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To: The Chair and Members of the Corporate
Infrastructure and Regulatory Services
Scrutiny Committee

County Hall
Topsham Road
Exeter
Devon
EX2 4QD

Date: 16 March 2022

Contact: Wendy Simpson 01392 384383

Email: wendy.simpson@devon.gov.uk

**CORPORATE INFRASTRUCTURE AND REGULATORY SERVICES SCRUTINY
COMMITTEE**

Thursday, 24th March, 2022

A meeting of the Corporate Infrastructure and Regulatory Services Scrutiny Committee is to be held on the above date at 10.30 am at Council Chamber, County Hall to consider the following matters.

Phil Norrey
Chief Executive

A G E N D A

PART I - OPEN COMMITTEE

- 1 Apologies
- 2 Minutes
Minutes of the meeting held on 27 January 2022 (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 Public Participation
Members of the public may make representations/presentations on any substantive matter listed in the published agenda for this meeting, as set out hereunder, relating to a specific matter or an examination of services or facilities provided or to be provided.

MATTERS FOR CONSIDERATION OR REVIEW

5 Scrutiny Work Programme

- (a) In accordance with previous practice, Scrutiny Committees are requested to review the list of forthcoming business and determine which items are to be included in the [Work Programme](#).

The Committee may also wish to review the content of the [Cabinet Forward Plan](#) and the Corporate Infrastructure and Regulatory Services [Risk Register](#) to see if there are any specific items therein it might wish to explore further.

- (b) Reference from East Devon HATOC *Minute 24/14 February 2022 A3052: Speed Limits and Facilities for Active Travel – Greendale to Cat & Fiddle

At the East Devon Highways and Traffic Orders Committee on 14 February 2022, the Committee considered the Report of the Chief Officer for Highways, Infrastructure Development and Waste (HIW/22/4) relating to the A3052: Speed Limits and Facilities for Active Travel - Greendale to Cat & Fiddle. The Committee RESOLVED that the Corporate Infrastructure and Regulatory Services Scrutiny Committee be asked, in their overview role, to review the Local Speed Limit policy.

6 COVID-19 update

Chief Executive to report.

7 Race Equality Audit - Role of Scrutiny Members (Pages 1 - 4)

Report of the Chief Executive on the role of Scrutiny Members in implementing the recommendations of the January 2022 Race Equality Audit report (CEX/22/01), attached.

8 Civil Parking Enforcement and Health & Care Worker Permit Scheme (Pages 5 - 10)

Report of the Chief Officer for Highways, Infrastructure Development & Waste (HIW/22/15), attached.

9 Speed Policy and Management Progress Report (Pages 11 - 22)

Report of the Chief Officer for Highways, Infrastructure Development and Waste (HIW/22/17), attached.

10 Standing Overview Group - Highways Infrastructure Asset Management Plan (Pages 23 - 28)

Notes from the Standing Overview Group on the Highways Infrastructure Asset Management Plan held on 3 March 2022, attached.

11 Highways Performance Dashboard (Pages 29 - 32)

Report of the Chief Officer for Highways, Infrastructure Development and Waste (HIW/22/16), attached.

MATTERS FOR INFORMATION

12 **Items Previously Circulated**

Below is a list of information previously circulated to Members since the last meeting, relating to topical developments which have been or are currently being considered by this Scrutiny Committee:

- Dragon Patcher update (4/2/22)
- Scrutiny Risk Registers (9/3/22)
- Newspaper article re problem gambling (14/3/22)

PART II - ITEMS WHICH MAY BE TAKEN IN THE ABSENCE OF PRESS AND PUBLIC ON THE GROUNDS THAT EXEMPT INFORMATION MAY BE DISCLOSED

Nil

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Induction Loop available



CEX/22/01

**Corporate Infrastructure & Regulatory Services Scrutiny Committee
24 March 2022**

The role of Scrutiny Members in implementing the recommendations of the January 2022 Race Equality Audit report

Report of the Chief Executive

Recommendation: Scrutiny Members discuss and consider the role of Scrutiny in holding the whole Council to account in implementing the recommendations in the Race Equality Audit report.

1. Implementing the recommendations in the January 2022 Race Equality Audit report

Members will recall that making Devon a fairer and more equal county is one of the six priorities in the Strategic Plan 2021 – 2025 that the Council adopted at the end of last year.

The Race Equality Audit that the Chief Executive and his Leadership Group commissioned in Spring last year was a way of helping the Council understand the nature and impact of structural racism within the organisation so that it can be addressed. The audit's objectives were to provide an honest assessment of how it feels for Black and Asian colleagues to work for Devon County Council, to challenge assumptions and advise on actions to ensure DCC becomes a place where Black, Asian and other ethnically diverse staff feel safe, included and welcomed. The audit was carried out by three anti-racism consultants: Kalkidan Legesse MBA, Maia Thomas and Sandhya Dave.

The full 30 page Race Equality Audit report, which was published on 26 January 2022, is available, together with an accompanying summary infographic, at <https://www.devon.gov.uk/equality/performance-and-monitoring/raceaudit21>

The report's recommendations are set out under six themes:

- Denial of Racism.
- 'Small Numbers' Rhetoric.
- "No Data" Excuse.
- White Fragility in Leadership.
- Lack of Sufficient and Consistent Leadership for Diversity and Inclusion.
- Unwelcoming culture for Black and Asian People.

The overall findings make for some hard and uncomfortable reading. They are a wake-up call for all of us that racism still exists to an unacceptable extent in our country, in our county, and regrettably, within our Council. It highlights that we all need to do more to ensure Black, Asian and other ethnically diverse staff feel included and are able to express their needs and experiences safely. We all share a responsibility to challenge racist behaviour and call out racism within the Council and our local communities.

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The Cabinet and Leadership Group support the report and have accepted its findings. The Council is moving forward with implementing the report's recommendations. To the end, the 2022/23 budget includes provision for an ongoing £500,000 investment in equality, diversity and inclusion. That £500,000 will be used to strengthen the Council's ability to challenge inequality and celebrate diversity.

Four areas are highlighted in the report's recommendations as urgent priorities:

- Provide clear guidance on the process of investigating incidents of racial discrimination to all stakeholders.
- Employ a diverse and skilled Equality, Diversity and Inclusion (EDI) team, to work alongside the Lead EDI officer in implementing the recommendations of this report and wider equality priorities.
- Implement appropriate racial grievance channels, enabling staff to raise concerns independent of line manager.
- Let's Explore Race mentoring programme to be made available to all management within DCC.

Beyond those priorities and over the medium and longer term further investment will include a focus on:

- Staffing to support improvements in training, guidance, engagement, data and HR activities.
- Learning and development.
- Support for voluntary and community organisations.
- Improving access to services.

The Cabinet will consider a proposed anti-racism framework at its meeting on 13 April 2022.

2 The roles of Scrutiny Members in race equality and anti-racism

All Members of the Council will be invited to participate in further discussions about the Race Equality Audit. Those sessions (dates to be confirmed) will be an important opportunity for Members to explore and fully understand the audit's findings and all Members are urged to participate.

This Committee will have an important part to play in oversight of progress with implementing the recommendations to ensure that the Council is the best possible employer and service provider to everyone. The Deputy Chief Executive at the Centre for Governance and Scrutiny has described this challenge as: "better understanding and giving voice to those disenfranchised, disadvantaged and silenced because of their race."

It is proposed to make an annual report to the CRIS Scrutiny Committee on progress with implementing the Race Equality Audit recommendations. Scrutiny Members are invited to suggest questions which could form the basis of Scrutiny Committee's examination and challenge on racial equality. In considering possible questions, members may find these resources on the Council's website useful:

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<https://www.devon.gov.uk/equality/policy-and-legislation/equality-legislation>

<https://www.devon.gov.uk/impact/toolkit/>

[Electoral Divisions: All]

Cabinet Member: Leader of the Council and Cabinet Member for Policy, Corporate and Asset Management - Councillor John Hart

Chief Officer: Chief Executive - Phill Norrey

LOCAL GOVERNMENT ACT 1972: LIST OF BACKGROUND PAPERS

Contact for Enquiries: Head of Policy – Roland Pyle

Tel No: 01392 383000 Room: G60

BACKGROUND PAPER

Nil

Civil Parking Enforcement and Health & Care Worker Permit Scheme

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

1. Background

Whilst the civil parking enforcement service provides regular annual reports in line with PATROL (Parking and Traffic Regulations Outside London) guidance, this report aims to update on key areas of work for the service.

Our annual reports can be viewed here:

<https://www.devon.gov.uk/roadsandtransport/parking/how-parking-is-regulated/>

This report also provides an update on the Health & Care Worker Permit Scheme.

2. Customer Service

The service receives regular requests for enforcement via our “report it” webpage (<https://www.devon.gov.uk/roadsandtransport/report-a-problem/report-a-parking-problem/>) this allows the service to target enforcement to meet customer needs and also provides intelligence to shape future deployment.

The service generally receives in excess of 200 customer contacts requesting enforcement every month, in total 2665 contacts were received in 2021.

Meeting customer needs is a priority for the service and forms one of the key performance indicators (KPIs). Staff rotas and working practices were reviewed in November 2021 with the intention of ensuring continued improvement to the way in which the service responds to requests for enforcement.

For the purpose of this report the service has reviewed performance through 2021 and then for December and January after new rotas had bedded in.

- **KPI1 80% of actionable customer requests attended and responded to within one week and 100% within one month**

The target of 80% of customer requests being attended within 5 days has seen significant improvement since November 2021 and is now being consistently achieved.

This is primarily due to a change in working practices to extend the hours of lone working until 1900 (where duties after 1800 would be the return journey by vehicle) this enhances the ability to address requests for early evening enforcement in more remote communities as part of a routine patrol.

The aim of responding to all requests within one month was only missed on 11 occasions in 2021.

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- **KPI2 80% of faulty pay and display machines visited and feedback within 24 hours of report**

The team aims to support the pay & display asset by addressing basic machine maintenance issues such as coin and ticket jams. Performance in this respect remains an area for improvement as on average in 2021 only 63.5% (75 out of 118 reported faults) were attended to within the 24 hour period.

This is due to a number of issues including staff resource within the parking team, and also staffing shortages within the cash collection contractor. The impact of delayed cash collections resulted in more members of the public reporting machines not working when in reality they are just full and not able to take any more money.

In partnership with the wider Traffic Management Team contactless card readers are being added to key locations (approx. 10%) to reduce the need for physical cash payment along with continued promotion of “pay by phone / app” options.

- **KPI3 Achieve an average of over 85% of planned enforcement coverage**

Since the reworking of rotas an area of significant improvement is the ability to attend to planned beats.

There are 23 beats developed for the County to deliver regular enforcement to key communities, with each beat having a priority set of roads. The targets for attendance on each beat can vary depending on the size of the beat and priority. Staff vacancies, absences and the need to attend to reactive requests for enforcement impact the ability to meet this KPI.

Whilst the service continues to carry a number of vacancies, performance with the available resource has improved across the board, and whilst further improvement is sought, there has been a 21% improvement since rotas were updated.

3. Conflict Management

It is unfortunate that verbal abuse and aggression from the public is becoming a regular feature for all frontline local authority staff. The parking service shares these experiences.

It has always been of paramount importance for the service to keep staff safe and provide both managerial support and the latest technology (such as body worn video, BWV) to do so.

All Civil Enforcement Officer's (CEO's) are encouraged to report any incident to their supervisor and to ensure it is recorded on the corporate incident system, OSHENS. Each CEO will be contacted whilst at the time to ask if they are happy to continue, take a break, or be stood down for the day. Also, to ask if any immediate help/support is required. A full de-brief is then set up with the individual within 7 days to discuss the event and associated paperwork completed. This is then also followed up in their monthly 1-2-1 to ensure if anything further is required by the CEO.

In the de-brief the event is discussed and includes as a minimum the following,

- how the CEO was feeling then and now

- if medical help was required
- if the incident required reporting to the Police
- if any counselling is required
- if BWV was activated.

The CEO will give permission for the BWV footage to be viewed along with the supervisor, this is then recorded as evidential as this may be required for future use.

Each CEO has their own allocated BWV device which they are required to wear, these units are activated at their discretion. The current units utilise latest technology allowing capture of the previous 30 seconds prior to activation, this allows the detail of a quickly escalating event to be captured.

All CEO's are actively encouraged to use the BWV when they feel something may escalate or they feel the need to record a conversation. They will always let the individual / member of public know that they are recording and this often de-escalates the situation. Current BWV have a front facing screen so the individual can see themselves on the camera allowing for immediate reflection on their behaviour.

Incidents remain a regular feature but are carefully managed. In the last 3 years we have had 77 reported incidents (on average 2.1 per month) with the majority relating to verbal abuse (97.3%).

Of the 77 incidents, 11 (14.3%) required escalation to the Police, the majority of these have occurred in the past 12 months. The assessment is that this is due to two factors, firstly, the team are becoming more confident in Police response and are empowered to escalate, and secondly the experiences with public for frontline staff has become more challenging as we have moved through the pandemic period.

4. Recruitment

Since the beginning of the pandemic in 2020 recruitment for all services has been challenging, as a result the parking enforcement team currently carries a number of vacancies. Most notably there are 19.5 full time equivalent (FTE) vacancies out of a design establishment of 46.5 FTE; a shortfall of 41.9%.

However, as discussed earlier in this report the team are motivated and continue to deliver a good service with the available resources. Overtime allows existing staff to provide additional hours reducing the shortfall.

The team regularly advertise vacancies and are recruiting to fill those. Adverts and incentives are being reviewed with colleagues in Human Resources and Recruitment to ensure adverts reach appropriate candidates and the opportunities offered by Devon County Council are promoted.

5. Health & Care Worker Permit Scheme

In December 2019 the Council started a pilot of a Care & Health Worker permit scheme. It allowed those care workers, enablers, medical professional, and social workers who undertake their duties at their client or patients' homes to park using

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resident permit only, limited waiting or pay and display spaces for the duration of their scheduled appointment. In the absence of any available parking spaces, the permit allows the holder an exemption to use a yellow line restriction for up to an hour. The same rules apply as those issued to Blue Badge holders, but instead of 3 hours parking only 1 would be granted under the scheme.

The scheme saw a massive increase in applications from March 2020 at the beginning of the pandemic from across numerous aspects of the care and social care sector. The team prioritized resources to turn around applications for permits within 24 hours of receipt and get clocks dispatched by first class post, NHS Couriers or hand delivered to offices to be used by staff.

To assist with the extra workload on those providers and for extra measures in personal safety arising from guidance being issued the exemption for use on yellow lines was increased from 1 hour to 2 hours.

In September 2020 account managers were consulted about the effectiveness of the scheme and management of permits and time clocks for their teams via the online service, MiPermit. They were invited to comment on any changes that should be considered which they felt would improve the benefits to the users.

The overwhelming majority who replied supported the making of the scheme a permanent one. It was also noted that many felt that the 1 hour allowed on yellow lines was insufficient and there was some confusion over how long they could park in parking spaces. They asked if it could be simplified.

In 2021, the scheme was updated to further meet users needs:

- allowing up to 3 hours parking on “no waiting” restrictions (increasing from 1 hour previously permitted),
- the use of a permit be simplified and parking limited to maximum of 3 hours from the start time of the parking period set by the user as indicated on the time clock for all the current exempted restriction types namely, limited waiting, residents parking, pay & display and yellow lines (so long as there was no restriction on “loading”) when undertaking a visit to a client,
- timeclocks to be updated and of improved quality (similar to the blue badge issued to those with mobility or hidden disabilities).

Nearly 10,000 permits had been made available to service providers around the County and the scheme has been well received by social service teams, the NHS, charities and private company providers, without charge. The scheme also provided vital assistance to frontline teams as the pandemic has been managed across the county.

6. Next Steps

The next steps are to continue with recruitment to ensure that a high quality service can continue to be provided allowing enforcement to be deployed where it is most needed to serve the needs of our communities.

The service will also continue to invest in technology both in terms of staff protection and provision of paid parking, with an emphasis on reducing the need for physical payment and promotion of pay by phone / app options.

Meg Booth

Chief Officer for Highways, Infrastructure Development and Waste

Electoral Divisions: All

Cabinet Member for Highway Management: Councillor Stuart Hughes

Local Government Act 1972: List of Background Papers

Contact for Enquiries: Christopher Rook

Tel No: 01392 383000 Room: County Hall, Exeter

Background Paper	Date	File Reference
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Nil

Civil Parking Enforcement and Health & Care Worker Permit Scheme - Final

Speed Policy and Management Progress Report

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

1. Summary

This report summarises the progress for a number of the actions, recommendations and proposals arising from the Scrutiny Committee Speed Task Group (SCTG) report (June 2019) and following the previous progress report in November 2020 (<https://democracy.devon.gov.uk/ieListDocuments.aspx?CId=427&MId=3935&Ver=4>) (Minute *205).

2. Introduction

A Speed Management Working Group (SMWG) was established in 2020 comprising members and officers from appropriate teams to manage the implementation of the recommendations. It included local members (Councillors Gordon Hook, Alistair Dewhirst, Jackie Hook), the local HATOC chair (Councillor Jerry Brook), Portfolio Holder (Councillor Stuart Hughes), the Police (policy and operational teams), and officers from the DCC Traffic Management Team, Road Safety, Public Health and Communications teams.

In May 2021, membership changed to reflect the elections that month with Councillors Phil Bullivant and Janet Bradford replacing Councillors Gordon Hook and Jackie Hook as local members, and Councillor Martin Wrigley replacing Councillor Jerry Brook as local HATOC chair.

Initial focus for the group has been on proposals for the Newton Abbot Trial with discussion on; community engagement, how the impact of any scheme should be measured; design options; timescale; and funding. The group has met on a monthly basis to progress this and other areas of work.

This report updates on key areas of work for the past 12 months:

- Developing the Newton Abbot 20mph Trial
- Continued development of the SCARF process
- Innovation

3. Overview of Work to Date

The following work has been undertaken in support of key recommendations:

Recommendation

1.3 Trial a default residential 20 mph limit in Newton Abbot

Progress

Throughout 2021 the Speed Management Working Group (SMWG) worked closely with the Newton Abbot Town Council and the community to develop proposals for a new 20mph speed limit in Newton Abbot.

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During this period two surveys were developed along with a website to engage with the community. The first survey was designed to gather baseline data to understand the community's current feelings towards travel, modal choice, road safety, and speed. The second survey was designed to understand the community's views on the implementation of a new 20mph speed limit.

The consultation regarding the implementation of a new 20mph speed limit was available both online and on paper and was open between October and November 2021. The consultation asked those who work and live in the town 25 questions and invited people to add their ideas and comments to an interactive map depicting the proposed extent of the scheme. In total 1,489 responses were received, and of those that responded 84 percent live or work in Newton Abbot and 90 percent live or work in Teignbridge.

The consultation showed that:

- 21 per cent supported 20mph on the town's main roads, 79 per cent were opposed.
- 46 per cent were in favour of 20mph on the town's residential roads, 54 per cent were against.

However, the consultation, also showed that there was overwhelming support for 20mph limits outside the town's schools, nurseries, and pre-schools, with 77 percent of respondents in favour of this proposal.

Whilst proposals for a 20mph speed limit across Newton Abbot have now been withdrawn, officers will be engaging local County Councillors to identify sites to trial advisory and mandatory 20mph interventions around schools as was supported by the community. Any new scheme will be subject to the normal legal consultation process.

Recommendation

2.1 Review the SCARF process to reflect changes made to the Road Safety Strategy and Speed Limits Policy, ensuring local communities have a meaningful and transparent say on proposed local schemes, using a matrix similar to that used in Torbay.

Progress

The highways teams understand the importance of vehicle speed to our communities and the Speed Compliance Action Review Forum (SCARF) process exists to address those concerns; gathering speed data and reviewing via a multi-agency panel.

A new sub-group is being established to set up a dedicated SCARF website. This will include a tracker so the public can monitor the progress and outcome of their reported concerns. Additionally, a map showing investigation sites will be provided to avoid duplicate reports for the same site, along with a facility to upload new concerns on a set proforma.

The Scrutiny Group recognised that if a community believes there is a speeding issue, and that causes them to change their behaviour and attitudes accordingly, then there is a problem, even if the evidence demonstrates that the road safety hazards are not significant. SCARF does not provide a solution in these instances.

A 'Local Traffic Review' (LTR) is one potential action. It may be that while traffic speeds are not significantly high there may be other related issues which generate speeding concerns, such as lack of crossing facilities or footways or parking issues. A review might identify these issues and suggest remedial actions, whereas currently the SCARF process simply determines that no action is justified based on recorded speeds. Several LTRs have been set up and the early signs are that these can be a successful way of looking at problems and issues over a defined area in a coordinated manner. We have already expanded the trial to implement LTRs outside of the SCARF process, where concerns or requests indicate an open-minded and comprehensive study of a particular area might be the best way to identify problems and opportunities to develop appropriate measures.

Recommendation

3.1 DCC to be more open to innovative trials, including associated monitoring, where safe to do so and funding can be secured.

Progress

- A new approach to implementing 20 mph speed limits

As previously reported, it was resolved that the implementation of any new 20 mph speed limits be deferred until after the Newton Abbot trial scheme has been completed and reviewed. Any requests received would be added to a central waiting list and initial speed data gathered.

The matter was reviewed further at Cabinet on 8th December 2021, it was understood that there remained a significant demand from communities for 20mph speed limits and this was supported by elected Members. It was proposed that Members be invited to make representations for their communities where it was felt that the introduction of a 20 mph speed limit would be beneficial; this may be for the whole community or a discrete part of the community. Requests would be reviewed against a framework, and the proposals prioritised based on alignment with current Policy principles of - significant vulnerable road user activity and mean speeds were low (24mph or below) and additional factors as recommended in the July 2019 Scrutiny report.

All schemes would also be considered via safety audit prior to progression.

A budget of £100k has been earmarked for 20mph speed limits for 2022/23 through the Local Transport Plan or Section 106 contributions.

The framework includes additional factors to ensure that resource was directed to where there would be the greatest benefit, including speed related casualty collision history, community support, Community Speed Watch, deprivation Index ranking and existing Air Quality Management area information.

This aligns with the original Scrutiny recommendations and, also borrows themes used in the Torbay assessment matrix cited by the group.

A copy of the framework, as approved by Cabinet for assessing and prioritising requests for 20 mph speed limits in the preparation of schemes for delivery in 2022/23, is shown in Appendix 1.

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An invitation has been sent to all elected Members and Town & Parish Councils to provide expressions of interest and scheme proposals via a web form. The deadline for expressions of interest is 31st March.

The aim will be to prioritise, design, advertise and implement schemes within the 2022/23 financial year.

- **A new approach to mobilising Vehicle Activated Signs (VAS) for communities**

Another key outcome of the SMWG has been the review of Devon's Vehicle Activated Sign (VAS) procedure.

The group investigated a more permissive approach to mobile VAS to allow communities to communicate to drivers in different ways, such as signs displaying the vehicle's speed, slow down text etc. The outcome is a new Traffic Management Procedure which allows the use of these signs (See Appendix 2).

The procedure is designed to enable the empowerment of local councils to bring about a behavioural change to speed within their communities. It will also provide another potential outcome from the SCARF process.

The procedure covers a number of criteria which must be met before a VAS can be installed on the highway. This includes the requirement for the locations to be reviewed at SCARF to ensure that there are no other interventions that may be required. It is also recommended that the device be moved to different locations on a regular basis so that the impact on drivers is maintained; this may be sites within a single community, or there may be opportunity for the same apparatus to be shared amongst more than one community.

Devices which are capable of data gathering are also supported. This could assist by providing data to evaluate how effective these measures are.

DCC will continue to deploy either fixed or mobile VAS in accordance with the current SCARF process. This option of the community deploying mobile VAS at its own cost is in addition to the DCC VAS programme.

An update was provided to all County Members on this in December 2020 so communities could be kept informed on new options to address speed concerns.

4. Next Steps

Work on the Newton Abbot trial will continue with a new focus on streets around schools. Officers will be engaging local County Councillors this month to identify sites to trial advisory and mandatory 20mph interventions around schools as was supported by the community.

Work continues to develop the SCARF process and implement the other changes described within this report.

Expressions of interest for new 20 mph speed limits will be reviewed and prioritised before reporting to Cabinet for approval to progress to deliver schemes in 2022/23.

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Highways teams will continue to work with communities to allow them to deploy VAS to address speed concerns where appropriate.

Meg Booth
Chief Officer for Highways Infrastructure Development and Waste

Electoral Divisions: All

Cabinet Member for Highway Management: Councillor Stuart Hughes

Local Government Act 1972: List of Background Papers

Contact for Enquiries: Christopher Rook

Tel No: 01392 383000 Room: County Hall, Exeter. EX2 4QD

Background Paper	Date	File Reference
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Nil

Speed Policy and Management Progress Report - Final

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Appendix 1 to HIW/22/17 - 20 mph Assessment System

Name of Community / Location*		
Community Support (via local Elected Member and Local Town/Parish Council)	Pass / Fail	
POLICY COMPLIANCE	Score	Sub Total
Traffic Speed (85thile)		
Below 24 mph	4	
25-30 mph	2	
Above 31 mph	0	
Speed Related Injury Collision (3 year record)		
Each Slight	1	
Each Serious	2	
Each Fatal	3	
Vulnerable Road Users / Environment		
School/Playground	1	
Health/Social Care Facility	1	
Community Facility	1	
Footway both sides	-1	
Footway one side	0	
No Footway	1	
Pedestrian crossing	-1	
OTHER FACTORS		
Air Quality Management Areas (AQMA)	2	
Community Speed Watch Scheme	2	
Road Character		
A road	0	
B road	1	
C class road	2	
Unclassified road	0	
Deprivation Index		
Decile 1 and 2	5	
Decile 3 and 4	3	
Decile 5 and 6	0	
Decile 7 and 8	-3	
Decile 9 and 10	-5	
Total Score		

*Where multiple sections of highway are proposed for 20SPL, assessment will be made on a representative length(s)

Appendix 2 to HIW/22/17 - Vehicle Activated Sign Procedure

Devon County Council Traffic Management Fact Sheet

TMFS – 02.1 – Vehicle Activated Signs (VAS)

INTRODUCTION

Vehicle Activated Signs (VAS) can be used for either warning of a hazard or to encourage motorists to comply with the speed limit. They are not to be used as an alternative to conventional permanently fixed traffic signs.

VAS have been shown to be effective in reducing vehicles speeds when sited appropriately and can also be an important element of a co-ordinated approach to Speed Management in Communities.

Speed related VAS are ideally sited where there is evidence of a speeding problem as deploying them where they are rarely activated is not good value for money.

VAS can be used as an enhancement to existing signs when recommended through the SCARF process.

SCARF stands for **Speed Compliance Action Review Forum** which is a joint meeting between Devon County Council Traffic and Road Safety Officers and Devon and Cornwall Constabulary Casualty Reduction Officers where speed complaint sites are assessed and appropriate actions agreed. (See TMT-01 SCARF Process)

TYPES OF VAS

Permanent (fixed) VAS

- **Mains Powered** – these can sometimes be mounted on lamp columns and powered directly from the lamp column itself. If the lamp column is not strong enough to support the sign a separate post would be required. This type of sign would remain in place permanently. Purchase costs will vary depending on specification and supplier. Speed related VAS will be configured to activate at the Association of Chief Police Officers (ACPO) enforcement threshold which is 10% + 2mph above the Speed Limit. E.g. for a 30mph Speed Limit, activation level would be 35mph.

The sign may also include the text “SLOW DOWN” beneath the roundel/warning symbol and would only be displayed at the same time as the roundel/warning symbol. A basic mains powered speed warning sign with SLOW DOWN beneath the roundel would be around £2,800* VAT if attached to a lamp column. If a separate wide based post and connection are required the costs would be at least £1000 higher and potentially much more if no convenient power supply is available on the same side of the road. Mains

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powered VAS will typically remain functional for over 5 years and often for as long as 10 years.

- **Solar Powered VAS** - these signs can be the correct choice where there is no power available but can be expensive to maintain and are sometime a target of theft of the solar panel. Costs can be around £5,000*. The activation threshold and text are the same as a Mains Powered VAS.
- **Battery Powered VAS** – these permanently fixed VAS operate in the same way as the Mains or Solar powered VAS with the batteries being changed on site without removing the VAS. These VAS are not considered Mobile VAS. Therefore, the activation threshold and text requirements are the same as a Mains Powered VAS.

Mobile VAS

- **Mobile VAS (MVAS)** –These would be battery powered. Recent improvements to technology mean that, depending on activation level, battery charges can last for up to a month. These devices must be moved between different sites on a regular basis. Ideally this will be monthly for speed related signs with the MVAS at the site for a month then away from the site for a month. Normally this monthly relocation would coincide with battery charging or replacement. Costs per unit would be between £1,200*and £2,000*. The speed related VAS will be configured to activate at the Association of Chief Police Officers (ACPO) enforcement threshold which is 10% + 2mph above the Speed Limit. E.g. for a 30mph Speed Limit, activation level would be 35mph.
- **Speed Indicator Devices (SID's)** These operate the same as MVAS but display the speed of the approaching vehicle and may also show a Happy or Unhappy Emoticon.

DCC are happy to advise on the suitability of any particular VAS products that communities may wish to purchase.

*Based on 2017 prices

Devon County Council Funded

Devon County Council (DCC) has funded a large number of VAS at permanent sites around the County. These will usually have been provided at collision sites either providing enhanced warning of a particular hazard such as a road junction or as an enhancement to existing speed limit signing. DCC continues to maintain these signs but will review the need for the sign and may not replace if the sign costs are beyond reasonable repair.

DCC has an additional 10 battery powered Mobile VAS (MVAS) which it deploys at community concern sites for a month at a time in response to recommendations from the SCARF process. The signs are deployed by the DCC's Term Maintenance Contractor.

Parish and Community Funded VAS

DCC welcomes approaches from Communities interested in funding and operating their own VAS and has worked with several Parish Council's (PC's) who have funded the purchase of their own devices.

Purchase and servicing of speed related VAS was pioneered with Shaugh Prior Parish Council. The particular concern of the PC was the speed of vehicles across unfenced moorland where horses, cows and sheep roam freely. The PC agreed the sites for the VAS with the County Council (DCC) and the Police, the process of servicing the signs was risk assessed and covered under the PC's Public Liability Insurance. Other Parish Councils operating their own VAS include, Lifton, Milton Abbot and High Bickington Parish Council's.

Community funded permanent VAS will only be considered at sites approved by DCC's SCARF process. The Parish Council's sponsored sites mentioned above were all agreed in this way. Community funded MVAS or SID will only be considered at sites approved by DCC. The SCARF team will be informed and the records updated.

PRINCIPLES FOR COMMUNITY FUNDED VAS

- VAS are considered following a SCARF assessment indicating that a VAS is appropriate or at sites approved by DCC with the SCARF Team members acknowledgement.
- DCC must approve all VAS installations prior to any works being started. DCC may refuse the request to install a VAS. Approval should be gained prior to the purchase of any equipment.
- The information displayed on the sign needs to be agreed with DCC.
- The PC/Town Council/Community Group will be responsible for:
 - all costs including purchase, installation and removal. No setup costs should accrue to DCC.
 - insuring the unit against claims for Injury, Accident or Damage. Public Liability Cover in the amount of at least £10m is recommended.
 - all maintenance not covered under the manufacturer's warrantee, including vandalism.
- It is recommended that the sign should carry an on-site warranty from the manufacturer for at least 5 years.
- Any VAS mounted on a lamp column will need the approval of the DCC Street Lighting Team.
- DCC will fund the cost of the electricity of mains powered permanent VAS.
- If a permanent VAS is to be battery or solar powered the VAS should be located on a dedicated post.
- A PC/Town Council/Community Group funded VAS won't be approved if the proposed location is in the vicinity of a DCC funded VAS, unless the DCC funded site is decommissioned.
- DCC will remove the VAS from site in the event of a collision and make the site safe but would not be responsible for its replacement.

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- For a PC/Town Council/Community Group funded MVAS/SID (where the PC/Town Council/Community Group will be relocating the MVAS/SID on a regular basis), a risk assessment must be completed prior to the initial installation. The risk assessment must cover all the activities relating to the MVAS/SID. This must ensure that all personnel/operatives working on the highway at any sites have successfully completed the appropriate nationally recognised training and have been successfully assessed for competency against national standards for temporary traffic management (NRSWA Signing Lighting and Guarding certificate (Chapter 8)). The risk assessment must be carried out by the PC/Town Council/Community Group.
- Installation on Telegraph or electricity poles is not permitted.
- New posts will be arranged by the Neighbourhood Team or Traffic Management Team paid for by the PC/Town Council/Community Group.

MVAS/SID Speed Threshold Settings

Device	Threshold Setting	Speed Display	Suitable Text Displays	Suitable Icon
MVAS	Below the speed limit and up to a speed 10% of the speed limit plus 2mph	(blank screen)	(blank screen)	(blank screen)
	Speed exceeding the limit above	Speed limit	SLOW DOWN	(blank screen)
SID	Speed at or below the limit*	Actual vehicle speed	THANK YOU	Happy Emoticon
	Between the speed limit and a speed 10% of the speed limit plus 2mph higher than the speed limit	Actual vehicle speed	SLOW DOWN	Unhappy Emoticon
	Speed exceeding the limit above	Speed limit	SLOW DOWN	(blank screen)

* For battery only units it is recommended the minimum detection speed is set at 10mph below the speed limit, so the sign is not on too often. However, this may lead to concerns that the sign is not working properly.

VAS Positioning

When siting any highway sign, care should be taken to ensure that it can be seen by approaching drivers at an appropriate distance, that it is relevant to the hazard in question and that it is in a position where it can be safely maintained.

This is particularly true of VAS as the vehicle detector needs to have a clear line of sight to the approaching vehicle and the LED lighting on the sign needs to be aimed at the approaching vehicle much more accurately than a conventional static sign which can be seen from a much wider angle. In particular this can present problems if a VAS is sited at the top of a hill or on a bend where there might be limited scope for aiming the sign downwards or to one side.

The DCC as Highway Authority has a duty of care to ensure that all signs placed on the highway network are sited safely and will not present a danger to road users. The location and positioning of VAS must therefore be agreed with DCC before erection.

Information Required for the Approval of MVAS/SID Installations

Information required from PC/Town Council/Community Group

- Plan of the VAS locations,
- How often it will be moved and the various locations it will be moved to. Details of who will be responsible for this especially if personnel are moving between areas/parishes.
- Power type.
- Device settings, for example
 - Type of message, (colour, speed, text) and the speed range to be activated.
 - Type of radar system (i.e. Doppler radar antenna)
 - Radar range
- Type and frequency of data recorded. Details of how DCC can access the data if required.
- Risk assessment for installation and maintenance. Including working at heights, traffic management arrangements and confirmation that all personnel/operatives working on the highway are properly trained and competent (for example, successfully completing the NRSWA Signing Lighting and Guarding certificate (Chapter 8)).
- The type of street furniture the VAS going to be fixed on to and that it is suitable for the weight and size of the VAS.
- How device is going to be fixed to the street furniture and the type of fixing.
- Confirmation that the security of the sign has been considered i.e. padlock, lockable case, Tamtorque straps, etc.
- Battery charging procedure including frequency and charging location.
- Maintenance agreement / arrangement.
- Confirmation that the VAS meets current TOPAS Requirements or other UK standards.
 - **Current TOPAS Standards (2022) - Specifications | Topas Group**
 - TOPAS 2541A Performance Specification for Control Systems for Vehicle Activated Discontinuous Variable Messages.
 - [Microsoft Word - TOPAS 2541A \(Final\) \(topasgroup.org.uk\)](https://www.topasgroup.org.uk)

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- TOPAS 2516D Performance Specification for Discontinuous Variable Message Signs
 - [Microsoft Word - 2516D FINAL \(topasgroup.org.uk\)](#)

Link to the TOPAS list of the devices that meet their specification

TOPAS 2541

[Specification TOPAS 2541A | Topas Group](#)

TOPAS 2516

[Specification TOPAS 2516B | Topas Group](#)

[Specification TOPAS 2516C | Topas Group](#)

[Specification TOPAS 2516D | Topas Group](#)

Report of the Corporate Infrastructure and Regulatory Services Scrutiny Committee Standing Overview Group of 3rd March 2022

1. Introduction

The Standing Overview Group of the Corporate Infrastructure and Regulatory Services Scrutiny Committee meets regularly as an informal information sharing and member development session where issues are presented to the councillors to raise awareness and increase knowledge. The Standing Overview Group considers key updates and pertinent issues from across different services, with the aim of developing Members' knowledge, and bringing to the forefront any areas which may benefit from further scrutiny.

Any action points arising from the sessions are reported back to the next formal Committee meeting.

This report outlines the topic(s) covered at the meeting of 3rd March 2022, highlights the key points raised during discussion and details any agreed actions.

2. Recommendation(s)

The Corporate Infrastructure and Regulatory Services Scrutiny Committee accepts this report as an accurate record of the meeting and makes the following recommendations to Cabinet, namely that:

- (a) repair and maintenance of our road networks be underpinned by a positive and proactive approach and efforts to be made to implement this mindset into the working practices of DCC staff and contractors;
- (b) the Community Road Warden Scheme and the Snow Warden Scheme be continued and expanded;
- (c) annual work programmes be produced to cover integrated schemes and additional detail is included where these include drainage repair;
- (d) graffiti be explicitly recognised in the Plan as a notable problem and innovative solutions to graffiti removal be investigated; and
- (e) further exploration of local council involvement in highway maintenance is undertaken, to include closer relationships between local councils and the County Council.

3. Attendance

Councillors: Councillors A Dewhurst, C Slade, M Hartnell, J Hodgson, Y Atkinson, M Asvachin, J Wilton-Love

Apologies: Councillor R Radford

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Officers: Roberts Richards, Joe Deasy

Scrutiny Officer: Camilla de Bernhardt Lane, Fred Whitehouse

4. Summary of Discussion

Highway Infrastructure Asset Management Plan

Introduction

The Highways Infrastructure Asset Management Plan comprises of three sections; the Policy, the Strategy and the Plan. The Policy is a concise document describing the service's approach and how it links with the Council's overarching objectives. The Strategy refreshes the one approved by Cabinet in 2016, taking into consideration changes in national guidance and a revised code of practice. The Plan, which describes in detail how the Council uses asset management tools to support the highways network, is required to be approved by the Corporate Infrastructure and Regulatory Services Scrutiny Committee in March 2022 before it then goes to Cabinet in April 2022 for final approval. This Standing Overview Group was organised to provide Members a briefing on updates to highway asset management and give them the opportunity to provide input.

At the meeting, Members were presented with draft versions of the Asset Management Policy and Strategy which can be viewed as supplementary reports online (<https://democracy.devon.gov.uk/ieListDocuments.aspx?CIId=427&MIId=4488>).

Capital Budget

The Council had received a three-year settlement for the capital funding of its Highways network via the Department for Transport. Members were advised that, after inflation had been applied, the settlement reflected a reduced amount of funding. As such, from an asset management perspective, it would be necessary to undertake a 'managed decline' approach to try and minimise the decline in the condition of Devon's road network.

Performance Framework

Required by the code of practice, the Performance Framework outlines eight key measures relating to asset management under which progress against the Plan are measured. This is to ensure the Council has the right measures in place to measure performance and to be certain that continual improvements in ways of working are made.

Members queried the relationship between the framework and the Council's strategic objectives, in particular how the Plan relates to the promotion of 'active travel' and other measures intended to reduce carbon levels. It was noted that, from an asset management perspective, the focus would be on enabling the Authority's corporate aims rather than promoting them but that the two are intrinsically linked.

Suggestions were also made of ensuring that a positive, proactive approach to repair and maintenance of our highways underpins the Plan; namely, that a culture of contractors undertaking work beyond that assigned to them (such as tidying litter if awaiting a delivery)

could translate to greater efficiency and increased savings for the Council. This has been incorporated into recommendation (a).

Levels of Service

Members were presented with the main asset categories broken down into key priorities under each category. These fall under the Asset Management Strategy which dictates the scope of the service; specifics (such as frequency of any particular undertaking) will be laid out in the final Plan and dictated by budgetary constraints and other considerations.

Points of interest are detailed below alongside Member discussion surrounding each area.

Carriageways

The points outlined here focused primarily on inspection and repair of the Council's highways network, as well as response to emergency situations and a proactive winter service.

Most of the points under this asset category were explained to be statutory requirements. The Community Road Warden Scheme, whereby minor works were delegated to local councils (such as town or parish councils), and the Snow Warden Scheme, where local parish/town councils, individuals and community groups can assist in winter maintenance support, were both explained to be optional but that the aim was to continue to expand and grow both schemes.

Members supported the continuing of both schemes, noting that not all local councils sign up to this. They therefore agreed that aiming to expand both schemes would be valuable. This has been incorporated into recommendation (b).

Drainage

The points outlined here focused on investigating reported flooding and blocked drains on a reactive basis alongside some scheduled annual work.

Member discussion centred around an integrated approach where, for instance, work that falls under the Drainage category can be undertaken alongside that which falls under Carriageways; namely, undertaking a more efficient and proactive approach to our highways network. This forms part of recommendation (a).

Members discussed the potential of an annual programme of drainage repair being produced. Officers did advise that this may be limiting where an integrated scheme – namely, one that covers numerous service areas (such as Carriageways and Drainage) – would be more appropriate. Members were more receptive to the idea of a focus on integrated schemes and the production of an annual programme to reflect this. This has been reflected in recommendation (c) below.

Traffic Management

Traffic Management focused largely on safety such as response to emergency signal failures and the repair or replacement of safety signs.

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Members accepted the necessity to prioritise safety signs as a measure to prevent injury or death on Devon roads but did express that delays to the repair of directional roads caused notable annoyance to residents. They were advised that Highways does have an ongoing programme that tries to prioritise need and repair for major network signs such as directional signs on A-roads.

Footways and Cycleways

The points here focused on inspection and repair of safety defects alongside an annual programme of maintenance repairs.

Structures

The points here focused on inspection and monitoring of structures as well as targeting those that pose a risk to safety.

Member discussion centred around graffiti both as unsightly and a potential distraction to motorists. Officers explained that whilst graffiti is unsightly, traditionally more focus had been given to areas that posed a more definite risk to driver safety and that the potential benefits of diverting money to graffiti removal would likely be outweighed by a resulting decrease in finances available for other works such as drainage works and carriageway repair. Councillor perspectives on graffiti have been incorporated into recommendation (d) below.

Public Rights of Way

Of note was the Parish Paths Partnerships (P3) programme which was noted by Members as an impressive initiative.

Safety Fencing

The focus here was on replacement, repair or removal of safety fences as required, where 'safety fences' refers to road restraint systems such as crash barriers on dual carriageways.

Green Infrastructure

This focused on an annual programme of grass cutting to maintain safe visibility at junctions, and inspection of trees and prioritisation of repairs to safety defects in accordance with the Tree Inspection Policy.

Member discussion centred around problems regarding littering, especially when grass is cut only once per year which leads to a large amount of built-up rubbish being shredded and therefore very difficult to clean up. The potential for local councils to become more involved in the minor maintenance of grassy areas was discussed.

Conclusion

In general discussion, Members expressed that the briefing document provided to the Standing Overview Group seemed somewhat negative, with focus being on what Highways

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were unable to do as opposed to what could be done. Officers advised that this was largely due to budgetary constraints with this process acting as an early opportunity to manage expectations: in reality, the maintenance of Devon's highways network given the current budget position would not be easy.

Members also discussed the importance of continual engagement with town and parish councils and other community representatives to assist with minor works and maintenance which would therefore allow the County Council's budget to be stretched further. It was expressed that Councillors would like further guidance on how they can use their roles, influence and funding available to them to support the undertakings of the Highways team. Officers advised that there were available case studies within Devon that demonstrated collaboration between Devon County Council and town/parish councils in this way that could be included in the final Plan. This is incorporated into recommendation (e) below.

The meeting began at 2.20pm and ended at 3.16pm.

Councillor A Dewhirst
Chair, Corporate Infrastructure and Regulatory Services Scrutiny Committee

Electoral Divisions: All

Contact for Enquiries: Fred Whitehouse, fred.whitehouse@devon.gov.uk

Local Government Act 1972: List of Background Papers

Nil.

Highways Performance Dashboard

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

1. Introduction

In response to the recommendations of the Planned & Reactive Maintenance: Potholes & Drainage Task Group presented to the Corporate, Infrastructure and Regulatory Services (CIRS) Scrutiny Committee in March 2019 an updated Performance Dashboard Report has been produced. The intention of this report is to provide Members with an overview of the performance of Devon Highways.

This report considers the following areas

- Reactive works including potholes and drainage cleaning
- Winter service
- Preparations for the contract extension.

2. Reactive works

2.1 Potholes

The number of potholes recorded up to the end of February indicates that this financial year will see the lowest number of recorded potholes since the beginning of the Term Maintenance Contract in April 2017.

Following the roll out of the new inspection process and associated software the team are concentrating their efforts on improving the quality of all safety defect repairs. Milestone have re-briefed all operatives on the expected levels of quality and our team have increased the number of audits that are being carried out.

A table of recorded potholes can be seen in Appendix 1.

2.2 Gully Cleansing

The programme of gully cleaning has progressed well across the year. At the time of writing there are less than 12,000 gullies to be cleaned which is well within the capacity of the team.

Since October the service has operated a dedicated jetter in each Neighbourhood Area to deal with known problems and react to reports and enquiries of problems. This additional resource has been well received by the Neighbourhood Teams and the communities it has served.

A table of remaining work can be found in Appendix 2.

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2.3 Grips, Easements and Buddleholes

The annual programme for grips, easements and buddleholes has been completed for the 22/23 financial year.

3. Winter Service

The winter period has been relatively mild in comparison with other years, and as such the number of treatments each month has been less than the previous seven year average.

As well as the reduced deterioration associated with freeze/thaw action, the other benefit is a reduced impact on planned works. Operatives often have to finish their shift early to ensure they have adequate rest ahead of gritting operations or are forced to take the next day off if they have been driving overnight. The impact of this is felt in the programmed works and can lead to works being deferred into the next financial year.

4. Preparations for the Contract Extension

Following the Cabinet decision to extend the current term Maintenance Contract with Milestone until 2027 the team have been focusing on preparations for the go live of the new payment mechanism in April.

A number of workstreams were identified before Christmas, all of which are progressing well with good relationships across the partnership. The main areas of focus have been the works ordering process and budget management which have developed well. A new suite of Key Performance Indicators is being developed which will determine the final fee paid to the Contractor.

Meg Booth
Chief Officer for Highways, Infrastructure Development and Waste

Electoral Divisions: All

Cabinet Member for Highway Management: Councillor Stuart Hughes

Local Government Act 1972: List of Background Papers

Contact for enquiries: Rob Richards

Room No. County Hall, Exeter. EX2 4QD

Tel No: (01392) 383000

Background Paper	Date	File Reference
Nil		

Highways Performance Dashboard - Final

Appendix 1 to HIW/22/16

Number of potholes recorded across the Devon network per month/year

	17/18	18/19	19/20	20/21	21/22	Avg
April	3,489	9,782	3,741	6,505	3,904	5,484
May	4,329	6,339	3,344	4,764	4,248	4,605
June	3,293	5,120	3,713	5,179	5,743	4,610
July	3,148	5,225	2,719	4,040	4,301	3,887
August	3,352	4,423	2,041	3,071	3,845	3,346
September	2,831	3,378	2,746	3,297	2,874	3,025
October	3,750	3,137	3,013	2,465	2,547	2,982
November	4,316	3,434	3,931	3,349	2,697	3,545
December	3,766	3,533	3,393	2,465	2,723	3,177
January	7,408	5,770	6,694	5,181	3,494	5,709
February	7,687	5,121	5,270	5,619	2,968	5,333
March	8,523	6,706	7,884	6,190		7,326
Total	55,892	61,968	48,489	52,125	32,888	54,618

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Appendix 2 to HIW/22/16

Gully Cleaning Programme

As of 7th March

District	Remaining gullies on annual programme	Remaining multiclean gullies	Total left to clean prior to 31st March 2022	No of resources	Average gullies per shift required complete	Current average gullies per shift
East Devon	1588	391	1979	1	104	103
Exeter	60	338	398	2	90	145
Mid Devon	2499	514	3013			
North Devon	1286	0	1286	1	68	75
South Hams	1014	423	1437	3	73	149
Teignbridge	1299	47	1346			
Torridge	596	275	871	1	46	58
West Devon	1103	194	1297	1	68	81
Total	9445	2182	11627	9	449	611