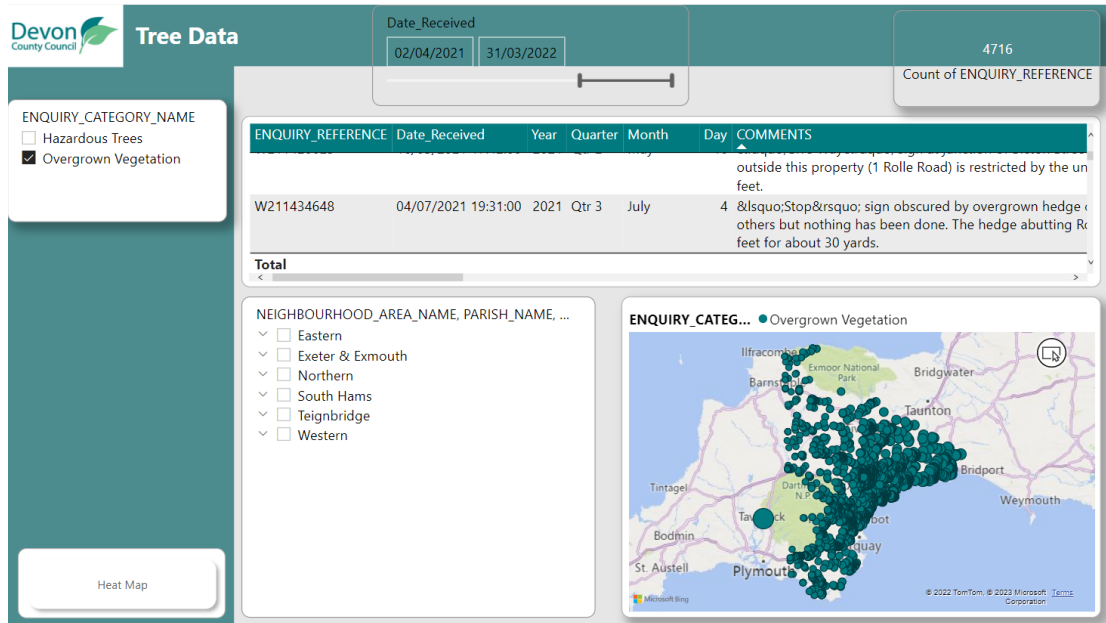


Fig. 6.3: Visualisation of Customer Reports

## 4 Maintenance Strategy

### 4.1 Creation of a new asset

#### Trees

Trees are added to the Highway Asset in several ways. These include:

- Planting as part of highway schemes with capital funding,
- Planting as part of development works (under both sections 38 and 278 of the Highways Acts 1980),
- Planting from Councillor's budgets,
- Acquisition of land containing existing trees for highway schemes, and
- Planting by the Council on land in its ownership sometimes with external grant funding, e.g. Tree Emergency Fund from the Wildlife Trust.

The Council is developing a Policy for the Replacement of Highway Trees. This will provide a framework and guidance for ensuring the species and location are carefully chosen to suit the local area, so that we get the right trees (i.e. type and quality is more important than overall number) and they do not become a problem to maintain.

The Council's Tree Officer is consulted by the Engineering Design Group (EDG) on planting proposals for highway schemes with capital funding and by Development Control during planning applications for development projects.

#### Soft Landscape

Soft landscape is added to the Highway Asset in two main ways. These are:

## Annex 6 – Trees and Soft Landscape

- As part of highway schemes with capital funding, and
- As part of development works (under both sections 38 and 278 of the Highways Acts 1980).

The Council's Ecologist, Landscape Officer, Highways and Public Rights of Way teams are consulted by the Council's Engineering Design Group (EDG) on planting proposals for highway schemes with capital funding and by Development Management during planning applications for development projects. Landscape and Ecological Management Plans are normally required to be submitted and agreed as a planning condition for such schemes. This includes vegetation management of sustainable drainage features such as attenuation basins and pond margins. These also require ongoing management, to allow maintenance access and sustain their biodiversity and amenity value.

Where schemes do not require planning permission, an internal Environmental Audit is carried out which considers the issues above.

### 4.2 Routine maintenance

#### Trees

The cyclical maintenance of trees is limited to cutting back from visibility splays to signs and junctions, on bends, and around street lighting to prevent defects that may create a danger or serious inconvenience to highway users (as defined by the Highway Safety Policy).

Other tree maintenance is reactive, undertaken to reduce risks identified during scheduled or ad hoc checks and inspections or reports from other sources. Action is taken to protect the highway or where there is a safety risk to properties neighbouring the highway. Powers exist under the Highways Act which enable the Council to take action on privately owned trees overhanging the highway where necessary.

The Council is exploring ways in which the cyclical maintenance of highway trees, including street trees, could be improved. This would allow works to be planned and undertaken at optimal times and may reduce or prevent problems from occurring that require costly and time-consuming reactive works to address. Potential options being considered include:

- Tree Warden schemes to take ownership of trees and carry out certain tasks including watering, and
- Communication with members of the public to increase general awareness of the value of trees and responsibilities.

#### Soft Landscape

The Grass Cutting Policy and Procedure identifies the frequency for grass cutting on rural and urban roads. The Neighbourhood Office is authorised to determine the timing of cutting and whether the maximum number of cuts is necessary. Any proposals of this nature must be co-ordinated through the Cyclical Performance Improvement Team (PIT)

Grass cutting above the maximum number of cuts identified in the Policy and Procedure is permitted, but this is deemed to be for amenity or environmental purposes and will be the responsibility of City, Borough or District Councils.

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## Annex 6 – Trees and Soft Landscape

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Additional cutting will be undertaken to facilitate other maintenance works, for example prior to surface treatment or ditch cleaning.

The Council does not routinely treat unsightly or noxious weeds. The Weed Control / Clearance Policy and Procedures explain that spraying in some drainage systems might be undertaken depending on location and hierarchy of the road, before constructing new footpaths, and as a preventative measure during highway maintenance works. Reports alleging that noxious weeds on Council land have caused growth or have spread onto private land will be assessed.

The Council has produced a [‘Life on the Verge’](#) webpage and document which provides guidance on the management of highway verges. This encourages communities to take an active role in the management of verges for wildlife. A Hedges and Verges [factsheet](#) is also available which explains owners’ and occupiers’ responsibilities and provides advice on how they should be maintained.

Where customer reports are received, these are dealt with on a reactive basis where safety defects are present, or where action is necessary to restore availability of the highway by removing vegetation causing an obstruction. A risk-based procedure is used to prioritise actionable reports depending upon their defect category, as defined in the Highway Safety Policy. This makes efficient use of resources and provides a range of responses that are proportionate to each situation.

The Council has an ambition to be more proactive in the identification of the locations where overgrown vegetation will require action. This will avoid safety defects from arising and allow the work to be managed in a more efficient and controlled way and better timed to suit biodiversity needs.

### 4.3 Renewal or replacement

#### Trees

The Council is developing a Policy for the Replacement of Highway Trees. Currently, the planting of new trees by the Council on land in its ownership, as listed in 4.1 above, is done with consideration to suitable locations, including sites that are highway land often where trees have been removed. County-wide guidance on the successful establishment of street trees and other guidance is available on the Council’s Environment [webpages](#).

In response to the impact of ash dieback, the Devon 3/2/1 formula is promoted which encourages at least 3 new trees for the loss of a large tree, 2 for a medium tree and 1 tree for a small tree. More details can be found on the [Devon Ash Dieback Resilience Forum](#) webpages.

#### Soft Landscape

The Council does not have a policy for the renewal or replacement of soft landscape.

### 4.4 Decommissioning of the asset

#### Trees

The Council operates a Tree Management Framework contract with a selection of local contractors who provide the services of expert tree surgeons. Under the Framework, the timber and waste arising from tree surgery on trees owned by the Council is either left safely on site or is removed by the Contractor.

## Annex 6 – Trees and Soft Landscape

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The Council is exploring other ways of dealing with arisings, depending on the volume and type of timber. Some objectives that are being considered include:

- reducing and better controlling the release of embedded carbon,
- enhancing biodiversity,
- providing additional revenue (e.g. wood fuel), and
- providing timber resource to local community groups (e.g. wood carvers, wood turners, for local art, street furniture).

### Soft Landscape

Soft landscape is not usually decommissioned. In situations where the replacement of soft landscape with paving or hard surface is proposed, the impacts of loss of habitat are assessed and a consultation is undertaken. Where the planning process is applicable to highways/development schemes, mitigation is sometimes provided, for example bird boxes.

Tools are available that enable schemes to be compared and assessed for the impact on natural capital, which provide two outputs: Biodiversity Units and Ecosystem Service Value (in terms of kg and £). The Council is considering whether these could be used.

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## Annex 6 – Trees and Soft Landscape

### 4.5 Maintenance Service Standards

Maintenance Service Standards were developed which define the service of provision for each asset type based on three levels: Safety, Safety and Serviceability or Safety, Serviceability and Sustainability. These are defined in terms of what a road user could expect to see as shown in Figures 6.4 and 6.5. This is useful in understanding the level of service in the context of what is affordable.

Trees	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability, and sustainability issues
<b>What a road user would see</b>	Tree surgery in response to reported safety defects.	Tree surgery in response to reported safety defects.  Cyclical cutting of trees to visibility splays to signs, junctions and on bends.	Tree surgery in response to reported safety defects.  Cyclical cutting of trees to visibility splays to signs, junctions and on bends.  Removal of self-seeded trees in unsuitable locations.	Tree surgery in response to reported safety defects.  Cyclical cutting of trees to visibility splays to signs, junctions and on bends.  Removal of self-seeded trees in unsuitable locations.  Proactive pruning and management of trees.
<b>Maintenance standards and activities.</b>	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Limited routine maintenance based on road hierarchy.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Risk-based specialist inspections prioritising scheduled	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Risk-based specialist inspections and collection of inventory data,

Trees	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability, and sustainability issues
			routine maintenance based on road hierarchy.	prioritising scheduled routine maintenance and planting based on road hierarchy.
<b>Impact</b>	<p>Immediate or imminent hazards dealt with when reported.</p> <p>No assessment of condition or health of trees which gives no way of planning a programme of work.</p>	<p>Immediate or imminent hazards dealt with when reported.</p> <p>No assessment of condition or health of trees which gives no way of planning a programme of work.</p> <p>Limited routine maintenance will lead to some improvement of the asset and reduce the number of future defects from being reported</p>	<p>Immediate or imminent hazards dealt with when reported.</p> <p>Specialist inspections will enable development of a prioritised programme.</p> <p>Routine maintenance will lead to general improvement of the asset and reduce the number of future defects from being reported.</p>	<p>Immediate or imminent hazards dealt with when reported.</p> <p>Specialist inspections will enable development of a prioritised programme.</p> <p>Improvement to the asset will reduce the number of future defects from being reported.</p> <p>Understanding of the value of the asset e.g., in terms of carbon and biodiversity.</p> <p>Resilience to pathogens and</p>

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## Annex 6 – Trees and Soft Landscape

Trees	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability, and sustainability issues
				enhancement of the diversity of species diversity.

Fig. 6.4: Maintenance Standards for Trees

Soft Landscape	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability and sustainability issues
<b>What a road user would see</b>	<p>Grass only cut to provide minimum safety visibility at junctions, bends and laybys.</p> <p>Hedges cut for safety on major roads at bends, junctions and laybys.</p>	<p>Grass only cut to provide minimum safety visibility at junctions, bends and laybys. Cut shorter and more frequently.</p> <p>Hedges cut for safety on major roads at bends. Junctions and laybys.</p>	<p>Grass cut on visibility splays, and on some verges.</p> <p>Hedges managed proactively.</p>	<p>Grass cut across full verge width where required and part width elsewhere.</p> <p>Hedges trimmed routinely.</p>



Soft Landscape	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability and sustainability issues
<b>Maintenance standards and activities. (Includes landscape management of hedges, grassed areas, weeds.</b>	Undertake safety inspection and react to defects that present an immediate or imminent hazard.  Limited routine visibility cutting.  No noxious or other weed treatment unless causing a safety issue.	Undertake safety inspection and react to defects that present an immediate or imminent hazard.  Some routine visibility cutting.  No noxious weed treatment.  Limited other weed treatment.	Undertake safety inspection and react to defects that present an immediate or imminent hazard.  Some routine visibility and verge cutting.  Reactive noxious and other weed treatment.	Undertake safety inspection and react to defects that present an immediate or imminent hazard.  Routine visibility and verge cutting.  Routine noxious and other weed treatment.
<b>Impact</b>	Lack of habitat consideration and an increase in environmental issues.  General untidiness and hidden litter.  Increase in noxious and other weeds with infrastructure damage.	Lack of habitat consideration and potential environmental issues.  General untidiness and visible litter when cut.  Increase in noxious and other weeds with infrastructure damage.	Some environmental management and consideration of habitats.  Limited weed control.	User satisfaction, improved claim & habitat management.

*Fig. 6.5: Maintenance Standards for Soft Landscape*

As pressures on budgets continue and become more restrictive, the ability of the Council to provide a service above that of safety is going to be severely impacted.

The tables below show the maintenance standards for Trees and Soft Landscape that can be expected across the highway network with the current levels of funding.

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Carriageway Hierarchy	Maintenance Standard
3 Rural	
4 Rural	
5 Rural	
6 Rural	
7 Rural	
8 Rural	
9 Rural	
10 Rural	
11 Rural	

Carriageway Hierarchy	Maintenance Standard
3 Urban	
4 Urban	
5 Urban	
6 Urban	
7 Urban	
8 Urban	
9 Urban	
10 Urban	
11 Urban	

### Key

Maintenance Standard 1	Provision of Safety, Serviceability and Sustainability
Maintenance Standard 2	Provision of Safety and intermediate level of Serviceability
Maintenance Standard 3	Provision of Safety and minimal level of Serviceability
Maintenance Standard 4	Provision of Safety only

*Fig 6.6: Maintenance Standards for Trees and Soft Landscape for each Road Category*

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### 5 Levels of Service and Investment Strategy

Levels of Service demonstrate the relationship between the Council’s corporate objectives, including the Strategic Plan for 2021 - 2025, and the performance of highway assets in terms of stakeholder requirements. The Levels of Service represent the fundamental service aimed at helping to deliver a road network which is as safe, reliable and as fit for purpose as possible within the current funding and resource constraints. Figure 6.7 is an extract from the Strategy and shows the Levels of Service measures for Trees and Soft Landscape along with an indication of how they relate to the Council’s Levels of Service Statements.

Asset	Service	Measure	Responding to the climate emergency	Be ambitious for children and young people	Support sustainable economic recovery	Tackle poverty and inequality	Improve health and wellbeing	Help communities to be safe, connected and resilient
Trees and Soft Landscape	Highway verge	Carry out annual programme of grass cutting to maintain safe visibility at junctions and visibility splays	✓					✓
	Trees	Inspect highways trees and prioritise repairs to safety defects in accordance with the Tree Inspection Policy	✓				✓	✓

Fig 6.7: Levels of Service for Trees and Soft Landscape.

#### Investment Strategy for Trees and Soft Landscape

The risk-based approach to the safety management of highway trees and soft landscape is funded annually through the highway’s revenue budget. The budget lines are currently based on historical needs.

### 6 Programme Development

#### 6.1 Identifying Schemes for an Initial Works Programme

A works programme has not traditionally been developed for the maintenance of highway trees, which is reactive in response to reports of defects posing a risk to the safety of the public.

Cyclical programmes are developed for grass and hedge cutting in accordance with the Policy. More information can be found on the Council’s webpages [here](#).

The Council has an ambition to improve the coordination of activities on the highway network and to work more efficiently, for example by capitalising on traffic management setups thereby minimising disruption and achieving best value. In

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## Annex 6 – Trees and Soft Landscape

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2022, projects on the A361 and A380 have been successfully completed where these major roads were occupied by the Council with sufficient notice provided for a range of maintenance activities to be planned and undertaken at the same time, including tree works and maintenance of the soft landscape.

There is a desire to expand this approach and for the maintenance of trees and soft landscape to be considered whenever the Council will be occupying the highway network, particularly the busier ('A' and 'B' roads), for significant periods during highway improvement schemes. Sufficient notice is required to enable works to be planned because of ecological and operational considerations.

## 7 Risks

The issues which may prevent asset management objectives being achieved in relation to Trees and Soft Landscape are summarised below.

### 7.1 Climate change

More frequent occurrence of extreme weather events, for example drought, flooding and storms, along with more variation in temperature, will put trees under greater stress. This could cause tree health to deteriorate increasing the risk of diseased or dangerous trees that require attention.

### 7.2 Funding

Financial pressure impacts the Council's ability to follow maintenance regimes for appropriate pruning and pollarding of trees, increasing the risk of trees obstructing the highway and/or causing a nuisance/damage to neighbouring properties, when they will require costly action to address.

Similarly, constraints on the cyclical maintenance of verges will allow self-seeded trees to grow to maturity in undesirable locations requiring costly intervention to manage when they eventually become safety defects.

Restrictions on funding limit the Council's ability to replant trees where they have had to be removed, this will be especially notable for street trees.

### 7.3 Pests and Diseases

Increasing numbers of pests and diseases are affecting the UK's trees. Some have devastating consequences that cause a decline in health. The unpredictable nature of these issues and difficulty in preventing their spread mean that they cannot be planned for. Surges in defects could be experienced, which will have to be managed reactively (e.g. ash dieback). As the spread of Ash Dieback has been so significant, and the potential for infected trees to cause damage, injury or loss of life, Ash Dieback is being managed via the Council's Risk Management System.

### 7.4 Invasive plants and injurious weeds

Invasive non-native plants are species that have been brought into the UK and can spread causing damage to the environment, economy, health or lifestyle.

Injurious weeds are native species that cause a problem to farming productivity.

Landowners could be prosecuted if invasive non-native plants or injurious weeds spread from their property and cause a nuisance or damage to other land or property.

### 7.5 Third-party trees and vegetation

Most highway trees and vegetation growing alongside the Council's highway network is privately owned, and landowners are responsible for their management and maintenance. The failure to maintain private trees and vegetation by the landowners, either through inability, lack of awareness, or unwillingness, will result in adverse impacts on the safety or serviceability of the highway.

It is neither feasible, in terms of resources, nor appropriate for the Council to undertake this work in default of the rightful duty holder.

## 8 Improvement Actions

Alongside the Highway Infrastructure Asset Management Plan, this Annex is a live document. It will be subject to continuous improvement and ongoing development with input from Council Officers and Stakeholder feedback. Areas for improvement are identified within the Annex which are summarised as Improvement Actions in this section. These Actions are aligned with Strategic Goals and are assessed as part of a wider cross-asset prioritisation process that prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the Trees and Soft Landscape asset management objectives are achieved are:

- **Developing our understanding of the tree stock by evolving the inventory** - Opportunities being considered include capturing data on species, age, and condition, assessing the value of ecosystem services, identifying trees on maintenance category 6-12 roads for inclusion on the expert scheduled inspection route, and identification of our veteran trees and community trees so they can be protected and cared for.
- **Develop a policy and strategy for the replanting of highway trees** - This will provide a framework supporting the planning of a landscape for the future and helping tackle climate change, and guidance ensuring that species and locations for tree planting are chosen appropriately.
- **Exploring ways of improving the maintenance of trees to allow works to be planned and undertaken at optimal times** - This may reduce or prevent problems from occurring that require costly and time-consuming reactive works to address. Potential options being considered include taking maximum advantage of planned occupations of the highway for maintenance or improvement schemes, Tree Warden schemes, and communication with members of the public and engagement with school children.
- **Be more proactive in the identification of locations where overgrown vegetation will require action** - Develop a maintenance programme to avoid safety defects from occurring, allowing the work to be managed in a more efficient and controlled way and better timed to suit biodiversity needs.
- **Exploring ways of dealing with tree and vegetation arisings** - Reduce or better control the release of embedded carbon and enhance biodiversity and may provide additional revenue and a timber resource to local community groups.
- **Improving communication with landowners about their trees and vegetation** - Providing information and education on responsibilities and legal

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## Annex 6 – Trees and Soft Landscape

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obligations. If successful, this would significantly reduce the Council's time and costs spent dealing with privately owned trees and vegetation that are impacting the highway.

- **Working with the term maintenance contractor to improve the effectiveness of the Council's grass cutting programme** - For example, considering different ways of utilising tractors and flails.
- **Determine the value of the tree stock and soft landscape** - For example, with consideration to the carbon sequestered and stored, and present in terms of a fiscal value. The possibility of using tools to compare and assess the impact of highway schemes on natural capital using biodiversity units and ecosystem service value.

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### 1 Introduction

The primary purpose of traffic signs, road markings and other traffic management assets is to improve safety and inform highway users of any hazards or requirements as they move around the network.

There is a statutory requirement to maintain traffic signs and road markings in relation to the mandatory requirements set for road users, including those set out by Traffic Regulation Orders.

Traffic signs, road markings and other traffic management assets are critical not only to keeping the networks safe but for the Council to meet its statutory requirements under the Highways Act and the Traffic Management Act to keep the network moving.

These assets will communicate requirements relating to speed, hazards in the road ahead, where to park, load, or unload, and facilitate the payment for parking sessions maintaining an important income stream of approximately £3m per annum.

With increasing levels of autonomy in vehicles on our network the importance of road marking and studs in guiding driver and vehicle is likely to require a higher level of investment.

Changes to the Safety Defect Maintenance Policy in December 2020 has reduced the number of marking types that are inspected and maintained reactively.

These assets have not previously been recognised in the Authorities Highway Infrastructure Asset Management Plan. However, to maintain the network and make informed decisions on budget setting it is important to do so. This Annex outlines a proposal to develop asset management principles for this area over the next 5 years.

The impact of not maintaining our road marking and stud asset is an increased risk of claims against the Authority, failed enforcement (including enforcement undertaken using new Moving Traffic Enforcement powers), and reputational damage.

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## Annex 7 – Road Markings and Studs

### 2 Inventory

The Council has historically held limited information relating to road markings and studs.

#### 2.1 Civil Parking Enforcement Markings

The Council has a robust inventory relating to Civil Parking Enforcement markings held on a third-party software platform, no condition information is held. A public facing [map-based viewer](#) for these restrictions is also available.

A summary of linear meterage of each parking restriction type is publicly available on our open [data pages](#). The information is presented by restriction type, for example “no waiting at any time” (double yellow line), “no waiting” (single yellow line), and “loading only” (loading bay marking).

#### 2.2 Markings (General)

The Council has commissioned survey work to capture markings inventory including centre lines, junction markings. This work is not yet complete.

This inventory will be mounted on the Buchanan Computing LineMap platform. No condition information is held.

#### 2.3 Markings (Regulatory)

The Council has commissioned survey work to capture markings inventory including centre lines, junction markings. The Council is also digitising Traffic Regulation Orders relating to these markings. This work is not yet complete.

This inventory will be mounted on the Buchanan Computing LineMap platform. No condition information is held.

#### 2.4 Cats Eyes / Road Studs

There is no up-to-date inventory currently held relating to cats eyes / road studs.

The Council is responsible for:

CPE restrictions including:

- 566km Double Yellow Lines,
- 106km Single Yellow Lines,
- 89km parking bays,
- 21,000 No Loading blips, and
- 219 School Keep Clears.
- 3,450 km of lining, including:
  - 2,032km Centre line,
  - 301km Give Way & Stop markings,
  - 416 disabled bays,
  - 985 Cycle symbols,
  - 275 Pedestrian symbols,
  - 1,296 Speed limit roundels,
  - 3,832 Road Hump markings,
  - 20,000 Other markings – including blocks of destination text and arrows, and
- In excess of 100,000 road studs (estimated) Split between stick on / Halifax.

These markings are required to ensure that 2060 live Traffic Regulation Orders are clearly understood by the public. The Orders include:

- 401 Orders relating to Parking restrictions,
- 992 Orders relating to Moving restrictions (for example “No Entry”), and
- 667 Orders relating to Speed limits.

The replacement value for lining alone (excluding additional traffic management) is in excess of £5.8million.

### 3 Performance

#### 3.1 Current and historical condition

There is no overall condition assessment of markings and studs, this is an identified area for improvement. There is a need to gather more information to plan routine maintenance programmes for future years and inform areas of investment.

#### 3.2 Civil Parking Enforcement Markings

There are no comprehensive records of lining condition in respect to the CPE asset. However, there are regular inspections as part of enforcement activities and the Council is able to respond well to reactive issues identified by Civil Enforcement Officers (CEOs).

These measures are deemed to be adequate.

#### 3.3 Markings (General)

There is no comprehensive record of lining condition. However, there are periodic machine surveys of our 3, 4 and 5 road network providing a snapshot of line condition and prioritisation for future investment.

Outside of the 3, 4 and 5 road network, monies are provided for remarking of lining by parish area. Local knowledge provided by Neighbourhood Highways Teams is used to identify priority sites. The demand for remarking far exceeds the available budget and each year prioritisation of communities is needed to ensure equitable investment across the County. Once a programme has been developed, condition surveys are also carried out in each Parish to identify the lining requiring remarking.

Potential to utilise highway video surveys to assess condition of centre lines and studs is being investigated. These surveys are undertaken annually on “A” roads and at least every 3 years on “B” roads. This is a potential area for investment discussed further in Section 5 & 6.

These measures are an area for improvement.

#### 3.4 Markings (Regulatory)

There is no comprehensive record of lining condition. However, there are periodic machine surveys of our 3, 4 and 5 road network providing a snap shot of line condition and prioritisation for future investment.

Neighbourhood Highway Teams have the annual opportunity to feed into the Parish Remark Programme. Their local knowledge will assist with prioritising the targeting of condition surveys.

These measures are an area for improvement.

#### 3.5 Cats Eyes / Road Studs

There is no comprehensive record of lining condition. However, there are periodic machine surveys of our 3, 4 and 5 road network providing a snap shot of line condition and prioritisation for future investment.

These measures are an area for improvement.

### 4 Maintenance Strategy

How the asset is managed in each stage of the life cycle.

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## Annex 7 – Road Markings and Studs

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### 4.1 Creation of a new asset

#### Civil Parking Enforcement Markings

These assets are created in association with new parking schemes and improvements. All new assets (and changes to existing assets) will require a new Traffic Regulation Order. Source of request include:

- Annual HATOC Waiting Restriction Programme,
- Highway schemes with Capital funding,
- New developments / S106 / S278 monies, and
- Community / Member requests.

New assets will be discussed with Local Member and HATOC chair at a minimum.

New assets are captured in third party software, which also acts as a design and ordering tool.

#### Markings (General)

These assets are created in association with highway improvement schemes or new developments. These include:

- Highway schemes with Capital funding,
- New developments / S106 / S278 monies,
- Community / Member funded schemes,
- Road safety audits, and
- Community / Member requests.

New assets developed by the Traffic Management Team are in third party software, which also acts as a design and ordering tool. Other new assets for example new development or roads are not; this is an area for improvement.

#### Markings (Regulatory)

These assets are created in association with highway improvement schemes or new developments. Some new assets (and changes to existing assets) will require a new Traffic Regulation Order, for example bus lanes. These include:

- Highway schemes with Capital funding,
- New developments / S106 / S278 monies,
- Community / Member funded schemes,
- Road safety audits, and
- Community / Member requests.

Where a Traffic Regulation Order is required, new assets will be discussed with Local Member and HATOC chair at a minimum.

New assets developed by the Traffic Management Team are captured in third party software, which also acts as a design and ordering tool. Other new assets for example new development or roads are not; this is an area for improvement.

#### Cats Eyes / Reflecting Studs

These assets are created in association with highway improvement schemes or new developments. These include:

- Highway schemes with Capital funding,

## Annex 7 – Road Markings and Studs

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- New developments / S106 / S278 monies, and
- Road safety audits.

### 4.2 Routine maintenance

#### Civil Parking Enforcement Markings

There is no formal serviceability service inspection regime, however all sites are regularly attended by Civil Parking Enforcement Officers and condition of the asset is checked before enforcement is carried out. Defects are recorded and reported to the technical team who arrange ad hoc maintenance of the asset.

There is a medium-term ambition to return to cyclic maintenance of this asset to reduce costs and improve condition.

#### Markings (General)

There is no formal serviceability service inspection regime, routine maintenance is rarely undertaken.

Where treatment is identified by road users or via a route review maintenance would be considered against available budgets or communities encouraged to fund / self-help.

#### Markings (Regulatory)

These markings are inspected in line with our highway safety inspection policy and will be maintained accordingly.

Treatment may also be identified by Police or Safety Camera Partnership when identifying defects during enforcement of speed limits or moving traffic offences.

With the adoption of moving traffic offences regular audits of signing and lining will be required at any site identified (and signed off) for enforcement. It is anticipated that a 3-month inspection will be sufficient to ensure robust enforcement.

#### Cats Eyes / Reflective Studs

There is no formal serviceability service inspection regime, routine maintenance is rarely undertaken. Condition surveys are carried out ad hoc.

### 4.3 Renewal or replacement

#### Civil Parking Enforcement Markings

Markings are renewed and replaced as necessary when identified by inspection or report.

#### Markings (General)

For lines that do not relate to mandatory instructions to drivers and that fall outside our Safety Defect Policy there is insufficient budget to renew or replace all markings when identified by inspection or report.

#### Markings (Regulatory)

Markings are renewed and replaced as necessary when identified by inspection or report.

#### Cats Eyes / Reflective Studs

Cats eyes / reflective studs are renewed and replaced as necessary when identified by inspection or report.

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## Annex 7 – Road Markings and Studs

### 4.4 Decommissioning of the asset

#### Civil Parking Enforcement Markings

Removal of markings would typically be as a result of a change in Traffic Regulation Order. In some instances, changes may be brought about by new national Legislation.

#### Markings (General)

It would be unusual for markings to be removed. In some instances, changes may be brought about by route review to ensure consistency of markings and minimise impact on public realm.

#### Markings (Regulatory)

It would be unusual for markings to be removed. In some instances, changes may be brought about by route review to ensure consistency of markings and minimise impact on public realm.

#### Cats Eyes / Reflective Studs

It would be unusual for studs to be removed. In some instances, changes may be brought about by route review to ensure consistency of markings for example removal of a double white line system (where studs would have been mandatory).

### 4.5 Maintenance Service Standards

Maintenance Service Standards were developed which define the service of provision for each asset type based on three levels: Safety, Safety and Serviceability or Safety, Serviceability and Sustainability. These are defined in simple terms of what a road user could expect to see. This is very useful understanding the level of service in the context of what is affordable.

As pressures on budgets continue and become very restrictive, the ability of the Council to provide a service above that of safety is going to be severely impacted.

The tables below show the maintenance standards for Road Markings and Studs on each road category.

Maintenance Category	Road Markings and Studs
3	Yellow
4	Yellow
5	Yellow
6	Yellow
7-10 (when subject to Parish Remark programme)	Yellow
7-10	Orange
11+	Red

Key

Maintenance Standard 1	Provision of Safety, Serviceability and Sustainability
Maintenance Standard 2	Provision of Safety and intermediate level of Serviceability
Maintenance Standard 3	Provision of Safety and minimal level of Serviceability
Maintenance Standard 4	Provision of Safety only

*Fig. 7.1: Maintenance Standards for Road Markings and Studs for each Road Category*

Road Markings & Studs	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability and sustainability issues
<b>What a road user would see</b>	Road Markings & Studs safe and looking untidy.	Road Markings & Studs safe and in fair order.	Road Markings & Studs safe and in good order.	All Road Markings & Studs in good order.
<b>Maintenance standards and activities</b>	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Limited routine maintenance based on hierarchy.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Risk-based service and specialist inspection prioritising condition led scheduled routine maintenance	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Service & specialist inspections of Road Markings & Studs and development of a risk-based programme for renewal/remov

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Road Markings & Studs	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability and sustainability issues
			based on hierarchy.	all based on fit for purpose and condition analysis.
<b>Impact</b>	No condition assessment to assess whether fit for purpose leading to increased possibility of failure and potential claims.	Limited programme of renewal/removal based on risk rating.  Some improvement to asset reducing the likelihood of failure and reducing claim potential.	Limited programme of renewal/removal based on risk rating.  General improvement to asset reducing the likelihood of failure and reducing claim potential.	Improvement to asset reducing the likelihood of failure and minimising claim potential.

Fig. 7.2: Maintenance Standards for Road Markings and Studs

## 5 Levels of Service and Investment Strategy

Current level of service, informed by condition assessments if available, against the stated Levels of Service in the Plan.

### 5.1 Levels of Service and Investment Strategy

#### Road Markings

There is currently no investment strategy in place for the renewal of all markings (CPE, General, Regulatory) due to limited financial resource available.

Wider use of MMA lining material is being investigated due to its longer wear resistance to increase lifecycle, this material is not appropriate in all locations due to drying times and the quality of surface that it needs to be laid upon.

The maintenance of markings is reliant on identification by inspection or report.



## Annex 7 – Road Markings and Studs

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### Cats Eyes / Reflecting Studs

There is currently no investment strategy in place for the renewal of studs due to limited financial resource available.

Wider use of halifax / depressible style studs is being investigated to increase lifecycle and allow cost effective replacement of reflectors.

The maintenance of studs is reliant on identification by inspection or report.

## 6 Programme Development

### 6.1 Identifying Schemes for an Initial Works Programme

In the case of new assets relating to traffic management schemes or developer projects the programme will be dictated by the availability of budgets (typically on an annual basis) and Member / Developer expectation.

For the remarking of general road markings within, these will form part of the Parish Remark programme and priority identified by Neighbourhood Officers and also informed by public reports.

For the remarking of general centreline markings on category 3, 4 and 5, these will form part of an inspection regime (including visual and machine inspection) and priority identified typically on a “worst first” basis.

For the remarking of road studs on category 3, 4 and 5, these will form part of an inspection regime (including visual and machine inspection) and priority identified typically on a “worst first” basis.

### 6.2 Prioritising the Works Programme

In the case of new assets relating to traffic management schemes or developer projects the programme will be dictated by the availability of budgets (typically on an annual basis) and Member / Developer expectation.

For other matters relating to maintenance, works orders are created and provided to contractors to programme efficiently with other works.

### 6.3 Selecting and Optimising Schemes for the Forward Programme

There is scope to develop forward programmes to combine multiple components within a road closure / traffic management including markings, studs and signing.

Additionally, there are opportunities to avoid abortive maintenance work and disruption to the network where resurfacing or surface dressing is planned.

## 7 Risks

Issues which may prevent asset management objectives being achieved.

### 7.1 Civil Parking Enforcement Markings

- Limited funding (increasing supply chain costs), and
- Condition of road surface.

### 7.2 Road Markings (General)

- Limited funding (increasing supply chain costs),
- Limited inspection regime,

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## Annex 7 – Road Markings and Studs

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- Limited inventory, and
- Condition of road surface.

### 7.3 Road Markings (Regulatory)

- Limited funding (increasing supply chain costs),
- Limited inspection regime,
- Limited inventory, and
- Condition of road surface.

### 7.4 Cats Eyes / Reflecting Studs

- Limited funding (increasing supply chain costs),
- Limited inspection regime,
- Limited inventory, and
- Condition of road surface.

## 8 Improvement Actions

Alongside the Highway Infrastructure Asset Management Plan, this Annex is a live document. It will be subject to continuous improvement and ongoing development with input from Council Officers and Stakeholder feedback. Areas for improvement are identified within the Annex which are summarised as Improvement Actions in this section. These Actions are aligned with Strategic Goals and are assessed as part of a wider cross-asset prioritisation process that prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the Road Markings and Studs asset management objectives are achieved are:

- Gathering and maintaining a robust inventory of marking asset (priority to be given to enforceable “moving traffic” markings), including all new assets within Devon,
- Digitisation of Traffic Regulation Orders relating to regulatory markings,
- Inspection regime for sites identified for “moving traffic” enforcement,
- Investigate capacity within Safety Inspection Team to identify non safety defects to inform future programme / investment,
- A programme of condition surveys cats eyes / road studs is developed,
- Investment in identifying the best interventions for use on each part of the network according to circumstances (for example MMA or depressible road studs),
- Lining investment strategy to be developed based upon newly gathered inventory, and
- Monitor and consider needs of increasing autonomy in vehicles using the network.

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### 1 Introduction

The primary purpose of traffic signs, road markings and other traffic management assets is to improve road safety and inform highway users of any hazards or requirements as they move around the network.

There is a statutory requirement to maintain traffic signs and road markings in relation to the mandatory requirements set for road users, including those set out by Traffic Regulation Orders.

Traffic signs, road markings and other traffic management assets are critical not only to keeping the network safe but for the Council to meet its statutory requirements under the Highways Act and the Traffic Management Act to keep the network moving.

These assets will communicate requirements relating to speed, hazards in the road ahead, where to park, load, or unload, and facilitate the payment for parking sessions maintaining an important income stream of approximately £3m per annum.

By not maintaining these assets there is a risk to drivers and associated litigation against the Authority.

With increasing levels of autonomy in vehicles on our network the importance of road signs in guiding driver and vehicle is likely to require a higher level of investment.

Changes to the Safety Defect Maintenance Policy in December 2020 has reduced the number of signing types that are inspected and maintained reactively.

These assets have not previously been recognised in the Authorities Highway Infrastructure Asset Management Plan. However, to maintain the network and make informed decisions on budget setting it is important to do so. This Annex outlines a proposal to develop asset management principles for this area over the next 5 years.

It is considered that Electric Vehicle charging facilities may be within the scope of this annex, however at this time the ambition to investigate solutions funded and maintained by third party partners.

The impact of not maintaining our signing and traffic management asset is an increased risk of claims against the Authority, failed enforcement (including enforcement undertaken using new Moving Traffic Enforcement powers), and reputational damage.

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## Annex 8 – Signs and Other Traffic Assets

### 2 Inventory

Extent of asset, may be split into different asset types.

The Council has historically held limited information relating to traffic signs, road markings and other traffic management assets.

#### 2.1 Civil Parking Enforcement inc Pay and Display machines

There is a robust inventory of Traffic Regulation Orders relating to parking restrictions, these are digitised in both text and map-based formats in the Buchanan ParkMap software suite. A public facing [map-based viewer](#) for these restrictions is also available:

There is no detailed inventory of signing however sufficient information to understand the amount and quality of signing on the network.

There is a robust inventory relating to Pay & display machine asset across the County.

#### 2.2 Road Signs (General)

There is no up-to-date inventory currently held relating to general road signs.

#### 2.3 Road Signing (Regulatory)

There is an inventory of Traffic Regulation Orders relating to restrictions that is under development, this will include digitised records in both text and map-based formats in the Buchanan ParkMap software suite.

There is no detailed inventory of signing relating to these restrictions, however this is identified as a priority as Moving Traffic Enforcement powers are adopted.

#### 2.4 Vehicle Activated Signs

There a partial inventory of Vehicle Activated Signs, work is being undertaken to complete this inventory currently.

### 3 Performance

#### 3.1 Current and historical condition

There is no overall condition assessment of traffic signs / road markings and other traffic assets, this is an identified area for improvement. There is a need to gather more information to plan routine maintenance programmes for future years and inform areas of investment.

#### 3.2 Civil Parking Enforcement inc Pay and Display machines

There are no comprehensive records of signing and lining condition in respect to the CPE asset. However, there are regular inspections as part of enforcement activities and the Council is able to respond well to reactive issues identified by Civil Enforcement Officers (CEOs).

The Council is responsible for:

- In excess of 250,000 signs, including 7,915 illuminated road traffic signs,
- 121 Permanent & 12 Mobile Vehicle Activated Signs, and
- 295 Pay & Display Machines.

These signs are required to ensure that 2060 live Traffic Regulation Orders are clearly understood by the public. The Orders include:

- 401 Orders relating to Parking restrictions,
- 992 Orders relating to Moving restrictions (for example “No Entry”), and
- 667 Orders relating to Speed limits.

## Annex 8 – Signs and Other Traffic Assets

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These measures are deemed to be adequate.

There is a live reporting system which ensures the functionality of the Pay & Display machine asset, identifying whether machines are functioning correctly and when cash collections are required.

The current performance in terms of pay & display machine asset is not deemed to be adequate, there are significant vulnerabilities due to the mechanical nature of the machines, such as coin and ticket jams. Cash collection also presents risks due to current recruitment issues within the contractor's team. Ongoing maintenance is costly.

The medium-term ambition is that a greater reliance on cashless infrastructure is investigated, reducing maintenance liability and costs and encouraging use of “pay by phone” apps etc.

### 3.3 Road Signs (General)

There is no comprehensive record of sign condition, ad-hoc surveys are undertaken and there is also scope for the public to report issues with damaged or missing signs.

These measures are deemed to be adequate.

### 3.4 Road Signing (Regulatory)

There is no comprehensive record of sign condition, ad hoc surveys are undertaken and these signs are also included in Safety Defect surveys. There is also scope for the public to report issues with damaged or missing signs

In general, these measures are deemed to be adequate. However, additional audits will be desirable with the adoption of moving traffic enforcement powers.

### 3.5 Vehicle Activated Signs

There is no comprehensive record of sign condition, ad-hoc surveys are undertaken and there is also scope for the public to report issues with damaged or missing signs.

These measures are deemed to be adequate.

## 4 Maintenance Strategy

### 4.1 Creation of a new asset

#### Civil Parking Enforcement inc Pay and Display machines

These assets are created in association with new parking schemes and improvements. All new assets (and changes to existing assets) will require a new Traffic Regulation Order.

Source of requests may include:

- Annual HATOC Waiting Restriction Programme,
- Highway schemes with Capital funding,
- New developments / S106 / S278 monies, and
- Community / Member requests.

New assets will be discussed with Local Member and HATOC chair at a minimum.

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## Annex 8 – Signs and Other Traffic Assets

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More information on our [Traffic Regulation Orders \(including the Annual HATOC Waiting Restriction Programme can be found here:](#)

### Road Signs (General)

These assets are created in association with highway improvement schemes or new developments. These include:

- Highway schemes with Capital funding,
- New developments / S106 / S278 monies,
- Community / Member funded schemes,
- Road safety audits, and
- Community / Member requests.

### Road Signing (Regulatory)

These assets are created in association with highway improvement schemes or new developments. All new assets (and changes to existing assets) will require a new Traffic Regulation Order. These include:

- Highway schemes with Capital funding,
- New developments / S106 / S278 monies,
- Community / Member funded schemes,
- Road safety audits, and
- Community / Member requests.

New assets will be discussed with Local Member and HATOC chair at a minimum.

### Vehicle Activated Signs

These assets are created in association with highway improvement schemes or new developments. These include:

- Community / Member funded schemes,
- Road safety audits / Speed compliance action review forum (SCARF\*), and
- Community / Member requests.

\*More information can be found out about [our SCARF process here:](#)

## 4.2 Routine maintenance

### Civil Parking Enforcement inc Pay and Display machines

There is no formal serviceability service inspection regime, however all sites are regularly attended by Civil Parking Enforcement Officers and condition of the asset is checked before enforcement is carried out. Defects are recorded and reported to the technical team who arrange ad hoc maintenance of the asset.

There is a medium-term ambition to return to cyclic maintenance of this asset to reduce costs and improve condition.

For Pay and Display machines there is a live reporting function to the back-office system (Smartfolio) which provides information of current status (for example if the machine is out of service or cash box full). There is a maintenance contract to keep machines in service and a replacement programme which sees machines typically replaced after 10 years service.



## Annex 8 – Signs and Other Traffic Assets

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### Road Signs (General)

There is no formal serviceability service inspection regime, routine maintenance is rarely undertaken (with the exception of triangular “Warning Signs” which would be identified as a Safety Defect).

Cleaning of any sign is no longer undertaken by the Authority due to budgetary pressures.

Where treatment is identified by road users or via a route review maintenance would be considered against available budgets or communities encouraged to fund / self help. For example Chapter 8 trained Parish Wardens may choose to undertake sign cleaning.

### Road Signing (Regulatory)

These signs are included in routine safety inspections and will be replaced or repaired accordingly.

Treatment may also be identified by Police or Safety Camera Partnership when identifying defects during enforcement of speed limits or moving traffic offences.

With the adoption of moving traffic offences regular audits of signing and lining will be required at any site identified (and signed off) for enforcement. It is anticipated that a 3 month inspection will be sufficient to ensure robust enforcement.

### Vehicle Activated Signs

There is no formal serviceability service inspection regime, routine maintenance is rarely undertaken.

Where treatment is identified by road users or via a route review maintenance would be considered against available budgets or communities encouraged to fund in some instances.

## 4.3 Renewal or replacement

### Civil Parking Enforcement inc Pay and Display machines

Signs are renewed and replaced as necessary when identified by inspection or report. In the instance of damage relating to a vehicle collision, costs are recovered from insurers if possible.

Pay & display machines are replaced as they end their serviceable life typically replaced after 10 years service.

### Road Signs (General)

For signs that do not relate to mandatory instructions to drivers and that fall outside our Safety Defect Policy there is insufficient budget to renew or replace all signs when identified by inspection or report. A small budget is provided to Neighbourhood Highways Teams to prioritise “non-safety defect” signs for replacement.

In some instances, funding will be provided by communities to maintain local signing such as fingerposts.

In the instance of damage relating to a vehicle collision, costs are recovered from insurers if possible.

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## Annex 8 – Signs and Other Traffic Assets

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### Road Signing (Regulatory)

Signs are renewed and replaced as necessary when identified by inspection or report. In the instance of damage relating to a vehicle collision, costs are recovered from insurers if possible.

### Vehicle Activated Signs

Signs are renewed and replaced as necessary when identified by inspection or report. This would be considered against available budgets or communities encouraged to fund in some instances.

In the instance of damage relating to a vehicle collision, costs are recovered from insurers if possible.

## 4.4 Decommissioning of the asset

### Civil Parking Enforcement inc Pay and Display machines

Removal of signing would typically be as a result of a change in Traffic Regulation Order. In some instances, changes may be bought about by new national Legislation.

Removal of pay & display asset may be undertaken to reduce maintenance / replacement costs along with reducing impact on public realm. As noted, there is a strategy to reduce reliance on this technology and increase use of cashless and app-based services.

### Road Signs (General)

It would be unusual for signing to be removed. In some instances, changes may be bought about by route review to ensure consistency of signing and minimise impact on public realm.

Route reviews are undertaken as financial and staffing resources permit. Sites are identified using local knowledge and will normally be within our A & B road network. The aim of a route review is to look at consistency of signing and remove any redundant signage.

### Road Signing (Regulatory)

Removal of signing would typically be as a result of a change in Traffic Regulation Order. In some instances, changes may be bought about by new national Legislation.

### Vehicle Activated Signs

It would be unusual for signing to be removed. At time of replacement highway conditions would be considered to ensure the sign is still relevant and budget is available, in some instances communities would be encouraged to fund.

## 4.5 Maintenance Service Standards

Maintenance Service Standards were developed which define the service of provision for each asset type based on three levels: Safety, Safety and Serviceability or Safety, Serviceability and Sustainability. These are defined in simple terms of what a road user could expect to see. This is very useful understanding the level of service in context of what is affordable.

As pressures on budgets continue and become very restrictive, the ability of the Council to provide a service above that of safety is going to be severely impacted.

## Annex 8 – Signs and Other Traffic Assets

The tables below show the maintenance standards for Road Signs on each road category.

Carriageway Hierarchy	Road Signs (CPE & Regulatory)	Carriageway Hierarchy	Road Signs (General)
3		3	
4		4	
5		5	
6		6	
7 -10		7 -10	
11+		11+	

Key

Maintenance Standard 1	Provision of Safety, Serviceability and Sustainability
Maintenance Standard 2	Provision of Safety and intermediate level of Serviceability
Maintenance Standard 3	Provision of Safety and minimal level of Serviceability
Maintenance Standard 4	Provision of Safety only

Fig. 8.1: Maintenance Standards for Road Signs for each Road Category

Road Signs	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability, and sustainability issues
<b>What a road user would see</b>	Signing safe and looking untidy.	Signing safe and in fair order.	Signing safe and in good order.	All signing in good order.
<b>Maintenance standards and activities</b>	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Limited routine maintenance based on hierarchy.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Risk-based service and specialist inspection	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Service & specialist inspections of signs and

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## Annex 8 – Signs and Other Traffic Assets

Road Signs	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability, and sustainability issues
			prioritising condition led scheduled routine maintenance based on hierarchy.	development of a risk-based programme for renewal/removal based on fit for purpose and condition analysis.
<b>Impact</b>	No condition assessment to assess whether fit for purpose leading to increased possibility of failure and potential claims.	Limited programme of renewal/removal based on risk rating.  Some improvement to asset reducing the likelihood of failure and reducing claim potential.	Limited programme of renewal/removal based on risk rating.  General improvement to asset reducing the likelihood of failure and reducing claim potential.	Improvement to asset reducing the likelihood of failure and minimising claim potential.

Fig 8.2: Maintenance Standards for Road Signs

## 5 Levels of Service and Investment Strategy

### 5.1 Levels of Service

Levels of Service demonstrate the relationship between the Council’s corporate objectives, including the Strategic Plan for 2021 - 2025, and the performance of highway assets in terms of stakeholder requirements. The Levels of Service represent the fundamental service aimed at helping to deliver a road network which is as safe, reliable and as fit for purpose as possible within the current funding and resource constraints. Table 8.3 is an extract from the Strategy and shows the Levels of Service measures for Traffic Signs along with an indication of how they relate to the Council’s Levels of Service Statements.

Asset	Service	Measure	Responding to the climate emergency	Be ambitious for children and young people	Support sustainable economic recovery	Tackle poverty and inequality	Improve health and wellbeing	Help communities to be safe, connected and resilient
Traffic Signs and Road Markings	Traffic Signs	Repair or replace any safety signs knocked down or damaged by routine traffic accidents			✓			✓

Fig. 8.3: Levels of Service for Traffic Signs

### 5.2 Investment Strategy

#### Civil Parking Enforcement inc Pay and Display machines

There is currently no investment strategy in place for the renewal of signing due to limited financial resource available. The maintenance of signs is reliant on identification by inspection or report.

The exception is the investment in new Pay and Display machines, approximately £100,000 per annum is allocated for the replacement of machines on a “worst first” basis. This level of investment remains insufficient to maintain a suitable condition of asset. It is intended to reduce this budget with reduced reliance over the next 5 years on physical infrastructure and increase investment and promotion of cashless options.

#### Road Signs (General)

There is currently no investment strategy in place for the renewal of signing due to limited financial resource available. The maintenance of signs is reliant on identification by inspection or report.

#### Road Signing (Regulatory)

There is currently no investment strategy in place for the renewal of signing due to limited financial resource available. The maintenance of signs is reliant on identification by inspection or report.

#### Vehicle Activated Signs

There is currently no investment strategy in place for the renewal of signing due to limited financial resource available. The maintenance of signs is reliant on identification by inspection or report.

In some instances, communities will fund signing if the site has not been identified as a priority for treatment or budget is not available.

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## Annex 8 – Signs and Other Traffic Assets

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### 6 Programme Development

#### 6.1 Identifying Schemes for an Initial Works Programme

In the case of new assets relating to traffic management schemes or developer projects the programme will be dictated by the availability of budgets (typically on an annual basis) and Member / Developer expectation.

For other matters relating to maintenance, reports will be considered against available budget and added to programme as appropriate.

#### 6.2 Prioritising the Works Programme

In the case of new assets relating to traffic management schemes or developer projects the programme will be dictated by the availability of budgets (typically on an annual basis) and Member / Developer expectation.

For other matters relating to maintenance, works orders are created and provided to contractors to programme efficiently with other works.

#### 6.3 Selecting and Optimising Schemes for the Forward Programme

There is limited scope for optimisation outside those signs identified as safety defects. The scope of works exceeds available budgets, forward programme is developed on engineering judgement and with the aim to provide an equitable service across the county focusing on our main conurbations and A&B road network. Works orders are created and provided to contractors to programme efficiently with other works.

### 7 Risks

Issues which may prevent asset management objectives being achieved.

#### 7.1 Civil Parking Enforcement inc Pay and Display machines

- Limited funding (increasing supply chain costs),
- Limited inventory, and
- Vulnerability due to aging machine stock.

#### 7.2 Road Signs (General)

- Limited funding (increasing supply chain costs), and
- No inventory.

#### 7.3 Road Signing (Regulatory)

- Limited funding (increasing supply chain costs),
- Limited inspection regime, and
- No inventory.

#### 7.4 Vehicle Activated Signs

- Limited funding (increasing supply chain costs),
- Limited inspection regime, and
- No inventory.

### 8 Improvement Actions

Alongside the Highway Infrastructure Asset Management Plan, this Annex is a live document. It will be subject to continuous improvement and ongoing development

## Annex 8 – Signs and Other Traffic Assets

with input from Council Officers and Stakeholder feedback. Areas for improvement are identified within the Annex which are summarised as Improvement Actions in this section. These Actions are aligned with Strategic Goals and are assessed as part of a wider cross-asset prioritisation process that prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the Signs and Other Traffic Assets asset management objectives are achieved are:

- Gathering and maintaining an appropriate inventory of assets (priority to be given to enforceable “moving traffic” signing),
- Digitisation of Traffic Regulation Orders relating to regulatory signing,
- Inspection regime for sites identified for “moving traffic” enforcement,
- Investigate capacity within Safety Inspection Team to identify non safety defects to inform future programme / investment,
- Investment in (and promotion of) cashless technology, along with decommissioning of physical pay & display infrastructure, and
- Monitor and consider needs of future autonomous vehicles.

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Version Control		
Version	Date	Summary of Changes
0.1	10.03.2023	For consideration by Cabinet



### 1 Introduction

Park & Ride sites are not public Highway and are therefore not covered by the Highway Act 1984, they are however assets which are “Highway Managed At Public Expense” (HMPE) and there is a duty of care upon the Council to maintain them to a safe and reasonable standard.

There are 6 Park & Ride sites in the ownership of the Council:

- Honiton Road, Exeter,
- Sidmouth Road, Exeter,
- Digby, Exeter (Exclusive use for NHS staff),
- Digby (Park & Rail),
- Exeter Science Park (Park & Change), and
- Ivybridge (Park & Rail).

Additionally, there is a further facility in Barnstaple (Adjacent to Park School) which functions as a Park & Walk / Cycle for the town centre.

Matford Park & Ride is managed by Exeter City Council and Dartmouth Park & Ride by South Hams District Council.

Park & Ride sites provide an essential opportunity for people to travel smarter by taking a sustainable form of transport for the last leg of their journey and reducing congestion (and improving air quality) in our busiest communities.

In the 18/19 financial year, it was estimated that 1.35 million passengers used the Park & Ride services owned by the Council in Exeter every year. Public consultation has shown that there is public support for expanding the park & ride estate. (LTP 2011-26). It should be noted that the impact of the pandemic and changing working practices has reduced user numbers, with approx 0.6 million users, a reduction of 44% being recorded in 2022. Consideration of recent user trends is needed when planning any further sites.

The sites are funded from the On Street Parking Account.

These assets have not previously been recognised in the Authorities Highway Infrastructure Asset Management Plan. However, to maintain the network and make informed decisions on budget setting it is important to do so. This Annex outlines a proposal to develop asset management principles for this area over the next 5 years.

### 2 Inventory

There is no current inventory held in terms of the Park & Ride asset.

In order to develop a proactive response to maintenance for Park & Ride sites it is intended to build a comprehensive inventory of the component assets, these include:

- Streetlighting,
- Surface,
- Signs,
- Lines,
- Footway,
- Drainage,

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## Annex 9 – Park and Ride Sites

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- Trees / Hedges, and
- Fencing.

This will allow the sites to be properly maintained for the future and true costs to be understood when considering further sites in Devon.

### 3 Performance

#### 3.1 Current and historical condition

As Park & Ride sites are not defined as public highway, routine safety inspections are conducted every 6 months (aligning with the regime for pedestrian facilities).

There is no overall condition assessment for Park & Ride assets, this is an identified area for improvement. There is a need to gather more information to plan routine maintenance programmes for future years and inform areas of investment.

There are no comprehensive records of the Park & Ride sites, for example information relating to construction or drainage, this is an identified area for improvement.

There is no programme for maintenance and only ad hoc remedial works are conducted.

### 4 Maintenance Strategy

How the asset is managed in each stage of the life cycle.

#### 4.1 Creation of a new asset

These assets are created as part of the wider Local Transport Plan strategy lead by the Planning and Transportation team.

There is scope that these could also be created as part of a significant development on the outskirts of our major Market or Coastal communities.

#### 4.2 Routine maintenance

As Park & Ride sites are not defined as public highway and do not have a clear distinction with facilities for vehicles and pedestrians they are currently inspected once every 6 months in line with other footway inspections. There is an ambition to review this inspection regime to ensure it is fit for purpose and provides a high-quality environment for users.

#### 4.3 Renewal or replacement

Not applicable.

#### 4.4 Decommissioning of the asset

Not applicable.

#### 4.5 Maintenance Service Standards

Maintenance Service Standards were developed which define the service of provision for each asset type based on three levels: Safety, Safety and Serviceability or Safety, Serviceability and Sustainability. These are defined in simple terms of what a road user could expect to see. This is very useful understanding the level of service in context of what is affordable.

Park & Ride Site	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability and sustainability issues
<b>What a road user would see</b>	Park & Ride Site safe and looking untidy.	Park & Ride Site safe and in fair order	Park & Ride Site safe and in good order	All Park & Ride Sites in good order.
<b>Maintenance standards and activities.</b>	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Limited routine maintenance based on hierarchy.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Risk-based service and specialist inspection prioritising condition led scheduled routine maintenance based on hierarchy.	Undertake safety inspections and react to defects that represent an immediate or imminent hazard.  Service & specialist inspections of signs and development of a risk-based programme for renewal/removal based on fit for purpose and condition analysis.
<b>Impact</b>	No condition assessment to assess whether fit for purpose leading to increased possibility of failure and	Limited programme of renewal/removal based on risk rating.  Some improvement to asset reducing the likelihood of	Limited programme of renewal/removal based on risk rating.  General improvement to asset reducing the likelihood of	Improvement to asset reducing the likelihood of failure and minimising claim potential.

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## Annex 9 – Park and Ride Sites

Park & Ride Site	Provision of safety related issues only	Provision of safety and minimal level of serviceability	Provision of safety and intermediate level of serviceability	Provision of safety, serviceability and sustainability issues
	potential claims.	failure and reducing claim potential.	failure and reducing claim potential.	

Fig 9.1: Maintenance Standards for Park and Ride Sites

## 5 Levels of Service and Investment Strategy

Current level of service, informed by condition assessments if available, against the stated Levels of Service in the Plan.

### 5.1 Levels of Service and Investment Strategy

There is currently no investment strategy in place for maintenance of park & ride sites.

The on-street parking account provides minimal funding to cover the payment of business rates and a small budget is agreed to provide ad hoc maintenance to hedges, fences, surface etc.

The maintenance of sites is typically reliant on identification by inspection or report.

This is an area of concern, and an overall maintenance strategy is required.

## 6 Programme Development

### 6.1 Identifying Schemes for an Initial Works Programme

In the case of new assets these are created as part of the wider Local Transport Plan strategy lead by the Planning and Transportation team. There is scope that these could also be created as part of a significant development on the outskirts of our major Market or Coastal communities.

For other matters relating to maintenance, reports will be considered against available budget and added to programme as appropriate. Issues identified as Safety Defects as part of routine inspections will be dealt with as part of that programme.

### 6.2 Prioritising the Works Programme

In the case of new assets these are created as part of the wider Local Transport Plan strategy lead by the Planning and Transportation team. There is scope that these could also be created as part of a significant development on the outskirts of our major Market or Coastal communities.

## Annex 9 – Park and Ride Sites

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For other matters relating to maintenance, reports will be considered against available budget and added to programme as appropriate. Issues identified as Safety Defects as part of routine inspections will be dealt with as part of that programme.

### 6.3 Selecting and Optimising Schemes for the Forward Programme

Due to limited information on site condition and no overall investment strategy, there is limited scope for optimisation.

Works orders are created and provided to contractors to programme efficiently with other works.

## 7 Risks

Issues which may prevent asset management objectives being achieved.

- Limited funding (increasing supply chain costs),
- Limited inventory,
- Limited scope of inspection regime, and
- Vulnerability due to aging sites requiring significant investment.

## 8 Improvement Actions

Alongside the Highway Infrastructure Asset Management Plan, this Annex is a live document. It will be subject to continuous improvement and ongoing development with input from Council Officers and Stakeholder feedback. Areas for improvement are identified within the Annex which are summarised as Improvement Actions in this section. These Actions are aligned with Strategic Goals and are assessed as part of a wider cross-asset prioritisation process that prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the Park and Ride Sites asset management objectives are achieved are:

- Gather a complete inventory for this asset, including drainage, surface construction and condition, streetlighting, lining, signing etc,
- Develop an investment strategy to ensure that sites are managed to an appropriate standard,
- Review inspection regime, and
- Consider the maintenance of this asset within the relevant asset groups.

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## Annex 10 – Public Rights of Way

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Version Control		
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0.1	10.03.2023	For consideration by Cabinet

### 1 Introduction

The Public Rights of Way and Country Parks service (PRoW & CP service) provide the lead for Devon County Council (the Council) on management and maintenance of the public rights of way network, off-road shared use trails (including cycleways), and unsurfaced unclassified county roads (uUCRs maintenance category 12). The PRoW & CP service is also responsible for management and maintenance Stover Country Park and the Grand Western Canal Country Park, and associated sites including Denbury Camp, White Cross and Knapp Copse.

The table in figure 10.1 (below) summarises the range of functions delivered through the PRoW & CP service. Country Park / Local Nature Reserve functions are subject to separate management plans, and so do not form a direct part of this plan.

With regards to Public Rights of Way, this part of the service (PRoW team), is responsible for management and maintenance of approximately 5,000km of public rights of way, 560km of uUCRs, and 225km of off-road recreational trails (such as the Exe Estuary Trail, the Granite Way and Tarka Trail). The network also includes Devon sections of 2 National Trails (the South West Coast Path and England Coast Path), and Access Land (for example access on foot to moors, heaths, downs, commons and some coastal areas).

To summarise, the PRoW team:

- maintains and keeps under review the legal record of public access rights and status for public rights of way (the Definitive Map and Statement),
- inspects the network, arranges maintenance and co-ordinates improvement works,
- liaises with landowners, including undertaking enforcement action where necessary,
- co-ordinates path diversions, creations and extinguishments and temporary closures on the network,
- manages the Parish Paths Partnership (P3) Scheme, supporting volunteers from Parish and Town Councils to undertake path surveys and carry out smaller scale maintenance and improvement tasks,
- is responsible for the statutory Devon Countryside Access Forum, and
- is responsible for day-to-day management and maintenance of Devon sections of the South West Coast Path National Trail / England Coast Path, and promoted regional routes such as the Two Moors Way.

Priorities are guided and informed by the Rights of Way Improvement Plan (RoWIP). In accordance with the Countryside and Rights of Way Act 2000, the current 10 year RoWIP is currently under review, with a report due to be published in early 2023 (ref. [Rights of Way Improvement Plan and policy - Public Rights of Way \(devon.gov.uk\)](https://www.devon.gov.uk/ro-wip)).

The RoWIP fits well with the Devon Strategic Plan – Best Place, and action to be fairer, healthier, caring, greener, and prosperous. Public Rights of Way form an important part of highway network activity. At the strategic level, this is of vital importance to:

- connecting people and places (including Active Travel),

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## Annex 10 – Public Rights of Way

- the local economy (with the network providing essential infrastructure in support of recreation, leisure, and tourism),
- carbon reduction, biodiversity, landscape, and heritage (particularly provision for non-car based travel, contribution to climate change avoidance and mitigation measures, and as a key component of green infrastructure), and
- physical and mental health and wellbeing (with benefits directly attributable to exercising outdoors and contact with nature).

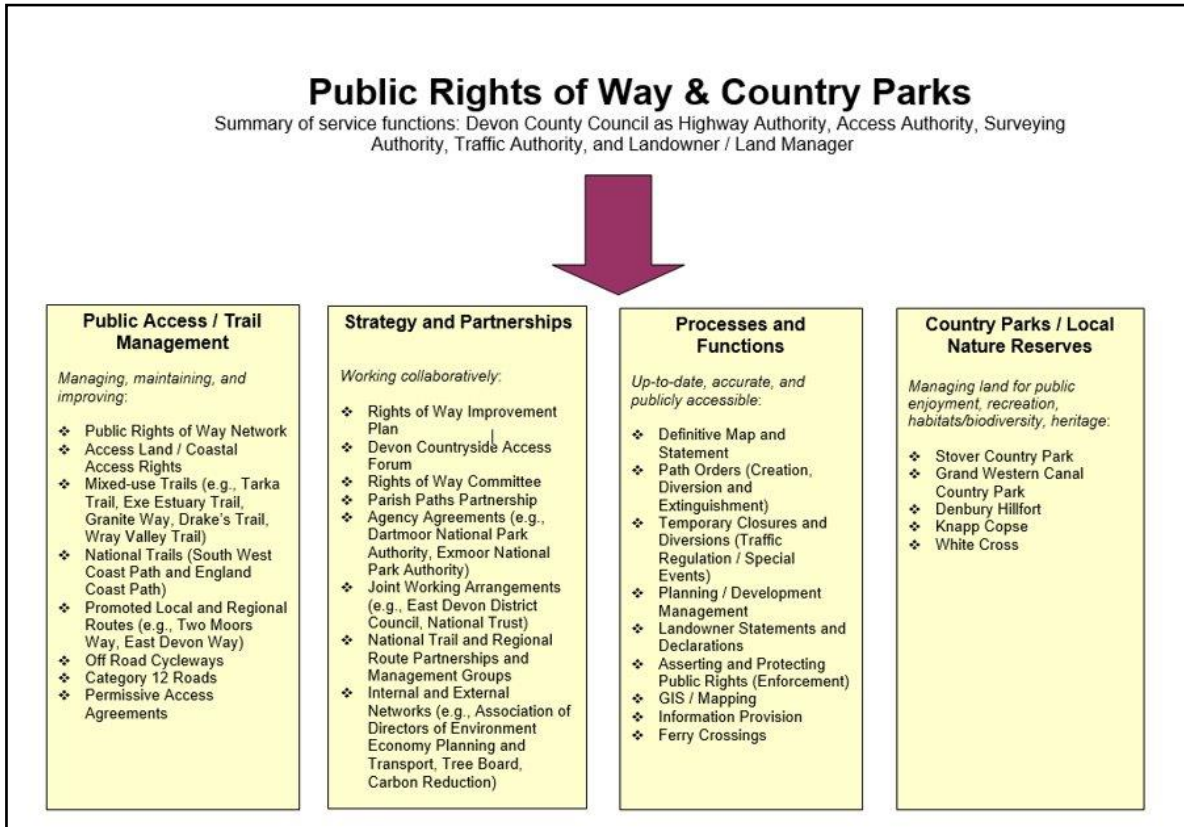


Fig. 10.1: Table showing functions delivered by PRow and CP service.

## 2 Inventory

**Public Rights of Way** (PRow) are ways over which the public have a right to pass and repass. These are highways maintainable at public expense (ref. [What are public rights of way? - Public Rights of Way \(devon.gov.uk\)](https://www.devon.gov.uk/what-are-public-rights-of-way/)), and so subject to similar legislation as vehicular highways - including the Highways Act 1980.

The PRow network in Devon comprises:

- 3,686 km Public Footpaths - for walking, running, mobility scooters or powered wheelchairs,
- 1,218 km Public Bridleways - for walking, horse riding, bicycles, mobility scooters or powered wheelchairs,
- 33 km Restricted Byways - for any transport without a motor and mobility scooters or powered wheelchairs, and
- 80 km Byways Open to All Traffic - for any kind of transport, including cars (but they're mainly used by walkers, cyclists, and horse riders).



## Annex 10 – Public Rights of Way

N.B., using Defra definitions as published at [Rights of way and accessing land: Use public rights of way - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/using-public-rights-of-way). The network lengths are for Devon, including Dartmoor and Exmoor National Parks, but excluding Plymouth and Torbay as the unitary authorities are responsible for their respective networks.

In addition to the above, the PRow team is also responsible for:

- Permissive Paths involving formal agreements between a landowner and the Council. Exact length is not published but comprises an additional (approximate) 45 km,
- Off-road recreational trails (including cycleways) include routes such as the Granite Way, Exe Estuary Trail and Tarka Trail, often also forming part of the National Cycle Network (NCN). The PRow team is responsible for more than 225 km of such trails,
- Maintenance Category 12 (MC12) roads comprise of 588 km of, typically, unbound road. These are generally unmetalled roads not normally used by vehicular traffic, but with value and importance for recreation and leisure use,
- Access land where public rights exist for walking, running, watching wildlife and climbing. Access land includes mountains, moors, heaths and downs that are privately owned. It also includes common land registered with the local council; and (once legal processes are complete) will include Coastal Margin designated through the England Coast Path (ref. [Rights of way and accessing land: Use your right to roam - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/using-public-rights-of-way)).

This network is growing with new paths and trails being created – for example to meet recreational and active travel needs and to mitigate impacts from development.

The Council, as Highway Authority and Access Authority, is responsible for maintenance and enforcement of the PRow Network, and for public rights associated with access land. Some maintenance responsibilities are vested with the landowner (for example, the responsibility to keep paths clear of overgrowth, to maintain furniture such as gates and stiles in a safe condition); and some maintenance responsibilities rest with the Council (for example, keeping paths clear of up growth and maintaining the surface in a safe condition).

Alongside maintenance duties, the Council is also responsible for asserting and protecting the rights of the public, including preventing (so far as possible) the stopping up or obstruction of public paths (e.g., as set out through s 130 of the Highways Act 1980).

The Council, as Surveying Authority, is responsible for maintaining the Definitive Map and Statement (being the legal record of PRow) and keeping this under continuous review.

The data in figure 10.2 (below) is based on a full inventory of the PRow network undertaken between 2005 and 2007. This baseline was collated as a GIS layer but has not been systematically or routinely updated and so is in need of review.

PROW Inventory 2005/07	
<b>Bridges</b>	<b>Stiles</b>

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## Annex 10 – Public Rights of Way

PROW Inventory 2005/07			
Foot bridge	1,107	Ladder stile	296
Culvert	227	One step stile	1,846
Vehicular bridge	141	Two step stile	3,338
Constructed ford	32	Dog stile	47
Stepping stones	23	Stone stile	113
Bridle bridge	19	Metal stile	7
Unassigned type	264	Other	293
<b>Total</b>	<b>1,813</b>	<b>Total</b>	<b>5,940</b>
<b>Fingerposts</b>	<b>9,054</b>	<b>Other structures</b>	
<b>Waymarker posts</b>	<b>13,171</b>	Steps	1,243
<b>Waypost</b>	<b>2,297</b>	Boardwalk	155
		Handrails	168
<b>Gates</b>		Revetment	113
Field gate	6,132	Safety barrier	107
Pedestrian gate	915	Level crossing	28
Wooden gate	1,090	Unassigned type	89
Bridle gate	365		

Fig. 10.2: Table showing PRow inventory.

An estimated valuation of the baseline inventory was previously calculated for the 2005 – 07 data using a model developed by Kent County Council. At that time, the indicative replacement value for the furniture on the network such as stiles, various types of gates, other structures (gaps, rails, boardwalks, revetments etc.), fingerposts, waymark posts, sleeper Bridges, footpath bridges and bridleway bridges was £10,353,794.

## 3 Performance

### 3.1 Data collection techniques

The PRow Team currently includes 10 Wardens (9.8 FTE's), reporting to a senior PRow officer, to manage and maintain the network. Each Warden is responsible for the inspection, maintenance, enforcement and improvement of the assets within their area, as outlined on the Council's website at [Warden Areas](#).

The County Council has Agency Agreements with Dartmoor and Exmoor National Park Authorities (NPAs). The NPAs are responsible for the inspection, maintenance,

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and enforcement of PROWs within their areas; however, MC12 roads, metalled surfaced paths, and the off-road recreational trails remain with the Council.

The Council also proactively works with parish and town councils (and other community based groups) through the Parish Paths Partnership (P3) – as outlined at [Parish Paths Partnership scheme - Public Rights of Way \(devon.gov.uk\)](https://www.devon.gov.uk/parish-paths-partnership-scheme-public-rights-of-way)

PROW Warden Inspections are based on a Warden inspecting each route in their area on the following frequency:

- PROWs and MC12 roads inspected on a three year cycle,
- Off road recreational trails inspected annually, and
- Sections of National Trails inspected annually.

In addition, specialist inspections are carried out by appropriately qualified Council or external staff to assess condition of more significant structural features such as bridges.

PRoW warden inspections are supplemented by user/public reports via [Online Reporting](#), feedback from local volunteers (as part of the P3 scheme), and volunteers from interest groups such as the Ramblers, Sustrans, British Horse Society, Two Moors Way Association, and South West Coast Path Association.

The condition of the network is assessed by Wardens in accordance with guidance set out at [PRoW and MC12 roads Condition Criteria](#). This identifies standards that should be achieved.

PROW Wardens use paper copies of maps and note any comments upon them whilst inspecting. An electronic inspection spreadsheet is set up for each Warden to record details of their inspections (such as date of inspection, problems found, length of path passing at inspection, works required and date works completed). Detail about the condition of every piece of path furniture is not currently required to be collected.

Whilst the current methodology is reasonably effective, it could be beneficial to move to an electronic system. In addition to providing clearer, comparable data, this would allow for regular updates to the inventory. Options will be assessed, with subsequent system changes subject to resource implications and associated requirements.

PRoWs are normally inspected on foot. Off-road recreational trails may be inspected by bicycle. MC12 roads can be inspected on foot, bicycle or in suitable vehicle.

The PRoW Warden Inspection Spreadsheets are set up to enable an ‘ease of use’ percentage to be generated for the County (excluding the NPAs which report on their own ‘ease of use’ figure annually).

Ease of Use is a well-established term from the former Best Value Performance Indicator (BVPI) 178. Ease of use under BVPI178 was defined as “the percentage of the total length of [PROW] which is easy to use by members of the public”. A PROW was regarded as easy to use if it was:

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- signposted or waymarked where it leaves a road and to the extent necessary to allow users to follow the PRow,
- free from unlawful obstructions and other interferences to the public’s right of passage (including overhanging vegetation), and
- with surface and lawful barriers (e.g., stiles and gates) in good repair and to a standard necessary to enable the public to use the way without undue inconvenience.

Other relevant criteria are also factored where applicable – for example the British Standard for Gaps, Gates and Stiles BS 5709 (2006 and 2018 editions), and National Trail Quality Standards, developed by Natural England (ref. [National Trails: management standards - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/national-trails-management-standards)).

### 3.2 Ease of use summary scores

Ease of Use (% Score)					
Year	2017	2018	2019	2020	2021
Public Rights of Way	96.6	97.5	97.9	97.9	96.2
Category 12 Roads	93.4	96.0	96.9	96.3	95.2

Fig. 10.3: The tables show the data collected by Wardens

## 4 Maintenance Strategy

The information set out below outlines the key factors in determining levels of service.

The previous HIAMP closely related to the Devon Strategic Plan, with priorities linked to the headings of Safe, Connected, Healthy, Prosperous, Resilient, and Sustainable. This continues to be directly applicable, with priorities in the current Strategic Plan identifying:

Responding to the climate emergency, especially:

- More opportunities for cycling and walking and horse riding,
- Helping wildlife and landscapes to recover,
- Encourage sustainable lifestyles, and
- Continue to reduce carbon emissions across all our services.

Supporting recovery and growth, especially:

- Secure investment in transport infrastructure, and
- Maintain, and where necessary, improve our highway network and improve sustainable transport options

Tackling poverty and inequality, especially:

- Promote community cohesion.

Improve health and wellbeing, especially:

- Give people greater opportunities for walking and cycling and horse riding to increase their physical activity.

Supporting people and communities, especially:

- Continue to support our vibrant community and voluntary sector,

## Annex 10 – Public Rights of Way

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- Enable a range of transport options, including public transport, and
- Engage directly with people in meaningful ways and encourage participation in decisions that affect them.

Management and maintenance priorities reflect, and support delivery of the objectives highlighted above, with onus on providing a network which is safe, reliable, and fit for purpose (within any necessary funding and resource constraints). This takes into consideration of current statutory duties and maintenance regimes, as well as the responsibilities of landowners.

A key reference is the Rights of Way Improvement Plan, with priorities developed and reviewed in liaison with stakeholders, including through the Devon Countryside Access Forum.

The Highways Act 1980 identifies certain landowner responsibilities for the provision and maintenance of path furniture such as gates and stiles; and a landowner can potentially claim at least 25% of the cost of replacement from the County Council. Information on this is outlined on GOV.UK at [Public rights of way: landowner responsibilities - GOV.UK \(www.gov.uk\)](https://www.gov.uk/public-rights-of-way-landowner-responsibilities).

The PRow Team will generally co-ordinate provision of path furniture in lieu of payment. This ensures that the furniture, and its installation, meets the British Standard for Gaps, Gates and Stiles (BS5709:2006 or 2018) and can avoid the need to take costly and time-consuming enforcement action against a landowner to secure removal of inappropriate structures.

In accordance with good practice (and as per the RoWIP), the PRow Team no longer supplies stile kits to landowners. Accessible gates, or preferably gaps, provide a far more inclusive measure enabling improved opportunities for people with restricted mobility. However, current legislation does not allow for the Council to insist that an existing stile is replaced with a gap or gate.

- The County Council has a duty to install a signpost where a PRow leaves a metalled highway,
- The County Council has a power to provide waymarking along a PRow in consultation with a landowner,  
Bridge maintenance is normally the responsibility of the County Council. Exceptions may exist where, for example, a PRow follows a private track and makes use of a privately maintainable vehicular bridge. The PRow Team directly inspects some bridges and structures for example where there is a clear span of less than 6 metres and culverts and masonry structures with a diameter of less than 1.5 metres. Inspections are on a minimum of a three-year cycle.  
EDG undertakes Principal Inspections of the larger bridges and structures as outlined in Annex 11 - Structures.
- The PRow Team delivers on the County Council's powers to divert, create and extinguish PRows in the interest of landowners and / or the public. New legislation resulting from the Deregulation Act will change this power to a duty, with landowners then having a right to apply for changes to the network and for the Council to determine the application within certain timescales,

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- The PRoW Team manages / processes Road Traffic Regulation Act 1984 temporary closures of the PRoW network, and
- Policies and Actions for the management and maintenance of the PRoW network are set out in the statutory Rights of Way Improvement Plan 2012. This 10-year plan is currently under review.

### 4.1 South West Coast Path National Trail and England Coast Path

The PRoW team is responsible for the public rights of way and other paths that make up these National Trails where they cross Devon (with the exception of sections managed by Exmoor National Park Authority)

Natural England currently funds up to a maximum of 75% of the maintenance of National Trails and allocates grants on an annual basis. A formal agreement sets out higher condition requirements against an agreed funding formula. Devon sections are made up of 145 kilometres in north Devon and 185 kilometres in south Devon.

The route(s) passes through numerous towns including (north Devon) Lynmouth, Lynton, Ilfracombe, Barnstaple, Bideford; (south Devon) Plymouth, Salcombe, Dartmouth, Brixham, Paignton, Torquay, Teignmouth, Dawlish, Exmouth, Sidmouth, Seaton.

The route(s) also passes through nationally renowned coastal landscapes; cliffs, sandy bays, wooded estuaries, historic harbours.

Walking varies between easy and strenuous, depending on location.

The Path coincides with a number of regional routes including the Tarka Trail ([The Tarka Trail - Welcome to The Tarka Trail](#)), the East Devon Way ([East Devon Way - Explore Devon](#)), the Two Moors Way ([Two Moors Way - Devon's Coast To Coast](#)), and the Exe Estuary Trail ([Exploring the Exe | Exe Estuary Management Partnership \(exe-estuary.org\)](#)).

### 4.2 Permissive Paths

- Each path may have unique maintenance requirements depending on the respective legal agreement; but generally, the liability for maintenance will fall to the County Council, and
- A scanned copy of each agreement is stored by the PRoW Team and details of each route are mapped on to GIS.

### 4.3 Off-road recreational trails

- The exact extent of this asset is not yet fully digitised. The PRoW Team took responsibility for such trails in 2010 but without an accurate record of the asset. A programme has been put in place which seeks to pull together the County Council's legal agreements, leases, title deeds and restrictive covenants for off-road recreational trails. Once this has been completed there will be certainty over precisely which routes the County Council is responsible for and the extent of maintenance liabilities for each section of each route, and
- The majority of such trails are not highway but are managed in a similar way to PRoW. As such, the paths are generally not covered by highways legislation. Maintenance liability for every section of trail will vary depending on what was agreed when the trail was established. This information may be

contained in the legal agreements, leases, title deeds, covenants etc. The County Council's liability may extend, for example, to maintenance of the path surface, bridges, boardwalks, adjacent fencing, vegetation (upgrowth and overgrowth), path furniture (gates), benches, art installations, verge cutting, drainage and ditches and signage.

- Currently some leases, licences and structures do not include equestrian use. This issue has been identified by the Devon Countryside Access Forum as an improvement need, with guidance on new schemes highlighting the importance of providing for equestrian use.

### 4.4 Maintenance Category 12 (MC12) Roads

MC12 Roads are simply vehicular highways that happen, for whatever reason, to have remained or have become unsurfaced and which do not serve property. Often, they are 'green lanes' with a hedge to each side, sometimes with an unsealed stone surface or a completely natural surface. Priority is given to:

- routes that form part of the regional route network, e.g. Two Moors Way,
- routes that provide access to a public right of way,
- routes that provide the only off-road access in a parish, and
- routes that provide links to villages, schools, health providers etc.

Through the 'Changing Lanes' process, some formerly-sealed roads are being re-categorised as MC 12 roads and so the County Council will have to manage their deterioration in a safe manner. Regardless of their condition, they are highways coming under the full auspices of the Highways Act 1980.

### 4.5 Parish Paths Partnership (P3)

The Parish Paths Partnerships Scheme is an initiative that encourages communities to look after the maintenance of their rights of way network. It has the support of the National Association of Local Councils and is Council funded. The Highway Authority works in partnership with Parish/Town Councils, landowners, and local voluntary groups to improve the condition of the local rights of way and keep them open and used. 167 parish councils participate to date.

Parish/Town Councils in the scheme receive a grant from the Council based on their mileage of paths. All P3 groups undertake an annual survey of the local network of paths and, from this, projects are planned and completed. The following web pages provides the details of the P3 scheme: <https://www.devon.gov.uk/prow/parish-paths-partnership-scheme/>.

## 5 Levels of Service and Investment Strategy

As set out above, service levels are guided by the Public Rights of Way Condition Criteria, and relevant national guidance including National Trail Quality Standards and British Standards. The RoWIP is also a key tool.

Subsequent work plan priorities are largely identified through inspection regimes, and also through community consultation through the Parish Paths Partnership scheme.

In addition to the identified improvement action to update the asset inventory, it is proposed that management plans be drafted for higher profile trails and cycle routes.

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The table below summarises likely impacts should funding constraints require a reduction in service delivery;

Cost Cutting Measures	Impact on Service
Reduction in 'ease of use' from current 90 +% to 80%	Serious impact on the Council's reputation with increase in complaints from users and staff /money resource in dealing with subsequent issues
Reduction in major bridge replacement	
No enhanced maintenance of the National Trail or Regional routes	Significant impact on tourism reliant on good quality path network. (National and Regional routes are of major value to Devon's reputation as a holiday destination).
Reactive vegetation cutting only	Impact on national agendas such as Active Travel Strategy and Health & Wellbeing targets
Reduction of P3 grants and number of parishes participating in the scheme	Loss of good working relationships with other Agencies and parish councils
Termination of National Park agency agreements and East Devon District Council arrangement for the coast path	Potential claims from accidents arising from safety defects.
Reduced maintenance of cycle/ multi use trail network and MC12 network closures	Decline in safe off road cycle and horse-riding routes
	Decline in the Council's policy of encouraging path use by less able members of the community
	Increased costs from reactive maintenance resulting in Sect 56 HA action against the Council

*Fi. 10.4: Likely impacts of reduction in service delivery*

## 6 Programme Development

Annual improvement / capital programmes are put together based on need and deliverability; this being considered in accordance with objectives set out within the RoWIP.

Unlike road improvements, generally a PROW improvement will require substantial landowner liaison (for example, to negotiate issues such as access to the site with machinery, keeping worksites stock-proof and timing of works to minimise damage to neighbouring land).

Improvements to the cycle route / trail network can be more easily programmed where Devon County Council is also the landowner or land manager.

Works programmes are currently annual.



### 7 Risks

Risk management is most relevant with regards to climate change, local economy, health and well-being, and public safety:

- The county council has recognised the necessity of managing the network to reflect increased frequency of and damage to the network through severe weather events. This includes issues such as flooding, erosion, and high winds.
- The economic drivers – The importance of the Public Rights of Way Network (PRoW) to the local economy as demonstrated by the £157m direct spend by users of the South West Coast Path during 2012 and by the closure of the PRoW network during the Foot and Mouth crisis in 2001 which is estimated to have cost Devon’s economy more than £400 million.
- Health and wellbeing strategies - There is clear evidence that well maintained, easy to use public rights of way encourage people to use them. In contrast, poorly maintained, damaged or closed routes discourage use and therefore discourage exercise and engagement with the natural environment. There is also clear and growing evidence demonstrating that an increase in exercise leads to a decrease in physical and mental health problems, with associated decreased burden on the NHS and public purse. For example, inactivity in England is estimated to cost the NHS an additional 1.06 billion each year and problems relating to overweight, and obesity cost an additional 5 billion each year.
- Meeting inspection frequencies – Appropriate inspection regimes, in combination with effective maintenance works are essential in meeting relevant statutory requirements, ensuring public safety, and minimising claims against Devon County Council for damages and personal injuries.
- Financial resilience / resources – Financial constraints and growth in the length of the network to be maintained create pressures in meeting and sustaining quality standards. This potentially impacts across all the risks outlined above.

### 8 Improvement Actions

Alongside the Highway Infrastructure Asset Management Plan, this Annex is a live document. It will be subject to continuous improvement and ongoing development with input from Council Officers and Stakeholder feedback. Areas for improvement are identified within the Annex which are summarised as Improvement Actions in this section. These Actions are aligned with Strategic Goals and are assessed as part of a wider cross-asset prioritisation process that prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the Public Rights of Way asset management objectives are achieved are:

- Review and update the PRoW inventory and associated GIS layer,
- Identify software and hardware options to support inspections and condition assessments, and to keep the inventory up to date,
- Review and update records to clearly identify the extent of permissive agreements and legal status of recreational trails. This includes leases,

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licences, and Devon County Council ownership. Utilise this data to inform trail specific management and maintenance plans,

- Improve functionality, accuracy, and response times for user reports,
- Review and where practicable, adjust seasonal vegetation cuts to further enhance biodiversity,
- Investigate materials and construction techniques for surface and drainage works to minimise carbon whilst optimising ease of use and environmental impact,
- Continuing work to address / remove physical obstacles to improve equity of access, and
- Prioritise path orders to facilitate diversions and creations to improve accessibility, enjoyment and land management.

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### Useful References

1. [Outdoor access and recreation: Access and rights of way - detailed information - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/outdoor-access-and-recreation-access-and-rights-of-way-detailed-information)
2. [Public rights of way local authority responsibilities - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/public-rights-of-way-local-authority-responsibilities)
3. [Rights of way circular \(1/09\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/rights-of-way-circular-109)
4. [Definitive maps of public rights of way: change the legal records - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/definitive-maps-of-public-rights-of-way-change-the-legal-records)
5. [The Natural Choice: securing the value of nature CM 8082 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/consultations/the-natural-choice-securing-the-value-of-nature)
6. [Devon Local Nature Partnership \(devonlnp.org.uk\)](https://www.devonlnp.org.uk/)
7. [Access - Devon Local Nature Partnership \(devonlnp.org.uk\)](https://www.devonlnp.org.uk/access)
8. [State of Environment report - Devon Local Nature Partnership \(devonlnp.org.uk\)](https://www.devonlnp.org.uk/state-of-environment-report)
9. [Explore Devon's environment, wildlife and heritage - Explore Devon](https://www.exploredevon.co.uk/)
10. [New guidance on shared use routes | Cycling UK](https://www.cyclinguk.org/new-guidance-on-shared-use-routes)
11. [Share, respect and enjoy the National Cycle Network - Sustrans.org.uk](https://www.sustrans.org.uk/share-respect-and-enjoy-the-national-cycle-network)
12. [Leaflets and downloads | The British Horse Society \(bhs.org.uk\)](https://www.bhs.org.uk/leaflets-downloads)

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## Appendices

Appendix 11 – 1 Good Practice Guide BM3 Dealing with Graffiti

Version Control		
Version	Date	Summary of Changes
0.1	10.03.2023	For consideration by Cabinet

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## Annex 11 – Structures

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### 1 Introduction

Devon County Council (the Council) has the largest Local Authority managed highway network in the UK and is responsible for a bridge stock of over 3000 Council owned and unknown ownership bridges and nearly 2000 retaining walls with a Gross Replacement Cost of just under £1.5 billion. As Highway Authority, the Council also has an interest in other owner structures that span or support the highway, which include 724 bridges. Highway structures include bridges, culverts, subways, footbridges, retaining walls and miscellaneous structures such as reinforced earth embankments, sea walls, rockfaces and cuttings, sign and signal gantries, and traffic signal masts. In addition to the Highway structures, the Council owns Public Rights of Way (PROW) structures which are discussed in Annex 10 – Public Rights of Way.

The Engineering Design Group (EDG) Bridges and Structures Group is part of the Climate Change, Environment and Transport Group of the Council and provides the following services:

- Bridges and Structures Asset Management,
- Bridge and Structures Inspection and Maintenance,
- Design of new Highway and Cycleway bridges and structures, and
- Technical Approval Authority (TAA).

In accordance with the National Code of Practice 'Well-Managed Highway Infrastructure'<sup>1</sup> the following highway structures are the responsibility of the EDG Bridges and Structures Asset Management Team:

- Council bridges (footbridges, subways, underpasses, tunnels, cellars, vaults, culverts, pipes etc) with a span of 1.5m or more,
- Retaining walls associated with the highway with a retained height of 1.35m or more, and
- Gantries / cantilever structures / masts for signage, CCTV and traffic signals classed as a structure in CS 450 – Inspection of highway structures<sup>2</sup>,

In addition to the above, the EDG Bridges and Structures Asset Management Team are also responsible for the following:

- Corrugated steel pipes with a span of 0.9m or more, and
- Specific culverts with a span of less than 1.5m that are considered by the Flood Risk team to present a significant flood risk should they block.

Data on the actual current condition and performance of assets is obtained from inspections, testing and monitoring and assessment of structures. Since 2016 significant work has been undertaken by the EDG Bridges and Structures Asset Management Team to determine the condition and performance of the highway structures assets. This work has ensured that maintenance strategies and annual maintenance programmes of work focus on high risk and critical condition structures on key networks such as the Resilient Network and Major Road Network (MRN). Increasing pressure on budgets and resources combined with external factors such as climate change means that achieving asset management objectives and the levels of service that deliver a road network which is as safe, reliable and as fit for purpose as possible is becoming more challenging. Reviews have been undertaken

and actions have been identified to ensure that where possible asset management objectives are achieved.

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## Annex 11 – Structures

### 2 Inventory

#### 2.1 Asset Types

Highway structures are split into different asset types and comprise bridges (both vehicular and pedestrian), culverts, subways, retaining walls and miscellaneous structures such as reinforced earth embankments, sign and signal gantries, and traffic signal masts. The extent of Council owned and other owner Highway structures assets as of September 2022 is shown in Figure 11.1 below.

Type of Asset	Council owned & unknown ownership	Other owners
Bridge	3079	1086
Retaining Wall	1723	42
Gantry	2	0
Signal Cantilever	22	0
Slope Stabilisation & Rockface Management	55	2
Sea Walls	78	19
Art Sculpture/Monument	2	0
<b>TOTAL</b>	<b>4961</b>	<b>1149</b>

Fig. 11.1: Extent of Council owned and other owner Highway structures assets (Sept 2022)

Within Devon the type of bridge varies from traditional masonry arches to reinforced concrete, steel and timber bridges. Over a third of the County's bridges are masonry arches. Figure 11.2 below shows the number of bridges per construction type.

Primary Construction Type	Number
Arch	1931
Beam; Beam & jack arch; Beam and slab	237
Box; Box Girder	170
Cable stayed	3
Cantilever; Cantilever and suspended span	2
Clapper	95
Composite slab	76
Corrugated steel	2
Filler beam	2
Laminated beam	5
Opening	4
Pipe	76
Portal frame	5
Solid slab	335
Suspension bridge	1
Through girder	28
Troughing/Metal plate	31
Truss	12
Tunnel	3



Primary Construction Type	Number
Unknown	29
Voided slab	32
<b>Grand Total</b>	<b>3079</b>

*Fig. 11.2: Number of Council and other unknown ownership bridges per construction type (Sept 2022)*

### 2.2 Asset Data

The Council holds detailed asset information about its structure assets in the Bridge Management System (BMS) known as WDM’s Structures Management System (SMS). The asset data held within the system can be summarised as follows:

#### Basic Inventory Data

This includes age, construction type, dimensions, location information; obstacle crossed i.e. road over rail. General and Principal Inspections are also used to check the validity of data held on individual structures. More detailed data is provided by Special Inspections and testing. Further information on the various types of inspection can be found later in this Section.

#### Legal Data

This includes ownership information, licences and legal agreements.

#### Condition data

General and Principal Inspections, supplemented by Special Inspections, testing and monitoring provide condition data.

#### Structural Assessment & Review data

Principal Inspections identify structures which need a structural assessment. The assessment quantifies the load bearing capacity of the structure in accordance with the appropriate current standards and identifies substandard structures, which require improving or monitoring or a weight restriction.

#### Workbank

This is a list of all identified work by the inspectors, which they either undertake or is put into a works programme.

#### Repair history

This is updated when works are undertaken and includes the date, type and cost of repair, including details of the element repaired.

#### Health and Safety File Information

On completion of a scheme relevant health and safety information to be taken into account during any subsequent project, such as as-built drawings and maintenance manuals, is uploaded into SMS.

The Asset inventory is also updated following significant maintenance work; completion of developer schemes; creation of new assets; or ‘discovery’ of existing structures.

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### 2.3 Inspections

Inspections are carried out in accordance with the requirements of CS 450 – Inspection of highway structures<sup>2</sup> and the Council Inspection of Highway Structures Policy.

There are five types of maintenance inspection as detailed in CS 450<sup>2</sup>.

#### Safety Inspections

As defined in CS 450<sup>2</sup>, safety inspections are not specific to highway structures and generally cover all fixed assets on the highway network, including carriageways, footways, structures, drainage, verges and lighting. They are undertaken in addition to planned maintenance inspections either routinely by Bridge Inspectors, Neighbourhood Highway Officers and the Term Maintenance Contractor when driving the network or in response to reports of a defect by a third party such as accident/impact damage to a structure. Safety Inspections identify significant deficiencies or signs of damage which represent, or can lead to, a danger to the public or high maintenance costs and therefore require immediate or urgent attention. Actions from the inspections are dealt with as an immediate risk to public safety or prioritised for action in accordance with asset management principles.

#### General Inspections

General Inspections (GI's) of the entire bridge stock are currently undertaken on a nominal 2-yearly cycle to provide information on the physical condition of all visible elements to ensure the structures remain fit for purpose and safe to use.

#### Principal Inspections

More detailed Principal Inspections (PI's) are undertaken every 6 to 12 years, depending on bridge type and other risk-based factors, to provide information on the physical condition of all accessible parts of a highway structure. The Council has adopted a risk-based approach to Principal Inspections to increase the inspection interval on non-critical structures in accordance with the risk-based approach described in Chapter 8 of CS 450<sup>2</sup>. Critical structures and those structures that are managed under Sub-standard structures managed under CS 470 - The Management of sub-standard highway structures<sup>3</sup> are not eligible for increased Principal Inspection intervals.

As well as adopting the CS 450<sup>2</sup> risk-based approach to Principal Inspection intervals on non-critical structures, a risk-based priority framework has been developed as a means of prioritising structures for Principal Inspection when the number of structures due a principal inspection is more than the number of inspections which will be undertaken. Focus has been on PI's of complex and higher risk structures such as post-tensioned bridges, where undetected defects could result in sudden collapse, and road over rail bridges due to significant consequence of bridge failure over a live railway line.

GI's and PI's include dive inspection of underwater elements; roped access; and confined space inspections, which are all undertaken on a 2-year cycle.

#### Special Inspections

Special Inspections are required to provide more detailed information in response to the specific characteristics of the structure such as post-tensioned bridges; a recommendation identified by a GI or PI; certain events, such as the transit of a

significant abnormal load, or a flood; or a recommendation to consider parts of the structure more closely or at a more frequent interval than the normal general and principal inspection regime. Types of Special Inspection include defect monitoring, defects are monitored in accordance with the Council's defect monitoring procedure as described in the Council's Inspection of Highway Structures Policy. The procedure includes structures where there is an issue i.e. major cracking, short term until a scheme is implemented and longer term to determine whether there is an issue that needs to be resolved and included in a future programme. A rolling programme of Post-Tensioned Special Inspections (PTSI's) is undertaken in accordance with CS 465 - Management of post-tensioned concrete bridges<sup>4</sup>.

### Inspection for assessment

As part of the Principal Inspection reporting, a structural review in accordance with CS 451 - Structural review and assessment of highway structures<sup>5</sup> is undertaken to determine if an assessment is required. An Inspection for assessment provides the information required to undertake a structural assessment.

The results of inspections are recorded in accordance with the CSS (County Surveyors Society) Bridge Condition Index (BCI) procedures<sup>6</sup>, which is described in more detail in Section 3.0 Performance.

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### 3 Performance

Data on the actual current condition and performance of assets is obtained from inspections, testing and monitoring and assessment of structures as described in Section 2 Inventory. Gathering good quality asset condition data enables the bridges and structures asset team to identify changes in condition of the assets, monitor performance and to respond to any urgent needs or emergencies. The data also informs the development of a Highway Structures Asset Programme and lifecycle plans as discussed in Section 6 Programme Development. This section describes the performance targets set by EDG Bridges and Structures Group, the performance measures used and the historical and current performance in relation to these measures.

#### 3.1 Performance Measures

The Code of Practice<sup>1</sup> recommends that the following should be considered when identifying performance measures for use in asset management planning:

- Performance measures for highway structures that are already in use, such as Condition Performance Indicator (PI);
- Performance measures that have been developed, or are under development, for highway structures, such as Availability PI, Reliability PI and Structures Backlog; and
- Additional performance measures that may be needed to reflect the levels of service for the overall network and for measuring the effectiveness and efficiency of the planning and delivery processes.

The Condition PI is also referred to as the Bridge Condition Indicator (BCI) and is a measure of the physical condition of a structure, ranging from 100 (best condition) to 0, (worst condition).

The Bridge Stock Condition Index (BSCI) is the numerical value of all the bridge stock condition evaluated as an average of the BCI values weighted by the deck area (m<sup>2</sup>) of each bridge.

The interpretation of the Bridge Condition Indicator (BCI) values is given in Figure 11.3 below.

BCI Range	Condition BCI Score (all bridge elements)	Additional Comments
100 to 90 Very Good	The structure is in a “Very Good” condition overall.	<ul style="list-style-type: none"> <li>Likely to be no significant defects in any elements.</li> </ul>
90 to 80 Good	The structure is in a “Good” condition overall.	<ul style="list-style-type: none"> <li>Mostly minor defects/damage but may also be some moderate defects.</li> </ul>
80 to 65 Fair	The Structure is in a “Fair” condition.	<ul style="list-style-type: none"> <li>Minor to moderate defects / damage.</li> <li>One or more functions of the structure may be significantly affected</li> </ul>
65 to 40 Poor	The Structure is in a “Poor” condition.	<ul style="list-style-type: none"> <li>Moderate to severe defects / damage.</li> <li>One or more functions of the structure may be severely affected</li> </ul>
40 to 0 Very Poor	The Structure is in a “Very Poor” condition.	<ul style="list-style-type: none"> <li>Severe defects / damage to a number of elements.</li> <li>One or more elements may have failed.</li> <li>Structure may be unserviceable.</li> </ul>

Fig. 11.3: Interpretation of CSS BCI Values

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The Availability PI is a measure of the reduction in the Level of Service provided, on a highway network, due to restrictions placed on highway structures. The Reliability PI is a representation of the ability of the structure stock to support traffic, and other appropriate loading, taking into account the consequence of failure. The structures backlog is the monetary value of work required to close the gap between the actual performance provided by an asset and the current required performance. Detailed guidance on performance measures is provided in the suite of Guidance Documents for Performance Measurement of Highway Structures<sup>7</sup>.

The use of the Condition Performance Indicator is now established and based upon reasonable experience, however, further work is required before the other three indicators can be adopted.

ADEPT (formerly The CSS Bridges Group) has developed the following suggested performance indicators:

- Bridges not meeting highway authority's required carrying capacity as a percentage of total stock,
- Annual maintenance expenditure on bridges as a percentage of stock value, and
- Annual maintenance expenditure on retaining walls as a percentage of stock value.

The EDG Bridges and Structures Group have set the following high level performance targets:

- All bridges and retaining walls on the MRN, Resilient Network and 'A' roads shall be BCI good +80 condition by 2028,
- All road over rail bridges shall be BCI good +80 condition by 2028;
- All bridges on the remaining network with a severe score shall be BCI fair +65 condition by 2028,
- All bridges on the remaining network with a poor and very poor score shall have a management plan in place by 2028,
- All bridges with a capacity less than 40T shall have a management plan in place by 2025 and where required shall be weight restricted or strengthened by 2028,
- Reduce the backlog of bridge GI's to all in date by 2025 and thereafter to maintain all GI's in date,
- All bridges identified as requiring a PI in accordance with the risk management approach shall have an in date PI in place by 2028,
- All Post Tensioned bridges shall have in date PTSI's by 2024 and a longer term management strategy in place by 2024, and
- 95% of vegetation shall be removed from retaining walls on the MRN, Resilient Network and 'A' roads to allow thorough inspection to be carried out by 2028.

The performance indicators for the high-level targets currently adopted by the EDG Bridges and Structures Group are shown in Figure 11.4 below.

PI Ref	Performance Area	Target	Performance Indicator (PI)	Accountable Manager	Frequency of data capture	Support actions and key strategies
B1a	Bridge Condition	All bridges on the MRN, Resilient Network and 'A' roads shall be BCI $\geq$ 80 by 2028	Report on condition of the bridge stock using the CSS BCI performance measure	Principal Engineer (SAM)	Yearly	Management Plan Review meeting
B1b		All road over rail bridges shall be BCI $\geq$ 80 by 2028		Principal Engineer (SAM)	Yearly	Management Plan Review meeting
B1c		All bridges on the remaining network with a severe score shall be BCI $\geq$ 65 by 2028		Principal Engineer (SAM)	Yearly	Management Plan Review meeting
B1d		All bridges on the remaining network with a poor and very poor score shall have a management plan in place by 2028		Principal Engineer (SAM)	Yearly	Management Plan Review meeting
B2	Retaining Wall Condition	All retaining walls on the MRN, Resilient Network and 'A' roads shall be BCI $\geq$ 80 by 2028	Report on condition of the retaining wall stock using the CSS BCI performance measure	Principal Engineer (SAM)	Yearly	Management Plan Review meeting
B3a	Capacity	All bridges with a capacity less than 40T shall have a management plan in place by 2025	Report on % of bridge stock not meeting the required carrying capacity without a management plan in place	Principal Engineer (SAM)	Yearly	Management Plan Review meeting
B3b		All bridges with a capacity less than 40T shall be weight restricted or strengthened by 2028	Report on % of bridge stock not meeting the required carrying capacity without a weight restriction	Principal Engineer (SAM)	Yearly	Management Plan Review meeting

PI Ref	Performance Area	Target	Performance Indicator (PI)	Accountable Manager	Frequency of data capture	Support actions and key strategies
B4	General Inspections (GI's)	All bridge GI's shall be in date by 2025	Report on % of bridge stock with an overdue GI	Principal Engineer (SAM)	Yearly	Management Plan Review meeting
B5	Principal Inspections (PI's)	All bridges identified as requiring a PI in accordance with the risk management approach shall have an in date PI in place by 2028	Report on % of bridges requiring a PI with an overdue PI	Principal Engineer (SAM)	Yearly	Management Plan Review meeting
B6a	Post Tensioned Special Inspections (PTSI's)	All Post Tensioned bridges shall have in date PTSI's by 2024	Report on % of Post Tensioned bridges with an overdue PTSI	Principal Engineer (SAM)	Yearly	Management Plan Review meeting
B6b	Special Inspections (PTSI's)	All Post Tensioned bridges shall have a longer term management strategy in place by 2024	Report on % of Post Tensioned bridges without a management strategy in place	Principal Engineer (SAM)	Yearly	Management Plan Review meeting
B7	Vegetation Cover	95% of vegetation shall be removed from retaining walls on the MRN, Resilient Network and 'A' roads to allow thorough inspection to be carried out by 2028	Report on % of retaining walls with extensive (>50%) vegetation cover.	Principal Engineer (SAM)	Yearly	Management Plan Review Meeting

Fig. 11.4: Asset Management Performance Indicators (2022/28)



### B1: Bridge Condition using BCI

Figure 11.5 below shows that there are 2523 bridges in the very good to good condition; 308 in fair condition; 19 in poor condition; 2 in very poor condition and 227 with either a calculation error or no score (September 2022).

DCC are not following the CSS document strictly as concerns have been raised nationally leading to the recently completed consultation for a revised document. The Bridge Stock Condition Index (BSCI) is the numerical value of a bridge stock condition evaluated as an average of the BCI values weighted by the deck area (m<sup>2</sup>) of each bridge. The score is a measure of durability and structural safety (capacity).

As it's not possible to easily differentiate between these two factors (durability and structural safety), the Councils bridge engineers have undertaken a review (which is ongoing) of the 329 bridges with a fair to very poor score and no issues relating to safety have been discovered thus far which aren't already being dealt with. For example, 3 bridges supporting the MRN have low scores, two of these have been subsequently strengthened and one is being strengthened. The improvement actions in Performance Section 11 have been included to address this issue: Documented management plan to be put in place for all bridges with a poor and very poor score. Any national changes to the BCI scoring regime will be considered for implementation and updated as necessary to reflect any future amendments to the CSS guidance documents.

Bridges are subject to a General Inspection every 2 years and the Councils bridge inspectors ensure any serious safety related issues are raised with the Bridges and Structures Asset Management Team and dealt with urgently.

BCI Range	Condition	No.
100 to 90	Very Good	1397
90 to 80	Good	1126
80 to 65	Fair	308
65 to 40	Poor	19
40 to 0	Very Poor	2
-999	calculation error	189
no score		38
<b>TOTAL</b>		<b>3079</b>

Fig. 11. 5: BCI scores for Council owned bridges (Sept 2022)

### B3: Load Carrying Capacity

This percentage only relates to bridges that support vehicles i.e. footbridges are not included. The 77 signed weight restriction bridges (July 2022), where the required capacity has been reduced with agreement of the local community, are deemed to be meeting the required capacity.

When an assessment shows a bridge to be sub-standard or provisionally sub-standard then the risk management procedures contained in CS 470 - Management

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of sub-standard highway structures<sup>3</sup> are followed. This means that interim measures such as a weight restriction; traffic management restrictions or a regime of monitoring is imposed on the structure to minimise the risk of asset failure. Weight limits may be accepted by the Highway Authority as a permanent measure.

All restrictions affect the performance of the network and availability to all users.

A recent high level review (July 2022) of the signed weight restriction against the assessed load capacity for Council and non- Council owned bridges identified that there are 83 bridges, excluding clapper bridges, that have an assessed capacity less than 40T (3 – 38T) without any signage and 15 bridges that have signage different to the assessed capacity. There are also 145 Council owned and unknown ownership bridges, excluding clapper bridges, without assessed capacity information in SMS, 11 of which are on 'A' roads

A clapper bridge is a simple bridge consisting of slabs of stone or planks laid across a series of rocks or piles of stones. The Council owns 94 clapper bridges, the majority of which have an assessed capacity less than 40T (3 – 38T). The load carrying capacity of clapper bridges is difficult to assess reliably because of the dimensional and material property variability of the individual units. A conservative model is used for the assessment combined with conservative material properties resulting in very low load capacities that are far below the vehicle loadings that the bridges will have carried over many years of use without signs of failure. Some clapper bridges have been strengthened where they carry higher class roads that have greater traffic flows. The remainder carry lower class routes, and as they are small span structures with generally low headroom, they are considered at low risk of failing.

### B4: Overdue Bridge General Inspections (GI's)

Attention has been focussed on reducing the number of overdue bridge GI's. In 2018 there were 1268 Bridge GI's overdue (in excess of the 2-year inspection interval), which has been reduced to 438 as of June 2022.

### B5: Risk Management Approach for Bridge Principal Inspections (PI's)

As stated in Section 2, the Council has adopted a risk-based approach to PI's to increase the inspection interval on non-critical structures in accordance with the risk-based approach described in Chapter 8 of CS 450<sup>2</sup>. Work is ongoing to risk assess all bridges requiring a PI as per the risk management approach.

### B6: Post Tensioned Special Inspections (PTSI's)

As stated in Section 2, post-tensioned bridges are complex, high risk structures, where undetected defects could result in sudden collapse. Attention has been focussed on eliminating the backlog of overdue PTSI's and reviewing Stage 1 PTSI reports that have been carried out in accordance with the old code to bring them in line with CS 465<sup>4</sup> to ensure that all are current and in date by 2024. A project is currently being undertaken to produce a longer term management strategy for all post-tensioned bridges.

### B2 & B7: Retaining Walls

The condition of the retaining wall stock reflects the lack of inspection & maintenance this asset class has had. There is also a problem with carrying out an adequate inspection because of vegetation growth to a significant proportion of the stock, which consequently affects the Condition Indicator score. Performance indicator B7 has been introduced to resolve this issue on the MRN, Resilient Network and 'A' roads.

### Work Bank

The structures work bank documents the maintenance needs and costs and should form the basis of the subsequent Value Management and Value Engineering processes. There is currently a high degree of under reporting as up until November 2021 the SMS workbank and repair history only contained data for works identified and undertaken from General Inspections of bridges. The aim is that all maintenance tasks required on highway structures (Revenue and Capital) and the associated cost estimates are documented in the structures workbank and the repair history is linked to the work bank so that completed works are recorded.

Actions to address the findings from the above reviews and improve condition and performance are described in Chapter 8 Improvement Actions.

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### 4 Maintenance Strategy

Highway Authorities have a statutory duty to maintain assets. Maintenance of bridges and other highway structures is undertaken to ensure that they do not deteriorate to a standard that compromises the functionality of the highway network through closures and weight restrictions

Section C.6 of the Code of Practice<sup>1</sup> states: *“The purpose of maintenance is to repair damage caused by deterioration, vehicle impact or vandalism, slow down or prevent the deterioration process and, where appropriate, meet the changing demands of users.”*

Different bridge types require different maintenance and inspection regimes. Some are very robust and require minimal maintenance, whilst others such as post tensioned bridges and moveable bridges require significant ongoing costs.

Masonry arch bridges are very robust and deteriorate very slowly provided they are protected from scour of their foundations. The main cause of masonry arch bridge failure is from scour often caused by debris build-up against the bridge during a flood event. Inspections are required to keep a check on any structural issues and scour inspections following flood events. Hence there is a continual risk which will need to be managed.

Higher risk structures, such as post tensioned bridges are maintained and inspected more frequently, to prevent unpredicted collapse. The potential for loss of life, disruption and financial consequences could be significant if these bridges are not maintained in a good condition.

Steel bridges and reinforced concrete bridges have a range of maintenance issues depending upon the quality of materials used, workmanship and types of exposure. They are generally designed for 120-year lifespan, but some show significant issues within half of their operational lifespan.

Timber bridges have a lesser lifespan (typically 15 – 30 years) than masonry and concrete and tend to be on cycleways and PROW's. Regular maintenance of these structures is required to prevent closures of cycleways and footpaths.

The Council is responsible for 335 listed bridges, 147m of listed retaining walls and 14 scheduled ancient monuments, 6 of which are also listed.

Movable Bridges such as the Exeter Canal Swing and Bascule bridges on Bridge Road Exeter, Shaldon Bridge Lifting Span and River Yeo Cycle & Footbridge in Barnstaple cross a navigable waterway. These need to be maintained to ensure they remain operable.

Maintenance is considered at all stages of the project workflow through integration of design and construction knowledge with operations and maintenance experience to ensure the ease, accuracy, safety, and economy of future maintenance tasks.

The majority of activities associated with the management of highway structures are carried out in accordance with the standards and advice contained within the National Highways Design Manual for Roads and Bridges (DMRB)<sup>8</sup>. However, there are circumstances where lesser standards are acceptable such as undertaking

repair to part of an element or repair of accident damage. Further details are provided in Section C.4. of the Code of Practice<sup>1</sup>.

Contract documents and procedures for all tendered contracts associated with the management of highway structures are generally prepared in accordance with the National Highways Manual of Contract Documents for Highway Works (MCHW)<sup>9</sup>, which includes the Specification for Highway Works. Departures from the advice contained in the standard documents are recorded in Feasibility Reports, Approval in Principle (AIP) documentation or Tender Appraisal Reports as appropriate.

EDG Bridges and Structures Group also produce Policy, Procedure and Good Practice Guides where appropriate. A good example of this is the good practice guide 'Dealing with graffiti on Highway Structures' which can be found in [Appendix 11-1](#).

### 4.1 Creation of a new asset

New highway structures assets are created from new highway and cycleway schemes, highway stabilisation schemes or adoption of structures from developer schemes.

The Council Policy and Procedure documents for the maintenance audit of bridges and structures schemes<sup>10,11</sup> define a process to ensure that as far as reasonably practicable future maintenance requirements and costs of new and improved bridges and highway structures schemes are carefully considered at the earliest stage to minimise future network disruption and lifecycle costs without compromising other important aspects such as access arrangements, environmental and sustainability issues, etc.

The Policy requires that information for future maintenance is recorded and passed to the maintainer in the form of as built drawings and maintenance manuals and stored in the structures asset management system SMS.

Technical approval is required for all new and existing structures with potential highway implications whether or not they are eventually intended to be adopted by the County Council. The process relates to design, construction, assessment, alteration, strengthening and repair to ensure that all structures are safe, durable, and in the case of structures proposed for adoption, are designed to require minimal maintenance. EDG Bridges and Structures acts as the Technical Approval Authority (TAA) on behalf of the County Council.

### 4.2 Routine and Reactive Maintenance

Regular and/or cyclical routine maintenance of bridges and other highway structures is undertaken to maintain their condition and functionality by protecting them from deterioration or slowing down the rate of deterioration, and thus reducing the need for reactive maintenance.

Regular maintenance undertaken by EDG Bridges and Structures includes routine electrical, hydraulic and mechanical maintenance of moving bridges, such as the Bridge Road Canal Swing and Bascule bridges, Shaldon Bridge Lifting Span and River Yeo Cycle & Footbridge.

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In addition, minor maintenance, such as vegetation clearance and cleaning out of expansion joints is overseen by the Bridge Inspectors using the Revenue Budget.

Reactive maintenance includes emergency work that must be dealt with immediately on safety grounds such as parapet repairs following a bridge strike or removal of debris build up following a flood event, and essential maintenance work. Defects are identified through inspections (refer to Section 2.0 above) or reports of a defect by a third party. Work includes major concrete, masonry and steelwork repairs and scour repairs that must be carried out to prevent the structure becoming unsafe. If works cannot be carried out immediately, temporary or permanent restrictions such as weight or traffic management restrictions are applied.

The Bridges and Structures (BAS) Revenue Budget is used for emergency repairs, whilst the BAS Capital Budget is used to invest in Devon County Council's assets either by creating new assets or improving existing assets.

### 4.3 Renewal or replacement

Refurbishment and/or strengthening of structures are determined from inspections and assessments.

Structures are replaced when they reach the end of their serviceable life; when refurbishment and/or strengthening of a structure is more costly than replacement; or when structural failure occurs.

### 4.4 Decommissioning of the asset

Highway structures are decommissioned when they become redundant either due to the creation of an alternative structure or due to the extinguishment of a highway or PROW.

## 5 Levels of Service and Investment Strategy

### 5.1 Levels of Service

Figure 11.6 below documents the Levels of Service that demonstrate the relationship between the Council’s corporate objectives, including the Strategic Plan for 2021 - 2025, and the performance of highway structures assets in terms of stakeholder requirements. The Levels of Service represent the fundamental service aimed at helping to deliver a road network which is as safe, reliable and as fit for purpose as possible within the current funding and resource constraints.

Measure	Responding to the climate emergency	Be ambitious for children and young people	Support Sustainable economic recovery	Tackle poverty and inequality	Improve health and wellbeing	Help communities to be safe, connected, and resilient
Carry out structures inspections in accordance with the National Code of Practice <sup>1</sup> .			✓			✓
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.			✓			✓

Fig. 11.6: Levels of Service.

Construction activity results in production of CO<sub>2</sub>. Future management processes of the highway network are vital to the Council’s contribution to a Net-Zero Devon, and

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exploiting the economic opportunities presented by green technology will be central to bringing more higher value and sustainable employment to the County.

Highway structures contribute to the achievement of responding to the climate emergency, improving health and wellbeing by maintaining and improving walking and cycling infrastructure such as cycle/footbridges and boardwalks. Over the next few years budget has been allocated to replacing the Gem Aerial Walkway on the Drakes trail and improving Courtlands Boardwalk, which is part of the Exe Estuary trail. This is in addition to the budget allocated yearly to the refurbishment or replacement of footbridges.

The environmental review process is undertaken for all highway structures schemes.

As discussed in the HIAMP, Devon has developed a carbon calculator in conjunction with Exeter University. This tool will be used by designers on larger highway structures schemes as part of the design process to estimate both carbon emissions and carbon cost against various treatment solutions. Carbon data from Contractor's working on highway structures schemes will come through the carbon web form.

Carbon reductions using alternative design solutions, materials and working practices have already been used in Devon to reduce our carbon footprint, including the use of fibre reinforced plastics for new bridges rather than high carbon options such as steel and concrete. The use of recycled tyre bales for constructing retaining structures provides a significant reduction in the use of concrete and aggregate as well as less transportation of materials. Advances in concrete technologies and the use of admixes reduces the cement content and less quarrying activity. Other innovations, which have been used many times in Devon over the past 10 years, including soil nailing and anchored piled walls to stabilise highway embankments and reinforced earth, also reduce the reliance on traditional concrete retaining walls, which have a higher carbon footprint.

Work is currently being undertaken on a research project with Brunel University to consider the use of masonry arch bridges rather than modern concrete and steel bridges, to replace weak bridges in Devon, as they perform well and have a much longer lifespan and lower carbon footprint than concrete and steel bridges.

Sustainable economic recovery is supported by ensuring network availability and condition supports freight distribution and commuter travel to work, whilst maintaining access arrangements for all communities helps communities to be safe, connected, and resilient. These objectives are achieved by carrying out structures inspections in accordance with the Code of Practice<sup>1</sup>; monitoring those structures considered to be below standard; using condition data to develop and deliver an annual programme of bridge and retaining wall maintenance and structural repairs to maintain structures within available budgets; and by targeting structures which are in the Poor/Very Poor condition band where this has a potential impact on safety. Focus is on maintaining those structures on the Resilient Network.

### 5.2 Investment Strategy

Any reduction in the current BAS Revenue and Capital budgets will result in difficult decisions regarding the continual usage of bridges in Devon with some bridges requiring closure as their condition deteriorates.



Different bridge types require different maintenance and inspection regimes. Some are very robust and require minimal maintenance, such as masonry arch bridges, whilst others such as post tensioned bridges and moveable bridges require significant ongoing costs.

Masonry arch bridges deteriorate very slowly and could accommodate a reduced maintenance regime for a considerable time period without becoming unsafe. Inspections would be required to keep a check on any structural issues and scour inspections following flood events.

Higher risk structures, such as post tensioned bridges need to be maintained and inspected, as unpredicted collapse could otherwise occur. The potential for loss of life, disruption and financial consequences could be significant if these bridges are not maintained in a good condition.

Steel bridges and reinforced concrete bridges have a range of maintenance issues depending upon the quality of materials used, workmanship and types of exposure. They are generally designed for 120-year lifespan, but some are showing significant issues within half of their operational lifespan.

Timber bridges have a lesser lifespan (newer bridges found to be less than 30 years) than masonry and concrete and tend to be on cycleways and public rights of way (PROW's). If these are not maintained closures of cycleways and footpaths will occur over time.

Council owned bridges of historical importance (listed and scheduled monuments) could be lost for ever if they are not maintained. The Council has a moral obligation, if not a statutory duty, to maintain the County's heritage

Movable Bridges such as the Exeter Canal Swing and Bascule bridges on Bridge Road Exeter cross a navigable waterway. These need to be maintained to ensure they remain operable. Major investment in upgrading these bridges is required within 5 years, without which the bridges will become more unreliable for canal openings and, it is likely a weight restriction on the Bascule bridge would be required within 10 to 20 years. A bid to the Department for Transport (DfT) has been made to upgrade the bridges and to undertake further improvements to Bridge Road. If this bid is unsuccessful the implications are additional funding will be needed within 5 years to refurbish or replace the existing bridges. This is not currently included in the future BAS budget.

It is envisaged the do minimum position would be undertaking safety inspections and monitoring of bridges that fall below the 'good' condition and into the 'fair' to 'poor' condition. Reactive rather than preventative maintenance would only be possible.

The longer term aspiration should be to increase the level of funding to allow the bridges in the fair to poor condition to be improved, thus reducing the safety risk to the public.

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## 6 Programme Development

Part B of the UKRLG Highway Infrastructure Asset Management Guidance Document (HIAMG)<sup>12</sup> states that the objectives of works programmes are:

- *“Develop effective and efficient works programmes to meet the approach to asset management and deliver the service,*
- *Identify potential maintenance works – candidate schemes,*
- *Develop works programme of candidate schemes,*
- *Prioritise and optimise schemes in the works programme to meet the available budgets, and*
- *Monitoring of works to ensure it meets the approach to asset management”*

### 6.1 Identifying Schemes for an Initial Works Programme

Schemes are identified for an initial works programme through the following means:

- Asset data from Inspections,
- Assessments,
- Component life expectancy,
- Evaluation of sub-standard structures,
- Reports of a defect from an NHO or Third party, and
- Unplanned works.

As stated in Section 3 Performance, the structures work bank should document the maintenance needs and costs and form the basis of the subsequent Value Management and Value Engineering processes. At present the workbank in SMS lists all identified work by the inspectors, which they either undertake using the bridges and retaining walls revenue budgets or their Minor Refurbishments Capital budget, or is put into current or future works programmes depending on criticality.

Some components with a finite life are replaced purely according to their age, whilst other components are replaced when significant planned highway works are carried out.

Whilst every effort is made to plan works in advance, unplanned works are always likely to occur due to flooding, vehicle strike and sudden component failure.

The schemes are collated into the appropriate programme of work for the highway structures assets such as bridge strengthening; retaining wall strengthening; sub-standard parapets; joints, bearings and waterproofing; and major refurbishments etc.

### 6.2 Prioritising the Works Programme

The schemes in the initial works programme are reviewed and prioritised using a systematic, risk-based approach taking into consideration the following:

- Safety critical schemes;
- Structures with a low condition score;
- Locality i.e. road over rail, Resilient Network; route maintenance category;
- Structures hierarchy and critical infrastructure assets;
- Defined levels of service for the asset; and
- Local needs and priorities.

Safety critical schemes include those that are required to safeguard the highway user or where the function of the structure may be compromised if repairs are not carried out such as re-pointing work to an arch barrel or providing anti scour measures.

Strengthening works are prioritised in accordance with the factors listed in Annex E/1. of CS 470 - Management of sub-standard highway structures<sup>3</sup>.

As stated in Section 2 Inventory a priority framework has been developed for the Principal Inspection programme. These inspections are identifying short term, medium term and long term works and assessments.

Focus is also given to those structures where either the average condition of the bridge or the condition of a critical element in the bridge drops below a certain BCI score.

In addition to complex and high risk structures, where the consequence of failure is severe, such as post-tensioned bridges and road over rail bridges, reference is made to the highway network layers national defined routes<sup>13</sup> to identify those structures that are on specific routes such as the Major Road Network (MRN), Resilient Network, primary and secondary salted networks, heavy load and high load routes. Figure 11.7 below shows the number of Council owned bridges and length of retaining walls for the route type supported. Figure 11.8 below shows the number of Council bridges and length of retaining walls per route classification supported.

Route Type Supported	Number of Council owned & unknown ownership Bridges	Length of Council owned & unknown ownership Retaining Walls (m)
MRN Supported	118	3,617
MRN Spanned	40	N/A
Primary Salted Supported	916	Data unavailable
Secondary Salted Supported	134	Data unavailable

*Fig. 11.7: Number of Council bridges and length of retaining walls per route type supported. Note does not include retaining walls above the highway and retaining wall lengths for primary and secondary salted routes.*

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Route Classification Supported	Number of Council owned & unknown ownership Bridges	Length of Council owned & unknown ownership Retaining Walls (m)
'A' Class	426	41,458
'B' Class	250	21,972
'C' Class	1069	28,901
Unclassified	994	17,438
Footpath, Cycleway, Bridleway	330	3,385
Aqueduct	2	N/A
Arch in wall	1	N/A
Closed	3	N/A
Dismantled Railway	2	N/A
Unknown	2	N/A
<b>Grand Total</b>	<b>3079</b>	<b>113,154</b>

Fig. 11.8: Number of Council bridges length of retaining walls per route classification supported. Note not all retaining wall lengths are currently recorded.

All bridges that are on the Resilient Network have been identified as critical infrastructure assets as failure would result in a significant impact to the local, and potentially the national, economy. Priority is given to those structures on the MRN, then the Council's Resilient Network and salted routes (Primary then Secondary). Maintenance categories within those routes may be used to further prioritise schemes.

### Selecting and Optimising Schemes for the Forward Programme

The prioritised programme of works is further optimised for the forward programme to ensure that the value of works is within the available budget for the current year and future years.

Where feasible, forward design is undertaken a year ahead of the works, allowing flexibility of scheme delivery and works to take place earlier in the next financial year during better weather. A three-year forward programme is currently being developed to provide flexibility for coordination of works and to allow for unforeseen schemes. As stated above, identified safety critical works are undertaken in year as soon as possible either using the Revenue or Capital budgets depending on the type of work or temporary restrictions are put in place until the works can be carried out. If budget is unavailable, other schemes are deferred to allow the safety critical works to be undertaken.

Where possible schemes are grouped and/or coordinated with other highway infrastructure asset schemes to provide cost savings in delivery. Work is ongoing to coordinate maintenance schemes on the highway network at an early stage to minimise disruption to travel and the economy and to reduce costs to the authority from multiple road closures. Schemes in the same area may be deferred or brought forward to ensure that they are delivered at the same time. Where surfacing

schemes traverse a bridge, waterproofing and joint replacement schemes may be brought into the programme to ensure that they are undertaken simultaneously.

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### 6.3 Structures Asset Valuation and Investment Tool (SAVI)

The Structures Asset Valuation and Investment Tool (SAVI) supports asset owners, operators and managers with the management of their structure stock. SAVI is a multi-functional, condition-based decision support tool. It can be used to: carry out valuation of structures stock; develop prioritised short-term programmes of work; and develop long-term asset management plans. EDG Bridges and Structures Asset Management Team intend to incorporate SAVI into the SMS database to assist with developing short-term programmes and lifecycle plans.

The Toolkit will ultimately be used to provide a longer term works programme and lifecycle plans which are derived from inspections, using deterioration profiles and intervention trigger levels.

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## 7 Risks

The HIAMP lists key risks pertinent to the highway network, which may prevent asset management objectives being achieved. Those risks pertinent to the highway structures assets are discussed in more detail below.

### 7.1 Climate change

Climate change is a major factor influencing the future of Devon's structures. Greater occurrence of flooding is increasing the risk of bridges being washed away and damage due to scour of bridge foundations. As experience shows from the 2009 flooding events in Cumbria, loss of bridges causes major disruption to communities and businesses. In Devon several bridges have collapsed due to damage following flooding, such as Waterstave and Collard Bridges in 2012. The Council's bridges identified at potential risk of scour following a flood event are surveyed and assessed to ensure that foundations are investigated and protected or the risks managed.

EDG Bridges and Structures Asset Management Team has undertaken a programme of Stage 1 assessments in accordance with BD 97/12 - The Assessment of Scour and Other Hydraulic Actions at Highway Structures<sup>14</sup>. This work has now progressed to carrying out Stage 2 assessments where specific works are proposed. The impact of debris accumulation on bridges during flood events, which is known to cause scour, is also being investigated.

During major flooding incidents when a number of bridges may be seriously damaged, the Bridges and Structures Emergency Plan, which is under development, will come into effect.

Investment in highway surface water drainage systems is required to minimise damage to highway embankments and retaining walls. Extreme rainfall events cause surface water to wash away embankments, which support the highway, requiring significant repairs including new retaining walls and other structural solutions to shore up the highway. This is an expensive and disruptive process and can be avoided if preventative actions such as maintaining and improving highway drainage systems are implemented. Future policies and preventative actions are required to ensure the highway network can cope with more frequent extreme weather events due to climate change.

### 7.2 Defects in Hidden Bridge Components

Two high profile cases in recent years have emphasised the importance of defects in hidden bridge components. In 2009, the Stewarton rail bridge, Ayrshire collapsed during passage of a freight train. Corrosion to half-through girder webs was so severe that complete loss of section had occurred in areas of high shear load. The corroded areas were hidden under ballast and had not been inspected. The A4 Hammersmith Flyover on one of London's busiest roads, had been subject to limited inspections of its post-tensioning tendons since the mid-1990s. During investigation works in 2011, two of the eight tendons over one particular pier were found to be badly corroded and the flyover was closed while further investigation of the remaining six tendons and assessment was undertaken. The flyover was reopened with restricted traffic loading while emergency strengthening works were undertaken before the implementation of a full strengthening scheme. The full strengthening

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works, plus bearing and joint replacement, were completed in 2015 at a cost in the order of £120m.

CIRIA has recently published C764 - Hidden defects in bridges: Guidance for detection and maintenance<sup>15</sup>. EDG engineers will use the document to review and update current inspection practices, and to start a hidden defects programme to identify hidden components in bridges.

### 7.3 Funding

The Council is facing unprecedented financial pressures and with current high inflation this is impacting available funding and increasing the construction cost of schemes. Any further reduction in the BAS budget will mean the bridge condition is unlikely to be improved and it is more likely they will continue to deteriorate with potential for weight restrictions or closures at some point in the future.

Failure to maintain the Council's highway structures will result in the structures residual life reducing with potential need to replace sooner. Depending on the period of time and severity of the reductions, it could eventually result in closure of some bridges as it would not be possible to maintain them in a safe state and an escalation of costs to claw back the condition of other structures in future years.

Major investment in upgrading the Exeter Bridge Road Canal Bascule and Swing bridges is required within 5 years. Without this investment the bridges will become more unreliable for canal openings and, it is likely a weight restriction on the Bascule bridge will be required within 10 to 20 years. A bid to the Department for Transport (DfT) has been made for to upgrade the bridges and to undertake further improvements to Bridge Road. If this bid is unsuccessful the implications are additional funding will be needed within 5 years to refurbish or replace the existing bridges.

### 7.4 Bridge Safeguarding

It is a sad reality that bridges in Devon have been used to end life by suicide. Two major bridges in North Devon crossing the Rivers Taw and Torridge have had their parapets replaced with higher ones and to date the evidence is they have had a significant impact in reducing the number of incidences at these locations. Several other bridges have been identified and work continues to incorporate higher parapets as a means of preventing suicide. Nationally more work needs to be done to tackle the root cause to prevent vulnerable people from taking this course of action.



## 8 Improvement Actions

The EDG Bridges and Structures Group are continually seeking to improve the efficiency and effectiveness of its maintenance planning and asset management process with particular focus on developing a long-term Maintenance Strategy.

The need to analyse cost-effective maintenance strategies for Devon’s highway bridges is becoming increasingly important as the age of the bridge stock continues to increase whilst the availability of maintenance funding reduces.

Figure 11.9 below documents the improvement actions identified to meet the high-level performance targets and other targets to help ensure that asset management objectives are achieved. The improvement actions will be subject to an annual review to ensure compliance with the target dates. The work required will be incorporated into forward works programmes and resources and budget allocated accordingly.

Ref	Target	PI Ref (if applicable)	Improvement Action	Date to be achieved
1	All bridges on the MRN, Resilient Network and ‘A’ roads shall be BCI good +90 condition	B1a	As a result of the findings of the BCI review undertake further work focussing on how the associated elements are reported to give a more accurate condition score. All BCI structures are to be looked at in more detail and works prioritised for the forward works programme in accordance with risk-based approach. Undertake all GI’s and PI’s. Ensure sufficient resources and Capital budget are allocated.	March 2028
2	All road over rail bridges shall be BCI good +90 condition	B1b	Undertake all GI’s and PI’s. Ensure sufficient resources and Capital budget are allocated.	March 2028
3	All bridges on the remaining network with a severe score shall be BCI fair +80 condition	B1c	Undertake all GI’s and PI’s. Ensure sufficient resources and Capital budget are allocated.	March 2028
4	All bridges on the remaining network with a poor and very poor score shall have a management plan in place by 2028	B1d	Undertake all GI’s and PI’s. Ensure sufficient resources and Capital budget are allocated. Documented management plan to be put in place for all bridges with a poor and very poor score.	March 2028

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Ref	Target	PI Ref (if applicable)	Improvement Action	Date to be achieved
5	All retaining walls on the MRN, Resilient Network and 'A' roads shall be BCI good +90 condition	B2	Complete retaining wall inventory survey. Reduce Retaining Wall Stock with an overdue General Inspection. Ensure sufficient resources and Revenue budget are allocated for inspections and sufficient resources and Capital budget are allocated to undertake the works. Consideration to be given to establishing an assessment programme using CS 459 - The assessment of bridge substructures, retaining structures and buried structures <sup>16</sup>	March 2028
6	All bridges with a capacity less than 40T shall have a management plan in place and shall be weight restricted or strengthened	B3	Detailed review of capacity and weight restrictions to be undertaken including checking assessments are still current and valid. Where weight restrictions are in place, ensuring that they are as per assessed capacity and TRO and signage are correct. Where no weight restrictions are in place applying for TRO and installing signage or putting in place a documented management plan with monitoring regime. Use risk-based approach to prioritise those structures where assessment is not still current and valid or where there is no assessment.	Management Plan: March 2025 Weight restriction / strengthened: March 2028
7	Reduce the backlog of GI's to all in date and maintain all GI's in date	B4	Ensure sufficient resources and Revenue budget are allocated for inspections.	March 2025
8	All bridges identified as requiring a PI in accordance with the risk management approach shall have an in date PI in place by 2028;	B5	Risk assess all bridges requiring a PI as per the risk management approach. Ensure sufficient resources and Capital budget are allocated to undertake PI's.	March 2024

Ref	Target	PI Ref (if applicable)	Improvement Action	Date to be achieved
9	All Post Tensioned bridges shall have in date PTSI's and a longer term management strategy in place	B6	Undertake PTSI's in accordance with CS 465 <sup>4</sup> . Produce Risk Review Report; Risk Assessment & Management Report; and Special Inspection Report. Review any existing Stage 1 PTSI reports which have been carried out in accordance with the old code and produce a separate report to bring them in line with CS 465 <sup>4</sup> . Develop a longer term management strategy.	March 2024
10	95% of vegetation shall be removed from retaining walls on the MRN, Resilient Network and 'A' roads to allow thorough inspection to be carried out	B7	Allocate funding to vegetation clearance from annual Revenue budget.	March 2028
11	Develop reporting through the Work Bank	N/A	Collect missing data i.e. component material types. Develop Work Bank performance measure to report on the condition of the bridge stock. Document in the structures work bank all maintenance tasks required on highway structures (Revenue and Capital) and the associated cost estimates. Link repair history to the work bank so that completed works are recorded. Prioritise works as per risk-based approach.	March 2028
12	Capture carbon data for all highway structures schemes	N/A	Use carbon calculator on all highway structures schemes as part of the design process to estimate both carbon emissions and carbon cost against various treatment solutions. Use carbon web form to capture carbon data from Contractor's working on highway structures schemes	October 2023
13	Develop Lifecycle Plans	N/A	SAVI toolkit to be incorporated within the Structures Management System Database	March 2028

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Ref	Target	PI Ref (if applicable)	Improvement Action	Date to be achieved
			and used to develop Lifecycle Plans.	
14	Develop a long-term Maintenance Strategy	N/A	Review current procedures in place for determining when maintenance work on different structures within the stock should take place. Develop a long term plan. Give consideration to prioritising works in alignment with Highway goals. Schedule of elements with finite life, with dates for replacement and programme in conjunction with highway maintenance works	March 2028
15	Reduce scour susceptibility of those bridges identified through assessment programme.	N/A	Use the results of the risk assessments to investigate bridge foundations to determine if further interventions are required.	March 2028
16	Develop Bridges Emergency Plan.	N/A	Update historical emergency plan to take into consideration current practices and to align with the highways Winter Service and Emergency Plan.	March 2023
17	Identify hidden components in bridges		Use CIRIA document C764 - Hidden defects in bridges: Guidance for detection and maintenance <sup>17</sup> . to review and update current inspection practices and to start a hidden defects programme to identify hidden components in bridges.	March 2028
18	Improve coordination of highway structures schemes with other highway infrastructure schemes.		Develop and adopt the Good Practice Guide - Coordination of BAS and Highways Schemes. Asset teams to meet to discuss forward works programmes and possibilities for coordination.	Ongoing

Fig. 11.9: Improvement actions identified to achieve asset management objectives

### 9 References

- 1 UK Roads Liaison Group. National Code of Practice 'Well-Managed Highway Infrastructure, DfT, 2016
- 2 National Highways. CS 450 – Inspection of highway structures
- 3 National Highways. CS 470 - The Management of sub-standard highway structures
- 4 National Highways. CS 465 - Management of post-tensioned concrete bridges
- 5 National Highways. CS 451 - Structural review and assessment of highway structures
- 6 CSS (County Surveyors Society) Bridge Condition Index (BCI) procedures, 2002
- 7 CSS. Guidance Documents for Performance Measurement of Highway Structures, Atkins, 2007
- 8 National Highways. Design Manual for Roads and Bridges (DMRB)
- 9 National Highways. Manual of Contract Documents for Highway Works (MCHW)
- 10 Devon County Council. Maintenance Audit of Bridges and Structures Schemes Policy, 2020
- 11 Devon County Council. Maintenance Audit of Bridges and Structures Schemes Procedure, 2020
- 12 UK Roads Liaison Group Highway Infrastructure Asset Management Guidance Document (HIAMG), DfT, 2013
- 13 Highway network layers national defined routes
- 14 National Highways. BD 97 - The Assessment of Scour and Other Hydraulic Actions at Highway Structures
- 15 National Highways. C764 - Hidden defects in bridges: Guidance for detection and maintenance
- 16 National Highways. CS 459 - The assessment of bridge substructures, retaining structures and buried structures
- 17 National Highways. C764 - Hidden defects in bridges: Guidance for detection and maintenance

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Annex 11 – Structures

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Appendix 11 – 1 Good Practice Guide BM3 Dealing with Graffiti

DRAFT

## Good Practice Guide No. BM3

### Dealing With Graffiti on Highway Structures

Issue/ Revision	Prepared by	Date:	Reviewed by	Reviewed Date	Remarks
DRAFT	K Dentith	25/8/2010			
FINAL Rev0	N Jennings	20/1/2023	K Dentith	23/1/2023	Approved for use.

**Devon County Council**  
Engineering Design Group  
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Exeter  
EX2 7NL

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## Dealing with Graffiti on Highway Structures

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## **Dealing with Graffiti on Highway Structures**

### **1. Scope**

This guide is intended to be used by anyone working on Devon County Council Bridges and Structures and its prime purpose is ensure a consistent approach to dealing with assets that have been subjected to graffiti. This is not a specification or safe working guide; the responsibility for safety planning will rest with the project manager. The Guide will cover the various aspects of dealing with graffiti including:

- Removal of offensive material
- Protection of new and existing structures with anti graffiti coatings
- Use of street art and murals for reducing the occurrence or impact of graffiti

### **2. The Problem**

The majority of graffiti on Devon's bridges is considered unwanted and anti-social. Members of the public complain of unsightly appearance, offensive material and of feeling intimidated when walking through badly affected subways or retaining walls in urban areas. One option for dealing with graffiti is regular removal or overpainting in the hope that those responsible will lose interest and either desist or move elsewhere. This however can be a costly approach with weekly visits by cleaning teams needed in heavily used areas such as the subways at Exe Bridges in Exeter

### **3. Removal of offensive material**

There is a need to quickly remove offensive material such as swear words, racist remarks and obscene drawings. This is usually best achieved by painting over the offending material as soon as it is reported and then programming a graffiti removal task. Structures that are frequently targeted will usually have an anti graffiti coating applied; it is important to check the structure records to identify the product so that the correct removal process can be used.

The two main methods of removal are high pressure water jetting and the use of chemicals. Care must be taken not to pollute the environment with chemicals or effluent from the water jetting operation which may contain paint or other contaminants. Removal operations can usually be carried out without restricting public access totally but a safety zone must be used to minimise public risk.

After the removal operation it will usually be necessary to reapply an anti graffiti barrier.

### **4. Anti graffiti coatings**

If existing structures are being affected by graffiti the area Bridge Inspector will recommend a treatment process to the Principal Engineer Bridge Maintenance (PE (BM)) who will assess the cost implications and if necessary, add to the revenue programme.

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## Dealing with Graffiti on Highway Structures

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New structures that will become the responsibility of the Council will receive a maintenance audit by the PE (BM) when graffiti protection using a surface finish such as 'knocked off rib' on walls to create an uneven surface or proprietary coatings to make it easier to remove graffiti will be considered.

### **5. Use of street art and murals**

The application of murals and street art is growing in popularity in Devon and can be considered for reducing the occurrence or impact of graffiti. The benefits are many including reduced cost to the Council for cleaning operations, involvement of local community groups particularly schools and art colleges and the creation of a more pleasant environment.

The materials used for murals and street art should be carefully considered and agreed with the PE (BM). Whilst damage to a structure from the application of paint is unlikely, it is often sensible to use water based or low volatile content paints to ensure the existing structure is not damaged or the anti carbonation treatment on surfaces is not compromised.

The content of the art work should also be carefully considered to ensure it cannot easily be defaced; the adding of appendages or speech balloons are two common ways to ruin a piece of street art.

It is quite common for local organisations or individuals to volunteer to paint subways and other structures as a school/college art project. This can work but the scale of the task involved can be under-estimated. The Tarka Trail scheme shown at the end of this paper was one such project. A local 6<sup>th</sup> form college had a competition amongst the students to create suitable designs for two newly opened subways that were being targeted. The Council provided the materials and pedestrian management for what was expected to be a two week project. It soon became apparent that the students would not complete the task and the Council had to take over. The cost of using contracted services for this type of operation is not insignificant.

The second example of Renslade Subway was carried out by a street artist at no cost to The Council and was completed in just over a week so volunteers should be encouraged provided they fully understand the task involved.

### **6. Consultees Prior to new street art/murals**

Street art on Council owned structures does not require planning permission, however it is advisable to liaise with various parties to ensure stakeholders are aware of the project. The following list assumes a project may not necessarily be led by the Bridge Maintenance team; the project manager will need to consider if there are other stakeholders relevant to the particular project:

#### Consultees

- Principal Engineer Bridge Maintenance
- Bridges and Structures Asset Manager
- County Councillors

## Dealing with Graffiti on Highway Structures

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- District / Parish / Town Councils
- The Council's Neighbourhood Highway Teams
- Planning & Transportation Teams
- Publicity – including Press Office, social media and the Council's bulletins

### **7. Examples of Street Art**

#### **a) Tarka Trail Subways, Barnstaple**

##### **Template Method**

Before



During



After



##### **Freehand Method**

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## Dealing with Graffiti on Highway Structures

During – note public protection works



Nearing completion



### b) Renslade Subway, Exe Bridges



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## Annex 12 – Traffic Signals and Street Lighting

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Version Control		
Version	Date	Summary of Changes
0.1	10.03.2023	For consideration by Cabinet

DRAFT

### 1 Introduction

Stated priorities of the Council’s latest Strategic Plan include responding to climate change and helping communities to be safe, connected and resilient. This is set against the backdrop of the Council declaring a Climate Emergency and the subsequent commitment to achieving net-zero carbon emissions by 2030. At a national level, the scrutiny around creating safer streets has also never been greater. Streetlighting and Traffic Signals are pivotal to the Council’s contribution to all three of these agendas and are essential if we’re to meet these stated aims.

In recent years, the Council’s streetlighting team have focussed on reducing energy usage whilst continuing to deliver our day-to-day functions such as keeping the public safe. The LED roll-out programme, along with the introduction of part-night lighting and a stepped dimming regime have achieved substantial reductions in our carbon footprint and revenue costs. In 2015/16 our streetlighting asset used circa 31million kWh of electricity per annum, last year this figure had been reduced to just 14million kWh. Given the current energy price this equates to an annual revenue saving of nearly £3m.

In a similar vein, a well-maintained traffic signals asset is particularly important to managing congestion and sustaining economic vitality. Traffic management systems are also a vital part of the Council meeting its statutory requirements under the Highways Act and the Traffic Management Act to ensure the safe and expeditious movement of traffic.



*Fig. 12.1: Teignmouth seafront lighting replacement, Spring 2022*

### 2 Inventory

The Council has an inventory of street lighting and traffic management assets this includes:

- Street light lanterns,
- Street lighting columns,
- Lit signs and bollards,
- Traffic Signal Junctions,

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- Signalised Traffic Pedestrian crossings,
- Variable Message Signs (VMS),
- Vehicle Activated Signs (VAS),
- Real time passenger information system,
- CCTV cameras and equipment,
- Ice detection equipment,
- Rising Bollards,
- Real time traffic counter equipment, and
- UTC/SCOOT computer systems.

To give an idea of scale, as of 2019 the Council are responsible for:

- Street lights – 80,336,
- Illuminated signs – 9,156,
- Illuminated bollards – 3,188,
- Beacons – 751,
- Feeder pillars – 391, and
- School patrol lights – 350.

The street lighting asset database includes a significant amount of detail on asset components including column and lantern types. The Street Lighting assets are managed within an asset management system.

### 2.1 Street Lighting Inventory

The Street lighting Database is managed in real time from activity relating to the day-to-day works carried out by our maintenance contractors. Updates to the database are also added by the Council's Streetlighting team members. This system tracks work instruction progress and enables staff to monitor performance and running costs. It also produces a monthly energy report to calculate our electric usage.

Of this inventory, the breakdown of column types is:

- Steel – circa 55,000,
- Wood – circa 11,000,
- Aluminium – circa 7,500,
- Wall-Mounted – Circa 1,700,
- Cast Iron – Circa 1,600,
- Concrete – circa 200, and
- Other infrequent types include plastic, composites, ground and flange.

### 2.2 Traffic Management Systems Inventory

All data for the Traffic Equipment asset is stored on Excel Spreadsheets with Traffic Signal equipment on an Access Database. They provide:

- Access to inventory,
- Contractor and customer records,
- Mapping to pinpoint fault locations,
- Fault management,
- Electrical testing,
- Inspections,



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- Financial control, and
- Photographic record.

The traffic signal assets, VMS assets and Car park assets do not have an Asset Management system but are managed from spread sheets and an in-house database is updated by Devon team members.

The traffic signal equipment added to the inventory as a result of Section 38 and 278 works are recorded by Devon County Council staff who update the spreadsheets.

Routine inspections and faults will identify equipment / problems, and these will be reported to Devon County Council staff who updates the spreadsheets or database.

### Asset Information Strategy

Details of new or modified sites will be added to the inventory as a result of Section 38 and 278 works. It is necessary to record these quantities to understand the annual growth of the asset and to determine if there are differences in deterioration rates. This will allow trend analysis of previous additions to the sign assembly stock and enable costs to be established for inclusion in service options.

Identify costs and locations of accident damaged and vandalised equipment. This data will allow accident and vandalism hot spots to be located to ascertain possible special treatments. Analysis of previous year's costs due to accidents and vandalism will assist in the formation of service options i.e. these costs can be separated from general maintenance.

*A signal-controlled junction or signal controlled crossing usually consist of the following elements:*

- Signal controller,
- Traffic Signal Heads,
- Ducted cables network,
- Signal posts,
- Ducting and access chambers,
- Detection equipment (sensors in road or top of pole),
- Electrical supply, and
- BT or other communications system.

*A VMS or VAS message sign can consist of the following elements:*

- Sign controller,
- LED sign Heads,
- Support poles,
- Electrical supply,
- Ducting and access chambers, and
- BT or other communications system.

*A RTPI site can consist of the following elements:*

- LED or TFT screens,
- Support posts or brackets,
- Electrical supply,
- Ducting and access chambers, and
- BT or other communications system.

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*A CCTV site can consist of the following elements:*

- CCTV camera,
- Pan and tilt unit,
- Support posts or brackets,
- Electrical supply,
- Ducting and access chambers, and
- BT or other communications system.

*An Ice Alert site can consist of the following elements:*

- Temperature monitor (Ice detection) unit,
- Support posts or brackets,
- Electrical supply,
- Ducting and access chambers, and
- BT or other communications system.

*A rising bollard site can consist of the following elements:*

- Rising bollard unit,
- Bollard control box,
- Electrical supply,
- Ducting and access chambers, and
- BT or other communications system.

*An ATC and Real time traffic count site can consist of the following elements:*

- ATC control box,
- Detection equipment (sensors in road or top of pole),
- Electrical supply,
- Ducting and access chambers, and
- BT or other communications system.

Inventory Type	Current % of inventory held	Proposed Inventory storage method	Data capture strategy	Comments
Existing Stock	100%	Spreadsheets	Data gathered from works orders and confirmed by site survey using paper copies	A visual inspection of all the Authorities Traffic equipment under maintenance is continually updated. Database requires continuous updating.
New equipment added to stock as part of Council's Capital programme	Unknown	Spreadsheets	Data gathered from works orders and confirmed by site survey using paper copies	When notified a site inspection is carried out
New equipment added to stock through Section 38 and 278	Unknown	Spreadsheets	Data gathered from works orders and confirmed by site survey using paper copies	When notified a site inspection is carried out
New equipment added to stock through 3 <sup>rd</sup> party agreements	Unknown	Spreadsheets	Data gathered from works orders and confirmed by site survey using paper copies	Contract requirement to inspect and test each site and complete site acceptance sheet
Site Condition	100%	Spreadsheets	Ongoing programme of site and equipment inspections to ensure that	Contract requirement to inspect and test each site annually and complete PI sheet.

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## Annex 12 – Traffic Signals and Street Lighting

Inventory Type	Current % of inventory held	Proposed Inventory storage method	Data capture strategy	Comments
			equipment is checked and tested annually and recorded PI sheets.	
Electrical Testing	100%	Spreadsheets	Ongoing programme of electrical testing to ensure that equipment and poles are tested annually and recorded on ELI test sheets.	Contract requirement to test within a 2 year period
Structural testing	<5%	Spreadsheets	Specialist Testing House	Code of Practice recommended testing of all traffic signal steel Posts greater than 20 years of age.
Vandal damage	Unknown	Spreadsheets	Inspection regime using paper copies	Annual average cost to repair damaged sign installations
Accident damage	Unknown	Spreadsheets	Inspection regime using paper copies	Where a driver is identified costs are recharged

Fig. 12.2: Status of Inventory

## 3 Performance

### 3.1 Data Collection and Fault Management

The Council receive, log, manage and store all faults whilst also managing their repairs through term maintenance contracts.

With regards to streetlighting, this is achieved via:

## Annex 12 – Traffic Signals and Street Lighting

- Visual inspection by contractor (currently Enerveo) during every site visit,
- Electrical test every 6 years,
- Structural testing (KIWA) to categorise/monitor column integrity,
- Scouting of all assets on a bi-monthly cycle,
- The Council operate a ‘report a problem’ to enable the public to report issues (see screenshot to the right), and
- Telensa cells identify lantern faults remotely.

With regards to traffic signals, this is achieved via:

- Annual inspection of all assets by contractor (currently Swarco),
- Remote fault monitoring in the Network Operations Control Centre (NOCC),
- The Council operate a ‘report a problem’ to enable the public to report issues (see screenshot below), and
- Communicating issues with the travelling public via the Council’s @DevonAlert social media accounts (see screenshot to the right).

The NOCC also logs/manages/reports other faults with our contractors for VMS, CCTV, Car park signs, Bollards or computer equipment along with systems (UTC/SCOOT) RMS, and CMS.

### Annual inspections

To ensure equipment is in working order each site with Traffic equipment is inspected annually. Any faults identified are manually recorded and reported to Devon County Council staff that inputs this information into spreadsheets and or generates a job ticket. Although inspections are currently undertaken in an effective manner a long-term improvement strategy is proposed to both increase efficiency and reduce duplication of manpower required to obtain and record the data by:

- The introduction of mobile computers for the recording of inspection information, removing the need for data input by Devon County Council staff,
- Introduction of remote transfer of information thus removing the need for maintenance engineers to provide paper copied to the office and the need for Devon County Council staff to input the information, and
- Electronic updates will reduce waste paper.

### Structural (Ultrasonic) Testing

Ultrasonic testing is undertaken on the behalf of the Council by an approved “structural testing house” and the initial structural test of signal poles is undertaken when it reaches 10 years of age or identified as required with an annual site inspection to ensure the integrity of the pole stock is maintained. Follow up inspection frequency of testing is determined from the recommendations of the



Fig.12.3: Screenshots of the Council’s ‘Report a Problem’ system (Top) and example tweet regarding traffic signals (bottom)

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## Annex 12 – Traffic Signals and Street Lighting

specialist testing engineer as identified in the column “test report” and the potential outcomes of these tests:

- Re-test in 5 years – 0-10 LSU Range - little relative loss of section,
- Re-test in 3 years – post is sound and has 11-16 LSU range deterioration in posts material thickness,
- Re-test in 2 years – post condition has LSU range 17-24 Re-test as soon as practicable year if posts condition has LSU range 25 to 49, and
- Remove immediately if material deterioration has LSU range of greater than 50.

### Electrical testing

The Council is required by statute to test Traffic Equipment stock at least once within a 6-year period. Our maintenance contractors are required to carry out an electrical test on all site equipment upon attendance to an asset requiring an electrical test.

The equipment is tested for:

- System earthing,
- Circuit conductor size,
- Circuit protection,
- Insulator resistance,
- Polarity status, and
- Phase/earth fault loop impedance.

### 3.2 Asset Condition

The condition of the traffic signal asset is considered good, with all assets not over 15 years old. The general condition of the streetlighting asset is known but is considered to vary considerably due to the significant quantity of aged stock. Equipment deterioration is measured and recorded. Proactive inspections are undertaken annually and the condition of equipment is ascertained through a number of means:

- Annual PI of traffic signal sites, and
- Maintenance operatives will identify defective equipment during fault attendance and reported back to the office. Members of the public reporting poor performance or equipment failure.

Inspection type	Frequency
Electrical Inspection & testing to comply with BS7671 – IEE Wiring Regulations 17 <sup>th</sup> edition.	100% of stock annually
Ultrasonic structural testing	Inspection is dependent on condition but to commence on columns >20 yrs old
Annual Inspection	100% of stock annually

Fig 12.4: Inspection Frequencies

Inspection type	Current method of data capture	Current data storage method	Proposed method of data capture	Proposed data storage method
Annual Inspection	Paper PI form	Spreadsheets	Directly into IMTRAC Database electronically	IMTRAC Computer Database
Structural testing	Paper based system	Spreadsheets	Directly into IMTRAC Database electronically	IMTRAC Computer Database
Electrical testing	Paper based system	Spreadsheets	Directly into IMTRAC Database electronically	IMTRAC Computer Database

Fig.12.5: Inspection Methods and Data Storage

Inventory component	Current method of inspection	Condition assessed Yes or No	Current data storage method	Proposed data storage method	Risk if not inspected
Traffic controller	During fault call and PI	Yes	Spreadsheets	Directly into IMTRAC Database electronically	High
Signal heads	During fault call and PI	Yes	Spreadsheets	Directly into IMTRAC Database electronically	High
Poles	During fault call and PI	Yes	Spreadsheets	Directly into IMTRAC Database electronically	High
Site Wiring	Electrically tested	Yes	Spreadsheets	Directly into IMTRAC Database electronically	High
Site performance	Devon staff check with TMA	Yes	Spreadsheets	Directly into IMTRAC	Med

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Inventory component	Current method of inspection	Condition assessed Yes or No	Current data storage method	Proposed data storage method	Risk if not inspected
				Database electronically	

Fig 12.6: Condition Assessment

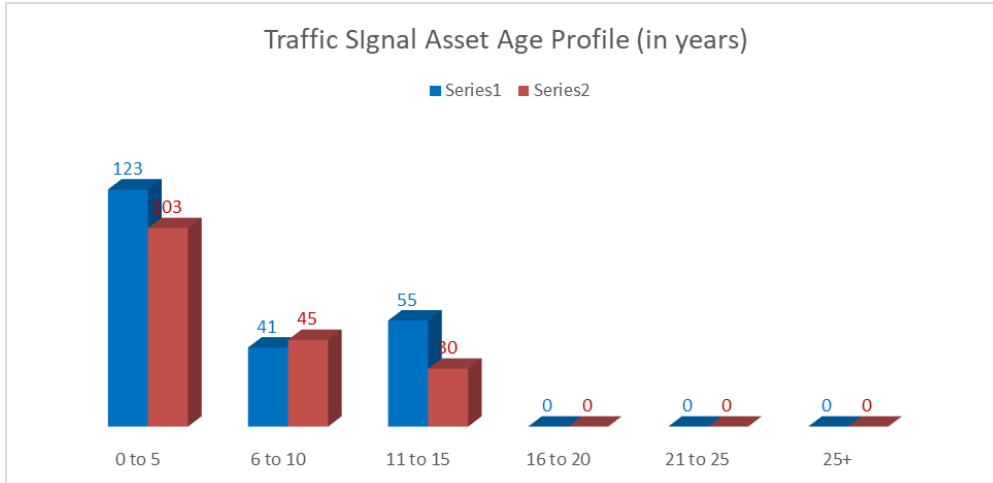


Fig. 12.7: Traffic Signal Asset Age Profile

blue = pedestrian crossings and red = signal-controlled junctions

## 4 Maintenance Strategy

Devon County Council has appointed specialist contractors to maintain the different types of Traffic Equipment

### 4.1 Creation of a new asset

The Council's current Street Lighting Policy states:

*'requests for additional lighting will only be considered where there is a justified and pressing need and a funding stream is identified.'*

With regards to wider traffic assets, new sites frequently come online as a result of significant development around the County and the asset is therefore growing.

### 4.2 Routine and reactive maintenance

#### Routine Maintenance

Reports of faults originate from three sources – the public, council night-time inspections or by the maintenance contractor as a result of routine inspections. Faults are recorded and works orders raised with the relevant contractor. Response times for such matters vary but contractual requirements exist for both Streetlighting and Traffic Signals. For example, an urgent traffic signal fault must be made safe within 4 hours.

#### Cyclical maintenance

Activities such as cleaning of lanterns, regular bulk replacement of lamps, condition inspections of columns, brackets and lanterns, painting of steel columns and



## Annex 12 – Traffic Signals and Street Lighting

electrical testing is carried out by Term Maintenance Contractors with works order being generated at the start of each financial year. The Council aim to provide works programmes as early as practicable to enable efficient programming and arrangement of works

### Reactive maintenance

Lighting columns and traffic signals damaged by routine traffic accidents are replaced as soon as possible. Wherever possible, costs are recouped through insurance companies from those found responsible for the accident.

### 4.3 Renewal or replacement

Long term planned maintenance such as the planned replacement of street lighting columns, the upgrading of lanterns to LED, the replacement of traffic signals or traffic control systems is programmed in advance of the start of the financial year where possible. The programme was developed to focus on the highest power lanterns initially as this enabled greater savings. The team are currently bidding for additional funds to expand the Telensa/LED roll-out in Devon.

## 5 Levels of Service and Investment Strategy

### 5.1 Levels of Service

The following levels of service for highway lighting and traffic management systems has been developed to reflect the fundamental service aimed at helping to deliver a road network which is as safe, reliable and as fit for purpose as possible within the current funding and resource constraints.

Level of service		Safe	Connected	Healthy	Prosperous	Resilient	Sustainable
Highways 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.	✓	✓	✓	✓		✓
Traffic management systems	Respond within 4 hours to signal failures.	✓	✓		✓		✓
	Operate an annual inspection, electrical testing and repair regime for all traffic signals and pedestrian crossings .	✓	✓		✓		✓

Fig. 12.8: Levels of Service

### 5.2 Investment Strategy

Given the current revenue funding pressures facing the Council, the rising cost of electricity and the aims of the County to reduce its carbon footprint, the Street Lighting and Traffic Signals Team have been developing a strategy focused on the use of new technologies including the use of LED lanterns, part-night lighting and dimming projects and upgrading of traffic control systems. The key objective being to reduce energy costs over the long term.

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## Annex 12 – Traffic Signals and Street Lighting

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Currently the Council spends over £3m per annum on energy costs to power its street lights and traffic signals as well as lit signs and bollards. This cost is rising and is unsustainable given the budget pressures on the service.

### Capital spending strategy

In the past capital spending had been targeted specifically at replacing the oldest street lighting columns in order to reduce the backlog of high-risk columns and at replacing failed traffic signal sites on a reactive basis. The strategy moving forward is to focus on:

- Increase Telensa role-out to enable flexibility in dimming/part-night lighting and thus savings in energy consumption,
- Use of “light emitting diodes” (LED) sources of light to minimise the energy consumption where practicable,
- The use of more efficient equipment to reduce energy consumption,
- Keep traffic signal assets under 15 years old to support the Council’s Statutory Network Management Duty and avoid expensive reactive repairs (and the subsequent reputational damage),
- Replacement of lease lines with IP compatible lines to reduce line rental costs, and
- More efficient and reliable site equipment will reduce the number of reported faults and reduce the number of fault attendances (reducing the carbon footprint along with energy consumption).

A key element of the Council’s traffic equipment is the Variable Message Signs (VMS). VMS is key to our ability to proactively fulfil our Network Management duties but our current VMS stock is unfortunately ageing and unreliable. Technology in this area is advancing rapidly and will change again as traffic changes (looking ahead to autonomous vehicles.). As a team, we therefore commissioned an independent external study to understand the options available to Devon County Council going forwards. Moving forwards, capital investment will be made to update and renew this asset.

### Traffic Service Options

#### *Do Nothing*

The existing budget and level of service is maintained with a inflation index increase per annum, this strategy would result in the steady and rapid decline of service as the cost to maintain the Traffic Equipment increases annually due to the uplift in rates combined with an increasing number of assets exceeding their recommended life expectancy coupled with addition of additional Traffic Equipment resulting from growth.

#### *Steady State Service Level*

The asset is maintained at its current level, where the Traffic Equipment assets are maintained at their present condition, this strategy would require an increase in budgets over and above inflation.

### Goals, Objectives and Aims

- To continually improve the safe and efficient movement of traffic and people around the road network.
- To expand the LED and Telensa expansion further

## Annex 12 – Traffic Signals and Street Lighting

- No Traffic Signal site to exceed its design life.
- All Traffic Equipment to comply with the Traffic Signs Regulations & General Directions 2002 (TSR&GD), and the Traffic Signs Manual.
- All Traffic Signal design and maintenance to comply with TR84/06 (2007 Revision) Code of Practice for Traffic Control and Information Systems for All – Purpose Roads.
- Replacement programmes will enhance the Authority's image.
- To replace the existing BT Private Wire system with a modern Communications system that meet current and future needs.

Systems that use communication links are:

- Traffic equipment,
- CCTV,
- ANPR,
- VMS,
- Count equipment,
- Telephone networks,
- Carpark equipment, and
- Authority corporate software.

At present it remains an aspiration to carry out the following:

- Provide an asset management system for all Traffic equipment assets.
- Accelerated programmes to upgrade Communications system that meet current and future needs.

## 6 Programme Development

### 6.1 Identifying Schemes for an Initial Works Programme

The street lighting programme is developed based on the following principle(s):

- Aim to proactively replace 1400 columns per year,
- Complete the LED roll-out, and
- Expand the Telensa CMS.

The traffic equipment programme is developed based on the following principle(s):

- Maintain all assets at under 15 years old,
- Renew VMS as funding opportunities become available

### 6.2 Prioritising the Works Programme

The street lighting programme is prioritised based on the following principle(s):

- A combination of column age and Kiwa testing to understand the asset's remaining life span
- The LED roll-out programme prioritised the highest energy locations (e.g. main roads) initially and is now being extended across the remainder of the County
- The CMS roll-out (Telensa) has focussed on the highest density lighting areas as the cost per unit is minimised here. In future, it's hoped that funding can be obtained to expand this further

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The traffic equipment programme is prioritised based on the following principle(s):

- Equipment age and fault reporting
- With regards to VMS, the Council's Transport and Engineering Professional Services provider (currently WSP) have prepared a forward strategy report identifying priorities if funding becomes available

### 7 Risks

There are a number of key challenges facing the Street Lighting and Traffic Signals Teams to maintain the asset.

#### 7.1 Resource Availability

In recent years there has been immense pressure on resources. From a labour perspective, contractors have struggled to secure skilled operatives to deliver the works programme. From a materials perspective, prices have risen (e.g. steel, concrete etc.) and the demand for energy saving products (e.g. LED's, Telensa cells etc.) has also increased. The Council regularly review and manage these risks with our Term Maintenance Contractors.

#### 7.2 Asset Deterioration

The condition of both the Street Lighting and Traffic Signals equipment will deteriorate over time without intervention. The Council aim to profile this to compare site performance, manufacturers guaranteed life against actual life; the prediction of equipment failure and allow timely intervention and efficient budget allocation.

#### 7.3 Revenue budget

- Increasing energy prices,
- Growth in number of traffic equipment assets places additional pressure on budgets, and
- No growth in budget to meet new specifications for equipment.

#### 7.4 Other

The Council's Street Lighting contractor are currently implementing new asset management software. Whilst improving slowly, the initial setup phase has been challenging and the desired long-term efficiencies have not yet been realised.

### 8 Improvement Actions

Alongside the Highway Infrastructure Asset Management Plan, this Annex is a live document. It will be subject to continuous improvement and ongoing development with input from Council Officers and Stakeholder feedback. Areas for improvement are identified within the Annex which are summarised as Improvement Actions in this section. These Actions are aligned with Strategic Goals and are assessed as part of a wider cross-asset prioritisation process that prioritises their implementation taking account of the framework of funding and resource availability.

The actions that have been identified as being required to ensure the Traffic Signals and Street Lighting asset management objectives are achieved are:

- Explore options to expand the Telensa CMS to rural areas,
- Review the Council's Street lighting policy including a trial of further dimming/part-night lighting,

## Annex 12 – Traffic Signals and Street Lighting

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- Increase efficiency and reduce duplication of manpower required to obtain and record traffic equipment data by:
  - The introduction of mobile computers for the recording of inspection information, removing the need for data input by Devon County Council staff
  - Introduction of remote transfer of information thus removing the need for maintenance engineers to provide paper copies to the office and the need for Devon County Council staff to input the information, and
  - Electronic updates will reduce waste paper,
- Move traffic signals data to IMTRAC Computer Database (or similar specific software),
- Identify and prioritise a programme to replace the Council's outdated VMS stock,
- Contribute to the delivery of the Council's wider aims through the Bus Service Improvement Plan, and
- Maintain and advance the knowledge and skills of the Council's in-house teams.

DRAFT



# Impact Assessment



Version 2020b. To publish, please send a signed off PDF/A format to [impactassessment-mailbox@devon.gov.uk](mailto:impactassessment-mailbox@devon.gov.uk) (delete this note)

Assessment of: Highway Infrastructure Asset Management Policy and Strategy

Service: Highways, Infrastructure, Development and Waste

Head of Service: Meg Booth

Version / date of sign off by Head of Service: 16 March 2022

Assessment carried out by (job title): Joe Deasy (Asset Management Group Manager), Richard Brown (Highway Asset Principal Officer), Chris Bonnett (WSP Principal Highway Engineer)

## 1. Description of project / service / activity / policy under review

The highway network is the most valuable physical asset that the County Council manages and maintains and is key to enable safe and resilient links for people to connect with their communities, health services, workplace and education. By managing and maintaining these links it provides the means to lead Devon's people to healthy, prosperous lives, to participate in leisure and exercise and to provide and facilitate the means to build Devon's economy both within and beyond its borders.

The Highway Infrastructure Asset Management Policy and the Highway Infrastructure Asset Management Strategy sets out the framework for delivering highway maintenance in Devon. Together they will ensure the aims set out in the Corporate Strategy for Devon to be a safe and healthy

place to live will be achieved and that people who reside in, or visit, the County benefit from an effective, safe and sustainable highways network. These are high level documents that explain the services approach to meeting our objectives and the framework we will use to manage the highway network

This Highways Infrastructure Asset Management Policy and the accompanying Strategy have been developed to ensure the highway network and associated assets are maintained in an appropriate way to meet the following challenges identified in the Strategic Plan.

## Climate change

*Climate change poses a serious threat to quality of life now and for future generations. It will damage biodiversity, disrupt food production, damage infrastructure, threaten jobs, and harm human health.*

*Disadvantaged and less affluent groups are likely to be most negatively affected by climate change, and the effects of climate change may make disadvantage worse. As a community leader, the County Council has an important role to help tackle the climate emergency and enable communities to adapt to climate change.*

## Devon's changing population

*Devon's population is ageing and growing, with proportionately more older people when compared nationally.*

*More adults have complex health needs and are living with them longer. This requires a good quality health and social care system for a future population that is rising and ageing, and for more people living longer in ill-health.*

*Some of Devon's young people grow up in areas that are relatively deprived and where their prospects of achieving greater financial success are limited, so all young people must be supported to have good life opportunities and job prospects.*

## Fairness and equality

*COVID-19 has brought to wider consciousness inequalities within society, in areas from healthcare to technology. These inequalities are felt along various lines, including ethnicity, disability and income.*

*We need to continue, in all that we do, to reduce inequalities for vulnerable, disadvantaged or isolated communities, to ensure more people can reach their own potential, have equality of opportunity and are free from discrimination and harassment.*

## Trust and confidence

*Research during the pandemic shows that trust in local government and feelings of local unity have remained higher than at the national level, and local communities have become more important than ever.*

*Maintaining this trust by acting as a community leader, drawing together different public sector partners and community groups, and engaging more fully with citizens are more important than ever as we recover and look forward.*



## Financial resilience and prosperity

*The pandemic has caused an economic decline not witnessed in the UK since the 1930s. Even before the pandemic, Devon was home to the District area with the lowest average wages in the UK.*

*We need to help level up our economy, supporting areas of low economic growth and social mobility, to provide a prosperous future for all our communities.*

## 2. Reason for change / review

The current Highway Infrastructure Asset Management Policy, Asset Management Strategy and Asset Management Plan were approved by Cabinet in November 2016. There is a need to review and approve an updated suite of documents to take account of the revised Council Strategic Plan, the latest national guidance and a revised Highway Code of Practice, adopt emerging best practice and learning from peer reviews, as well as to enable Devon to maximise its funding grant for highway maintenance.

## 3. Aims / objectives, limitations and options going forwards (summary)

- Regularly collect and maintain good quality asset condition survey data to inform the development of a Highway Infrastructure Asset Programme.
- Take a long-term view using a systematic, risk-based approach based on defined levels of service for each asset
- Consider the whole life costs of maintaining an asset; we will look at what will provide best return on the money we spend in the long term, rather than a 'worst-first' short term maintenance treatment
- Encouraging and enabling communities to influence and undertake elements of the service
- Understand the lifecycle of each asset and use this knowledge to plan when is the best time to do maintenance to keep the asset in a safe and serviceable condition and when it is time to replace it with new.
- Measure and review Highway Infrastructure Asset Management Plan performance to promote continuous improvement and influence spending on different assets.
- Develop maintenance programmes using asset condition data as the starting point and utilising local intelligence where appropriate
- Present an Annual Maintenance Programme annually to Cabinet for investment decision making approval.

## 4. People affected, diversity profile and analysis of needs

The service is used by anyone who travels on the public highway in Devon, whether that is on foot, wheelchair, cycle, horse or using motorised transport.

The highway assets we have are:

- 12,971 km of roads, the longest highway network in the country
- 3,972 km of footway
- 3,317 bridges
- 1,810 retaining walls
- Over 1,000 km of cycle routes
- 5,017 km of Public Rights of Way

The Highway Infrastructure Asset Management Policy and Strategy address the travelling needs of all road users of the Devon highway network, both from a local and visiting user's perspective, whichever mode of transport is used. Each scheme, programme and operation will necessitate specific considerations in relation to equality and its impact on the road user and this will be specifically addressed in line with the objectives and framework set out in these documents.

### The National Highways and Transport (NHT) Network Survey

The NHT Survey has become an unrivalled resource of public perception on Highways and Transport services in local authority areas going back fourteen years. It has been sent to over 5.2 million households since it was first launched in 2008 and over 1.1 million members of the public have made their views known. The public's responses can be categorised by; age group, gender, whether they have an illness, disability or infirmity limiting their daily activities or are a blue badge holder, employment status and ethnicity. Devon has taken part in the NHT Survey 13 times. The latest survey (2021) was sent to 3,300 households across the authority area and 1,048 members of the public responded. This represents an overall response rate for Devon of 31.8% compared with the national average of 23.8%.

#### Importance, Satisfaction & Spending Priorities

The Survey asks the public to consider the following matters and rate how important and how satisfied they feel with each one. It also asks where they feel that the level of service provided could be reduced by spending less or improved by spending more.

The Categories are: Pavements; Cycle Routes/Lanes; Local Bus Services; Local taxi services; Community Transport; Demand Responsive Transport; Safety on Roads; Traffic Congestion; Traffic Pollution; Street Lighting; Condition of Roads; Local Rights of Way Network.

## Importance

The Devon public placed most importance on 'Safety on roads' and 'Condition of Roads' and least importance on 'Local taxi (or minicab) services' and 'Demand responsive transport'.

## Satisfaction

In terms of satisfaction the public were most satisfied with 'Street lighting' and least satisfied with 'Condition of Roads'.

## Importance/Satisfaction Gap

The biggest difference between how important and how satisfied the public felt was for 'Condition of Roads' and the closest alignment was for 'Local bus services'.

## Spending Priorities

'Local taxi (or mini-cab) services' was the most popular choice for a possible reduction in the level of service by spending less, while 'Condition of Roads' was the most popular choice for improving the level of service and spending more

Community, Staff and Service profiles are available [online for you to refer to](#). Delete this note and insert text here]

## 5. Stakeholders, their interest and potential impacts

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It is predicted that the condition of highway assets will deteriorate because of funding constraints. Some of the impacts that this will have on key stakeholders are listed below:

- Devon County Council Staff – greater level of contact with dissatisfied customers.
- County Councillors, District Councillors and Town and Parish Councillors – greater level of contact with dissatisfied customers.
- Emergency Services – increased callouts.
- Term Maintenance Contractor – increased level of reactive safety defect works.

## 6. Additional research used to inform this assessment

Benchmarking against other highway authorities has been undertaken to see how they have approached impact assessment.

The County Council's Race and Equality Report, December 2021, was considered although it was not felt that there are any particular requirements from this.

The 2021 Joint Strategic Needs Assessment (JSNA) has been reviewed. It identifies a diverse and sparse community, which makes access to services more difficult. Some of the key findings were:

- An ageing population,
- Areas of deprivation, and
- Proportionately fewer younger people when compared nationally.

This reinforces the approach and objectives of the Council's Strategic Plan 2021 – 2025, which are supported by the Highway Infrastructure Asset Management Policy and Strategy, including a focus on:

- Keep connected – health services and sustainable travel,
- Safe walking routes and active travel, and
- Highway network hierarchy – keeping routes open.

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## Description of consultation process and outcomes

formal consultation has not been undertaken as it is not necessary for the revision to the existing Policy and Strategy.

The NHT Survey provides an insight into the opinions and priorities of the public. This has been reviewed, along with the JSNA, which has informed the revision to the Policy and Strategy.

Public can provide feedback on the service using the Council's Feedback and Complaints facility and Highways Complaints services.

A representative group of staff, including the Highways Senior Management Team, will be consulted on the revision to the Highway Infrastructure Asset Management Plan before it is considered at Scrutiny

## 8. Equality analysis

### Giving Due Regard to Equality and Human Rights

The local authority must consider how people will be affected by the service, policy or practice. In so doing we must give due regard to the need to: eliminate unlawful discrimination, harassment and victimisation; advance equality of opportunity and foster good relations.

Where relevant, we must take into account the protected characteristics of age, disability, gender, gender reassignment, pregnancy and maternity, marriage and civil partnership, sexual orientation, race, and religion and belief. This means considering how people with different needs get the different services they require and are not disadvantaged, and facilities are available to them on an equal basis in order to meet their needs; advancing equality of opportunity by recognising the disadvantages to which protected groups are subject and considering how they can be overcome.

We also need to ensure that human rights are protected. In particular, that people have:

- A reasonable level of choice in where and how they live their life and interact with others (this is an aspect of the human right to 'private and family life').
- An appropriate level of care which results in dignity and respect (the protection to a private and family life, protection from torture and the freedom of thought, belief and religion within the Human Rights Act and elimination of discrimination and the promotion of good relations under the Equality Act 2010).

A right to life (ensuring that nothing we do results in unlawful or unnecessary/avoidable death).

The Equality Act 2010 and other relevant legislation does not prevent the Council from taking difficult decisions which result in service reductions or closures for example, it does however require the Council to ensure that such decisions are:

- Informed and properly considered with a rigorous, conscious approach and open mind, taking due regard of the effects on the protected characteristics and the general duty to eliminate discrimination, advance equality and foster good relations.
- Proportionate (negative impacts are proportionate to the aims of the policy decision)
- Fair
- Necessary
- Reasonable, and
- Those affected have been adequately consulted.

The Strategy sets out how Highways Asset Management work will be prioritised based on the condition of the asset, focussing first on statutory and safety workstreams and then on other needs including those of protected characteristics. This means that more resources could be utilised in some parts of the county than in others, and therefore funding is not necessarily shared equally across communities in any given year.

<p>Characteristics</p>	<p>Potential or actual issues for this group.</p> <p>[Please refer to the Diversity Guide and <a href="#">See RED</a>]</p>	<p>How will the project / service / policy / activity:</p> <ul style="list-style-type: none"> <li>• eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary.</li> <li>• advance equality (meet needs / ensure access, encourage participation, make adjustments for disabled people, 'close gaps').</li> <li>• foster good relations between groups (tackled prejudice and promoted understanding), if relevant?</li> </ul> <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the <a href="#">DCC Equality Policy</a>?</p>
<p>All residents (include generic equality provisions)</p>	<p>All users of the highway network will be affected in different ways at different times.</p> <p>The asset management approach sets out our high-level aims for levels of service of the highways asset to promote the wellbeing of citizens and communities of Devon and understanding how different groups are affected by our network and the maintenance activities carried out upon it.</p>	<p>The Highway Infrastructure Asset Management Policy and Strategy focus on the service's high-level approach to meeting our objectives, the framework we will use to manage the highway network and, through the Highway Infrastructure Asset Management Plan, identifies how the maintenance programmes are used to reduce deterioration and maintain a safe network that provides the optimum service with the available resources.</p> <p>The equality considerations and impacts are assessed in a proportionate manner.</p> <p>The service's strategic performance framework relates to our purpose to maintain the highway network and specifically the one question 'How effectively are we managing the highway asset infrastructure?' Delivering the service impacts on the user and consideration is given at the delivery level on specific equality issues.</p> <p>The Highway Infrastructure Asset Management Strategy places a focus on active travel and a reduction in carbon emissions for an improved environment.</p>

Characteristics	Potential or actual issues for this group.  [Please refer to the Diversity Guide and <a href="#">See RED</a> ]	How will the project / service / policy / activity: <ul style="list-style-type: none"> <li>eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary.</li> <li>advance equality (meet needs / ensure access, encourage participation, make adjustments for disabled people, 'close gaps').</li> <li>foster good relations between groups (tackled prejudice and promoted understanding), if relevant?</li> </ul> <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the <a href="#">DCC Equality Policy</a>?</p>
Age	May be challenged by the Levels of Service e.g., deteriorating condition of footway surfaces.	As above.
Disability (incl. sensory, mobility, mental health, learning disability, neurodiversity, long term ill health) and carers of disabled people	May be challenged by the Levels of Service e.g., deteriorating condition of footway surfaces.	As above.
Culture and ethnicity: nationality/national origin, ethnic origin/race, skin colour, religion and belief		As above.

Characteristics	Potential or actual issues for this group.  [Please refer to the Diversity Guide and <u>See RED</u> ]	How will the project / service / policy / activity: <ul style="list-style-type: none"> <li>eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary.</li> <li>advance equality (meet needs / ensure access, encourage participation, make adjustments for disabled people, 'close gaps').</li> <li>foster good relations between groups (tackled prejudice and promoted understanding), if relevant?</li> </ul> <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the <u>DCC Equality Policy</u>?</p>
Sex, gender and gender identity (including men, women, non-binary and transgender people), and pregnancy and maternity (including women's right to breastfeed)		As above.
Sexual orientation and marriage/civil partnership		As above.
Other relevant socio-economic factors such as family size/single people/lone parents, income/deprivation, housing, education and skills, literacy, sub-cultures, 'digital exclusion', access to transport options, rural/urban	Residents in rural areas could be more affected by a deterioration in the condition of minor roads and footways.	As above.





## 9. Human rights considerations:

Devon County Council and partners are fully committed to Human Rights legislation and national policies.

## 10. Supporting independence, wellbeing and resilience. Give consideration to the groups listed above and how they may have different needs:

In what way can you support and create opportunities for people and communities (of place and interest) to be independent, empowered and resourceful?

Communities are involved in Highway Infrastructure Asset Management in the following ways:

- Volunteering Services, including the 'P3' Public Rights of Way scheme and Community Road Warden and Snow Warden schemes,
- Devolved services to Town and Parish Councils, including grass cutting and Lengthsmen services,
- Some services have been procured through Community Payback,
- Feedback on our Scheme Programmes from Town and Parish Councils, and
- Feedback from Public through the Public Information Portal and dedicated Customer Service system.

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In what way can you help people to be safe, protected from harm, and with good health and wellbeing?

It is our ongoing strategy to maintain the highway in a safe condition as a base level of service.

In addition, the service focuses on specific needs. For example: upgrading of street lighting to LED lanterns and liaising with community safety partnerships to understand and address their requirements.

In what way can you help people to be connected, and involved in community activities?

Refer to sections above.

## 11. Environmental analysis

An impact assessment should give due regard to the following activities in order to ensure we meet a range of environmental legal duties. The policy or practice does not require the identification of environmental impacts using this Impact Assessment process because it is subject to (please mark X in the relevant box below and proceed to the 4c, otherwise complete the environmental analysis table):

Devon County Council's Environmental Review Process	X
Planning Permission	
Environmental Impact Assessment	
Strategic Environmental Assessment	

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Reduce, reuse, recycle and compost:		
Conserve and enhance wildlife:		
Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:		
Conserve and enhance Devon's cultural and historic heritage:		
Minimise greenhouse gas emissions:		
Minimise pollution (including air, land, water, light and noise):		
Contribute to reducing water consumption:		
Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):		
Other (please state below):		

1999200

## 12. Economic analysis

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Impact on knowledge and skills:		The Asset Management Plan continues with the widening and development, training, support and funding of community schemes such as the Community Road Warden Scheme, Parish Paths Partnerships, Snow Wardens, grass cutting, wildflower planting and similar community schemes to support sustainable communities and contribute to the wider economic growth. The authority training of people from these communities opens up opportunities for further local employment due to increased employability.
Impact on employment levels:		Specifications and policies used in the asset management process avoid processes that would eliminate the use of local resources and enterprises thereby providing the best possible opportunity for local economic growth through suppliers working for the authority.
Impact on local business:		For the larger contracts there is a requirement for the contractor to provide annually the percentage of total work being undertaken by local based SME's. Additionally, the contractor is encouraged to adopt an intelligent and values-based approach to the management of the supply chain through Social Value links.

### 13. Describe and linkages or conflicts between social, environmental and economic impacts (Combined Impacts):

A link has been made within the asset management approach and through the delivery contracts about ensuring:

- Social value is maintained through the supply chain on the larger contracts.
- Equity clauses with the standard Equality act 2010.
- Standard clause covering the Human rights Act 1998.
- Managing expectation.

### 14. How will the economic, social and environmental well-being of the relevant area be improved through what is being proposed? And how, in conducting the process of procurement, might that improvement be secured?

The Council's toolkit for identifying added Social Value benefits and sustainability was used to identify opportunities which could be realised in the delivery phase of the model.

The levels of service described within the Highway Infrastructure Asset Management documents have been developed to align with the objectives within the council's Strategic Plan.

The outcomes of a review identified possible methods of risk and impact reduction as summarised below.

- Highway maintenance has a reputation for adverse environmental impact, through increased social disruption from highway works and the use of virgin aggregates and refined oil-based materials in the maintenance process.  
The impact is mitigated by ensuring the specification enables the use of locally sourced materials and, wherever possible, facilitates the recycling of all excavated materials back into the highway network. Additionally, improvements in the operational methods and the introduction of innovative more sustainable maintenance procedures, is encouraged within the contracts.

The asset planning approach specifies that only toxic waste from drainage cleaning operations can be disposed of to tip otherwise all other materials are processed for eventual inclusion back into the highway network.

- There is a risk that reductions in services provided may damage public opinion and the authority's reputation. The impact of reputational damage can be difficult to recover from quickly and could significantly impact on Member's electoral areas. Adequate formal responses that demonstrate clear compliance with the authorities strategic goals and policies provides suitable mitigation in support of the reduced service levels.

## 15. How will impacts and actions be monitored?

Impacts and actions will be monitored as part of annual performance monitoring. The Highway Infrastructure Asset Management Policy and Strategy will be kept under continuous review and updated periodically.





CET/23/29  
Cabinet  
12 April 2023

## County Road Highway Maintenance Capital Budget and Progress on 2022/23 Schemes and Proposals for the 2023/24 Programmes and the On-street Parking Account 2023/24

Report of the Director of Climate Change, Environment and Transport

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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.

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### **1) Recommendations:**

That

- (a) progress on 2022/23 capital funded highway maintenance programme detailed in Appendices B and C to this report is noted;
- (b) the capital funded highway maintenance programme for 2023/24 as set out in Appendices D and E is approved;
- (c) the Climate Change, Environment and Transport 2023/24 capital programme is increased by £9,390,800, funded by external grants;
- (d) detailed allocation of the available budget be determined by the Director of Climate Change, Environment and Transport, in consultation with the Cabinet Member for Highway Management, on the basis of the Highways Infrastructure Asset Management Plan, and within the limits of the approved budget;
- (e) the programme funded from the On-street Parking Account for 2023/24 as set out in Appendix F is approved.

### **2) Background/Introduction**

This report deals with both capital funding for highway maintenance and the On-street Parking Account (OSP). It reviews the progress delivered in 2022/23 for the capital programme and details the proposed programmes for capital funding and OSP for 2023/24.

Restoration or replacement of highway components which are dilapidated due to traffic loading, weather impacts or aging of assets is funded through capital investment. Effective capital investment in the highway network will ensure assets are kept structurally sound over their design life enabling officers to better plan future budget expenditure and mitigate the impact of unforeseen high-cost revenue funded reactive repairs. When investment is made at the right time, long term maintenance costs will be reduced.

The 2023/24 indicative funding awarded to Devon County Council (DCC) from central government included in this report, was approved by Full Council in February 2023.

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The Chancellor's March budget included additional capital Potholes funding, of which Devon's allocation is £9,390,800. Recommendation (c) above, is requesting that this be added to the 2023/24 capital programme. This report seeks approval from Cabinet to allocate the capital funding across the programmes and schemes proposed in 2023/24 as listed in appendices D and E.

An overprogramming element within the programme helps to manage in year pressures such as inflation or unforeseen delays to design or delivery schedules. The allocations include an anticipated overprogramming carry forward value of Local Transport Plan (LTP) monies from 2022/23 of £0.621 million subject to approval of the revenue and capital outturn report, to be submitted to Cabinet in June 2023.

The report also seeks approval from Cabinet for the programme of work identified in accordance with the provisions of the Traffic Management Act 2004, to be funded from the On-street Parking Account as listed in appendix F.

### **3) Learning and Innovation**

The Service is performing well and can evidence this through compliance with national guidance and development of a risk-based approach as identified in the code of practice Well Managed Highway Infrastructure. The service is operating efficiently, and this has been demonstrated through benchmark data provided to the National Highway and Transport (NHT) Network. The NHT has analysed cost, network size and road condition data for a number of highway authorities over a number of years and this work demonstrates that the service has saved over £6 million in the 2021/22 financial year by adopting more efficient practices.

The review of the Highway infrastructure Asset Management Plan (HIAMP) has consolidated learning in recent years and identified future direction and action for further development. For example, with the approach to generating schemes in the Local Asset Capital Programmes (LACP), there is a greater understanding amongst locally based officers of the overall need, and justification of priorities is becoming more transparent.

Innovation is a central theme in delivering excellent highway services. Devon is one of only a few highway authorities to retain an in-house Materials Laboratory. This continues to provide a huge advantage in effectiveness and efficiency. The Laboratory is involved in all aspects of asset management including consultancy on treatment types, specification of materials and analysis of workmanship.

As part of a cross-asset prioritisation strategy, teams or individuals within the service have been putting forward project ideas to help generate proposals for how scarce funding should be allocated. The proposed Cross Asset Innovation Programme includes successful bids such as a project to trial a hybrid construction approach in West Devon and some further development of the countywide approach to minor repairs developed with Dragon Patchers. There are also some in-situ road recycling schemes being promoted during the forthcoming programme.

Throughout this report there is also further description of the innovative approach we are adopting to tackle the climate emergency and to protect the environment. Carbon management is an area where, with the support of Exeter University, we are taking a national lead with other highway authorities.

## 4) Capital Programme

### Financial Considerations and Sources of Funding for 2023/24

In 2023/24 Highway Maintenance Block (HMB) indicative funding is £29.346 million and consists of:

- HMB funding LTP 'Needs' based formula is £23.477 million and is for maintaining and improving the network, based upon local knowledge, circumstances and priorities. This is equivalent to the same level of funding compared with 2021/22 and 2022/23
- HMB funding 'Incentive' element allocation is £5.869 million and is a mechanism to enable an authority to receive additional funding over and above the 'Needs' based formula.

In addition to the HMB funding is the 2023/24 Potholes Fund indicative allocation of £23.477 million, plus the extra allocation of £9.391 million, which totals £32.868 million.

The Department for Transport indicative total of £52.823 million, was included in the capital programme, approved by full Council 16 February 2023 and the additional £9.391million is included in recommendation (c).

Further funding support for the 2023/24 capital budget is expected as follows.

- £190,000 associated with ecological mitigation works for the Slapton Line scheme, is expected to be brought forward, subject to approval of the revenue and capital outturn report submitted to this Cabinet in June 2023.
- In support of the Authority's Carbon Reduction Plan and to save revenue funding on energy, £8.7 million was allocated to convert the remaining 45,000 Street Lighting assets, which are principally in residential areas, to LED over a three-year period. During the 2022/23 year 9,400 lights have been converted. The 2023/24 capital programme includes £1,663 million and a projected under of £523,000 is expected in 2022/23 which will be part of a carry forward request.
- The capital programme also included a new budget funded by capital receipts, for street lighting Central Management System. £2.18 million is profiled in 2023/24.

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Table 1 summarises the funding sources for 2023/24 as:

	£ million
LTP Needs Formula Allocation 2023/24	£23.477
Incentive Funding (Band 3) 2023/24	£5.869
Potholes Fund 2023/24	£32.868
Overprogramming brought forward from 2022/23 (subject to approval)	-£0.621
Highways lighting LED £1,663 million per the approved capital programme, plus projected 2022/23 underspend of £0.523 million	£2.186
Central Management System Street lighting	£2.180
A379 Slapton Line projected brought forward grant from 2022/23	£0.190
<b>Total</b>	<b>£66.149</b>

**Table 1 – Funding Sources**

## 5) Road Condition and Strategy

Assessment of road surface condition of classified roads throughout the United Kingdom is provided using automated survey vehicles (SCANNER) and through visual surveys which ensure a consistent method of determining and comparing road condition across the UK network. The main measure of road condition is the Road Condition Indicator (RCI), this is made up of several parameters, such as cracking and rutting which combine to give an overall measure of the state of the road and an indication of surface condition. The underlying data can then be used along with other data to inform decisions about maintenance and future programmes.

Under the Local Government Act, Local Authorities (LA) are required to provide, over a two-year cycle, data to the Department for Transport (DfT) on the conditions of their 'A', 'B' and 'C' roads. In addition, because the percentage of unclassified roads make up more than 52% of the total road network in Devon, we also measure the road condition of this important part of the network, and this survey is undertaken over a three-year cycle.

Based on the RCI data, sections of road are split into 3 categories (red, amber, green) representing the general condition of that piece of highway with red being the worst condition and green carriageways in a good state of repair.

The roads categorised in a 'red' condition indicate poor overall condition and are roads likely to require major maintenance soon, some possibly immediately. If left untreated, the cost of maintaining these roads increase significantly the longer they are left. Those roads within an 'amber' condition are roads that are in a reasonable condition but have some apparent deterioration requiring further investigation to determine the optimum timing for planned maintenance. Often intervention maintenance on these roads will extend the life of the road at a considerably reduced

cost than if the section of road was allowed to deteriorate to a 'red' condition category where more extensive and major works will be necessary.

## Road Network

Figure 1 shows the proportion of classified and unclassified roads across the network.

Almost every journey begins and ends on local roads. The local road network is of critical importance in connecting people and driving economic growth and should be treated as an important national asset which must be managed appropriately.

Individuals, families, and communities in Devon depend on their local road network, and it acts as the key arterial system that drives economic growth in villages, towns and cities. Unclassified roads combined with 'C' roads make up 87% of Devon's total road network.

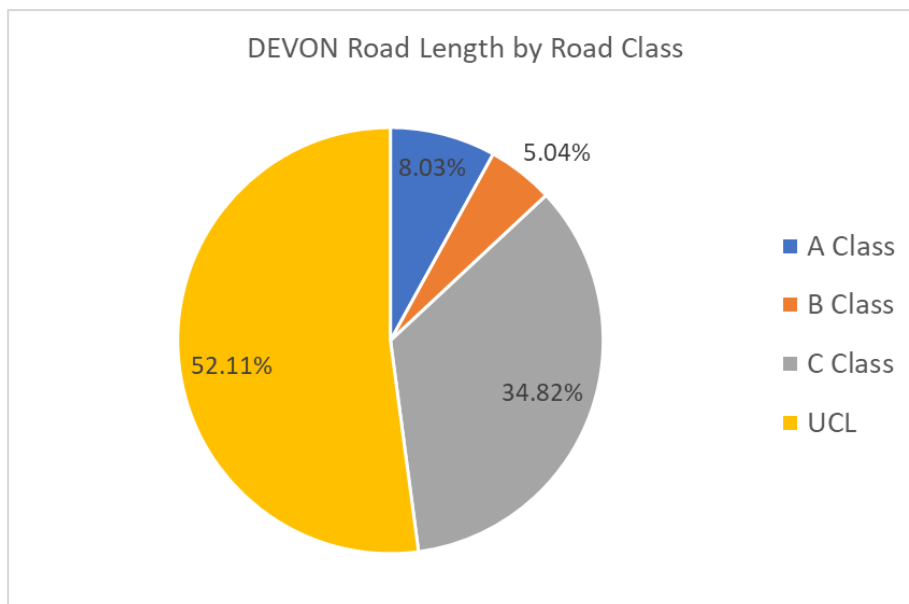


Fig 1 - Devon's Road Length by Road Class

## 6) Road Statistics and Analysis

The Council has a commitment under the refreshed Highway Infrastructure Asset Management Plan to maintain the 'A' and 'B' class road network to a minimum condition of below 4% in the red national indicator band. This commitment absorbs a significant part of the funding streams with the remaining budget spread across Devon's lengthy road network of 'C' and unclassified roads.

Reviewing the 2022 survey data for Devon, the percentage of roads categorised in red condition was:

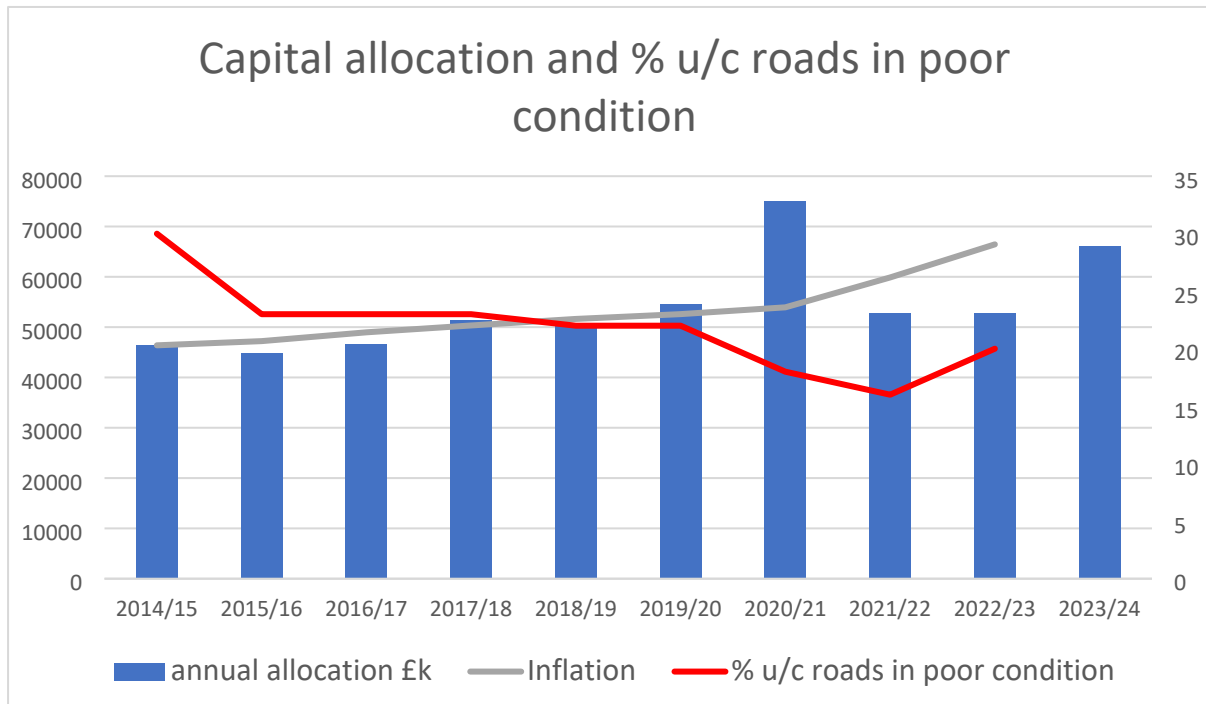
- 'A' road's 2%
- 'B' road's 3%

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- 'C' road's 17%
- Unclassified road's 20%

Appendix A, Figures 1 to 4 inclusive. provides a summary of Devon's RCI data in a graphical form over time by road classification using the national indicator bands.

Although the condition of the A and B road network remains on target for the 11th successive year, and the condition of C road network remains steady, there is a decline in unclassified roads. The graph in Fig.2 below indicates how the effect of inflation together with a reduction of funding in the last 2 years has impacted on the unclassified road network and demonstrates the erosion of what has been achieved with the former higher level of annual investment.



**Fig 2. Impact of inflation and funding on unclassified road condition**

When additional funding has been available, the condition of roads has improved. If the 2014/15 allocation had increased in line with inflation this would have enabled year-on-year improvement and there would have been an additional £13.6 million available in 2022/23. The additional £9.391 million allocation in 2023/24 is helpful in reducing the shortfall in the forthcoming year.

For many years funding restrictions have seen a growing reliance on preventative and short-term less expensive treatments, however such treatments, although providing an excellent short to mid-life solution, cannot be used indefinitely. At some point more robust treatments are required to avoid the repetitive cycle of pothole repairs. With Devon's road network being predominantly rural and with instances of minor roads structurally poor, a high proportion of the network is more vulnerable and susceptible to the formation and propagation of potholes.

Although Devon's overall bridge stock remains classed as "good" and continues to be placed as one of the best Local Authorities in the UK for bridge condition, the large size of Devon's bridge asset still means there are over 329 bridges classed as either of 'poor to 'very poor' condition. With 'good' condition rating representing a low risk to public safety conversely a 'poor' condition rating indicates a significant risk to public safety and to mitigate this level of risk locations have to be managed by weight restriction signs, physical measures, monitoring or strengthening.

It should be noted the condition scores do not accurately reflect a safety related defect. The County Surveyors' Society suite of documents issued in 2007 are currently being revised as nationally it has been agreed the scores do not provide a true reflection of what fair and poor means. The Council's bridge engineers have undertaken a review (which is ongoing) of the bridges with poor to very poor condition scores and no issues relating to safety have been discovered thus far. Bridges are subject to a General Inspection every 2 years and the Council's bridge inspectors ensure any serious safety related issues are raised with the Bridges and Structures Asset Management Team and dealt with urgently.

Recent programmes of work are showing the condition of the retaining wall stock requires a large proportion of the Bridge Assessment and Strengthening (BAS) budget being allocated to the maintenance of this asset type. Inspections continue to focus on retaining walls to obtain a better understanding of condition to allow, where possible, planned rather than reactive work to be undertaken to manage retaining walls in future years.

## **7) Capital Highway Maintenance Programme: 2022/23**

Progress on the 2022/23 Highway Structural Maintenance Programme is shown in Appendix B of this report and the 2022/23 Bridges Assessment and Strengthening Programme can be found in Appendix C, further area specific scheme programmes can be provided.

Throughout the last year there have been additional challenges due to the impact of inflation. This has had an impact on the spending power of the items within the programme. However, prudent monitoring of progress has ensured successful delivery of the annual programme. This has been achieved through the remarkable efforts of our officers and a collaborative approach with our supply chain partners.

In 2022/23 a total of 231 bridge and structures projects were included in the annual programme for design, inspection or works. The number of landslides and retaining wall failures has increased in recent years and the Bridge Assessment budget has been under increasing pressures year on year to cover this unplanned engineering work. In instances where embankment failures and slippages occur affecting highway stability issues the funding for this work will be provided through the Highway Structural Maintenance (HSM) budget.

Over 1,000 ageing street lighting columns have been replaced during 2022/23 and in parallel, inspecting and testing some of our ageing and some younger columns has been undertaken to identify the risk.

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The Traffic Signal Government Grant has been used to replace several existing traffic signal sites in the 2021/22 and 2022/23 financial years. This has allowed for the full replacement of traffic signal equipment at those sites with all equipment being replaced with the Extra Low Voltage traffic signal equipment and LED signal heads, helping to reduce power consumption and subsequent carbon emissions whilst simultaneously improving safety at these sites. Additionally, service ducts were replaced/repared where required to ensure these sites can be maintained more easily in the future.

In total, we have delivered improvements to 5 Traffic Signal Junctions whilst 8 Toucan crossing sites will have been replaced.

## 8) Capital Highways Maintenance Programme: 2023/24

The 2023/24 total allocation is £66.149 million (subject to the carry forward requests, being approved as part of the revenue and capital outturn report being considered by Cabinet in June 2023) with a breakdown of the respective programme elements included in Appendix D and E. It is proposed to allocate the funding as follows:

	£ million
Highway Structural Maintenance	£58.333
Bridge and Structures Programme	£6.816
<b>Total</b>	<b>£66.149</b>

**Table 2 – Programme Allocation**

A cross-asset prioritisation exercise has been conducted as recommended in the code of practice. This has resulted in allocations being adjusted to deliver identified maintenance standards and ensuring that best use is made of resources such as Dragon Patcher vehicles.

Table 3 indicates how these programmes are being enhanced by the additional Pothole Fund Allocation

<b>Additional Pothole Fund Allocations</b>	<b>£ million</b>
A Roads (SCRIM and Minor patching)	£1.25
Preventative Programme	£1.5
Local Asset Capital Programme	£5.511
Cross Asset innovation	£1.13
<b>Total</b>	<b>£9.391</b>

**Table 3 – Additional Pothole Fund Allocation**

In addition to the Term Maintenance Contract (TMC), there are several other contracts in place that deliver other significant elements of the capital programme. A framework contract provides alternative supply chain delivery options for surfacing and patching works, high friction surfacing and in-situ and ex-situ recycling. There are also separate contracts for the delivery of specialist works such as surface



dressing, micro texturing and footway slurry sealing. A new contract for road restraint systems is due to commence shortly.

Key elements of the proposed programme include:

## **8.1 Highway Structural Maintenance (HSM): Principal Roads (A class roads)**

Overall condition on principal roads has improved slightly in the last year. In appendix A, Fig.1 the most recent data shows an increase in roads in good condition and this is an indicator that the approach is effective in continuing to keep this important and heavily used part of the network from deteriorating. To ensure principal roads are retained at less than 4% 'red' condition, this budget line has been retained at £6.668 million for carriageway resurfacing and patching. It will ensure those roads which need immediate attention are treated whilst also optimising the treatment for planned maintenance on those roads which are beginning to show signs of deterioration.

## **8.2 Skid Resistance Treatment (SCRIM)**

Skidding resistance surveys (SCRIM Surveys) are undertaken by local authorities and National Highways. They provide a measure of the road surface contribution to the frictional forces developed between a vehicle's tyres and the road when accelerating, braking or cornering. Skidding resistance figures do not necessarily reflect safety levels on the network but rather sites where further investigation is required.

Devon limits routine annual SCRIM surveys to the principal road network only as it is considered neither affordable nor practicable for all roads on the highway network to be surveyed for skid resistance. The remaining untested network is covered under the strategy in the Annual Wet and Dry Collision Review, other roads identified as requiring further investigation are also 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.

The allocation for SCRIM deficient sites is £2.105 million.

## **8.3 All Roads**

Key elements include:

### **8.3.1 Local Asset Programme**

As part of the service approach to learning and innovation, works are being developed and delivered in a different way with greater emphasis placed on local involvement into scheme selection. A large element of available budget continues to be devolved out to the locality areas. A countywide provision of £17.200 million has

# Agenda Item 8

been allocated based on asset management principles. The factors determining allocation include road length and condition, traffic volume, pothole damage and footway length and condition. Local priorities are determined by a review of physical condition, the knowledge within the Neighbourhood Team, and in discussion with the local community, typically through the Parish or Town Council. An integrated approach to repairs is being encouraged combining patching, drainage and other repair needs, to reduce the number of roadworks and the degree of disruption to the traveling public.

## **8.3.2 Preventative Programme**

Surface dressing and microasphalt are low carbon and low-cost surface treatments that restore texture and extend the life of roads and prevent the formation of potholes. £6.52 million is being targeted to treat over 150 sites this summer. However, the average cost per square metre has doubled in the last 5 years, reducing spending power considerably.

## **8.3.3 Minor Road Strategy**

A substantial portion of the allocation is being directed to minor repair across the network.

- £4.0 million is allocated for Highway Improvements Hand Patching for localised issues, identified as serviceability issues from staff and the public.
- £2.2 million has been allocated to operate four 'Dragon Patchers' located strategically around the county which provide an effective and efficient additional option for the repair of small to medium size patches on selected parts of the network.

## **8.3.4 Road Restraint Systems**

£0.867 million has been allocated to continue with the upgrading and replacement of road restraint systems. The programme is developed based on high-risk sites including: potential for railway incursion, accident severity, commercial traffic data and speed limit.

## **8.3.5 Road Weather Stations**

An ongoing programme valued at £0.15 million per annum is being undertaken to upgrade road weather stations that are used to inform winter decision makers on the appropriate response to deal with various winter service scenarios. Replacing these stations and upgrading their communication will provide greater resilience to managing winter service and severe weather events over the next decade.

## **8.3.6 Highway Lighting Column Upgrades and LED Replacement**

15% of street lighting columns are over 40 years old and a significant proportion of younger columns have been identified with specific failure modes that need to be checked. In response to this £1.5 million has been made available annually to facilitate a continuing programme of column replacement, to mitigate the liability that this represents.

Testing columns was a key process last year and enabled high risk columns to be prioritised. During 2023/24 this work will continue with the risk-based column replacement programme along with testing a further 10,000 columns. Inspections and testing have enabled better identification of risk and management of stock.

The on-going street lighting programme to upgrade all lights to LED continues into 2023/24, with a budget of £2.186 million (£1.663 million plus projected under delivery 2022/23 carry forward of £0.523 million), all remaining lanterns are planned to be upgraded over the next 12 months.

Although the ongoing programme has had some delays outside the control of the Service, over 9,400 conversions were carried out during 2022/23. The continuation of this programme into 2023/24, with a budget of £2.186 million, will see all remaining lanterns upgraded over the next 12 months. In 2022/23, projected spend is £1.55 million, therefore £0.523 million will be requested as a carry forward to add to the budget above.

A further £2.18 million was approved by full Council for the street lighting Central Management System. The project will accelerate the installation of the Central Management System to achieve 80% coverage across the county. Remote fault monitoring of the asset will be possible, helping to reduce site visits. A policy review with appropriate sign-off will enable extended dimming profiles to be implemented to reduce energy costs and carbon in addition to facilitating requests from communities for street lights to be turned off.

## **8.3.7 Traffic Signal Replacements**

The traffic signal upgrade programme continues over the coming year with £0.677 million being invested in a programme to refurbish 4 pedestrian crossing and 2 traffic junctions during 2023/24. This work will improve the safety of the asset and by the use of modern controllers, detection equipment, extra-low voltage (ELV) and LED signal heads reduce the energy consumption.

## **8.3.8 Bridges and Structures**

The Bridge and Structures maintenance allocation for 2023/24 is £7.816 million (£8.5 million 2023/24 allocation less projected 2022/23 overprogramming of £0.684 million).

The programme for 2023/24 will continue with further strengthening projects to improve the resilience of the network. The ongoing programme of inspections and

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major examinations will continue to ensure the risk of failure of an asset is kept to an acceptable and manageable level. The first stage of safeguarding of the public by modifying fencing on high bridges was completed in 2021/22 and further works on other identified bridges will continue in 2023/24.

## **8.3.9 Storm Damage (resilience contingency)**

In line with DfT requirements for highway authorities to make provision within their funding allocation, a resilience contingency reserve of £2.2 million has been incorporated within the programme should unforeseen damage be experienced during the year. This is larger than previously to assist with responding to uncertainty regarding the decline in network condition following the 22/23 winter weather.

## **8.3.10 Cycleways and Public Rights of Way Network**

The refreshed Highway Infrastructure Asset Management Plan has a key objective of making active travel a realistic alternative for both business and pleasure journeys on our network. This is good news in terms of public health and the wellbeing of society, but the impact of increased footfall and cycling means an increase in maintenance. A new programme for Renewal of Access Trails has been allocated £1.0 million whilst a further £0.9 million is being invested into other elements of the public rights of way and cycleway network to ensure these amenity transport assets continue to be maintained to a safe and usable condition and promote active travel.

## **9) Options and Alternatives**

The current approach to scheme selection uses a preventative regime based upon need and sound asset management principles that optimises the use of available funding to reduce whole life maintenance costs. An alternative to this preventative regime would be to repair roads on a 'worst first' basis by focusing maintenance on the sections of road in the poorest condition.

Experience and learning gained from working differently during the last few years, has demonstrated that a combination of both traditional approaches combined with greater influence and input from a community perspective offers a more transparent service. Greater local involvement offers a more robust and pragmatic focus on scheme selection by ensuring those locally identified important roads are 'fit for purpose'.

It is important however to note that any departure from our asset management approach as defined in the HIAMP could adversely affect future financial settlements from the DfT who see the use of sound asset management principles as fundamental in delivering cost effective maintenance solutions. It is therefore essential that developments within the plan continue to incorporate and amalgamate these and other principles within the assessment of its works programmes as the DfT have clearly indicated they will take this into account in future submissions for funding.

## 10) On-Street Parking Account

The expenditure of on-street parking income is restricted by the Road Traffic Regulation Act 1984. The costs of operating the on-street parking service is the first call on the income held in the On-street Parking Account (OSP). Any remaining surplus must then be used in accordance with the eligibility criteria set out in Section 55 of the Act, with surpluses used for:

- The provision or operation of public transport services
- The provision of facilities for public transport services
- Highway or road improvement projects
- Environmental improvements

The 2023/24 Highways Maintenance budget includes £1.7 million for highways cyclic revenue maintenance works funded from the OSP. These works include maintenance of trees, drainage and all highway grass cutting undertaken by the Authority.

Additionally, a £3.3 million subsidy is provided to our bus services from the account. This represents almost 60% of all subsidy provided by the Authority. There are over 200 bus routes in Devon of which 85% (approximately 187) rely upon subsidy to continue to run. Some communities are wholly reliant on subsidised routes with no services that are operating at a sustainable commercial level.

An additional £250,000 has been allocated for the delivery of pay & display schemes in key communities as agreed (along with associated Policy) at Cabinet on 9 November 2022. The introduction of pay & display is not designed to create a surplus but to influence travel and parking choices. Any income will fund the running, management and enforcement of the scheme. The Policy will ensure that the service continues to self-fund without additional contributions from other budgets.

Full details of the proposed OSP non-operating expenditure for 2023/24, totalling £6.116 million, are shown in Appendix F.

The estimated balance of the account is now expected to reduce from £1.3 million at 31 March 2023 to £455,000 by 31 March 2024.

Expenditure charged to the OSP is regularly reviewed in order to ensure the fund is used effectively. It is likely that a review of spending from the account will be required in the next 12 months with consideration to reducing subsidy provided to highway maintenance work and bus services.

### **Traffic Management Plans**

There continues to be a high demand from communities for the review and implementation of parking restrictions. Larger schemes looking at community wide changes (including measures such as residents parking) are served via the £25,000 Traffic Management Plans budget in the OSP.

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The current level of demand means that the 2023/24 programme is filled with existing commitments, and a full programme of works has been developed by the Traffic Management Team with regular updates shared with Members.

Due to continued high levels of demand, requests for new schemes are prioritised on the basis of traffic management need, sustainability, and community support for inclusion in future programmes to ensure resource and monies are used to best effect. To ensure sustainability, schemes should be substantially self-financing, including components of residents parking and / or pay & display, in line with our policy on new residents parking schemes.

## **11) Consultations**

The results of the 2022 National Highways and Transport (NHT) Public Satisfaction Survey reflect public perception of performance, importance, and the desire for various activities to be funded. The overall perception of highway maintenance in Devon has improved slightly and matches the national average. Furthermore, in comparison to similar county councils in a comparator group, Devon remains slightly above the average. The summary of the survey undertaken in June 2022 shows no significant change to the previous year's survey. However, these results clearly show an overall dissatisfaction both locally and nationally.

Analysis shows that the authority has strengths in street lighting maintenance and footway repair. The results show that condition of the highway network and the speed and quality of repairs are important to the public. The public would also like to see more funding directed to improving the condition of roads.

## **12) Strategic Plan**

The priorities laid out in the Council's Strategic Plan 2021 - 2025 have been used to shape the new Highways Infrastructure Asset Management Plan which in turn determines the priorities of the Highways and Infrastructure service.

The condition of our highway assets and public rights of way network directly impacts the safety and resilience of our communities and helps them to connect with people and places that are important to them. This is important for wellbeing and improving health.

The highway network is often described as the arteries of the economy and a reliable and resilient network is important to support economic recovery and make Devon a fairer place for people and families struggling the most.

## **13) Environmental Impact Considerations (Including Climate Change)**

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.

As part of the Devon County Council's drive to become carbon neutral by 2030 we are continuing to investigate, consider, and embed new ways of working that help reduce the carbon output when designing and commissioning highway maintenance operations. This involves developing carbon emissions calculations, taking a 'cradle to grave' approach from sourcing primary materials through to their disposal at the end of the project life. The Council is taking a lead role working with Exeter University and nationally with other authorities and the Future Highway Research Group to measure the carbon emissions for various key work activities using a Carbon Profile Builder Application Tool. This information will then be used to establish how the Council utilises different treatments or to drive through procedures and processes that will reduce our carbon usage.

There has been substantial progress in developing a baseline to measure the emissions generated from maintenance works across the Highways and Traffic Management Service. There are a few work activities still in development so whilst acknowledging some under-reporting, in the 2021/2022 year, there were at least 77,590t CO<sub>2</sub> equivalent generated through highway maintenance works. Most of this, (97%), is associated with road surface treatments. Using the UK emission trading system rates (Dec 2022), this would have a carbon offset value of just under £6,000,000.

On carriageways and footways, surface treatment and reconstruction works are tightly controlled to achieve long term durability. Devon continues to use a proportion of recycled materials within their 'warm mix' materials and trials are planned to further improve asphalt durability through the use of an asphalt preservation process. Whenever possible designers are encouraged to use recycled materials and secondary aggregates. All local quarries are supplying carbon efficient warm asphalts, and this is the default material in our contract specifications.

Prior to installation, highway construction materials are subjected to rigorous testing to ensure their suitability within the construction and how its use impacts on the environment. All construction contracts also include for recycling options to ensure that the use of natural resources is reduced where recycled alternatives exist.

Biodiversity net gain is an important consideration and where appropriate wildflower planting is encouraged on highway verges and roundabouts.

It is now estimated that the authority has saved over £2 million on energy over the past year since it embarked on the switch to energy efficient LED from 2014 within the street lighting asset. The remaining lanterns are planned to be upgraded to LED over the next 12 months with a continuing programme of column replacements. The contractor has also committed to and is progressing towards being carbon neutral by 2030.

Once the street lighting programme to upgrade all lights to LED is complete, the figure will increase but Devon County Council has already reduced the annual carbon emissions generated by its street lighting by 77%.

Within the traffic signals asset, the use of extra-low voltage and LED signal heads has reduced the annual energy consumption by 33%.

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## 14) Equality Considerations

Where relevant, in coming to a 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

in relation to the protected characteristics (age, disability, gender reassignment, marriage and civil partnership (for employment), pregnancy and maternity, race/ethnicity, religion or belief, sex and sexual orientation).

A decision maker may also consider other relevant factors such as caring responsibilities, rural isolation or socio-economic disadvantage.

In progressing this particular scheme / proposal, an Impact Assessment has been prepared which has been circulated separately to Cabinet Members and also is available on the Council's website at: [Budget setting 2023/2024 - Impact Assessment \(devon.gov.uk\)](https://www.devon.gov.uk/budget-setting-2023-2024-impact-assessment)

## 15) Legal Considerations

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

With the condition of parts of the network there is likely to be an increase in user dissatisfaction and complaints which could lead to an increase of challenges to the Authority.

## 16) Risk Management Considerations

The proposals contained in this report have been assessed and all reasonable actions are taken to safeguard the Council's position. Inability to undertake sufficient planned and general preventative maintenance work at the optimum time will result in an increased depreciation to the highways asset. This will lead to increased deterioration and defects and consequently, increased repair costs with potential for claims, which will put pressure on revenue budgets.

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



## 17) Public Health Impact

The cumulative reduction in budgets could have an impact on public health with reduced maintenance effecting sustainable travel alternatives, and potentially more injuries resulting from crashes, trips and falls, however the recommended approach limits this risk, by targeting investment.

## 18) Reasons for Recommendations and Conclusion

It is important to report to Cabinet on the performance of the highway network.

The DfT capital settlement for 2023/24 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 2023/24 plan to proceed.

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  
Director of Climate Change, Environment and Transport

Electoral Divisions: All

Cabinet Member for Highway Management: Councillor Stuart Hughes

Local Government Act 1972: List of background papers  
Nil

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County Road Highway Maintenance Capital Budget Programme 2023 24 - Final

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## Appendix A to CET/23/29

### Road Condition Indicator (RCI) by Year

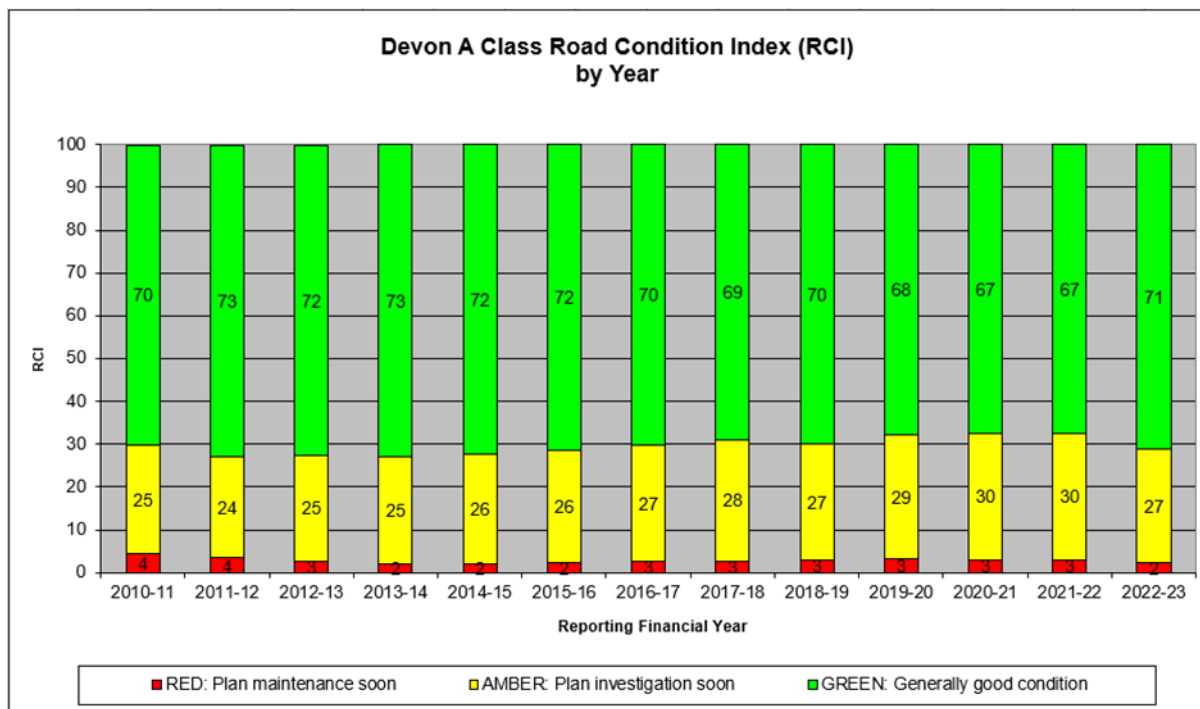


Figure 1

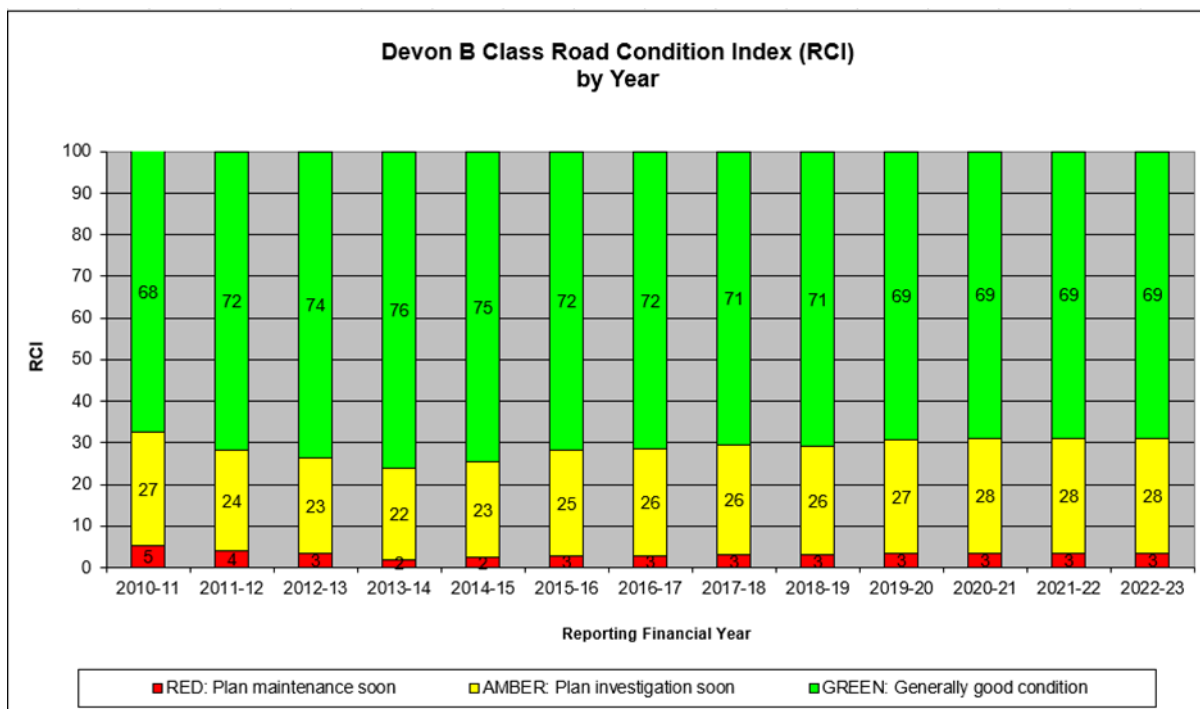
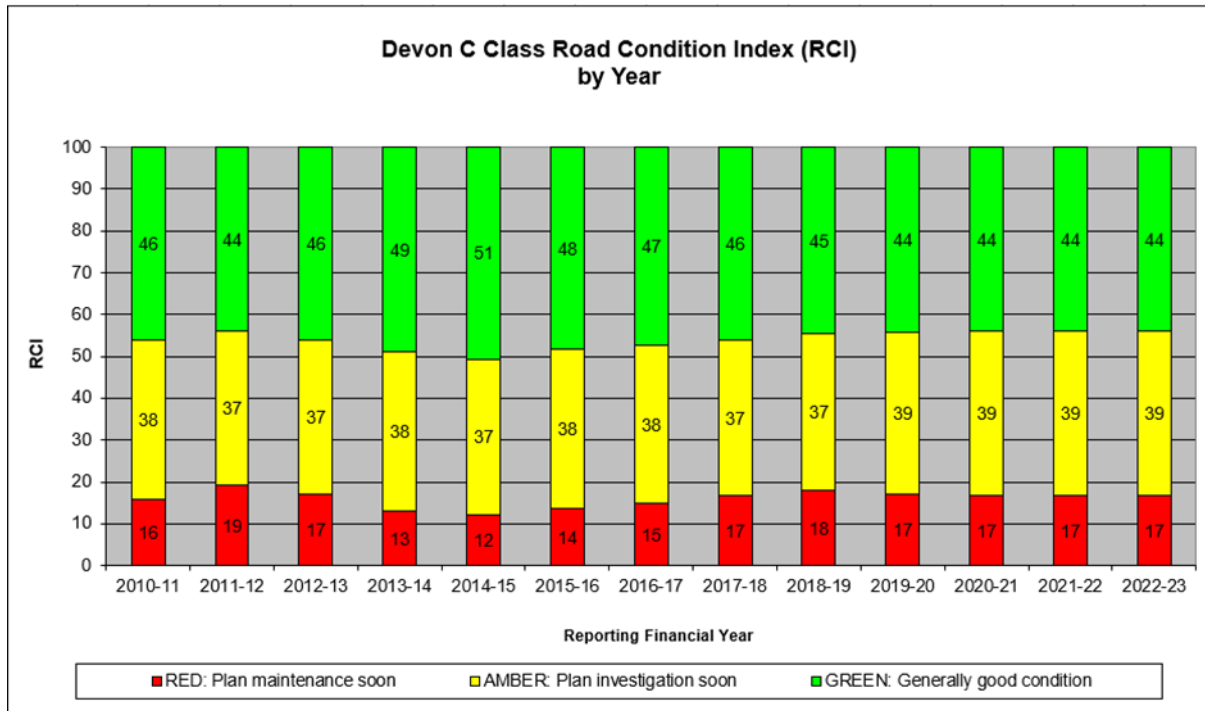


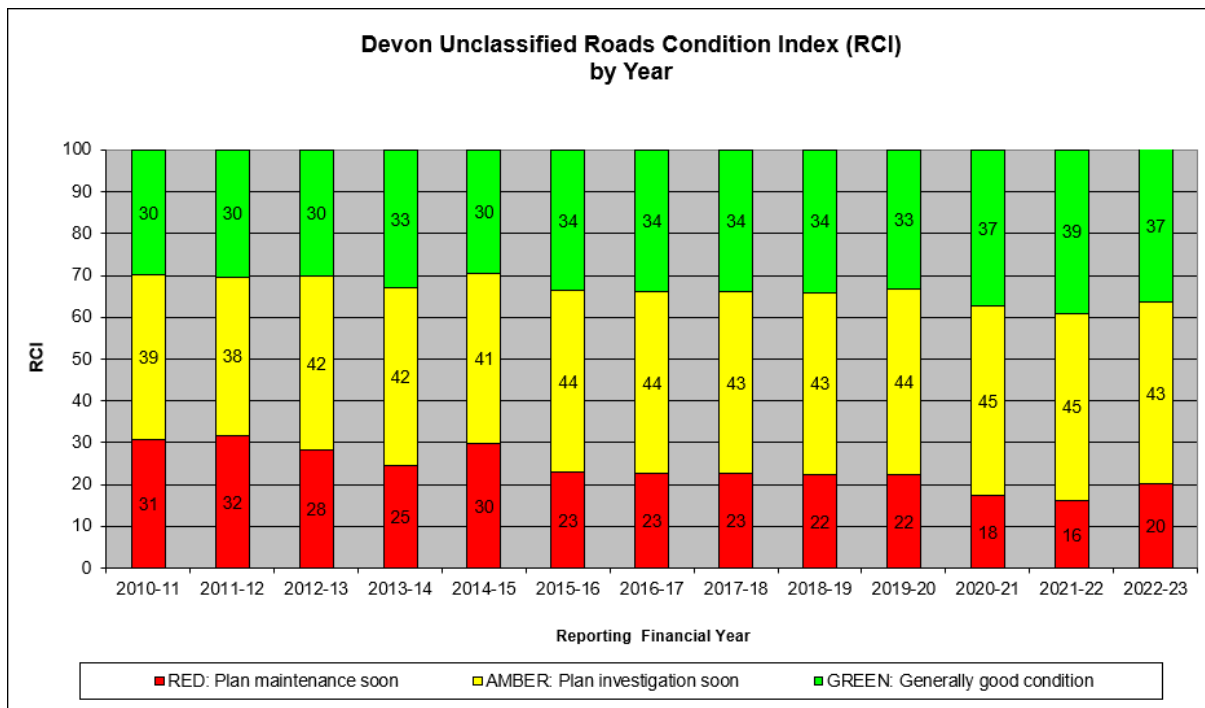
Figure 2

## Appendix A to CET/23/29 continued

### Road Condition Indicator (RCI) by Year (continued)



**Figure 3**



**Figure 4**

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## Appendix B to CET/23/29

### Highway Structural Maintenance Programme 2022/23

Function	Projected £'000
Principal Roads	
A Roads	7,505
A379 Slapton Line	17
SCRIM Remedial Works	2,142
Non-Principal Roads	
Preventative Programme (surface dressing & microasphalt)	5,345
All Roads	
Local Asset Programme	13,621
Highway Improvements Hand Patching	4,354
Dragon Patcher	1,600
Wet/Dry Collision Sites	86
High Skid Resistance Surfacing Programme	360
Carriageway Condition Surveys	350
Material Testing	228
Scheme Delivery Group	1,060
Cycleway, PROW & Unsurfaced Roads	1,500
Road Restraint Systems Upgrade Strategy	233
Gully cover replacement	150
Extreme Weather Resilience Contingency	1,057
Surface dressing scheme design	277
Road Weather Station Renewal Programme	100
Highway Lighting Column Upgrades	1,500
Highway Lighting LED replacement	1,550
Traffic Signal Replacements	1,235
Traffic signal maintenance specific grant	241
NOCC Improvements CCTV Upgrade	12
Depots	600
Minor Traffic Management Improvements	570
HSM Projected Spend Total	45,693
Allocation 2022/23	46,469
Projected variance (overprogramming)	-776

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Projected carry forward request to 2023/24 explained as follows: -

	£'000
LTP/Potholes Fund overprogramming (including bridges projected over in appendix C)	621
A379 Slapton Line	-190
Street Lighting LED	-523
Total projected variance as at month 11	-92

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## Appendix C to CET/23/29

### Bridge Assessment and Strengthening Programme 2022/23

Function	Projected £'000
Bridge Strengthening	5,123
Retaining Wall Strengthening	1,230
Major Refurbishment	1,027
Minor Refurbishment	571
Joints and Bearings	148
Sub-Standard Parapets	107
Bridge Safeguarding	46
Bridge Assessments	363
Principal Inspections	819
Scour Assessments / Protection	102
Post Tensioned Special Inspections	98
Low Head Room Signage	39
Management of Sub-standard Structures	12
Rockface Management	70
Total BAS projected spend	9,755
BAS Allocation 2022/23	9,071
LTP projected over (included in the table above)	684

## Appendix D to CET/23/29

### Highway Structural Maintenance Programme 2023/24

Function	Budget £'000
Principal Roads	
A Roads	
A3052 Trow Hill Sidford - Sidmouth	120
A3072 Bow to North Tawton - Bow	50
A361 St Brannocks Road - Ilfracombe	300
A361 Sticklepath Roundabout - Barnstaple	370
A379 Dawlish Road Starcross	560
A379 Rydon Lane Exeter	50
A381 Main Road - Harbertonford	500
A381 Totnes Road - Ipplepen	640
A381 Torquay Rd Newton Abbot	70
A381 Totnes to Littlehempston	683
A385 Venton Cross to Tigley Cross	290
A386 Beam Quarry - Monkleigh	300
A386 between Tavistock and Grenofen - Whitchurch	30
A386 Little Torrington - Little Torrington	220
A396 Duvale Wood - Bampton	250
A396 Exebridge - Bampton	210
A396 Exebridge - Snapbox Cross - Morebath	120
A396 Stoke Woods (Retaining Wall)	820
A399 Newtown (Lions Rump) - North Molton	310
A388 Frithelstock	25
Minor Patching Sites	750
	6,668
SCRIM Remedial works	2,105
A379 Slapton Line	190

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Function	Budget £'000
All Roads Local Asset Programme	17,200
Preventative Programme 2023/24	6,520
Gully cover renewal	200
HFS	500
Road Restraint Systems	867
Wet/Dry Collision Sites	150
Carriageway Condition Surveys	350
Depots	400
Resilience Contingency	2,200
Scheme Delivery Group	1,000
ICT Enhancement	60
Scheme Design	500
Investigation and Testing (Materials Laboratory)	300
Dragon Patcher	2,200
Highway Improvements Hand Patching	4,000
Asset renewals on trails	1,000
Cycleway, PROW & Unsurfaced Roads	900
CCTV Road Weather Station Renewal Programme	150
Highways Lighting Column Upgrades	1,500
Highways Lighting LED	2,186
Traffic Signal Replacements	677
Cross Asset Innovation Programme	3,630
Minor Traffic Management Improvements	700
HSM Programme Total	58,333



## Appendix E to CET/23/29

### Bridge and Structures (BAS) Capital Maintenance Programme 2023/24

Function	Estimate £'000
Bridge Strengthening	1,350
Retaining Wall Strengthening	3,200
Major Refurbishments	1,200
Minor Refurbishments EDG	700
Minor Refurbishments NHT	100
Joints, Bearings & Waterproofing	50
Sub-Standard Parapets	300
Bridge Safeguarding	50
Bridge Assessments	400
Principal Inspections - Bridges	400
Principal Inspections - Retaining Walls	100
Scour Assessments / Protection	100
Post Tensioned Special Inspections	300
Low Head Room Signage	110
Management of Sub Standard Structures	40
Rockface Management	100
Overprogramming	-684
 Total BAS 2023/24	 7,816
 BAS Allocation 2023/24	 8,500
Overprogramming brought forward from 2022/23	-684
Total 2023/24	7,816

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## Appendix F to CET/23/29

### On-street Parking Account (OSP) 2023/24

Function Narrative	2022/23 Budget Allocation £
Transport Co-ordination Service: Bus, Rail, and Community Transport Support	3,368,000
Replacement bus services	50,000
Civil Parking Enforcement road signs & road markings	202,000
Rollout of pay and display setup costs	250,000
Traffic Management Plans	25,000
Cyclical Maintenance for the purposes of Environmental Improvement	1,700,000
Traffic and Parking IT Systems	40,000
Moving Traffic Offences Set Up Costs	50,000
Real Time passenger information	60,000
Variable Message Signs	10,000
Road Safety Improvements - Reactive	50,000
Park & Ride business rates / minor site maintenance	92,000
Country Parks	219,000
Total Other Expenditure	6,116,000

## **MARKET SUSTAINABILITY PLAN FOR INTEGRATED ADULT SOCIAL CARE**

Report of the Director of Integrated Adult Social Care

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.

**Recommendation:** that the Cabinet:

- Note the key risks to market sufficiency as set out in the Market Sustainability Plan.
- Endorse the actions being taken to tackle the market sufficiency issues.
- Where appropriate influence and lobby government to improve funding for adult social care and increase the recognition and increased pay for care workers to secure future market sustainability to support the people of Devon

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

- 1.1 The purpose of this report is to update Cabinet on the market sufficiency challenges and what actions the Integrated Adult Social Care team are taking to address concerns in the adult care and health provider market. This report is to be read alongside the Market Sustainability Plan (MSP) which was published on 27<sup>th</sup> March 2023.
- 1.2 The Department of Health and Social care required all local authorities to complete and publish the MSP as part of the grant conditions for the Market Sustainability and Fair Cost of Care Fund.
- 1.3 The Market Sustainability and Fair Cost of Care Fund is limited to Care Homes (over 65 years) and domiciliary care (over 18 years), but fundamentally we need to make systematic change to modernise all our services and have a more holistic approach across the care market to meet the needs of people.

### **2. Market Sufficiency Overview**

- 2.1 The adult social care market is fragile and challenged, it has been slow to recover from the Covid-19 pandemic and market issues that were present prior to the pandemic have been exacerbated.
- 2.2 There remains a strong partnership between the Council, NHS and independent sector providers, which is critical to ensuring that the Council

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can continue to meet people's needs and fulfil its statutory duty (Care Act 2014) to ensure a sufficient care market.

- 2.3 One of the key challenges to the current market is the availability of workforce and it is difficult to resolve due to the complexity and number of contributing issues. Adult Social Care is one of the biggest employers in Devon, directly employing 35,000 people. Whilst recruitment of Adult Social Care staff improved temporarily during 2020, it has now become very difficult, with heightened competition for labour across the wider economy. We have also seen with care staff returning to their native countries following the UK exit from the European Union.
  - 2.3.1 Devon has proportionately fewer working age people compared to the rest of England, particularly those aged 16 to 49 years. Given its aged age profile, this means Devon has a lower proportion of adults being economically active than is typical nationally.
  - 2.3.2 Devon's age profile also means there is greater demand for adult social care, both local authority and privately funded. This makes the adult social care workforce challenge even greater in Devon than nationally. If the workforce were to grow in proportion with the projected number of people aged 65 and over, the Southwest adult social care workforce would need to increase by 35%
- 2.4 The care home market needs to develop and diversify to ensure sustainability. There is an over provision of general residential homes, but if a number were to exit at the same time it would be challenging to find alternative placements due to the fabric and location of the current homes. There is a need for more bedded capacity to support people with complex needs including dementia.
- 2.5 The nursing home market is assessed as being high risk due a to a lack of nurses in social care, the number of nurses nearing retirement, the estate (many buildings are not fit for purpose) and some homes are in rural settings making it difficult for staff, professionals and families to access.
- 2.6 There is a concern there has not been sufficient capital investment in the care home market in Devon. As a result Devon has lots of older buildings which are not fit for purpose and have high costs linked to poor energy efficiency. Devon has also not seen large investment from national companies buying or building new homes.
- 2.7 The biggest anticipated risk to maintaining a sustainable domiciliary care market in Devon is workforce, a challenge shared across the wider health and social care system.
- 2.8 Due to Devon being a tourist destination there is significant seasonal impact on labour and travel time/costs
- 2.9 Devon does not have a shortage of domiciliary care providers; however the market is mainly constructed of small to medium size local companies who

compete for staff. The current spot-contracting approach is diluting the ability to maximise economies of scale and work on a strategic level in partnership with the market.

### **3. ACTIONS TO ADDRESS MARKET SUFFICIENCY ISSUES**

- 3.1 The Council and NHS Devon developed a joint strategic approach to supporting people to live independently in Devon 2020 to 2025. The aim is to shift away from traditional residential care models and to increase the range of good quality homes across Devon, as well as making it easier for people to remain in their current home or to move between different housing options to maintain their independence. The Council continues to work in partnership with NHS colleagues and providers to increase the range of housing and accommodation for older people to maximise their capacity for independent living.
- 3.2 To achieve the strategic aim of securing market sustainability, the Council will:
- collaborate with partners to identify solutions to attract the right workforce into the sector
  - work closely with district and city councils to support the provision of accommodation for key workers as well as opportunities for housing with support models such as extra care housing
  - develop our community services and housing with support offers: micro providers, Extra Care Housing, Supported Living
  - commission alternatives to ‘traditional care’ models, reducing the reliance on bed-based care.
  - enhance our use of technology, digital solutions and equipment to support better cost-effective outcomes for people.
- 3.3 The MSP has a more detailed plan for the care home and domiciliary care markets.

### **4 Consultations/Representations/Technical Data**

- 4.1 People we support, their families and carers, providers and the general public are consulted separately where any significant changes to policy or service delivery are proposed or implemented. We continue to listen to people and their families and carers and actively involve them in planning and reviewing support.
- 4.2 The care home and domiciliary care markets were engaged in the development of the MSP via sector led forums and a series of task and finish groups

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## **5. Financial Considerations**

- 5.1 There is no financial impact linked directly to the publication of the Market Sustainability Plan.
- 5.2 There are significant risks of increased cost pressures (affecting providers and the Council) due to the challenges set out in this report and the MSP. However, these will be managed via the usual budgeting process and where there is future development in services these will be considered separately through the relevant governance processes.

## **6 Legal Considerations**

- 6.1 There are no specific legal considerations, however the MSP has been produced as a requirement of the grant conditions for the Market Sustainability and Fair Cost of Care Fund

## **7 Equality Considerations**

- 7.1 It is intended that our approach to addressing significant sufficiency challenges in the provider market will promote the equality of opportunity for people in Devon. We want people with health and care needs to have the same opportunities as everyone else and to lead meaningful lives in their communities.

## **8 Risk Management Considerations**

- 8.1 Sufficiency Assessment is key to our risk management of the provider market. It supports understanding of where people have difficulty receiving support because of a lack of good quality providers and enables mitigating actions to ensure a sufficient marketplace. The key risks are set out in the report and are reflected in the risk register for Adult Social Care.

## **9 Summary/Conclusions/Reasons for Recommendations**

- 9.1 The MSP provides information on the significant challenges faced in the adult social care market, along with actions to help address these challenges. These actions will support efforts to establish a vibrant and sustainable care market that meets the changing needs of the people of Devon.

Tandra Forster

Electoral Divisions: All

Cabinet Member for Adult Social Care: Councillor James McInnes

Director of Integrated Adult Care: Tandra Forster

**LOCAL GOVERNMENT ACT 1972: LIST OF BACKGROUND PAPERS**

## **LOCAL GOVERNMENT ACT 1972: LIST OF BACKGROUND PAPERS**

Contact for Enquiries: Nicola Tribble, Tel No: 01392 383000

| <b>BACKGROUND PAPER</b> | <b>DATE</b> | <b>FILE REFERENCE</b> |
|-------------------------|-------------|-----------------------|
|-------------------------|-------------|-----------------------|

|                                                                                                                                  |  |  |
|----------------------------------------------------------------------------------------------------------------------------------|--|--|
| Devon County Council Market Sustainability Plan<br>(Final Version Annex C for Submission to DHSC: March 27 <sup>th</sup> , 2023) |  |  |
|----------------------------------------------------------------------------------------------------------------------------------|--|--|

[Fair Cost of Care: Devon provider engagement - Provider Engagement Network](#)





## **Section 1: Revised assessment of the current sustainability of local care markets**

### **Devon Context**

Devon County Council is the largest local authority area in the South-West of England with a population of 811,640 in 2021.

It has eight districts. These are East Devon, Exeter, Mid Devon, North Devon, South Hams, Teignbridge, Torridge and West Devon. It is a predominately rural county, albeit with a number of significant urban settlements, the largest of which is Exeter. Devon also includes Dartmoor and Exmoor National Parks, as well as five Areas of Outstanding Natural Beauty.

- The population of Devon is growing, but the working age population is declining as a share. By 2031 the proportion of over 65s is expected to increase from 26% to 29.7%. Nationally, the proportion of over 65s isn't expected to reach 25% until 2048.
- The growth in the Devon population is attributable to longer life expectancy, migration into the county and increases in planned development.

### **The workforce**

- Devon has proportionately fewer working age people compared to the rest of England, particularly those aged 16 to 49 years.
- The employment rate in Devon is slightly above the national average
- Given its aged age profile, Devon has a lower proportion of adults being economically active than is typical nationally.
- Also given its age profile, there is greater demand for adult social care, whether local authority or privately funded. This makes the adult social care workforce challenge even greater in Devon than nationally.
- Adult social care is a growing sector. Across England it has increased by 12% since 2012, and in the Southwest region it increased by 6% over the same period.
- If the workforce were to grow in proportion with the projected number of people aged 65 and over, the Southwest adult social care workforce would need to increase by 35%
- Adult Social Care is one of the biggest employers in Devon, directly employing 35,000 people. Whilst recruitment of Adult Social Care staff improved during 2020, it has now become very difficult, with heightened competition for labour across the wider economy. Brexit has also impacted with some staff returning to their native countries.
- It is estimated 2,000 staff are needed across the Integrated Care System to meet current demand and vacancies.
- Skills for Care estimates that the staff turnover rate in Devon was 39.9%, which was higher than the region average of 32.0% and higher than England, at 29.5%.
- Average earnings for Devon residents have been rising slightly faster than for the UK as a whole, but remain well below the national average.
- Lower than average wages and lack of access to affordable housing, public transport and digital connectivity has a major impact on rural communities.
- Housing is expensive: the housing affordability ratio in Devon is 10.4, which means that the average house price is almost 10 times higher than average earnings. This is higher than the England average of 8.5. This makes it difficult to attract a workforce to Devon and care wages do not support people to remain in Devon; the younger population migrate to live in other counties where housing is more affordable.

### a) **Assessment of current sustainability of the 65+ care home market**

There are 314 CQC registered residential and nursing care settings with a total of 7,900 beds, making the care home sector in Devon one of the largest in the country. The Council and NHS commission approximately 40% of all beds.

88.6% of residential/nursing services achieve a Good or Outstanding rating which exceeds all comparator averages. Many care homes are single owner companies with a small number of regional groups, this local presence may support the high-quality ratings.

Occupancy within the homes is c.86.5% which is typical to the south west but above national average, this would suggest a potential oversupply of the beds. As the Council is seeking to reduce reliance on bed-based care it is likely that not all the market will be sustainable.

In March 2022, the Council commissioned Carterwood to undertake a bespoke care home review, which highlighted the following;

- 56% of care homes in Devon were built before 1980, compared to 31% as the UK average. A number have low bed numbers (20 to 30 beds) which is less cost effective.
- Only 4% have been built since 2016. Devon has not seen the same level of investment from national groups in this sector.
- 18% of the beds in the market do not have an ensuite bathroom, and only 17% of older person beds have a wet room
- By 2030 the market will be undersupplied for dementia needs
- Many homes are in rural locations which impacts access to utilities, services, transport and ultimately workforce.
- Care needs cannot always be met due to limitations of the buildings, making it more difficult to find suitable placements for people.
- Homes are less cost efficient in terms of utilities and energy saving.

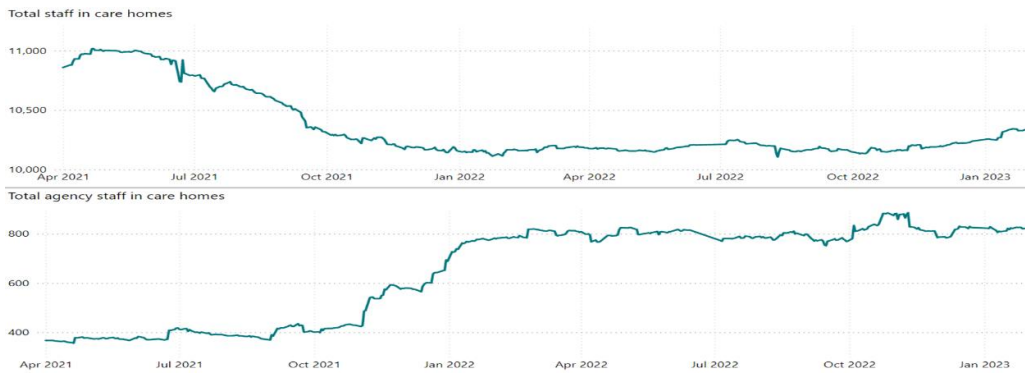
During 2021/22, 11 care homes closed (five within the older persons market), two nursing homes deregistered and four learning disability homes deregistered to supported living instead. This equated to a total loss of 285 beds (3.6% of CQC registered beds).

Based on recent history we expect to see a further shrinking of the care home market. Due to the risk factors of under 80% occupancy, high use of agency staff and small standalone providers, we could lose between 6-10 care homes equating to approx. 250 beds in the next two years.

In the next three years there are 1,490 additional beds planned through proposed new builds, and 230 additional beds through planned extensions - which could mean the net capacity will grow by approximately 1,470 beds (taking into account expected losses too). However, current build and labour costs as well as financing costs may prevent this growth.

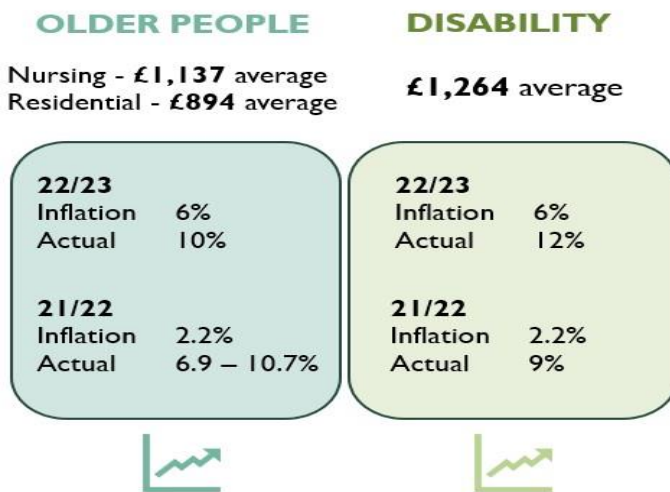
Providers have told us that workforce is the biggest challenge; there are high levels of agency staff usage and beds closed due to low staff numbers.

The image below shows a sharp decrease in the care home workforce and a sharp increase in agency usage between April 2021 and January 2023



For older people, we spend more than our comparators per head of population (65 and over) on residential/nursing care. Care home costs have increased above inflation over the past two years. For April 2023/24 the council has increased fees by approximately 10%. The Older Persons fee model allows staff to be paid at a composite rate of £11.05p/h, but providers feedback is the wage element is a concern as it is difficult to recruit and retain staff, with pay and recognition being a key area for improvement.

The image below shows the current average weekly bed costs. This also demonstrates the average cost has increased above inflation in 2021/22 and 2022/23.



In summary, the care home market needs to develop and diversify to ensure sustainability. There is an over provision of general residential homes, but if a number were to exit at the same time it would be challenging to find alternative placements due to the fabric and location of the current homes. There is a need for more bedded capacity to support people with complex needs including dementia.

Nursing homes are assessed as being high risk due a to a lack of nurses in social care, the number of nurses nearing retirement, the estate (buildings not fit for purpose) and some homes are in rural settings making it hard for staff, professionals and families to access the setting.

There has not been sufficient capital investment in the care home market in Devon. Older buildings are not fit for purpose and have high costs linked to the building not being energy efficient. Neither has Devon seen large investment from national companies buying or building new homes: feedback is the county is geographically too far away to ensure sound quality assurance and oversight from the parent company.

## b) Assessment of current sustainability of the 18+ domiciliary care market

There are 181 personal care providers registered in Devon. The Council purchases 36,420 personal care hours delivered per week from 153 providers with a spot contract, of which two thirds have less than 1% of the market share, with a third having between 1% and 9%. The local authority has an annual spend of circa £34m, with self-funders equating to a third of the market (ONS).

There have been a number of new entrants to the provider market. 2022 has seen eight new providers establishing contracts with DCC, but alongside this, six existing providers have ceased to trade (or amalgamated) and four have indicated that no new council referrals will be accepted. The overall impact of this is a minimal increase in capacity with the workforce moving between providers as opposed to a net growth. Issues around workforce retention are linked to an increasing pattern of hand backs (35% increase on the preceding 12-month period) where providers are unable to continue to support packages of care. Two national providers have exited the domiciliary care market to concentrate business on housing with support models, citing recruitment and retention as influencing their decision to change business model.

80% of providers in Devon are good or outstanding. The Council does not have significant concerns with quality but has plans to introduce the Provider Assessment and Market Management Solution PAMMS to support quality monitoring and improvement.

Market sufficiency is a challenge. The council was short of circa 5,000 hours per week in January 2023, mainly due to providers being unable to recruit and retain staff in a competitive labour market. This has improved throughout February and March 2023, reducing by a third to 3,300 hours, with a significant increase in international recruitment deemed to be contributing towards this.

Capacity Tracker information indicates that the overall staff delivering home care and hours delivered has reduced proportionately, as has the level of care commissioned by the local authority.



Having a sufficient and stable workforce that is trained and skilled is the biggest concern for personal care. Due to Devon being a tourist destination there is significant seasonal impact on labour and travel time/costs

Recognising the workforce challenges facing the Devon homecare providers, in 2020 the Council invested additional funding and encouraged providers to pay their workforce a minimum of £10.00 per hour and this enhanced rate has been further increased through inflationary uplifts. The Council also recognised that its rural geography (among other factors) further challenged provision of homecare in some areas of the county, so introduced

two banded rates to provide additional contribution to provider overheads to account for rurality and other factors affecting market sufficiency.

Devon is above all comparator averages for the hourly rate for personal care, and has one of the highest and most rapidly rising rates in the country, despite continuing sufficiency challenges. The Councils average hourly fees are now at £24.92 per hour

Over 50% of the 2,100 Direct Payment recipients use funding to purchase the support of personal assistants. Devon has seen a growth in this market and as part of a specific programme. 28 micro-providers have joined and are currently engaging with the programme which is supporting new entrants to increase capacity.

In summary, the biggest anticipated risk to maintaining a sustainable home care market in Devon is workforce, a challenge shared across the wider health and social care system. Staffing is the primary asset for providers of home care, and contracting with more provider organisations does not equate to more capacity with many staff migrating across agencies.

Current spot contracting is diluting the ability to maximise economies of scale and work on a strategic level in partnership with the market.

## **Section 2: Assessment of the impact of future market changes between now and October 2025, for each of the service markets**

### **Continuing Current Trends**

Items noted above, such as an oversupply of residential care and aging capital stock, will, if nothing changes, continue to have a worsening effect on the provision of care. There could be a “downward spiral”, as lack of investment leads to both lower efficiency and to homes being less able to attract residents. This in turn would increase costs, reduce competitiveness, and limit opportunities to invest further

### **Economic Pressures**

Price inflation will continue to put pressure on all providers and will threaten the viability of some. For care homes, energy costs, especially heating, and food costs will be particularly important. For domiciliary care fuel costs are likely to be the most important price consideration. These goods are largely imported or dependent on international pricing, so if sterling continues to depreciate, prices will continue to rise, even if international prices are unchanged.

Wage pressures for the reasons noted in the previous section are very likely to remain critically important – partly due to existing inflation but also due to wage increases in other sectors, and a general shortage of labour. It is likely that wages in this sector will have to rise more than elsewhere in order to maintain a sufficient, stable and skilled workforce.

Many providers, especially providers of residential and nursing care, will be severely affected by higher interest rates, short term and long term. The extent of this will vary greatly depending on the extent of debt versus ownership. It is also possible that access to funds may be restricted when loans fall due.

The level of uncertainty engendered by the current economic outlook is itself very damaging to business confidence, and even without higher interest rates, this is likely to lead to hesitation and lower or at least delayed investment.

## Section 3: Plans for each market to address sustainability issues

### The Fair Cost of Care and Market Sustainability Fund 2022/23

The Fair Cost of Care Exercise was completed in October 2022 and the final report published in February 2023

[Cost of Care: Devon provider engagement - Provider Engagement Network](#)

The Cost of Care report sets out some of the challenges the council experienced in undertaking the Fair Cost of Care exercise, and the council is not confident the median rates are an accurate reflection. The Council recognises the importance of additional engagement with care providers to ensure both the Council and providers have a shared understanding of the cost of providing care in Devon.

The council was allocated £2.4m in 2022, and £1.8m was allocated to care home and personal care providers in recognition of workforce challenges. The funding was apportioned on a 70:30 care home / personal care split.

### The Plan

The Council and NHS Devon developed a joint strategic approach to supporting people to live independently in Devon 2020 to 2025. The aim is to shift away from traditional residential care models and to increase the range of good quality homes across Devon, and make it easier for people to remain in their current home or to move between different housing options to develop their independence. We are working in partnership with NHS colleagues and providers to increase the range of housing and accommodation for older people to sustain and/or maximise their capacity for independent living.

To achieve the strategic aim the Council will:

- collaborate with partners to identify solutions to attract the right workforce into the sector.
- improve engagement networks to support provider co-production and collaboration in designing services for the future (Institute of Public Care, Oxford Brookes have been commissioned).
- work closely with district authorities to support the provision of accommodation for key workers
- commission alternatives to 'traditional care' models, reducing the reliance on bed based care.
- develop our community services offer: micro providers, Extra Care Housing, Supported Living
- enhance our use of technology, digital solutions and equipment to support better cost-effective outcomes for people.

### 65+ care homes market

Recognising the current risks in the care home market the council will:

- focus on all care homes, including learning disabilities and mental health
- complete the nursing assessment which will set out a full needs profile, workforce strategy by March 2024
- complete a holistic review for dementia care (contract, cost and wrap around support)
- investigate capital investment opportunities (including carbon net neutral) to make our homes fit for the future.
- work with ICB to ensure we have short term placements to meet people's needs and support wider system flow

## **18+ domiciliary care market**

Recognising the current risks in the personal care market the council will:

- undertake a review of community-based services, to include learning from the pandemic and changes to national policy and strategy, by May 2023
- refresh our needs assessment for personal care to inform a workforce skills appraisal & strategy
- co-design and co-produce strength-based models of service delivery that will promote independence and maximise reablement / recovery and TECs
- seek growth of volume through strategic partnerships – stabilising the workforce
- support people who choose to purchase their support via a direct payment, or personal health budgets and continue to promote the growth of micro provision within Devon





Corporate Infrastructure and Regulatory  
Services Scrutiny Committee

# Motor Homes Task Group

March 2023

# Agenda Item 11

## 1. Recommendations

The task group asks the Corporate Infrastructure and Regulatory Services (CIRS) Scrutiny Committee to endorse and the Cabinet to take action on the recommendations below, with a report against progress of the recommendations to the Corporate Infrastructure and Regulatory Services Scrutiny Committee in 9-12 months' time:

|          | <b>Recommendation</b>                                                                                                                                                                                                                                                                                                                       | <b>Agency</b>                                    |
|----------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------|
| <b>1</b> | Write to invite District Councils to review their policy on motorhomes and motor caravans in liaison with one another to ensure that there is a consistent approach across the County.                                                                                                                                                      | Cabinet Member                                   |
| <b>2</b> | Devon County Council, in partnership with District Councils to dedicate a webpage to provide clear and accessible information for motorhome users including outlining parking restrictions, good practice and available off street facilities                                                                                               | Communications team in conjunction with Highways |
| <b>3</b> | The Council's definition of motorhomes / motor caravans within its Traffic Regulation Order be reviewed to more appropriately reflect current parking practices and enable consistent enforcement of rules with regards to vehicles being used in the manner of a motorhome (but which have not been permanently converted).                | Highways Team                                    |
| <b>4</b> | The Council adopts a consistent approach to managing parking for motorhomes and motor caravans for areas that it controls, , to allow for consistent enforcement and clarity for motorhome users. This would include consistent times for restrictions to apply. This would typically focus on key destinations such as seafront locations. | Highways team                                    |

## 2. Introduction

On 22 July 2022 a reference was made by the East Devon Highways and Traffic Order Committee to the Corporate Infrastructure and Regulatory Services Scrutiny Committee (East Devon Highways and Traffic Orders Committee, 2022). At the 22<sup>nd</sup> September 2022 meeting of the scrutiny committee it was resolved:

“(a) that a Task Group be established (comprising Councillors Bullivant, Hartnell, Roome and Trail to consider a county-wide policy for the provision of longer and short term sites for Recreational Vehicles and Campers etc (with reference to include issues outlined above);

“(b) that this Task Group be included in the Committee’s Work Programme with a view to completion by Easter 2023.”

(Corporate Infrastructure and Regulatory Services Scrutiny Committee, 2022)

The Terms of Reference for the task group were:

- To understand the benefits and frictions that surround motor homes.
- To examine the impact of overnight parking on local residential areas
- To examine the above with reference to seafront areas and other tourist destinations throughout the whole area of Devon.
- To consider what a county-wide consistent and clear policy for the provision of longer- and short-term sites for Recreational Vehicles and Campers with associated amenities and services should include, recognising the unique challenges of different areas of the county in developing the policy.

The group wanted to explore opportunities for the County Council to support motorhome visitors and also take account of the views of residents. A specific idea that the task group had was to understand if there are Devon County Council-owned sites that might appropriate to utilise for the development of motorhome facilities. Members were also keen to understand what regulations could be considered for implementation and the challenges of enforcement.

The Task Group met four times, with officers and members undertaking their own individual research. A number of witnesses were invited to these meetings, or to contribute information for consideration by the task group, including Devon County Council staff, officers from district authorities and wider organisations such as The Caravan Club.

## 3. Background

The Task Group sought to understand the legislative and enforcement background in Devon regarding how the county approaches motorhomes, what responsibilities Devon County Council holds as an authority and what is delegated to districts.

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## Residents Parking

On-street parking is controlled by Devon County Council as Highway Authority. One of the issues encountered by the task group was residents storing their large vehicles on streets, particularly during the winter. Devon County Council currently cannot act on vehicles staying long-term on streets that are currently licensed, taxed and hold a valid MOT and are therefore parked there perfectly legally. Motor caravans are conspicuous, but if an authority implements periods of no waiting, or campervan specific restrictions, to try and stop continuous parking activity then those owners would likely simply move their vehicle to the closest area without such restrictions. This would mean the authority would then be 'chasing them around' via costly Traffic Regulation Orders which represents a massive maintenance liability and effort, probably disproportionate to the problem.

Regarding winter storage, the task group did note that the main concerns voiced by residents regard improper facility usage, parking and so on at key areas (seafronts and other visitor destinations) and the impact on residents of this. Members considered that during winter motorhomes tend to be parked on appropriate roads, and are not used, and therefore do not generate the same volume of complaints from residents.

## Existing Restrictions

Where there have been issues identified with motorhomes or motor caravans<sup>1</sup> parking in on-street parking spaces (such as seafront locations in Exmouth and Dartmouth) Traffic Regulation Orders have been introduced to prohibit parking either at all times or overnight. The core issue here then becomes enforcement. It has been observed anecdotally by parking enforcement officers, and corroborated by witnesses from districts, that some motor caravans will only park overnight at times that they are reasonably sure an enforcement officer will not catch them due to normal hours, for instance parking late at night and leaving early in the morning, effectively circumventing the existing restrictions.

Penalty Charge Notices (PCNs) for motorhomes come under Penalty Charge Notice contravention code 23 which refers to parking by the wrong class of vehicle in a designated space, namely there is no specific motorhome contravention for instance, the same contravention would be used for a car parking in a coach bay. Of the 317 PCNs issued within Devon under code 23 from January to November 2022 (when the data was presented to the task group), only 12 are confirmed to have related to motorhomes.

There is difficulty in enforcement in that often vehicles will not meet the definition of being a "motorhome". The definition of a motorhome currently used by Devon is that included in the Road Traffic Regulation Act. This defines it as a vehicle with living accommodation that has been permanently installed. This could be seen as a limiting factor as some vehicles will have temporary accommodation installed and therefore function in much the same way. For example, a large van with a mattress

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<sup>1</sup> The terms 'motorhome' and 'motor caravan' are used interchangeably throughout this report.

in the back would not be classified as a motorhome under the current definition as this does not constitute a permanent conversion, but this van will be being used in the same manner as a vehicle that has been permanently converted. Authorities have the power to use a different definition of a motor caravan if they wish within their Traffic Regulation Order and enforce based upon that definition.

## **Car parks**

It is district councils that manage most car parks across Devon, with the County Council not participating in the daily management of these car parks. However there is a relation between on-street parking and car parks, as in many districts (as covered below) there are adequate off-street provisions to allow motor caravans to park overnight where desired. A core consideration therefore becomes how to encourage motor caravan users to park where they legally can (namely, to divert them to these car parks and prevent them circumventing such on-street restrictions as covered above).

## **Information availability / signposting**

The task group felt that for motorhome users much of the information on available parking and facilities is not easily accessible. This can then mean that motor caravan users rely on third-party apps and websites that may provide advice that is not what the relevant authority would want to be disseminated. Therefore, DCC providing clear signposting in liaison with districts could help with this in line with regulations and enforcement.

## **4. Provision of Facilities**

Councillors recalled concerns raised by local residents and businesses about motor caravan users using their facilities – such as ‘sneaking in’ to use hotel facilities like toilets and emptying their own waste down street drains. They felt that generally most motor caravans should have self-contained toilet facilities, and that it is likely to be a minority of people undertaking these behaviours but that it was worth considering.

The task group queried with the Estates team at Devon County Council around what council-owned land might be available if the task group were to recommend the development of facilities for motorhome users, with nothing suitable being identified.

Members were advised that any conversion of land for a variety of purposes could have large implications. For example, it had been suggested that the Council could try and encourage farmers or those with surplus land to rent it out for winter storage of motorhomes. However, the task group heard that this would not be a simple solution as it would be liable for business rates and may not therefore be an attractive prospect for landowners. Concerns were also raised that there may be issues relating to ensuring the vehicles are secure and not vulnerable to break-ins. This could also lead to improper use of the land such as motor caravan users living on these areas rather than using them for vehicle storage.

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## 5. District Councils

The task group invited representatives from a number of districts and heard from South Hams, East Devon and Torridge. The task group wished to understand the approach of districts and the rationale behind their approaches, taking into consideration the specific policies and the evidence that had informed these.

### South Hams

South Hams had recently (1<sup>st</sup> December 2022) submitted a report to its executive regarding its Motorhome Policy and proposed the permanent adoption of the proposed Motorhome Policy in 5 car parks (Widdicombe, 2022). This followed an 18-month trial scheme on 9 sites and public consultation, the response to which was very mixed.

The policy itself allowed self-contained motorhomes to park for a maximum stay of two consecutive nights with no return within 48 hours. This costs £10.00 per night and is in operation between 6pm to 9am.

- Longmarsh Car Park, Totnes was the most popular by far in the trial period and attracted a number of complaints, including issues of antisocial behaviour / noise and in particular defecating in bushes and emptying waste in the nearby river. The other sites did not receive complaints of this specific nature.
- Positive anecdotal feedback included that people have stopped in towns and used local services such as restaurants and shopping, having spent money that would otherwise not have been spent in the local economy.
- Significant monitoring and enforcement took place during the trial – it has taken investment of time and money to ensure the right recommendations in the report to the Executive. The standard enforcement rota is 7am – 7pm, but important out-of-hours enforcement visits took place (468 of them) which proved key in catching those contravening the rules.
- Services such as showers are not offered to motorhome and motor caravan users because South Hams do not want to compete with local campsites – the car parks are for people who require a short stay while going on to other sites. This is reflected in the vehicles that are allowed to use these parking services – namely that there is an expectation they have their own facilities to use for up to two nights.
- Rules and regulations are clearly advertised in the car parks.

### East Devon

East Devon had recently submitted a report to its Cabinet for the adoption of a framework policy for campervans, vans and motorhomes using East Devon District Council pay and display car parks. This had been on trial for a number of years.

Where previously there was a 3-day maximum stay, this had been removed following public consultation and feedback. The EDDC planning team has raised concerns about how this impacts the use of parking services and brings car parks more into campsite territory amidst concerns they should not be competing with campsites.

The cost of the Exmouth pilot is £11 per night – deliberately inexpensive to ensure that overnight motorhome, van and campervan users were not deterred from using the allocated sites. Discussions have been had around increasing this to, as an example, £20 and including some facilities beyond the currently available 24-hour toilets but plans had not come to fruition at that point.

Problems faced include reports of antisocial behaviour as well as approximately 20 ‘van lifers’ currently residing in one of the car parks in Exmouth (Estuary) but in the absence of alternative places for them to go there is little appetite to remove them. It has been considered to attempt to ‘spread out’ the issue i.e. encourage the ‘van lifers’ to use multiple car parks, decreasing the amount in each.

East Devon’s approach to what constitutes a motorhome or motor caravan is ‘active sleeping’ – namely if it is being used for domiciliary functions then it counts, in spite of any official classification of the specific vehicle:

“3.4 The intention is that this policy will apply to ANY vehicle that is being used to provide accommodation for an overnight stopover. For the avoidance of doubt, this includes any lorry, truck, van or car that is being used for sleeping in one of our public car parks between the hours of 22:00 - 08:00.” (East Devon District Council, 2022)

## **Torrige**

Torrige has had a motorhome parking policy operating for a number of years. The policy covers five car parks and allows for overnight parking on two consecutive nights. This period has been set by Torrige because for longer periods, rubbish and waste water tends to accumulate. Torrige do not provide facilities and have no plans to change this. They are clear that they do not wish to compete with campsites, taking the same approach as South Hams.

Except in one location, Torrige does not use dedicated motorhome bays – instead they utilise normal bays and rule that motorhome users must pay for the number of bays used if the vehicle is longer than one bay. The cost is £8 per bay per night for most of the car parks; Churchfields, Appledore is the exception which, as the most popular in the District, costs £15 per bay per night.

The charging period is 6pm to 10am. Their website stipulates:

- NO Barbeques or Open Fires
- NO Awnings/Extensions to be erected

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- NO Tables & Chairs to be used outside of the vehicle.

Points highlighted in discussion included:

- Problems with waste for those staying longer than 2-nights, and therefore it has been proven important to be strict on these limits.
- Monitoring has proven difficult with people often arriving at 8pm and leave at 7am, which is outside of standard monitoring hours, and hard to catch out. There is a cost implication to getting enforcement officers to check outside of standard hours.
- Local businesses know regular motorhome users and have expressed that they are good for the local economy.
- Motorhome users have also written to the Council to express that they like the parking system and are incentivised to spend money in local businesses (often preferring this over using their own on-board cooking facilities for example).
- There is clear signage that is moved around sets out expectations of payment, behaviour and so on clearly.

## **Key takeaways from Districts**

### Residential Parking

Questions were asked to district representatives regarding problems with residential streets. Although parking on these streets is the remit of the county council, districts are well placed to comment as they receive much of the feedback from service users and residents. From these questions there was no clear solution posed and it was seen that there were two similar but distinct problems:

- people with motorhomes who have no place to park them so do so on residential streets as storage; and
- visitors parking on residential streets.

These would be in many areas already covered by residents parking schemes. In those schemes a resident that is entitled to residents parking permits may choose to use these on a motorhome if they own one. Complaint is on occasion received by other residents as it is often felt that larger vehicles that take up more space to park should not be allowed a permit. For those without residents parking permits, enforcement will be carried out.

However, in the case of unrestricted areas a case-by-case approach would be needed – namely to address problem areas as and when they develop. Care must be given to not fall into a costly cycle of implementing parking restrictions on a ‘problem street’ to only move the problem along and continue this – essentially ‘chasing the problem’ from street to street.



The observations from the districts regarding problems within residents' parking scheme areas were reflective of the earlier views of the task group.

## Problems and Concerns

Enforcement and monitoring propose problems. Flexibility was highlighted as key in:

- Rules regarding distance between vehicles – there may be rules specific to car parks for fire and other safety reasons, but no contravention code exists around 'vehicle closeness.' As an example, Torridge stipulates 6m distance between vehicles but this allows parking officers to seem fair in requesting a distance less than this but still safe.
- Monitoring and enforcement, in terms of shift patterns and adjustments made to ensure that contraventions are caught and people are following the rules.

Concern was raised around the role of Devon County Council in imposing rules and regulations on districts, who are the ones who know what works for them and run their own car parks, which the task group has strongly noted in the development of its recommendations.

## Provision of Facilities

The consensus on providing authority-managed facilities for long term use by motorhomes was that district councils were reticent to do this. They stressed that, from their perspective, they did not want their car parks to 'compete' with locally run campsites by providing similar services and facilities such as showers and electric charging points. The car parks that allow limited overnight stays (such as a two-night maximum) are designed only for motor caravan users to use short-term with the expectation that if they wish to stay somewhere longer term (three nights or more, for instance) they will go to a campsite specifically designed for this.

## Advertisement

Advertisement of policy and restrictions – both online and via signage in the specific car parks – were considered important. Officers and councillors observed that it was difficult to find accurate information on motorhome facilities online and that what information was available was often inconsistent across the county, with some districts providing far more detail than others. Additionally third-party sites often relayed incorrect information, with online forum users providing anecdotal advice that did not always line up with official restrictions or that might be out of date. The task group felt, therefore, that there is work to be done to link up motorhome policies to allow for a coherent message across the county, to ensure motorhome users could access this information easily, and that it was clear for every motor caravan user across Devon.

## **6. Other County Councils**

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It was initially planned to invite representatives from other county councils to speak to the task group about their experiences with enforcement regarding motorhome and motor caravan users for insight and to help the task group pave a way forward for Devon. However, upon contacting the County Councils Network and undertaking independent research, the task group was unaware of any other two-tier county council that had a specific motorhome or motor caravan policy of a form that may have been useful for investigation.

Appendix 1 to this report highlights the independent research done, with the conclusion that all other two-tier councils delegate car park functions in their near totality to district councils. It was noted that the development of any county council policy would be new ground. The strong views of districts regarding their hesitance for county council involvement were also given strong consideration.

## 7. Conclusion

The economy of Devon relies heavily on tourism, with visitors from outside the county – as well as those travelling within its boundaries – valuing the unique sites of the county. As such, members of the task group were conscious that a balance must be struck between the expectations of motorhome and motor caravan users (who, the task group heard, contribute more to local economies when they feel welcome and provided for) and the residents who have concerns about the behaviour and presence of motorhomes in their local areas, particularly antisocial behaviours such as public waste disposal. The task group recognises that there is no easy solution to the issues surrounding motorhome parking in residential areas, which is the remit of Devon County Council, with the issues presented particularly around residents and on-street parking proving problematic. Road-legal motor caravans parked in these areas with a valid permit are therefore doing so legally; and to impose restrictions on specific streets may only serve to move the problem along.

In its recommendations, the task group has tried to propose realistic, practical measures in its immediate remit in order to provide consistent and clear information for motorhome and motor caravan users, as well as expanding the definition to allow clarity and consistency for enforcement of regulations. It is the hope of the task group that wider collaboration between Devon County Council and the districts in the area on their policies and the information provided can increase the quality of provision for motorhome users. The task group does also recognise that districts have first-hand experiencing of managing the concerns of residents and the concerns of motorhome and motor caravan users, and that their expertise and local knowledge should be acknowledged.

## 8. Sources of Evidence

The Task Group heard testimony from a number of witnesses and would like to express sincere thanks to the following people for their contribution and the information shared.

|                         |                                 |                             |
|-------------------------|---------------------------------|-----------------------------|
| <b>Christopher Rook</b> | Traffic Management Team Manager | Devon County Council        |
| <b>Emma Widdicombe</b>  | Senior Specialist               | South Hams District Council |
| <b>Richard Easthope</b> | Parking Services Manager        | East Devon District Council |
| <b>Steve Macey</b>      | Parking Services Supervisor     | Torrige District Council    |

Thanks also to Emma Ingle (Corporate Asset Manager, Devon County Council) who explored possible council-owned lands that could be developed for motorhome facilities.

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## 10. Task Group Membership

The Spotlight Review was chaired by Councillor Jeff Trail BEM and membership was as follows:

| Corporate Infrastructure and Regulatory Services Scrutiny Committee |                            |
|---------------------------------------------------------------------|----------------------------|
| Councillor Jeff Trail                                               | Councillor Phil Bullivant  |
| Councillor Alistair Dewhirst                                        | Councillor Marcus Hartnell |

|                      |  |
|----------------------|--|
| Councillor Ian Roome |  |
|----------------------|--|

## 11. Contact

For all enquiries about this report or its contents please contact

Fred Whitehouse, Scrutiny Researcher ([fred.whitehouse@devon.gov.uk](mailto:fred.whitehouse@devon.gov.uk))

## 12. Appendix 1 – Approach of Other County Councils

| Local authority                                | Does the County Council manage parking?                                                                                                                                                                                                                        | Notes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <a href="#">Cambridgeshire County Council</a>  | No – at District level.                                                                                                                                                                                                                                        | <a href="http://www.park-my-motorhome.co.uk/english/Cambridgeshire/">http://www.park-my-motorhome.co.uk/english/Cambridgeshire/</a><br>- “There is no information on this website for motorhomes” – referring to the Cambridgeshire County Council website.<br>Example of district parking: <a href="https://www.eastcambs.gov.uk/parking/car-parks-ely">https://www.eastcambs.gov.uk/parking/car-parks-ely</a>                                                                                                                                                                                                                                                                                                                    |
| <a href="#">Cumbria County Council</a>         | <a href="https://cumbria.gov.uk/elibrary/Content/Internet/544/43502155832.pdf">https://cumbria.gov.uk/elibrary/Content/Internet/544/43502155832.pdf</a><br>This is for 4 County Council-owned car parks.<br><br>All other car parks managed at District level. | <a href="http://www.park-my-motorhome.co.uk/english/Cumbria/">http://www.park-my-motorhome.co.uk/english/Cumbria/</a><br>- “There is no information on this website for motorhomes. It directs you to the websites below for car parking information.” – referring to Cumbria County Council website.<br>Policy to the left defines: “motor caravan or camper – a vehicle which provides fixed sleeping arrangements”.<br>Also says (Part III) – “25. No minibus or motor caravan shall use a parking place unless otherwise authorised”<br>County Hall Car Park, Kendal seems to be the only car park that does not explicitly ban the parking of motor caravans (vehicle category G) as seen in the various ‘Schedule 3’ tables. |
| <a href="#">Derbyshire County Council</a>      | No – at District level.                                                                                                                                                                                                                                        | <a href="https://www.derbyshire.gov.uk/transport-roads/roads-traffic/parking/car-parking.aspx">https://www.derbyshire.gov.uk/transport-roads/roads-traffic/parking/car-parking.aspx</a><br>Directs to district websites.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <a href="#">East Sussex County Council</a>     | No – district level.                                                                                                                                                                                                                                           | <a href="https://www.eastsussex.gov.uk/parking/pay-display/car-parks">https://www.eastsussex.gov.uk/parking/pay-display/car-parks</a><br>Directs to District websites.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| <a href="#">Essex County Council</a>           | No – district level.                                                                                                                                                                                                                                           | <a href="http://www.park-my-motorhome.co.uk/english/Essex/">http://www.park-my-motorhome.co.uk/english/Essex/</a>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| <a href="#">Gloucestershire County Council</a> | No -district level except Park and Rides.                                                                                                                                                                                                                      | Unclear if Park and Ride allows motorhome parking. Other car parks managed by Districts.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <a href="#">Hampshire County Council</a>       | Most run by Districts.                                                                                                                                                                                                                                         | <a href="https://www.hants.gov.uk/transport/parking/durngate-car-park">https://www.hants.gov.uk/transport/parking/durngate-car-park</a> -- Durngate, County Council run. Not clear if allows Motorhomes.<br><br>Parking policy ( <a href="#">here</a> ) does not refer to motorhomes, motor caravans.                                                                                                                                                                                                                                                                                                                                                                                                                              |

| Local authority                                | Does the County Council manage parking?                               | Notes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|------------------------------------------------|-----------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <a href="#">Hertfordshire County Council</a>   | Most run by Districts.                                                | Does not seem to be a link to Districts on their website; overall absence of parking information, and am able to find district parking info via Google.                                                                                                                                                                                                                                                                                                                                                                                                              |
| <a href="#">Kent County Council</a>            | No – run by districts including Park and Ride.                        | <a href="https://www.kent.gov.uk/roads-and-travel/travelling-around-kent/parking/nuisance-parking">https://www.kent.gov.uk/roads-and-travel/travelling-around-kent/parking/nuisance-parking</a><br>- ‘Nuisance parking’ – again, dealt with by districts.                                                                                                                                                                                                                                                                                                            |
| <a href="#">Lancashire County Council</a>      | No – districts, some exceptions.                                      | <a href="https://www.lancashire.gov.uk/roads-parking-and-travel/parking/preston-bus-station-car-park/">https://www.lancashire.gov.uk/roads-parking-and-travel/parking/preston-bus-station-car-park/</a><br>- Bus Station car park; height restriction.<br><a href="https://www.lancashire.gov.uk/roads-parking-and-travel/public-transport/park-and-ride/">https://www.lancashire.gov.uk/roads-parking-and-travel/public-transport/park-and-ride/</a><br>- Park and Ride info<br>- None explicitly refer to motorhomes; some do have height and weight restrictions. |
| <a href="#">Leicestershire County Council</a>  | On-street only.<br>Off-street is districts.                           | “We control no marked out off-street parking spaces available for public use.”<br><a href="https://www.leicestershire.gov.uk/roads-and-travel/cars-and-parking/controlled-parking-spaces">https://www.leicestershire.gov.uk/roads-and-travel/cars-and-parking/controlled-parking-spaces</a>                                                                                                                                                                                                                                                                          |
| <a href="#">Lincolnshire County Council</a>    | On-street and coastal countryside.<br>Districts do car parks.         | <a href="https://www.lincolnshire.gov.uk/news/article/800/new-regulations-for-coastal-car-parks-from-november">https://www.lincolnshire.gov.uk/news/article/800/new-regulations-for-coastal-car-parks-from-november</a><br>- Banned overnight stays in ALL coastal car parks<br>- Negatively received by CAMBRA ( <a href="https://campra.org.uk/forum/viewtopic.php?t=755">https://campra.org.uk/forum/viewtopic.php?t=755</a> )                                                                                                                                    |
| <a href="#">Norfolk County Council</a>         | No – local councils.                                                  | <a href="https://www.norfolk.gov.uk/roads-and-transport/roads/parking/civil-parking-enforcement-and-legal-orders">https://www.norfolk.gov.uk/roads-and-transport/roads/parking/civil-parking-enforcement-and-legal-orders</a>                                                                                                                                                                                                                                                                                                                                        |
| <a href="#">North Yorkshire County Council</a> | No – local councils<br>Does run on-street.                            | <a href="https://www.northyorks.gov.uk/council-car-parks">https://www.northyorks.gov.uk/council-car-parks</a><br><a href="https://www.northyorks.gov.uk/controlled-parking-zones">https://www.northyorks.gov.uk/controlled-parking-zones</a><br>- There is an FAQ at the bottom which asks about motorhomes; the answer refers to Park and Rides and streets. Park and rides are NOT overnight.<br>Everything else will be district level.                                                                                                                           |
| <a href="#">Nottinghamshire County Council</a> | Notts Parking Partnership                                             | <a href="https://www.nottinghamshire.gov.uk/transport/parking/parking-enforcement">https://www.nottinghamshire.gov.uk/transport/parking/parking-enforcement</a> ; ‘About Notts Parking Partnership’ still directs to districts for off-street; on-street is County.                                                                                                                                                                                                                                                                                                  |
| <a href="#">Oxfordshire County Council</a>     | Car parks are district councils; 2x Oxford park and rides Council run | <a href="https://www.oxfordshire.gov.uk/residents/roads-and-transport/parking/where-park/car-parks">https://www.oxfordshire.gov.uk/residents/roads-and-transport/parking/where-park/car-parks</a>                                                                                                                                                                                                                                                                                                                                                                    |

| Local authority                               | Does the County Council manage parking? | Notes                                                                                                                                                                                                                                                                          |
|-----------------------------------------------|-----------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <a href="#">Somerset County Council</a>       | District run                            | Soon to be unitary                                                                                                                                                                                                                                                             |
| <a href="#">Staffordshire County Council</a>  | Off-street is districts                 | No clear motorhome info except referencing residents schemes.                                                                                                                                                                                                                  |
| <a href="#">Suffolk County Council</a>        | Districts                               | East Suffolk District -- <a href="https://www.eastsuffolk.gov.uk/news-archive/larger-campervans-to-be-allowed-in-12-car-parks/">https://www.eastsuffolk.gov.uk/news-archive/larger-campervans-to-be-allowed-in-12-car-parks/</a><br>- Reversed a ban, campervan over concerns. |
| <a href="#">Surrey County Council</a>         | Districts                               |                                                                                                                                                                                                                                                                                |
| <a href="#">Warwickshire County Council</a>   | Districts                               |                                                                                                                                                                                                                                                                                |
| <a href="#">West Sussex County Council</a>    | Districts                               | <a href="http://www.park-my-motorhome.co.uk/english/w-sussex/">http://www.park-my-motorhome.co.uk/english/w-sussex/</a>                                                                                                                                                        |
| <a href="#">Worcestershire County Council</a> | Districts                               |                                                                                                                                                                                                                                                                                |



Corporate Infrastructure and Regulatory Services  
Scrutiny Committee

# Cost of Living Spotlight Review

March 2023

## 1. Recommendations

The Spotlight Review asks the Corporate Infrastructure and Regulatory Services (CIRS) Scrutiny Committee and Cabinet to endorse and act on the recommendations below, with a report against progress of the recommendations to the Corporate Infrastructure and Regulatory Services Scrutiny Committee in 6 months' time:

|    | Intention                                                                                               | Recommendation                                                                                                                                                                                                                                                           | Lead                                                         |
|----|---------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------|
| 1. | Ensure that people and organisations who are eligible are making use of resources they are entitled to. | <ul style="list-style-type: none"> <li>a. All Councillors to have a resource list and to be invited to subscribe to Devon Funding News to keep up to date on available resources.</li> <li>b. Wider and regular publicity of the Household Support Fund (HSF)</li> </ul> | Communities team in liaison with comms and District Councils |
| 2. | The Council champions the wellbeing of Council employees.                                               | Write to the LGA to join the lobbying for a local government discount card, similar to the Blue Light scheme for health and social care workers, for all Devon County Council staff in recognition of their valuable role in society.                                    | The Leader                                                   |
| 3. | The Council supports partners in their efforts to help vulnerable people.                               | That the Council writes to Districts to identify if there is scope to align council tax reduction schemes across Devon.                                                                                                                                                  | Cabinet                                                      |
| 4. | To help alleviate the energy crisis                                                                     | That the councils ask Government to intervene and reduce the energy price cap at the end of March.                                                                                                                                                                       | Cabinet                                                      |
| 5. | To alleviate poverty                                                                                    | Ask Government to review the current mechanisms for supporting those in need.                                                                                                                                                                                            | Cabinet                                                      |

## 2. Introduction

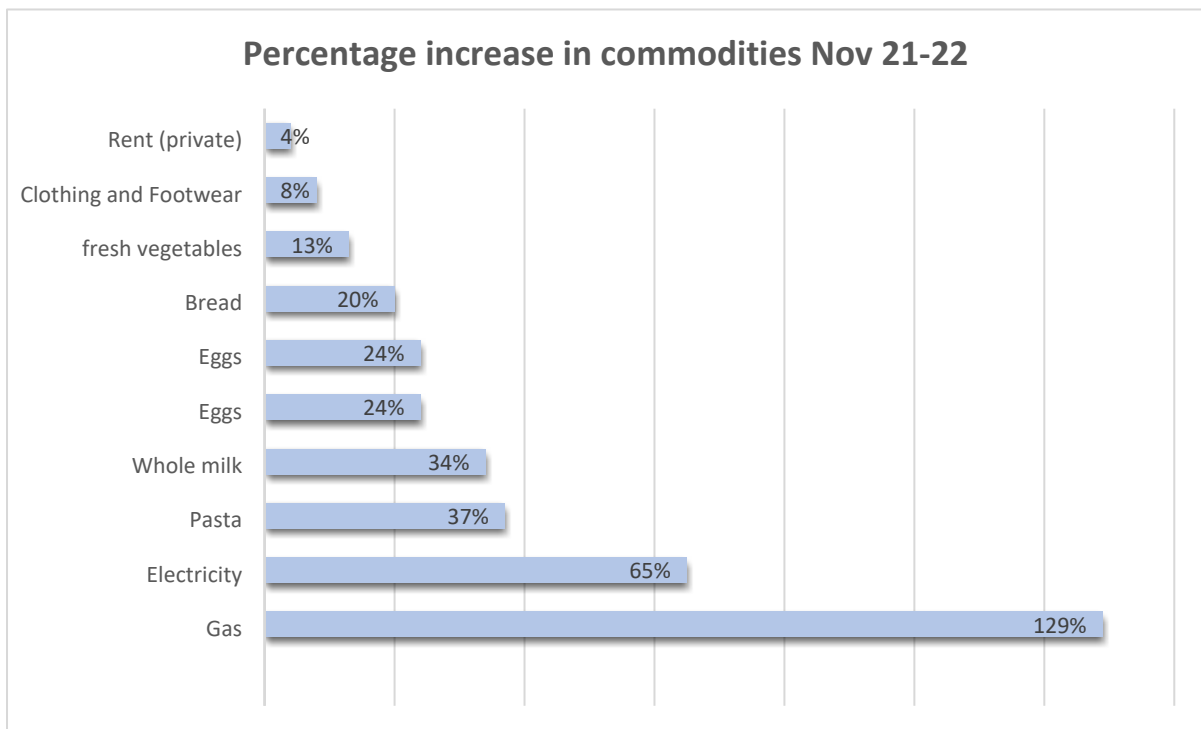
- 2.1 In their roles as local Councillors and community champions, Members of the Council expressed their concern for vulnerable residents with the recent sharp increase in the cost of living. This includes inflationary pressures on necessities such as food as well as significant increases in the cost of fuel and energy. Members also sought to understand the impact that cost-of-living increases are having on Devon County Council's (DCC) staff. This Spotlight Review was established to develop a strategic understanding of these challenges across Devon and to see if there is scope to improve the offer and support to residents and community groups as well as to ensure that the Council as a corporate entity is doing everything possible to support staff.
- 2.2 The Spotlight Review was initiated and led by the CIRS Scrutiny Committee, with an invitation to Scrutiny Members across the Council to participate in the Spotlight Review in recognition of the cross-cutting impact of the cost-of-living crisis and to draw on Member experience across all three Scrutiny Committees.
- 2.3 One of the Council's key priorities in its Strategic Plan 2021-2025 was to "tackle poverty and inequality" and the Annual Action Plan 2022-23 focuses "to give extra help and support to vulnerable people and families disproportionately affected by the pandemic, or struggling to cope with poverty, inequality and the emerging cost-of-living crisis" (Devon County Council, 2022).
- 2.4 The scope of the review was as follows:
- To examine the impact of the cost-of-living crisis on Devon residents.
  - To gain an understanding of the role of the Council in supporting Devon residents.
  - To identify and explore practical solutions that could be implemented by the Council so to reduce this impact and protect those at risk of falling into poverty.
  - To examine the impact of the cost-of-living crisis on the provision of Council services.
- 2.5 The focus of the review was to gain a snapshot of the challenges facing both residents in Devon and actions that the Council is currently taking to support them, as well as understanding what the Council as a large local employer can and is doing to support its own staff.
- 2.6 The Spotlight Review took place on Monday 19<sup>th</sup> December 2022 in a remote meeting via Teams. Preparatory meetings were held on the 16<sup>th</sup> and 28<sup>th</sup> November 2022. Membership of the Spotlight Review is detailed at the end of this report.

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## 3. The Cost-of-Living Crisis

3.1 There is a cost-of-living crisis in Devon and nationally. Amidst attempted recovery from the Coronavirus pandemic there have been a succession of problems faced by governments and consumers and demand for energy and other commodities has considerably outstripped the supply. Several factors have contributed to this. YouGov have observed that the invasion has interrupted global food and energy markets, whilst inadvertently affecting UK residents through the sanctions placed on Russia by Western nations (YouGov, 2022). According to the Office for Budget Responsibility, the supply chain issues and rising energy costs, coupled with a tighter than expected domestic labour market have contributed to the rapid rise in inflation (Office for Budget Responsibility, 2023). Domestic political instability within the UK has also been mooted as a reason (BBC News, 2023). Whilst acknowledging the complex myriad of contributory factors, the Spotlight Review's primary aim was to understand the impact and look to support the people to Devon.

3.2 When the Spotlight Review was held in December 2022 the UK's inflation rate (CPI) was 9.2%, still around the highest levels since the 1980s (PwC, 2023). These trends are being felt by the vast majority of the country. A survey carried out by Statista in January 2023 concluded that "92% of UK households reported that their cost of living had increased compared with a year earlier" (Statista, 2023). The cost-of-living crisis manifests in higher inflation, energy prices, and fuel and food prices. This crisis is having a significant and negative effect of the lives of people and their ability to eat and stay warm and healthy.



3.3 The increase in inflation in everyday expenditure is demonstrated on the graph above, ranging from a 4% increase in private rent (on average) to a 65% increase

in electricity and a 129% increase in the price of gas. The data was presented to the Spotlight Review with figures taken from the Office for National Statistics.

- 3.4 One of the driving forces of recent inflation, increased energy costs, has been amplified by the rapid increasing of the energy price cap, currently £4,279 as of February 1<sup>st</sup> 2023 (Department for Business, Energy and Industrial Strategy, 2022). First introduced in January 2019, the Ofgem energy price cap was set at £1,137. Now at £4,279, this dramatic increase over such a short period has resulted in a plethora of issues for families living in low-income households, namely fuel and food poverty. The current energy bill support scheme which is keeping bills at an average of £2,100 comes to an end at the end of March. Prices to consumers will rise with the average household going up by another £900 when the energy price cap goes up to £3,000 (Jones, 2023). It has been observed that addressing energy costs is a fine balancing act, where “energy providers could go bust because they can’t cover their costs” if prices are set too low by the regulator, “which reduces supply and drives up prices” (Channel 4, 2022).
- 3.5 Despite measures put in place to support households this has not been enough to solve the crisis, with the Council warning in November that spending cuts would be inevitable without help from the Government (BBC News South West, 2022).
- 3.6 While inflation overall is running at 9.2%, the Spotlight Review was told that different groups of people were experiencing different levels of pressures. The top quartile of earners are experiencing inflation at around 8% but those in the bottom quartile are experiencing inflation at around 11%. This means for the most vulnerable families in Devon, the pressures on their household budgets are most severe because lower income households spend a higher percentage of income on necessities (Institute for Government, 2022).

## 4. What does this mean for the people of Devon?

- 4.1 Many across Devon are experiencing the impact of higher fuel prices and higher food prices with the least well off especially feeling the impact of these. There are also implications of the cost-of-living squeeze more unique to Devon, with the pressures manifesting in a slightly different profile of vulnerability to the squeeze. As the most deprived areas of Devon, it would be traditionally expected that areas such as Bideford, Barnstaple and parts of Exeter would be hit the hardest by the cost-of-living crisis. This still holds generally true, with many (especially low-income) Devon residents across the county vulnerable to the large impacts of the crisis. However, and specifically around fuel poverty, the geography of impact has shifted with coastal and rural areas being far more impacted by the cost-of-living squeeze than has been seen before during other economic downturns.

### Fuel and energy

- 4.2 Due to its rural and coastal nature, Devon also faces additional challenges not necessarily felt in by other parts of the country. Devon has a higher rate of fuel poverty (13%) than the UK average (10.6%) (Devon County Council, 2022) and

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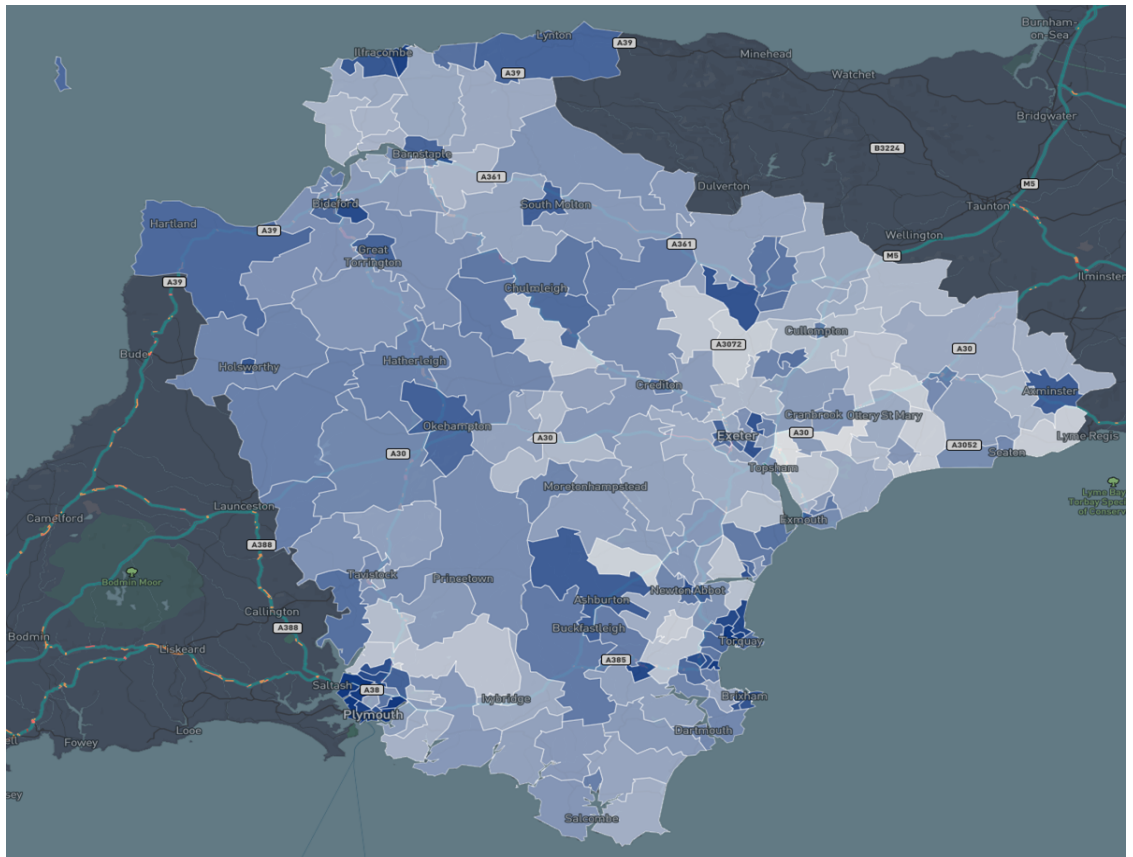
consequently, the effects of the cost-of-living crisis and increasing energy prices affect the residents of Devon more profoundly.

- 4.3 Rural areas face additional pressures around heating costs with houses and their heating systems often being less modern. Only 72% of Devon's households (255,136 out of the 352,620 households responding to the 2021 Census) are heated by mains gas or central heating. 35,677 households in Devon use heating oil and the Spotlight Review was told that the cost of heating oil is 4 times higher than it was in 2021, meaning for those families, the cost of energy to heat their homes is higher than those with central heating (ONS, 2023).
- 4.4 Transport is also an issue in rural areas due to travelling longer distances often driving and cars being the only feasible means of transport being a daily necessity. The necessity to drive, due to the lack of public transport in Devon, leaves residents with no choice but to contribute more of their budget towards fuel.
- 4.5 The maps demonstrate the differing impacts of fuel poverty, and overall vulnerability to the cost-of-living crisis. As the shade of blue gets darker, this indicates more impact. Overall vulnerability to the cost-of-living crisis, demonstrated by the first map, shows generally that urban areas suffer more greatly which is what we would expect traditionally. As seen in the second map, fuel poverty is particularly hard felt in the northern coastal areas as well as the rural 'central belt' of the county as areas that rely more heavily on personal transport and are therefore impacted by the increased prices more than those in urban areas. The eastern and southern coastal areas also clearly have higher vulnerability than further in-land. What is clear overall is that there are very few areas of the county that are not impacted by the squeeze on the cost-of-living, but that there is significant variation across the region.

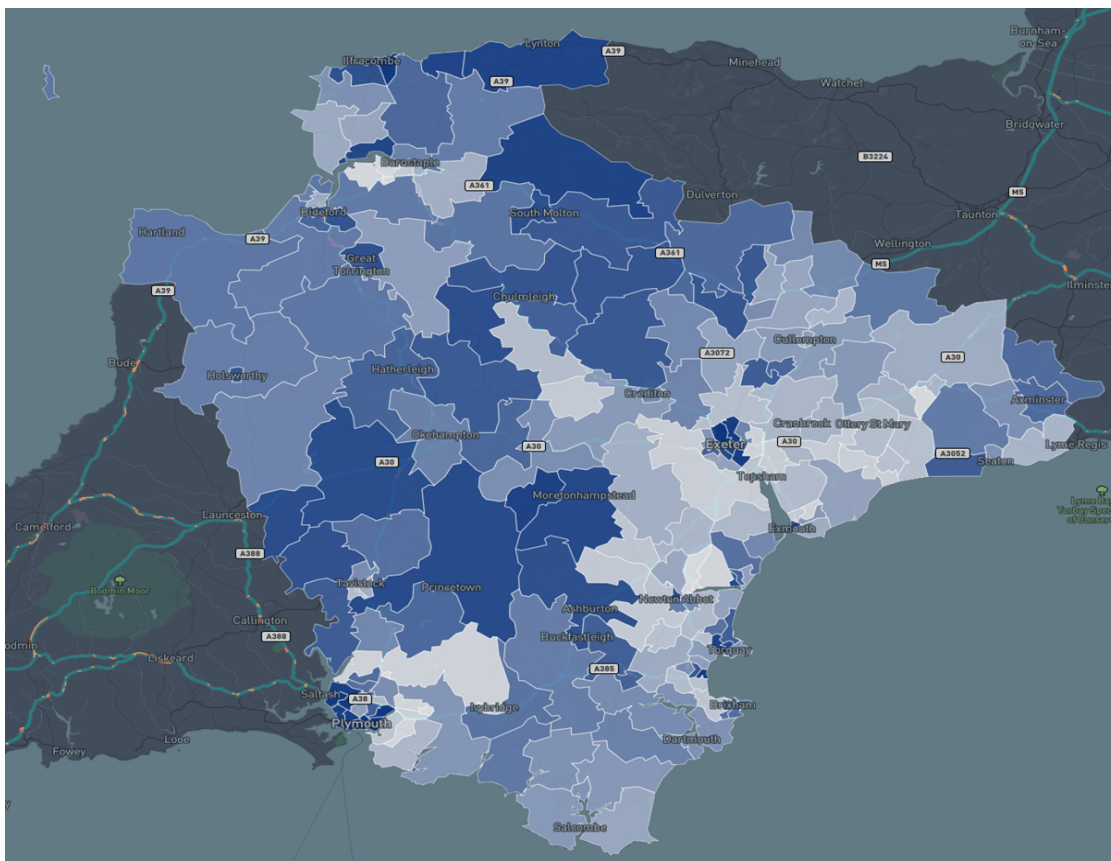
(Note; for these maps, as the shade of blue gets darker, this indicates more severe impact).

**Access to**

**Left: Overall vulnerability to the cost-of-living crisis**



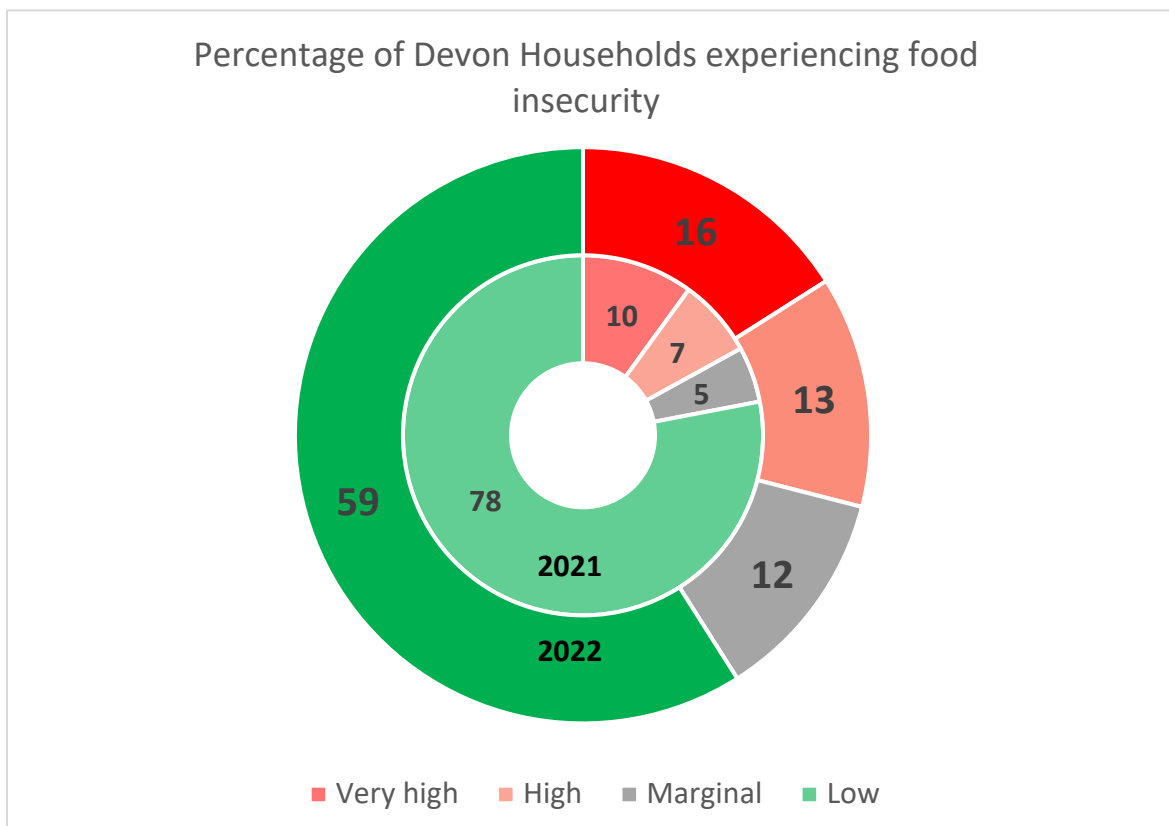
**Right: Overall vulnerability to the fuel crisis**



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## necessities

4.6 Recent research into food and fuel insecurity in Devon undertaken by Public Health (Transform Research Consultancy , 2023), which was a follow-up from research done in 2021, demonstrated that food insecurity levels had increased from 17% in March/April 2021 to 29% in September/October 2022. Whilst this has not been consistent across all household types in Devon, it is broadly consistent with national trends. Households that have experienced the highest rates of food insecurity are the same as those identified in 2021 but the figures have increased. These are households with an income of less than £16,190 and with children (70% in food insecurity); single adult households with children (60%); households where the main respondent is long-term sick or disabled (58%); households where one or more people have a mental health condition (55%); and households where the main respondent is unemployed (55%).

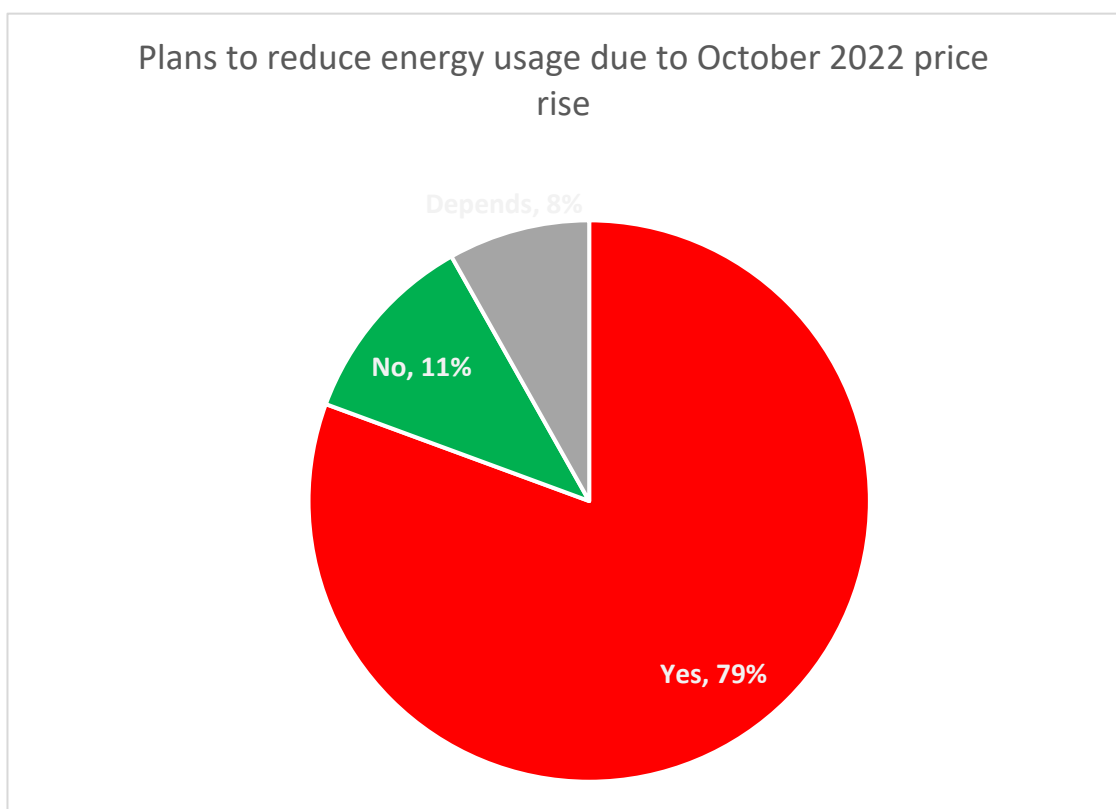


4.7 The overall proportion of Devon households who had accessed emergency food support in the past 30 days (at the time of the research) was at 5%, up from 2% from the same research in 2021. Of those accessing emergency food support, 70% had very low food security and 84% were in receipt of means tested benefits. It is also important to note is that 'food poverty' is not a binary term and can instead be measured through multiple factors such as the need to rely on low-cost foods, skipping meals, or even going without food entirely.

4.8 The combination of both increasing energy and food insecurity leaves families of low-income households with a dilemma, having to choose between heating and food. There exists a tangible link between levels of food insecurity and fuel insecurity with 80-90% of households experiencing food insecurity *a/so*



experiencing fuel insecurity. In terms of fuel insecurity and shown below, 79% of Devon households said that they were planning to reduce their energy usage with 36% planning to switch their heating off altogether (Devon County Council, 2023). Many of the categories of households most at risk of fuel insecurity are also challenged by food insecurity such as lone parent households, low-income households and those who are long-term sick, disabled or with mental / physical health conditions. Namely, the lowest-income families are the ones that are having to tackle both issues simultaneously despite being the least well-equipped to do so. Figures from the survey completed by Transform show how 36% of food insecure households “will not be able to afford to pay increased fuel prices (even with savings)” compared to just 3% of food secure households who responded to the same statement.



## Social and Financial Impacts

4.9 Citizens Advice Devon reported to the Spotlight Review that they had witnessed a significant increase in the number of people asking for help and support around fuel bills. This was alongside a decrease in the number of people asking for help around Council Tax arrears. This is highly unlikely to mean that individuals are not struggling with Council tax bills, rather that this reflected a change in people's priorities where more immediate concerns had manifested. This is severely concerning as it suggests that more individuals will be struggling with debt and in turn Council tax collection may well decrease.

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- 4.10 Areas that Citizens Advice Devon had seen an increase in support sought for included benefits, utilities and communications, and debt. They also reported that disabled people and single-person households were among the groups of people more severely impacted by the cost-of-living pressure which corroborates the research done by the Public Health team. Increases in hate crime has also been linked to the increase in cost-of-living pressures (The British Psychological Society, 2022).
- 4.11 The Spotlight Review also heard from Young Devon that, having grown up under austerity and now facing the lasting impact of the Coronavirus pandemic and the cost-of-living crisis, young people are now presenting with a high level of mental health issues. This is particularly notable in LGBTQ+ young people and those in lower-income households.
- 4.12 Older people are being heavily impacted by the cost-of-living crisis with many of them lacking the resilience to price changes and having to forego necessities such as medicine due to their financial concerns (Age UK, 2022). Women in particular are more at risk to these age-related cost-of-living impacts (Independent Age, 2022). Such impacts on older people can leave them feeling isolated and lonely as they are unable to afford travel to access vital services (Age Concern, n.d.). The kind of rurality seen in Devon which impacts not only on transport quality but also broadband connectivity, as well as increasing the distance from these vital services, heightens this risk. This follows on from the Coronavirus pandemic which had significant negative effects on old peoples' feelings of loneliness and isolation (Johnson, 2022).
- 4.13 Asian, Black and other ethnically diverse groups tend to work in lower income jobs even if well qualified, or are paid less than their white counterparts, and are therefore at more risk financially (Gov.uk, 2022). Those who have limited English language skills, as well, would naturally struggle with understanding of online claim forms and the Spotlight Review heard that they are more likely to privately rent, meaning they lose out on financial support and lack stability of accommodation. It was reported through the Equalities Reference Group that racist attitudes have also made it difficult for mosques to provide community support due to hostility towards Muslims; churches and other religious establishments do not tend to face these problems. Also reported was that racist views and other forms of identity-based harm tend to increase in times of hardship, with refugees, disabled people and single parents seen as a 'burden' on public services and spending. In addition, differing approaches to support for demographic groups can increase tension. For instance, older people being given support such as free bus passes, with young people feeling as if they are not being given the same level of consideration.
- 4.14 Young people are now presenting with a high level of mental health issues, having grown up under austerity and now facing the lasting impact of the Coronavirus pandemic and the cost-of-living crisis. This is particularly notable in LGBTQ+ young people and those with lower income, who are traditionally at higher risk of mental health difficulties (Mind, n.d.) (Mind, 2020). The cost-of-living crisis is also preventing women from fleeing domestic abuse due to financial links with, and coercion by, their abusers (Women's Aid, 2022).

- 4.15 The government's Autumn Statement, announced in 2022, reported that Universal Credit benefits are set to increase by 10.1% from April 2023 which should help people to meet the rising living costs and energy bills. However some contributors to the Spotlight Review observed that this was insufficient and that other measures such as increased Universal Credit rates may go further to alleviating poverty, with money-distributing measures such as the Household Support Fund unable to address the crisis alone. The Spotlight Review felt that there were inefficiencies and increased administrative burden to these systems, where for instance an uplift to existing benefits would be an efficient way to ensuring support for the most vulnerable already in receipt of benefits.

## 5. What help is available in Devon?

- 5.1 Nationally, the government has provided £37 billion in 2022 worth of support to households in response to the cost-of-living pressures (Gov.uk, 2022). Most significantly, £15 billion has been provided to support energy bills through the Energy Bill Support Scheme and the Energy Price Guarantee will limit the amount energy suppliers can charge per unit of energy (pence per kilowatt hour) (Gov.uk, 2022). In addition, the Government has initiated a series of Cost-of-Living Payments to around 8 million households on qualifying on low income or benefits, pensions, tax credits, disability benefits or winter fuel payments. Initially for 2022, the government has announced further Cost of Living payments into 2023 and 2024 (Gov.uk, 2023). The Spotlight Review was told that while a number of universal schemes were in place, 65% of support has gone to those in the bottom quartile who are most vulnerable.
- 5.2 Locally, the Department for Work and Pensions (DWP) has provided approximately £15 million to the Council since October 2021 via the Household Support Fund to assist with inflation and the cost-of-living increases. The fund is allocated to each local authority in England. It is up to each council to decide how they spend the money, with very different approaches being taken. It has not been possible to find out the different approaches of District Councils in Devon. It is reported that councils elsewhere have chosen to order affordable food boxes, while another has delivered energy saving packs including air fryers and slow cookers. A sum of money has been given to councils every six months since October 2021 and is supposed to help plug the gaps in support for struggling households.
- 5.3 Councils in England are being given a further £852 million for the Household Support Fund from 1<sup>st</sup> April for 12 months. Devon has been allocated an additional £10.1 million (Secretary of State for Work and Pensions, 2023).
- 5.4 Although much needed to fund immediate response, this fund can only have a limited, short-term impact in the face of reduced Council funding pre-dating the Coronavirus pandemic and the current rapid rise in cost-of-living pressures. Current support includes Free School Meals Holiday Vouchers; a minor rapid energy efficiency and improvement scheme via Sustainable Warmth available for eligible low-earners; Early Help support. The Council also advertises support on its website covering a variety of areas, as well as providing links to district council websites, all of whom are offering support tailored more to local issues (<https://www.devon.gov.uk/cost-of-living/>).

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- 5.5 A budget of £112,000 has been allocated to the Communities team in the 2023/24 budget to help address poverty and community resilience in the wake of government grants ending and the £462,000 budget for the Community contracts has been reinstated after alternative funding was found for the 2022/23 financial year (Devon County Council, 2023).
- 5.6 One of the key roles of Devon County Council is the management and allocation of a variety of funding sources available to it. These include: the Growing Communities Fund, which can help organisations support people with the cost-of-living crisis, respond to the climate emergency, and help tackle loneliness and isolation as well as building self-reliance and community resilience; County Councillors' Locality Budgets, which can be pledged to assist not-for-profit organisations support communities in line with the Council's strategic aims; the Connecting You grant, aimed at tackling isolation particularly for those most at risk of feeling isolated (older people, those aged 16-24 and those with a physical or mental health condition); and the Multiply Fund, a grant scheme from the DfE to enable people to understand and use maths in daily life.
- 5.7 The County Council is involved in other enablers for building community resilience across a variety of teams within the Authority, including involvement with Recycle Devon, and community larders and fridges, which share the goal of reducing waste by facilitating repair, and in the case of food, re-use at no cost. The Council also provides a core grant for Citizens Advice Devon which provides free independent and impartial advice for Devon residents and has generated millions of pounds of financial improvements for the people of Devon (Citizens Advice Devon, 2021). This kind of community resilience work, which sees the Council and VCS work alongside one another to develop, pre-dates the most recent set of crises and has always been vital in reducing the susceptibility of the general population, particularly the most vulnerable, to the kinds of rapid-onset economic difficulties we have seen brought on first by the Coronavirus pandemic and now the cost-of-living squeeze. However, this requires long-term strategising by the relevant organisations, and therefore consistency of funding and support, which has not been available in recent years, limiting the capacity for community resilience to be built.
- 5.8 Spotlight Review heard that residents of Devon may not be wholly aware of the support that is available to them. This is both in terms of funding available to support individuals and families and community organisations. The nature of support ranges from alleviating the immediate cost-of-living crisis to longer-standing financial support such as that available through central Government. For individuals and families there are non-financial programmes designed to support Devon residents such as free library ICT services and community larders. The Spotlight Review believes there is further scope to communicate what is available in Communities across Devon.
- 5.9 Other work being done within the Council includes the development of a cost-of-living data dashboard, incorporating various sources of data to better understand the impacts of the cost-of-living crisis on Devon residents, including developing a nuanced and detailed understanding of needs and vulnerabilities on a micro scale across the county. Citizens Advice, who collect significant amounts of data

through their day-to-day work, have been in contact with the Council to share knowledge and collaborate in developing this understanding.

5.10 Council Tax was raised as the largest source of income for the County Council and the discretionary powers that had been given for the upcoming financial year to increase Council Tax for Devon residents to the 4.99% maximum limit, which was less than half the rate of prevailing inflation. There was a recognition that this would impact residents of Devon across the board, but that the Council was in a difficult position financially and needed to consider how money could be raised to deliver vital services in the national cost-of-living context.

5.11 Many districts in Devon are already consulting on or had implemented Council Tax reductions schemes, usually based on income and Council Tax band, to try and alleviate some of the financial concerns faced by those most vulnerable to increasing cost of living pressures. A number of Devon Districts are introducing changes to their schemes from 1 April 2023 which will see the maximum discount being increased to 100% for those of working age on the lowest income bands. People of pension age have always been able receive 100% discount (as this is a national mandated scheme). A detailed breakdown of the discount currently available and conditions is contained in Appendix 1, in summary the maximum discount available is detailed below:

| <b>Authority</b>             | <b>Maximum Discount</b> |
|------------------------------|-------------------------|
| East Devon District Council  | 85%                     |
| Exeter City Council          | 80%                     |
| Mid Devon Council            | 85%                     |
| North Devon Council          | 80%                     |
| South Hams District Council  | 85%                     |
| Teignbridge District Council | 100%                    |
| Torridge District Council    | 75%                     |
| West Devon Borough Council   | 85%                     |

## 6. Working with Partners to support residents

6.1 Devon Community Foundation is an organisation that facilitates grant-funding to groups and charities across Devon as well as undertaking programme work aimed at providing networking for groups and charities, linking them to potential avenues of support and developing collaboration. In December 2022 they undertook a stakeholder survey looking at the impact of rising costs on Voluntary, Community and Social Enterprise (VCSE) organisations in Devon. The headlines to the survey included:

- that most VCSE organisations are experiencing rising demand for the activities and services they provide with many struggling to meet that demand;

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- rising costs are having a significant impact on VCSE organisations, with 75% of organisations reporting significant challenges meeting their core costs, over half seeing a significant drop in financial support coming from the public, and many having to dip in to reserves as a result;
- over three-quarters of VCSE respondents have applied for additional funding to support their operations; and
- there is overwhelming concern for the wellbeing of staff and volunteers, with recruitment and retention issues arising. Staff are having to deal with both increased pressure within their roles and also impact of the cost-of-living crisis on their personal finances.

6.2 The Spotlight Review heard from Devon Community Foundation in trying to better understand these pressures. It was highlighted that household support money often comes with limiting requirements for funding, such as specifying that the funding cannot be spent towards the running costs of the organisation. This presented arguably unnecessary bureaucratic barriers that prevented, or at least made it more difficult, to ensure that funding was going to the right places and supporting those in need in Devon. These requirements also change depending on what source the funding comes from. It was expressed to Members that this flexibility – for CEOs and voluntary sector workers to have more freedom in distributing money to meet need – would be of significant help. This funding was also highly sought for, with significantly more voluntary sector organisations applying for the funding than awards made.

6.3 Many of the problems raised were corroborated by the Equalities Reference Group who raised that:

- one-year rolling contracts are not helpful as they limit the ability to recruit and retain high quality staff particularly where community development can take several years;
- contract prices are not increasing in line with increases in cost-of-living and inflation, impacting on VCS organisations;
- the VCS has often been relied on to ‘plug the gaps’ that public services could not and support early intervention. However, the capacity of the VCS sector to do this, in the face of growing costs, has severely diminished;
- there is a need for better partnership working and collaboration across public services and the sector.

## Impact upon volunteers

The Spotlight Review heard that the impact of the Coronavirus pandemic on volunteers should not be understated. The issues raised were threefold;

1. Volunteers are approaching burnout.
2. Many volunteers were not seeing improvements despite their efforts and that they 'had done their bit' (volunteer apathy).
3. That the cost-of-living crisis is seen as the fault of political actors, unlike the Coronavirus pandemic which was largely seen as a national concern of no one person's particular fault, which may breed disinterest among volunteers who feel that they should not be expected to clean up after failed government policy.

This means that volunteers are not coming forward as they have previously done, and is likely to affect the ability of the voluntary and community sector to support the endeavours of the public sector.

6.4 The review was also advised that far-reaching impacts of the cost-of-living crisis including (but not limited to) increases in abuse, levels of social exclusion and loneliness, substance misuse, mental health decline and pressure on carers, at a time when statutory services themselves are at crisis point, were predicted by the voluntary sector based on their previous experiences of economic downturn. Indeed, some of these impacts have been reported on by various organisations and are highlighted above.

6.5 Devon Community Foundation are undertaking a public sector appeal for existing donors and wider potential donors, seeking funding to specifically support the voluntary sector. This was in addition to the pots of funding made available by Government and reflects the serious nature of the voluntary and community sector's role in supporting Devon residents. There are also issues linked to Devon's rurality and limited infrastructure in West Devon and Torridge, with Devon Community Foundation finding it difficult to locate relevant charities and voluntary organisations in these areas to distribute funding to. It was expressed to Members that for rural inequality it is essential to build organisations with locally embedded relationships that would therefore understand those contexts.

6.6 The Spotlight Review was advised that there is significant evidence that the cost-of-living crisis was causing many organisations within the Voluntary and Community Sector to dip into their reserve funding, jeopardising their position in the medium- to long-term. Additionally, the cost-of-living crisis was exacerbating issues caused or impacted by the Coronavirus pandemic, which the sector had not yet recovered from in many areas; this has meant that the 'starting position' for many organisations in the sector was that of instability and, if prospects did not

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improve, long-term unsustainability. Significant issues with staff burnout and wellbeing were also manifesting across the sector.

- 6.7 The succession of crises in a relatively short period of time has also meant that organisations that are not explicitly undertaking what could be defined as ‘crisis support’ work – for instance, directly supporting those with food insecurity – are struggling to find funding. This was concerning given the importance of medium to long-term voluntary work in crisis support where preventative work forms a large part in ensuring that Devon residents, and in particular the most vulnerable, are resilient to changes such as those seen during the Coronavirus pandemic and the cost-of-living crisis.
- 6.8 In their endeavours to support vulnerable people and the confusion of funding streams the Spotlight Review observed that there is a multiplicity of responses from across the public and independent sectors. This is evident in the similarities in the endeavours described to the review group. The Spotlight Review believe that closer collaboration and communication could mean a more efficient response in supporting those who need it the most.

## 7. Impact upon Devon County Council

- 7.1 The Council, its services and staff have not been immune to the cost-of-living pressures, particularly those associated with inflation. According to the Month 8 budget monitoring report, the Council is forecasting an underlying overspend of £33m in this financial year (2022/23) (Devon County Council, 2023). The underlying overspend has been due to rising prices and inflation and services that the Council provides costing more. For example, the price the Council pays for units of care has increased, the cost of placements in Children’s Services has increased and the rise in fuel prices in the school transport sector, where inflation runs closer to 30%.
- 7.2 The large overspend has prompted the Council to urgently review its budget position and a cross council working group was created to examine areas of expenditure and develop proposals to address the in-year financial challenges. As a result of the Council’s Financial Sustainability Programme, savings or additional income of £26m was identified, leaving a final predicted overspend at just over £7m (Devon County Council, 2023). Some of this work includes delaying corporate IT projects (£1m), reducing our offer to Adults aged 18-65 (£1m), reconfiguring short term services (£1.7m) and stopping £5.9m worth of grant funding.
- 7.3 Members of the Spotlight Review were concerned about the implications of these savings that were made and their cumulative effect on residents in Devon. The immediate cost of living impact on the workforce is the possibility that due to the savings required, a number of redundancies might need to be made. The Council issued a HR1 notice in November 2022, a formal notice that the organisation might be considering redundancies.
- 7.4 The recent staff survey reported that 25% of respondents were worried that their food would run out before pay day and 89% of respondents were doing something to reduce their energy usage. Witnesses told the Spotlight Review that there had



been an increase in staff using food banks and that staff had reported concerns about the affordability of their accommodation and the impact of increased mortgage rates.

7.5 In addition, there has been a reported use of staff coming into offices for warmth rather than working from home. Witnesses were unsure of how many staff were doing this and highlighted that it depends on a balance between the location of the office and the staff's home and the balance between energy and fuel costs.

7.6 The impact of fuel increases is also impacting upon the ability of staff to carry out routine parts of their role. Witnesses reported the concerns of staff who use a car to carry out essential duties and struggling to accommodate this in their monthly budget. Some staff planned to complete any visits just after to pay day to ensure they had the money to fill up their fuel tank to make necessary trips around the County. Staff currently claim back 45p per mile on travel expenses and this is paid at the end of the month in their salary. Witnesses highlighted that the Council can raise the rate. For example, the NHS pay 56p per mile but the 45p per mile rate is set by HMRC and paying over that rate means staff are liable for tax as it is counted as additional income, which may in turn have additional implications.

7.7 As a response to the rising fuel costs Children's Services have introduced a fuel card for Social Workers, which acts like a credit card and the money is taken from the employee's next salary. Whilst this is a lifeline for social workers concerned with fuel costs, it pushes the problem on rather than solving it and is only used to help with budgeting rather than reducing the cost of fuel and travel.

7.8 The Council is undertaking a review of pay, allowances and business travel to modernise the way in which we remunerates its staff, address recruitment and retention issues and create fairness and consistency in the applications of allowances across the Council. As part of this review, they are considering all aspects of business travel and options for supporting staff during a time of increased fuel costs.

7.9 Members and witnesses discussed the annual pay award for staff which for 2022/23 was a flat £1925 increase, the deletion of the first spinal point column and an additional day in annual leave. For the lowest paid staff, this was a large increase but for senior leaders this was a smaller increase and witnesses highlighted that private sector pay rose faster and this reduced local government's attractiveness as an employer. Witnesses told Members about staff moving to agency roles or other jobs with better pay in order to improve their financial situation.

7.10 Witnesses raised that the pay award for local government staff was getting later and later in the year. While the 2022/23 award was agreed and paid in November 2022, the previous year's (2021/22) was agreed and paid in March 2022. Whilst for many the backpay is a welcome bonus, for staff receiving universal credit and benefits, it causes significant difficulty due to the lump sum being paid at once. The later the pay award, the larger the backpay and the larger the impact on staff. Operationally, the backpay means that manual adjustments to

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staff's details have to be made and, in some instances, the Head of HR having to write to the Department of Work and Pensions to resolve issues.

- 7.11 Using data from the ONS, the BBC reported in December 2022 that “private sector pay grew 6.9% between August and October 2022 while public sector pay grew 2.7%, and that this was among the largest differences ever seen between the two.” Overall pay is not keeping up with inflation, with the public sector seeing the lowest pay raises. The BBC also observed that when taking into account bonuses, private sector pay figures have overtaken public sector (Reuben, 2022).
- 7.12 Members were concerned to hear that there were reports of staff feeling embarrassed to come forward to get help and instances where staff had asked other colleagues to request help on their behalf. Members also discussed the possibility of Devon County Council providing its staff with a discount card comparable to the Blue Light Card which is available for the NHS, social care sector and armed forces, among others.

## 8. Conclusion

- 8.1 The Spotlight Review recognises that many of the factors that has led to the cost-of-living crisis are outside of the control of the County Council and that the Council has very limited levers in ameliorating the impact of these on the residents of Devon. Members are aware that the same causes have challenge the financial situation of the Council, limiting the Authority's ability to alleviate some of the hardships on the residents of Devon.
- 8.2 Members expressed their concern about the situation nationally and within Devon, the causes of which lie entirely beyond the purview of the County Council and likely to continue for years to come. The Council's ability to mitigate the effects on residents, families and businesses are limited. The Spotlight Review hopes that the future would see further support from central Government to meet the needs of those on low incomes and to allow the Local Authority and the Voluntary and Community Sector in Devon to provide impactful and robust help to its residents.
- 8.3 There is already significant work going on within the Voluntary and Community Sector, and the Council to support Devon residents. Much of this work pre-dates the cost-of-living crisis and the Coronavirus pandemic and is incredible valuable in providing support particularly for the most vulnerable. However, there are clear concerns about the capacity for the sector's work to continue long-term without adequate support and funding, with many organisations within the sector approaching breaking point
- 8.4 Conversations with the Voluntary and Community Sector have highlighted that long-term work tailored to build community resilience is key in lessening the impact of crises such as the cost-of-living pressures we see currently and the Coronavirus pandemic. The succession of these crises as well as progressive reduction in funding that enables the sector to support communities has left some areas of the population particularly vulnerable to the resulting pressures.

8.5 In its recommendations, the Spotlight Review has tried to propose realistic, practical measures that can help support Devon County Council employees and wider residents of the County in getting the help that they need.

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## 9. Sources of evidence

The Spotlight Review heard testimony from a number of witnesses and would like to express sincere thanks to the following people for their contribution and the information shared.

|                            |                                                                   |                                 |
|----------------------------|-------------------------------------------------------------------|---------------------------------|
| <b>Alex Hosking</b>        | Assistant Director of Finance and Public Value                    | Devon County Council            |
| <b>Peter Lappin</b>        | Head Accountant – Strategy and Compliance                         | Devon County Council            |
| <b>Sarah Gibbs</b>         | Consultant in Public Health                                       | Devon County Council            |
| <b>Phill Adams</b>         | Service Manager, Economic Inclusion, Skills and Knowledge Economy | Devon County Council            |
| <b>Steve Edwards</b>       | Communities Collaboration and Resilience Lead                     | Devon County Council            |
| <b>Maria Moloney-Lucey</b> | Public Health Intelligence                                        | Devon County Council            |
| <b>Marion Geare</b>        | HR Strategy and Performance Manager                               | Devon County Council            |
| <b>Steve Ryles</b>         | Union Representative (UNISON)                                     | Devon County Council            |
| <b>Janie Moor</b>          | Chief Executive Officer                                           | Citizens Advice South Hams      |
| <b>Dean Stewart</b>        | Chief Executive Officer                                           | Citizens Advice East Devon      |
| <b>Nicola Frost</b>        | Programmes and Development Lead                                   | Devon Community Foundation      |
| <b>Lee Tozer</b>           | Partnership Manager                                               | Department of Work and Pensions |

The Spotlight Review also thanks the Equalities Reference Group, who submitted written evidence regarding the cost-of-living crisis to feed into the review

The Spotlight Review also places on record thanks and recognition to Connor Ridd, who completed the background and local data research for this report while on placement with the Scrutiny team as part of his undergraduate degree.

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## 11. Spotlight Review Membership

The Spotlight Review was chaired by Councillor Yvonne Atkinson and membership was as follows:

| Corporate Infrastructure and Regulatory Services Scrutiny Committee |                            |
|---------------------------------------------------------------------|----------------------------|
| Councillor Yvonne Atkinson                                          | Councillor Marina Asvachin |
| Councillor Alistair Dewhirst                                        | Councillor Jacqi Hodgson   |
| Councillor Ian Roome                                                | Councillor Jeff Trail      |
| Health and Adult Care Scrutiny Committee                            |                            |
| Councillor Sara Randall Johnson                                     | Councillor Carol Whitton   |

Councillor Rufus Gilbert, as Cabinet Member for Economic Skills and Recovery, was in attendance to the Spotlight Review meeting on Monday 19<sup>th</sup> December 2022.

## 12. Contact

For all enquiries about this report or its contents please contact

Fred Whitehouse, Scrutiny Officer ([fred.whitehouse@devon.gov.uk](mailto:fred.whitehouse@devon.gov.uk))

# Agenda Item 12

## 13. Appendix 1: Council tax reduction scheme summaries

All the councils below exclude passported benefits and other allowances from their counted income when determining their income band. Each council also include and exclude different individuals towards Council Tax, such as full-time students. Full lists can be found on the authority's website.

The table below shows the maximum possible discount for people of working age.

| Authority                    | Maximum Discount |
|------------------------------|------------------|
| East Devon District Council  | 85%              |
| Exeter City Council          | 80%              |
| Mid Devon Council            | 85%              |
| North Devon Council          | 80%              |
| South Hams District Council  | 85%              |
| Teignbridge District Council | 100%             |
| Torridge District Council    | 75%              |
| West Devon Borough Council   | 85%              |

### [East Devon District Council](#) (Last updated on 22<sup>nd</sup> September 2022)

Council tax reduction for **people of working age**:

- Can be in or out of work, or in receipt of state benefits.
- Must pay at least 15% of their Council Tax.
- Discounts depend on income band: [About Council Tax Reduction - Council Tax Reduction for working age people - East Devon](#)

Council tax reduction for **people of pension age**:

- Can be in receipt of state benefits.
- Must have low savings (amount not specified)

You can apply directly through the East Devon Council website, and you are able to appeal against a decision.

There are also Exceptional Hardship Fund payments which provide extra financial help for Council Taxpayers that are in receipt of Council Tax Reduction and are experiencing financial difficulties. The application process for this can be found on their website and is given at their discretion.

### [Exeter City Council](#)

“the amount of a person’s maximum council tax support in respect of a day for which he is liable to pay council tax, shall be 80 percent”

[Council Tax Reduction](#) (Last updated on 15<sup>th</sup> December 2021)



Your council tax bill could be reduced by 25 percent and in certain circumstances by 50 percent.

Council tax reduction for **single occupiers**:

- If you are over 18 and living in your main home by yourself, you are entitled to a 25 percent discount. This can also apply if others in your household are not counted towards a Council Tax Bill.

Council tax reduction for people who are **disabled**:

- If your home has certain features which are essential to the wellbeing of a person with a disability.

Annexes occupied as part of the main home or by a relative and empty/unoccupied/unfurnished properties can qualify for a 50 percent discount.

Only Single occupier discounts can apply directly on the Exeter City Council website, the others much contact them directly.

## [Mid Devon Council](#) (Last updated for 2022/23)

Council tax reduction for those of **working age**:

- You must own or rent your home whether you're unemployed or working.
- Discounts depends on your income band: [Who can apply for Council Tax Reduction? - MIDDEVON.GOV.UK](#)
- Must pay at least 15% Council Tax.

Council tax reduction for **pensioners**:

- You can get up to a 100% reduction.

Anyone with savings or capital over £6,000 will not qualify for Council Tax reduction

Exceptional Hardship – the council may be able to help if you are unable to pay your full Council Tax under certain conditions, there is an online application form.

You can apply for a Council Tax Reduction directly on their website and can appeal a decision.

## [North Devon Council](#) (Last updated for 2021/22)

Council tax reduction for people of **working age**:

- Must pay at least 20% of their council tax, discounts of 80%, 64%, 48%, 32%, 16% or no discount.
- Discounts depend on your income band: [CTR for people of working age \(northdevon.gov.uk\)](#)
- Applicants with savings above £6,000 will not qualify.

Council tax reduction for people of **pension age**:

- Must have low savings.

# Agenda Item 12

There is also an exceptional hardship payment fund that provides help to those who need financial assistance under certain circumstances. More can be found here: [Exceptional hardship payment \(northdevon.gov.uk\)](http://northdevon.gov.uk).

You can apply for Council Tax reduction directly on their website, you can also appeal the decision.

## [South Hams District Council](#) (Last updated for 2022/23)

Council tax reduction for people of **working age**:

- Must have less than £6,000 in savings.
- Discounts depend on your income band: [Low Income - Council Tax Reduction - South Hams District Council](#)
- Must pay at least 15% percent of income tax.

Council tax reduction for people of **pension age**:

- Must have savings less than £16,000.

There is an Exceptional Hardship fund which offers short-term help to those who get Council Tax Reduction and are struggling to pay it.

You can apply on their website and appeal a Council Tax Reduction decision.

## [Teignbridge District Council](#) (Last updated on 15<sup>th</sup> December 2022)

Council tax reduction for people of **working age**:

- You are able to receive 25% to a 100% discount depending on your income band: [Council Tax Reduction - Working age council tax reduction - Teignbridge District Council](#)
- You cannot have savings / capital of more than £6,000.

Council tax reduction for people of **pension age**:

- Low income (not specified)

There is also a Single Persons Discount – for when you live on your own or all the other people in your household are under 18, you can get 25% off your Council Tax.

There is an Exceptional Hardship scheme for taxpayers who are experiencing financial hardship regarding paying Council Tax liabilities.

You can apply directly on their website.

## [Torridge District Council](#) (Last updated for 2022/23 - 14<sup>th</sup> February 2022)

Council tax reduction for people of **working age**:

- Council tax liability reduced to 75% before any council tax support is awarded.
- Must not have more than £6,000 in savings / capital.

Council tax reduction for people of **pension age**:

- Pensioners must have a low income and less than £16,000 in savings.

- Pensioners must still pay Council Tax but may be able to get a discount if they live alone and various other circumstances.

There is also an Exceptional Hardship Fund in place if taxpayers need additional financial support.

Must contact the council directly to claim this discount.

## [West Devon Borough Council](#) (Last updated for 2022/23)

Council tax reduction for people of **working age**:

- Must not have more than £6,000 in savings / capital.
- Must pay at least 15% council tax, depending on your income band: [Low Income - Council Tax Reduction - West Devon Borough Council](#)

Council tax reduction for people of **pension age**:

- Must not have more than £16,000 in savings.

There is an Exceptional hardship fund which offers short-term help to taxpayers who get Council Tax Reduction, and they are struggling to pay their Council Tax liability.

You can apply on their website and appeal any Council Tax Reduction decisions in writing.

Prepared by the finance team for the Spotlight Review.



## DEVON AUDIT PARTNERSHIP COMMITTEE

17 March 2023

### Present:-

Councillors L Finn (Vice-Chair), R Craigie, M Hartnell, Kennedy, R Loxton, R Scott, B Spencer and D Thomas

### Apologies:-

Councillors I Roome, Ball, Davies and A Luggar

\* **44** Minutes

**RESOLVED** that the Minutes of the meeting held on 1 December 2022 be signed as a correct record.

\* **44** Minutes

**RESOLVED** that the Minutes of the meeting held on 1 December 2022 be signed as a correct record.

\* **45** Items Requiring Urgent Attention

There was no item raised as a matter of urgency.

\* **46** Nine Month Update Report

The Committee noted the Report of the Director of Finance and Public Value (DF/23/36) on an update which covered activity in the first nine months of 2022/23 which related to finance/budget position, new business, adding value, Customer Service Excellence and continued external assessment, Internal Audit Performance and counter fraud.

The Report recognised the continuing challenges brought about by national and global events, and the impact this was having on local authorities and their work.

Members' discussion points with the Head of the Devon Audit Partnership included:

- the challenges presented by a relatively high staff turnover (13%) due in part to early retirements and external competition, reflective of the wider picture; and currently there was a full complement including apprentices who it was hoped would lead to permanent roles;
- the positive comments and feedback from clients and the added value provided by the Partnership;

# Agenda Item 14a

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DEVON AUDIT PARTNERSHIP COMMITTEE

17/03/23

- external assessment as part of the CSE process and a report on this would be made to a future meeting;
- confirmation that the “percentage of work commenced” was on track despite pressures on clients as they responded to the ongoing national and local issues;
- the statistics relating to Counter Fraud investigations and reasons for the disparity within the reactive work statistics, which was reflective of whether a Unitary authority or not; and the number of referrals from the authorities was partially dependent on whether an Authority had its own counter fraud team for example; and Members asked for more information on the total monetary values involved; and Head of Service undertook to provide more information for a future meeting with the Counter Fraud Team Manager; and
- the objective in fraud investigation to achieve a positive outcome with better compliance processes.

## \* 47 **Budget Monitoring 2022/23 - Month 8**

The Committee considered the Report of the Director of Finance and Public Value (DF/23/37) on a summary of the budget position on activity in the first eight months of 2022/23. The report recognised the challenges brought about by the wider economic context, in which DAP along with Partners continued to face pressures in balancing the budget.

The overall position was expected to be balanced by the end of the financial year, in part due to one off savings.

A Member asked for information in regard to the variance in regard to the budget line relating to Supplies, Services and Transport.

It was **MOVED** by Councillor Thomas, **SECONDED** by Councillor Loxton

**RESOLVED** that the 2022/23 revenue position and the impact of wider events on the work to achieve a balanced budget in 2022/23, be noted.

## 48 **Devon Audit Partnership Budget 2023/24**

The Committee considered the Report of the Director of Finance and Public Value (DF/23/38) on the proposed budget for 2023/24 which reflected changes to the Partnership base in 2022/23, including the Devon and Somerset Fire and Rescue Service joining in October 2022.

In setting the budget for 2023/24, there was still uncertainty on pay levels within the public sector for the year ahead and both National and International issues could have an impact.

The funding pressures on Partners was recognised and that income from other, external partners would need to rise. The successful generation of new

business and clients would enable the staff base to be retained providing for a high quality, cost effective assurance services, including internal audit, counter fraud and risk management, for all partners and clients.

The Partnership continued to explore opportunities to expand into other not-for-profit sectors, including the charities sector, to generate further income. The overall position was expected to be balanced by the end of the financial.

Members' discussion points with the Head of the Partnership included:

- the daily rate which was relatively low compared to the private sector noting that excellent value for money services was provided for partners offset by a slightly higher charge for external clients; and the Partnership was a 'not for profit' organisation and aimed to achieve a balanced budget; and
- confirmation from a Partner Member that relative to their former experience with private sector providers, the Service represented excellent value for money.

It was **MOVED** by Councillor Scott, **SECONDED** by Councillor Finn and

**RESOLVED** that the proposed budget for 2023/24 be agreed in principle.

\* **49**      **Partner and Client Services 2022/23**

The Committee received and noted a list of Partners and Clients and services provided: Internal Audit; Counter fraud; Risk Management; and Consultancy/Non assurance work.

\* **50**      **Future Meeting dates**

13 July 2023 and 23 November 2023.

Confirmation at: [Browse meetings - Devon Audit Partnership Committee - Democracy in Devon](#)

Members discussed whether other days could be considered for future meetings (rather than Thursdays). The Head of the Partnership offered to brief members if they were unable to attend a meeting

\* **DENOTES DELEGATED MATTER WITH POWER TO ACT**

The Meeting started at 10.30 am and finished at 11.25 am

# Agenda Item 14a



## DEVON EDUCATION FORUM

22 March 2023

### Present:-

#### Schools Members

##### Primary Headteachers

Ms R Saim

Mr C Tribble

Mr D Perkins

Mr P Walker

Cedar Tree Federation

Honiton Primary

Honiton Littleton Primary (Academy) Substitute

First Federation Trust (Academy)

##### Primary Governors

Mr J Clements

Ms K Brimacombe

Cranbrook, St Martin's CE Primary

Whitchurch Primary, First Fed'n (Academy)

##### Secondary Headteachers

Mrs S Crook

Ms J Fossey

Mr G Hill

Tiverton High, Federation of Tiverton Schools

West Exe School, Ted Wragg MAT (Academy)

Pilton CC, Ventrus MAT (Academy)

##### Secondary Governors

Ms S Channel

Mr A Hines

Mrs J Larcombe

Mr A Walmsley

Tiverton High, Federation of Tiverton Schools  
Education SW Trust (Academy)

Uffculme Academy Trust (Academy) Substitute

The Ted Wragg Multi Academy Trust (Academy)

##### Nursery School

Mrs S Baker

Westexe

##### Special Headteacher

-

##### Special Governor

Mrs F Butler

Marland School (**Chair**)

##### Alternative Provision

Ms G Boyden

WAVE Multi Academy Trust (observing)

##### Non-Schools Members

Mr B Blythe

Mrs B Alderson

Ms G Rolstone

PETROC, 16-19

Teachers Consultative Committee (TCC)

Early Years, Private & Voluntary Independent

##### Observer

Councillor A Leadbetter

Cabinet Member – Children's Services and  
Skills

# Agenda Item 14b

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DEVON EDUCATION FORUM

22/03/23

## Apologies

Mr K Bennett

Ms F Bowler

Mr G Chown

Ms G Sanders

Ms E Stubbs

Marland School

Braunton Academy

Ventrus MAT (Academy)

Athena Learning Trust (Academy)

Budleigh Salterton, St Peter's CE Primary

## 84 Minutes

### **DECISION:**

That the minutes of the meeting held on 18 January 2023 be signed as a correct record, subject to changes to the attendance list, i.e.:-

-add secondary governor: "Ms S Channel (Tiverton High)"; and

-delete "Exeter Board of Education (Faith) Sub," realigning Non-Schools Members accordingly.

## 85 Standards Committee Monitoring

The Chair welcomed Mrs Saltmarsh, Standards Committee Member to the meeting, who was attending in her Standards role to observe the operation of the Forum.

## 86 Membership

### **DISCUSSION:**

There had been no membership changes since the last meeting.

## 87 Matters Arising from the Last Meeting and Report back on Issues Raised with Cabinet/f40

### **DISCUSSION:**

In response to Members' questions to the Cabinet Member and Interim Director of Children and Young People's Futures, regarding the progress with SEND and impact on young people, together with the DfE Safety Valve Intervention Programme progress and demonstration of close monitoring of the impact of these actions:-

- the Cabinet Member advised of the significant work being developed by the recent key strategic leadership appointees. Whilst it was too early to measure

some improvements he considered there was a sea change in approach and the work with other best practice LAs was positive;

-the Interim Director advised of the work of the SEND Improvement Board and whilst SEND resources was a national problem, there was much better engagement across the County Council with a key focus on working with parents and frontline schools, with improved communications to aid parental understanding. However there was much work to be done within the national context;

-the Interim Director explained that the Safety Valve discussions with government spanned across government departments. Devon's challenge included that proportionately it had the highest overspend in the country, noting its number of smaller schools and rurality. Government required evidence that Devon was making progress in addressing its High Needs issues. The County Council had to sign up to and deliver on actions, needing the support of this Forum, schools and parents.

Finally a Member asked about the County Council's position on supporting refugee children to access education while they were temporarily living in holding centres. In response it was noted that Devon received no government funding to support these children but was working closely with one local academy trust to provide education support.

## **DECISION:**

That regular joint SEND/Finance and Public Value update reports be submitted to this Forum, to include service plans, finance and sub group involvement;

## **ACTION:**

Interim SEND Strategic Director (Jackie Ross) and Director of Finance and Public Value (Adrian Fox) - report  
and  
Legal and Democratic Services (Fiona Rutley) - DEF agenda

88

## **Head of Education Update**

### **DISCUSSION:**

The Forum considered the Report (DEF/23/07) regarding:-

-Key Performance Indicators (comparing current performance to same time last year), including Attendance, Exclusions, Elective Home Education (EHE), Children Missing Education (CME);

-2021/22 Devon LA's national ranking;

# Agenda Item 14b

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DEVON EDUCATION FORUM

22/03/23

- Making Attendance Everyone's Business;
- Children and Young People's Mental Health;
- Ofsted Complaints data; and
- Shaping Children's Services to Schools.

The Head of Education's key issues reported included:-

-that the number of children outside Devon's education system was a significant concern. Data showed that Devon performed very poorly compared to other LAs in 2021-22, particularly with Devon's disadvantaged students;

-there was a concerning higher than previously level of fixed term suspensions and permanent exclusions of pupils. Schools were struggling with and working hard to support pupils with challenging behaviour within the available resources and skills. Schools could also be requested to complete a more detailed Annex G exclusions form for submission to the LA to support better monitoring and understanding. A review of the organisational structure of Devon's attendance, elective home education and inclusion teams was being planned to better support schools and pupils.

The Interim SEND Strategic Director advised that Devon was the fifth highest LA nationally in relation to children with Education Health Care Plans (EHCPs) identifying Social, Emotional and Mental Health (SEMH) needs, with SEMH referrals routinely quickly escalated. The Team Around the School process offered headteacher support and peer challenge to schools.

Members discussion included:-

-concern that there were instances where schools could not access services required for pupils at risk of permanent exclusion prior to the exclusions process. Exclusion as last resort communications and messaging between County Council leadership, staff and schools should be clear and consistent;

-visit to schools to hear the realities of managing children with challenging behaviour would be welcome;

-the completion and submission to the LA of a more detailed Annex G exclusions form could be difficult for schools to achieve within the timescale after exclusion;

-a significant change in culture to a consistent, one approach of inclusive partnership between the County Council and schools was needed. A simple flow chart outlining policy and procedure was also requested to support this;

-there was a potential mismatch between schools' "Good" Ofsted inspection results and the rates of exclusion within Devon;

-the ongoing close working with other LAs on how best to use resources and best practice was welcomed;

-schools should ensure their curriculum met the needs of both SEND children and those with the most challenging behaviour;

-that it was recognised that work was needed to build sufficiency in additional places within schools and workforce and small schools collaboration, so that Devon schools could better support these children and reduce reliance on the independent sector (currently £54m spent on independent provision for challenging children, including residential). Members considered there was significant potential within mainstream schools and colleges and a willingness to include.

## **DECISION:**

(a) that the report be noted, subject to comments and concerns above;

(b) that an annual exclusions report including data and reasons for exclusion be made to the Forum, in addition to any more regular updates as necessary;

(c) that a flow chart detailing policy and process regarding exclusions be prepared and circulated as above;

(d) that the Head of Education would further discuss points raised above in her briefing with DCC children's education and social care staff, be noted.

## **ACTION:**

Head of Education (Rachel Shaw) (b) - (d);

and

Legal and Democratic Services (Fiona Rutley) – (b) DEF agenda

89

## **Finance Update**

### **DISCUSSION:**

#### **(a) Finance Update Report**

The Forum considered the joint report of the Director of Children and Young People's Futures and Director of Finance and Public Value (DEF/23/05).

The Report (DEF/23/05) covered:-

-Dedicated Schools Grant (DSG) Month 10 monitoring;

-DSG Deficit Management Plan;

# Agenda Item 14b

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DEVON EDUCATION FORUM

22/03/23

- High Needs Month 10; and
- Risks.

The month 10 outturn forecast for 2022/23 overspend of the DSG of £41.1 million, associated with the continued demand on High Needs and the growing demand on Special Educational Needs (SEN) placements within the Independent Sector despite creating more places within Devon's Special Schools. This was an adverse change of £204,000 since month 9 (£564,000 from month 8).

Management Action of £10 million reflected revised savings expected in 2022/23, as per the Safety Valve Intervention Programme submission to the DfE. To date, £4.2 million of Management Actions had been achieved since the start of the summer term. Whilst a number of LAs had now been accepted into the DfE Safety Valve Intervention Programme, Devon was still awaiting decision.

£4.6 million of saving was currently identified not to be achieved in this financial year for reasons detailed in the Report. This projected a cumulative DSG deficit to March 2023 of £127.7 million, which was £5.4 million over that included in the DSG Safety Valve.

A SEND Day was held by Devon's Senior Leadership Team on 9 February 2023 to understand and clarify the priorities and strategic response to the current SEND challenges, with a Gold Command team set up with initial weekly reporting.

The increasing DSG deficit could have a considerable impact on future education budgets within the DSG as well as the financial sustainability for Devon County Council. Urgent action was still required to reduce the demand on EHCPs and independent placements, requiring all stakeholders to be working in partnership to achieve this.

Members' discussion included:-

- ongoing concern that despite management actions and savings the deficit continued to grow due to increasing High Needs demands. Members noted that the Safety Valve plan produced showed continual rise in costs until March 2025, but not at the present levels;

- the need for focus on a more radical approach and the immediacy of finance and SEND actions and communications across the LA and schools working collaboratively (noting also that a regular joint SEND/Finance and Public Value report to DEF had been agreed at minute 87 above to include service plans, finance and sub group involvement);

- welcoming the working with other LAs on High Needs best practice;

-concern that the opportunity for acceptance into the DfE's Safety Valve programme must not be lost;

-noting that no further detail had yet been received regarding the Chancellor's budget statement 15 March 2023 on the extension of childcare to families on age and hours, so that the impact on settings already struggling and on Devon's rates could be considered.

**DECISION:**

That month 10 DSG monitoring position as set out in Report (DEF/23/05) sections 1 – 4 be noted, subject to the Forum's ongoing concerns above.

**ACTION:**

Director of Finance and Public Value (Adrian Fox)

**(b) Schools Finance Group Minutes – 8 March 2023**

The Forum considered the minutes, including the respective minutes relating to the Finance Update Report noted at (a) above.

Also available at

[Schools Finance Group \(SFG\) – Education and Families \(devon.gov.uk\)](https://www.devon.gov.uk/schools-finance-group)

SFG's recommendation to move the January 2024 Forum meeting date considered at Dates of Future Meetings minute below, due to the timetables for government funding announcements and Devon's budget preparation. SFG's January date would also move by one week to accommodate this.

**DECISION:**

that the minutes of the Schools Finance Group (SFG), 8 March be received.

**ACTION:**

Head of Education (Heidi Watson-Jones) – SFG date change

90

**2023/24 Advanced Notice of Planned Carry Forwards**

**DISCUSSION:**

The Forum considered the joint Report of the Interim Director of Children & Young People's Futures and Director of Finance and Public Value (DEF/23/06) on estimated carry forward requests to be confirmed during the closedown process.

# Agenda Item 14b

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DEVON EDUCATION FORUM

22/03/23

The Early Years PVI representative advised that Early Years underspend related to funding (e.g. speech and language) that providers could not access unless parents applied.

## DECISION:

That it is **recommended to Cabinet:-** that the surplus budget carry forwards to 2023/24 be agreed in principle, as set out in Table 1 of Report (DEF/23/06).

**Table 1: Surplus budget carry forward requests:**

| Budget Line                          | Amount<br>£'000 | Notes                                                            |
|--------------------------------------|-----------------|------------------------------------------------------------------|
| Growth Fund                          | 2,709           | Rolled forward 2022/23 underspend to fund ongoing growth fund    |
| <b>Total Central Provision</b>       | <b>2,709</b>    |                                                                  |
| Schools and DSG Contingency          | 550             | Rolled forward to fund contingency agreements in 2023/24 onwards |
|                                      | 640             | Rolled to fund School Effectiveness team in 2023/24              |
| Maternity                            | 150             | Rolled forward 2022/23 underspend to fund ongoing maternity fund |
| <b>Total De-delegated budgets</b>    | <b>1,436</b>    |                                                                  |
| Hospital Education                   | 16              | Rolled forward 2022/23 underspend                                |
| SEND 100                             | 22              | Rolled forward to fund Support of Projects                       |
| SEN 100 Projects                     | 877             | Rolled forward balance of SEND 100 Projects budgets to 2023/24   |
| <b>Total High Needs</b>              | <b>915</b>      |                                                                  |
| Early Years Pupil Premium            | 100             | Project proposal currently being produced                        |
| <b>Total Early Years budget</b>      | <b>100</b>      |                                                                  |
| <b>Total Carry forward requested</b> | <b>5,074</b>    |                                                                  |

**(Vote: Schools, Academies and PVI)**

## ACTION:

Director of Finance and Public Value (Adrian Fox)



## 91 Standing (and other) Groups

### **DECISION:**

The Forum received the following from its standing and other groups (excepting Schools' Finance Group (SFG) minutes, (considered under Finance Update minute above):-

#### (a) Standing Groups

##### (i) School Organisation, Capital and Admissions (SOCA)

Minutes of the meeting held on 7 March 2023, noting that SOCA note 4 regarding Secondary School Admissions round 2023 would be brought to the Forum's 21 June 2023 meeting.

Also available at

[School Organisation, Capital and Admissions Group \(SOCA\) – Education and Families \(devon.gov.uk\)](#)

##### (ii) High Needs Funding Sub Group

The Chair gave a verbal update on the meeting held on 20 March 2023, advising that the group had met twice this term, looking at:-

- the SEND improvement plan
- data sets
- identifying more children to be taught in mainstream schools
- the DfE Safety Valve, finance and movements
- how the needs of children and young people with high cost SEN placements and those within Devon with high cost packages could be better met
- the EHCP funding framework and best practice
- teaching assistants support and resources
- partnership working and Alternative Provision pilots
- transparent criteria for funding framework.

It was recognised that given the Group's increasingly important role (without delegated powers), minutes should be submitted to the Forum on a regular basis for accountability and transparency.

#### (b) Other Groups:

n/a

### **DECISION:**

That minutes of the High Needs Funding Sub Group be regularly submitted to the Forum.

# Agenda Item 14b

10

DEVON EDUCATION FORUM

22/03/23

## **ACTION:**

### SOCA -

Education and Learning (Simon Niles) – report to next DEF  
and

Legal and Democratic Services (Fiona Rutley) – DEF agenda

### High Needs -

HN group - minutes to DEF;

and

Legal and Democratic Services (Fiona Rutley) – DEF agenda

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## **Dates of Future Meetings**

### **DECISION:**

That the Forum's January 2024 date be changed to Wednesday 24 January 2024 (from 17 January), to accommodate government funding announcement timetables:-

Meetings at 10am. Please check venue/arrangements

<https://democracy.devon.gov.uk/mgCalendarMonthView.aspx?GL=1&bcr=1>

Wednesday 21 June 2023

Wednesday 22 November 2023

Wednesday 24 January 2024 (moved from 17 January)

Wednesday 20 March 2024.

**ACTION:** Legal and Democratic Services (Fiona Rutley) - date change

### **NOTES:**

1. *Minutes should always be read in association with any Reports for a complete record.*
2. *If the meeting has been webcast, it will be available to view on the [webcasting site](#) for up to 12 months from the date of the meeting*

\* **DENOTES DELEGATED MATTER WITH POWER TO ACT**

The Meeting started at 10.00 am and finished at 11.50 am

# DEVON COUNTY COUNCIL

## COUNCIL/CABINET FORWARD PLAN

In line with the public's general rights of access to information and the promotion of transparency in the way which decisions are taken by or on behalf of the Council, Devon County Council produces a Forward Plan of any Key Decisions to be taken by the Cabinet and any Framework Decisions to be made by the County Council. The Plan normally covers a period of a minimum of four months from the date of publication and is updated every month.

The County Council has defined key decisions as those which by reason of their strategic, political or financial significance or which will have a significant effect on communities in more than one division are to be made by the Cabinet or a Committee of the Cabinet. Framework Decisions are those decisions, which, in line with Article 4 of the Council's Constitution must be made by the County Council.

The Cabinet will, at every meeting, review its forthcoming business and determine which items are to be defined as key decisions and the date of the meeting at which every such decision is to be made, indicating what documents will be considered and where, in line with legislation, any item may exceptionally be considered in the absence of the press and public. The revised Plan will be published with the papers for the meeting. *Where possible the Council will attempt to keep to the dates shown in the Plan. It is possible that on occasion may need to be rescheduled.* Please ensure therefore that you refer to the most up to date Plan.

Click to see an [up to date version of the Forward Plan](#) on the Council's web site at any time.

Also see the website for [Copies of Agenda and Reports of the Cabinet or other Committees of the County Council](#) referred to in this Plan

## FORWARD PLAN

All items listed in this Forward Plan will be discussed in public at the relevant meeting, unless otherwise indicated for the reasons shown

Any person who wishes to make representations to the Council/Cabinet about (a) any of the matters proposed for consideration in respect of which a decision is to be made or (b) whether or not they are to be discussed in public or private, as outlined below, may do so in writing, before the designated Date for Decision shown, to The Democratic Services & Scrutiny Secretariat, County Hall, Exeter, EX2 4QD or by email to: [members.services@devon.gov.uk](mailto:members.services@devon.gov.uk)

| PART A - KEY DECISIONS<br>(To Be made by the Cabinet) |                                                                                                                         |                                                      |                        |                                                                                                                                                                                                       |                                                         |
|-------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------|------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------|
| Date of Decision                                      | Matter for Decision                                                                                                     | Consultees                                           | Means of Consultation* | Documents to be considered in making decision                                                                                                                                                         | County Council Electoral Division(s) affected by matter |
|                                                       | <i>Regular / Annual Matters for Consideration</i>                                                                       |                                                      |                        |                                                                                                                                                                                                       |                                                         |
| 12 April 2023                                         | County Road Highway Maintenance Capital Budget and Progress on 2022/23 Schemes and Proposals for the 2023/24 Programmes | Public, CIRS Scrutiny, highway maintenance suppliers | Meetings and surveys   | Report of the Director of Climate Change, Environment and Transport outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary. | All Divisions                                           |

|                   |                                                                                 |                                                               |                                                                                           |                                                                                                                                                                                                       |               |
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| 12 April 2023     | Adult Social Care - Market Sustainability Plan and Sufficiency Assessment       |                                                               |                                                                                           | Report of the Director of Integrated Adult Social Care outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.              | All Divisions |
| 14 June 2023      | Revenue and Capital Outturn 2022/2023                                           |                                                               |                                                                                           | Report of the Director of Finance and Public Value outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.                  | All Divisions |
| 13 September 2023 | Transport Capital Programme 2023/24 and 2024/25: Update and Proposed Allocation | Public, District Councils, Stakeholders and Delivery Partners | LTP 2011 – 2026 consultation, meetings, planning applications and local plan consultation | Report of the Director of Climate Change, Environment and Transport outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary. | All Divisions |
| 8 November 2023   | Childcare Sufficiency Assessment - Annual Return                                |                                                               |                                                                                           | Report of the Director of Children and Young Peoples Futures outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.        | All Divisions |
| 13 December 2023  | Target Budget and Service Targets for 2024/2025                                 |                                                               |                                                                                           | Report of the Director of Finance and Public Value outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.                  | All Divisions |

|                 |                                                                                                                                  |                                       |                                                            |                                                                                                                                                                                                       |               |
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| 9 February 2024 | Admission Arrangements and Education Travel Review: Approval to admission arrangements for subsequent academic year              |                                       |                                                            | Report of the Head of Education outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.                                     | All Divisions |
| 13 March 2024   | Flood Risk Management Action Plan 2024/2025<br>Update on delivery of the 2023/24 programme and approval of schemes for 2024/2025 | All other Risk Management Authorities | Liaison through the Devon Flood and Water Management Group | Report of the Director of Climate Change, Environment and Transport outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary. | All Divisions |
|                 | <i>Specific Matters for Consideration</i>                                                                                        |                                       |                                                            |                                                                                                                                                                                                       |               |
| 12 April 2023   | Highway Infrastructure Asset Management Plan                                                                                     | -                                     | -                                                          | Report of the Director of Climate Change, Environment and Transport outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary. | All Divisions |
| 10 May 2023     | Devolution - Deal for Devon                                                                                                      | TBC                                   | TBC                                                        | Report of the Chief Executive outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.                                       | All Divisions |

|                                                                                                  |                                                                                      |                                                                                                                                                                                                                                                                                             |                                                                                                                                                                           |                                                                                                                                                                                                              |                                                                              |
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| <p>10 May 2023</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 375</p> | <p>Rifford Road, Exeter: Segregated Cycle Track Scheme on route E12 for Approval</p> | <p>Public, local stakeholders including local businesses Councillors (Devon County Council and Exeter City Council); Community builders and community organisations ; Schools; Bus, shared car/bike and taxi operators; emergency services Exeter Highways and Traffic Orders Committee</p> | <p>Consultation website and leaflet, letter drop (~800 households in vicinity and residents of Rifford Road) press release and posters put up and circulated locally.</p> | <p>Report of the Director of Climate Change, Environment and Transport outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p> | <p>All in Exeter; Heavitree &amp; Whipton Barton; Wonford &amp; St Loyes</p> |
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| <p>10 May 2023</p>  | <p>Family Centre Services Contract/ Commissioning</p> |                                                                                                                                                                                  |                             | <p>Report of the Director of Children and Young Peoples Futures outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>                                              | <p>All Divisions</p> |
| <p>14 June 2023</p> | <p>Net-Zero Supply Chain Strategy</p>                 | <p>Environmental Performance Board, Climate Change Standing Overview Group of the Corporate Infrastructure and Regulatory Services Committee, Devon County Council suppliers</p> | <p>Meetings and surveys</p> | <p>Report of the Director of Climate Change, Environment and Transport, Director of Finance and Public Value outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p> | <p>All Divisions</p> |



|              |                                                                                                                                             |                                                                                                                                                                                                                             |                                                                                                                                                                                                                                                |                                                                                                                                                                                                       |                                      |
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| 14 June 2023 | Proposal to close the Post-16 provision at Mill Water Special School and a proposal to increase pupil numbers in the lower age range (3-16) | All parents, staff and governors, SENTient Trust, Parent Carer Forum Devon, Trade Union representatives, DfE, all Schools, all County Councillors, MP, Parish Council, District Councillors, Equality group representatives | Circulation of consultation documents to parents, staff and governors. Email notification to other stakeholders. School website. DCC Have Your Say consultation website. Parent drop-in consultation session. Brief Notice in local newspaper. | Report of the Director of Climate Change, Environment and Transport outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary. | Exmouth & Budleigh Salterton Coastal |
| 14 June 2023 | Integrated Adult Social Care - Vision and Strategy                                                                                          | All public and service users                                                                                                                                                                                                | Full public and service user engagement process.                                                                                                                                                                                               | Report of the Director of Integrated Adult Social Care outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.              | All Divisions                        |

|                     |                                                                               |                                                                                                                                               |                                                                                                                                                    |                                                                                                                                                                                                              |                           |
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| <p>12 July 2023</p> | <p>Budget Monitoring - Month 2</p>                                            |                                                                                                                                               |                                                                                                                                                    | <p>Report of the Director of Finance and Public Value outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>                  | <p>All Divisions</p>      |
| <p>12 July 2023</p> | <p>Queen Street, Newton Abbot: Pedestrian Enhancement Scheme for Approval</p> | <p>Public, local stakeholders including local businesses and Newton Abbot Town Council, Teignbridge Highways and Traffic Orders Committee</p> | <p>Consultation website and questionnaire, letter drop (~1000 residents, ~150 businesses), webinars, public exhibition in Newton Abbot Library</p> | <p>Report of the Director of Climate Change, Environment and Transport outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p> | <p>Newton Abbot North</p> |

|                                          |                                                                                                                                       |                                                                       |                                                                                                                                      |                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                                  |
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| Between 12 July 2023 and 11 October 2023 | Exeter, Heart of Teignbridge, and Barnstaple, with Bideford and Northam Local Cycling and Walking Infrastructure Plans – For adoption | Stakeholders , public, relevant Highway and Traffic Orders committees | Stakeholder engagement workshops, online DCC ‘Have Your Say’ consultation website, press releases, social media posts, HATOC reports | Report of the Director of Climate Change, Environment and Transport outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary. | All in Exeter; Ashburton & Buckfastleigh; Barnstaple North; Barnstaple South; Bideford East; Bideford West & Hartland; Bovey Rural; Broadclyst; Chulmleigh & Landkey; Fremington Rural; Ipplepen & The Kerswells; Kingsteignton & Teign Estuary; Newton Abbot North; Newton Abbot South; Northam |
| 13 September 2023                        | Budget Monitoring - Month 4                                                                                                           |                                                                       |                                                                                                                                      | Report of the Director of Finance and Public Value outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.                  | All Divisions                                                                                                                                                                                                                                                                                    |

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| 8 November 2023 | Budget Monitoring - Month 6 |  |  | Report of the Director of Finance and Public Value outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary. | All Divisions |
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**PART B -FRAMEWORK DECISIONS**  
(Requiring approval of the County Council)

| Date of Decision | Matter for Decision | Consultees | Means of Consultation** | Documents to be considered in making decision | County Council Electoral Division(s) affected by matter |
|------------------|---------------------|------------|-------------------------|-----------------------------------------------|---------------------------------------------------------|
|------------------|---------------------|------------|-------------------------|-----------------------------------------------|---------------------------------------------------------|

|                  |                                                      |  |  |                                                                                                                                                                                                |               |
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| 30 May 2023      | Corporate Plan for 2023/24                           |  |  | Report of the Chief Executive outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.                                | All Divisions |
| 25 May 2023      |                                                      |  |  |                                                                                                                                                                                                |               |
| 12 July 2023     | Cornwall Council's proposal to join Adopt South West |  |  | Report of the Director of Children and Young Peoples Futures outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary. | All Divisions |
| 7 September 2023 |                                                      |  |  |                                                                                                                                                                                                |               |

|                                                                             |                                                                                                                          |                   |                                |                                                                                                                                                                                      |                                                                |
|-----------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------|-------------------|--------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------|
| 16<br>January<br>2024                                                       | Pay Policy Statement 2024/2025                                                                                           |                   |                                | Report of the Head of HR outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.                           | All Divisions                                                  |
| 15<br>February<br>2024                                                      |                                                                                                                          |                   |                                |                                                                                                                                                                                      |                                                                |
| 9 February<br>2024                                                          | Revenue Budget, Medium Term Financial Strategy 2024/2025 - 2027/2028 and the Capital Programme for 2024/2025 - 2028/2029 |                   |                                | Report of the Director of Finance and Public Value outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary. | All Divisions                                                  |
| 15<br>February<br>2024                                                      |                                                                                                                          |                   |                                |                                                                                                                                                                                      |                                                                |
| <b>PART C - OTHER MATTERS</b><br>(i.e. Neither Key Nor Framework Decisions) |                                                                                                                          |                   |                                |                                                                                                                                                                                      |                                                                |
| <b>Date of Decision</b>                                                     | <b>Matter for Decision</b>                                                                                               | <b>Consultees</b> | <b>Means of Consultation**</b> | <b>Documents to be considered in making decision</b>                                                                                                                                 | <b>County Council Electoral Division(s) affected by matter</b> |
|                                                                             | <i>Regular / Annual Matters for Consideration</i>                                                                        |                   |                                |                                                                                                                                                                                      |                                                                |

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| <p>Between 12 April 2023 and 8 May 2025</p> <p>Between 12 April 2023 and 8 May 2025</p> | <p>Standing Items, as necessary (Minutes, References from Committees, Notices of Motion and Registers of Delegated or Urgent Decisions)</p> <p><i>[NB: Items relating to the letting or occupancy of individual holdings may contain information about, or which is likely to reveal the identity of, an applicant for a holding and about the financial and business affairs of the Council and any prospective or existing tenant that may need to be discussed in the absence of the press and public]</i></p> | <p>To be considered at the Farms Estates Committee, including any advice of the Council's Agents South West Norse Ltd.</p> |  | <p>Report of the Head of Digital Transformation and Business Support, Head of Digital Transformation and Business Support outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p> | <p>All Divisions</p> |
| <p>Page 39 of 42</p> <p>Between 12 April 2023 and 8 May 2025</p>                        | <p>Standing Items, as necessary (Minutes, References from Committees, Notices of Motion and Registers of Delegated or Urgent Decisions)</p>                                                                                                                                                                                                                                                                                                                                                                       | <p>As necessary</p>                                                                                                        |  | <p>Report of the TBC outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>                                                                                                      | <p>All Divisions</p> |
| <p>12 July 2023</p>                                                                     | <p>Public Health Annual Report 2022/2023</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                                                                                                                            |  | <p>Report of the Director of Public Health, Communities and Prosperity outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>                                                    | <p>All Divisions</p> |
| <p>12 July 2023</p>                                                                     | <p>Treasury Management Stewardship Outturn Report</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                             | <p>CIRS Scrutiny Committee</p>                                                                                             |  | <p>Report of the Director of Finance and Public Value outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>                                                                     | <p>All Divisions</p> |

|                                           |                                                                  |  |  |                                                                                                                                                                                      |               |
|-------------------------------------------|------------------------------------------------------------------|--|--|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|
| 13 December 2023                          | Treasury Management Stewardship Mid Year Report                  |  |  | Report of the Director of Finance and Public Value outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary. | All Divisions |
| 13 December 2023                          | Torbay and Devon Safeguarding Adults Partnership - Annual Report |  |  | Report of the Chair outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.                                | All Divisions |
| <i>Specific Matters for Consideration</i> |                                                                  |  |  |                                                                                                                                                                                      |               |

