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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: 20 March 2024 Contact: Fiona Rutley

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CORPORATE INFRASTRUCTURE AND REGULATORY SERVICES SCRUTINY COMMITTEE

Thursday, 28th March, 2024

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

Donna Manson Chief Executive

AGENDA

PART I - OPEN COMMITTEE

1 Apologies

2 Declarations of Interest

Members of the Council will declare any interests they may have in any item to be considered at this meeting, prior to any discussion taking place on that item.

The other registrable interests of Councillors of Devon County Council, arising from membership of City, Town or Parish Councils and other Local Authorities will automatically be recorded in the minutes:

Twin Hatters - Devon County Councillors

3 Minutes

Minutes of the ordinary and budget meetings held on 25 January 2024 (previously circulated).

4 <u>Items Requiring Urgent Attention</u>

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

5 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.

6 <u>Scrutiny Work Programme</u>

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 <u>Cabinet Forward Plan</u> and the Corporate Infrastructure and Regulatory Services <u>Risk Register</u> to see if there are any specific items therein it might wish to explore further.

MATTERS FOR CONSIDERATION OR REVIEW

7 Community Policing

Acting Chief Constable and Chief Superintendent to report.

8 <u>Performance of Utilities on the Highway and Changes to Regulations</u> (Pages 1 - 14)

Report of the Director of Climate Change, Environment and Transport (CET/24/21), attached.

- 9 <u>Highways Performance Dashboard Winter 2023/24</u> (Pages 15 26)
 - (a) Potholes; and
 - (b) Winter Dashboard

Report of the Director of Climate Change, Environment and Transport (CET/24/22), attached.

10 Report of the Corporate Infrastructure and Regulatory Services Standing
Overview Group: Local Transport Plan (Pages 27 - 32)

Report of the meeting held on 31 January 2024, attached.

STANDING ITEMS

MATTERS FOR INFORMATION

11 Items Previously Circulated

There has been no 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.

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

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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Induction Loop available



CET/24/21

Corporate, Infrastructure and Regulatory Services Scrutiny Committee 28 March 2024

Performance of Utilities on the Highway and Changes to Regulations Report of the Director of Climate Change, Environment and Transport

Please note that the following recommendations are subject to consideration and determination by the Committee before taking effect.

1) Recommendation

That the Scrutiny Committee be asked to note the following update report.

2) Background / Introduction

On 14 March 2022, the Committee received a 'Masterclass' presentation over MS Teams on the Coordination of Utility Companies Works and Reinstatements.

Alongside the County Council officers were representatives from two utility companies, Southwest Water and Wales & West who spoke about their activities and relationship with the County Council.

This report updates on that presentation providing an overview of the current position along with developments since.

3) Management and Coordination of Utility Activity on the Highway

The overall team structure as detailed in the 2022 Masterclass remains similar with some changes at a senior level within the Directorate.

The statutory Network Management Duty (Traffic Management Act 2004) remains at our core which is to secure, as far as reasonably practicable, the expeditious movement of traffic on our network and facilitate the same on other authority's networks.

The New Roads & Street Works Act 1991 (NRSWA) is the primary legislation followed and enforced. This legislation places a duty on the County Council to coordinate works on the highway and a requirement for works promoters to cooperate in that endeavour.

Works promoters who are 'Statutory Undertakers' (NRSWA) raise permit applications to occupy road space to perform 'street' works and those who are not apply for licences under Section 50 NRSWA. The activity promoted by the Council is permitted as 'road' works.

Devon faces some quite specific challenges in managing its network due to the size (almost 8,000 miles) and it being, in the main, rural. The corollary is that often diversion routes can be lengthy to achieve like-for-like and accommodate all traffic types.

The Network Operations Support Team (NOST) manages road space coordination for street works and has seen activity growth with permit volumes increasing. Similarly, enforcement activity has elevated with the continuing growth of fibre communication delivery.

There were just over 47,000 permit applications made in 2021 and almost 51,000 in 2022. In 2023 it rose to almost 54,000 representing a 14% increase in just 2 years.

Promoters submit permits for different works durations. Minor works permits are for 3 days or less, a standard permit is for 4 to 10 days. Major permits are for works exceeding 10 days and for works of any duration if they involve a road closure.

Another permit category is 'Immediate.' These are challenging to manage and are for either an 'Emergency' (to 'prevent danger to persons or property) or 'Urgent' (to prevent or put an end to an unplanned interruption in a supply or service) reason.

Immediate permits are reactive and require no advanced notice. Legally, the promoter is only required to inform the Council in the first 2 hours of commencing activity. The decision to use an immediate permit is for the promoter to make but this can be challenged.

Once the County Council is aware of immediate works, invariably they are already underway with an excavation commenced. Revoking or refusing the permit in such circumstances can be open to legal challenge where customers have a loss or degradation in a supply or service.

To mitigate issues, conditions can be imposed such as the manual control of any temporary traffic lights in use or, improvements to traffic management and signing if a road is closed. Instructing a utility to leave the highway is a significant step requiring cooperation and is only considered in the most extreme cases if immediate works are taking place.

Permits have strict time constraints for their assessment. This also applies to change and extension requests submitted with response time scales being as little as 48hrs. If a response timescale is not met, the permit or request will self-deem as approved at no cost to the promoter.

More recently there has been an increase in permit applications requiring road closures, defined as 'major' activity. In 2021 and 2022 there were just over 6,000 such applications annually however, in 2023 this rose to near 9,500 representing an increase of almost 60%. Applications continue to be scrutinised to verify the requirements and work continues with utilities to better understand their rationale to reduce closure requirements. There isn't a single rationale or clear pattern to this increase and seems to stem from a host of factors e.g. apparatus upgrades, fibre expansion, increased development etc. It is also worth noting that in verbal discussions with other authorities it appears Devon are not alone in experiencing this trend.

The 'firm but fair' approach in managing road space continues so, where feasible, activity is enabled rather than adopting a preventative approach. Access to road space is a requisite feature in street works and, while scrutiny is applied, working cooperatively is the aim.

While using this approach, Devon continues to hold the principal utilities to account at the bi-annual performance meetings. Data is analysed in terms of permits submitted and works undertaken with activity on the ground assessed through inspections and coring.

Works promoters can be managed by using a suite of statutory conditions which can be attached to the permit. These can include the manual control of temporary lights, restricting works timings to keep them outside peak hours or limit the size of a site for example.

Complaints are very occasionally received by the Council about site operatives' civility and behaviour. Public contact frequently occurs and the public can challenge site operatives. These are passed to the works promoter and taken seriously as operatives are often subcontractors and the public face of the promoter. Operatives may be removed from sites or asked to leave the contractors employment. Equally, complaints can occasionally be received from promoters about not only public incivility but direct abuse of operatives while working.

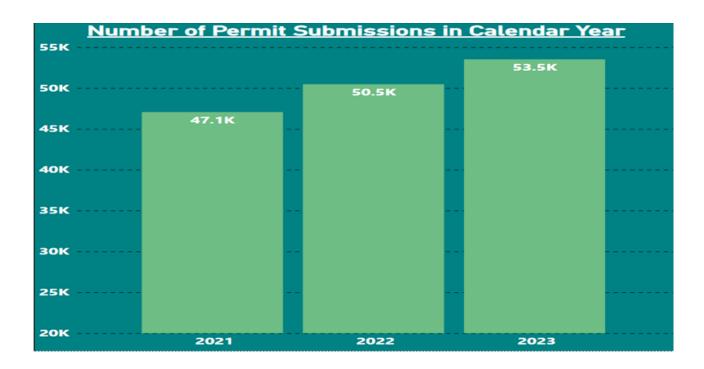
Street Manager continues to evolve with relevant upgrades and enhancements in line with the most popular requests being made by both promoters and highway authorities. One Network remains the primary coordination tool used by Devon for managing activity and we continue to encourage all to use this (the demonstration of this software is available in the recording of the previous Masterclass).

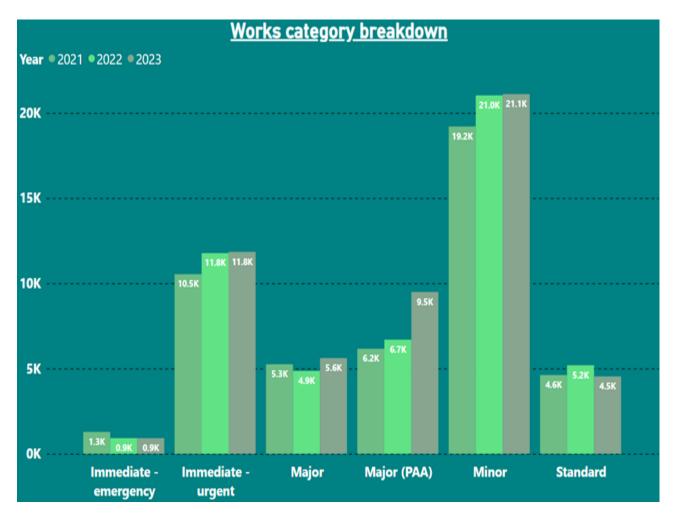
A significant update has been drafted for Devon's website on the pages dedicated to road works. The aim is to provide a greater wealth of information about works and FAQs for the public to enhance understanding. The draft text is included in Appendix 1 and it is anticipated this will go live during the first quarter of 2024.

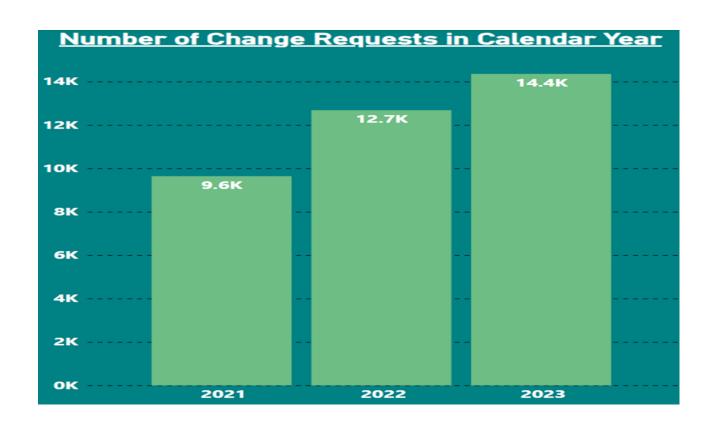
During 2022/23, the Network Operations Support Team absorbed a large volume of new tasks involving all restrictions on the highway network, including those for new developments. Private street works licences have been added to street manager and One Network to aid in coordination.

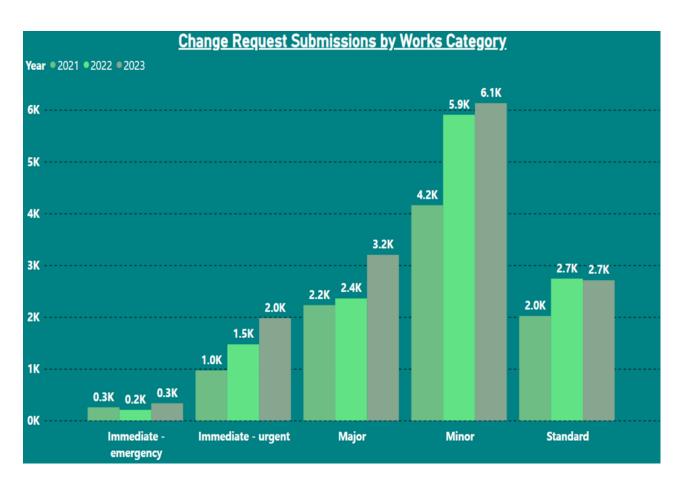
4) Technical Data

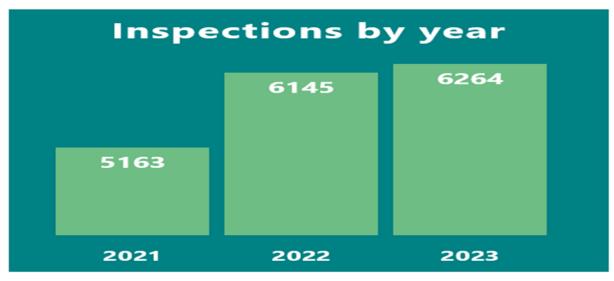
Below is some data relating to permit submissions, enforcement and coring performance:

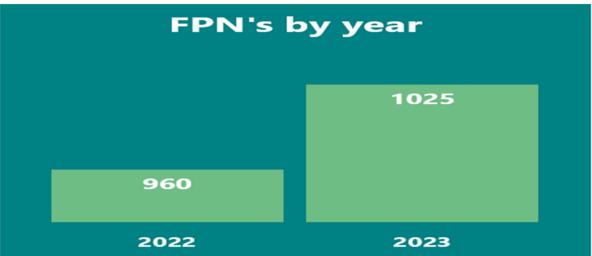




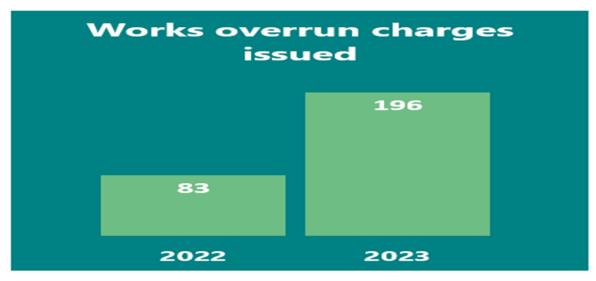








Nb: FPN stands for Fixed Penalty Notice. This graph refers to the number of FPN's issued by DCC by year.



Nb: The requirements for overrun charges are set out in the regulations made under Section 74 of New Roads Street Works Act. Locations where overruns have occurred are identified in a number of ways e.g. desktop study through to site visits.

Coring Performance: Reinstatement pass rates for the main four utilities:

YEAR	sww	W&WU	ВТ	WPD / NG	
2019	93%	88.9%	74%	81%	
2020	CORING NOT UNDERTAKEN				
2021	82.4%	91.7%	71.4%	83.3%	
2022	83.1%	86.6%	68.8%	86.9%	

The utility companies are held to account regarding these results via regular performance meetings.

Fixed penalty fines are set in legislation. The fine for unauthorised works is £500 (£300 if paid within 29 days). Otherwise, all fixed penalty fines are set at £120 (£80 if paid within 29 days). The Government is currently consulting on increasing these fine levels.

5) Strategic Plan

Asides from being a statutory function, DCC fulfilling our Network Management Duty clearly aligns with the vision and priorities in the Council's Best Place strategic plan which covers 2021 – 2025. This includes, but is not limited to:

- Respond to the climate emergency
 - Effectively managing utility works is key to reducing congestion and thus directly contributes to the climate emergency
- Be ambitious for children and young people
 - Schools and educational facilities are a key consideration in permitting utility works. For example, we often require works to be undertaken in school holidays and/or outside drop off/pick times
- Support sustainable economic recovery
 - Well-coordinated highway activities minimise disruption to businesses and traders alike, and factors such as tourism are key considerations when considering when works should be undertaken
- Help communities be safe, connected and resilient
 - Fundamentally, a well-managed highway network is critical to the quality of life of Devon's residents and visitors alike, it's how they access education and healthcare, how they get to work or visit friends and families and is critical to businesses trading. For the vast majority of the circa 50,000 permits the team grant each year, the works go unnoticed due to having been correctly coordinated. However, communities would not be connected or resilient without this.

6) Financial Considerations

As explained in the Masterclass in 2022, the permit scheme is self-funding from the permit fees charged to works promoters.

In 2023, the Council reached the end of its first 3 years working as a permitting authority. Material was submitted to the DfT identifying the required break-even point was attained.

Works overrun charges have significantly elevated in 2023 due to specific challenges faced by National Grid on changing their principal contractor leading to notification failures.

7) Legal Considerations

In 2022, several new guidance documents were published by the DfT. These included updated permit scheme statutory guidance and permit conditions alongside updated Codes of Practice for both coordination and inspections.

8) Environmental Impact Considerations (Including Climate Change, Sustainability and Socio-economic)

This report focuses on the current performance of Statutory Undertakers when interacting with the highway network, along with any implications from any foreseen changes in legislation. As such, it is difficult to cite any specific environmental impacts, whether they be positive, negative, or neutral.

That said, increased levels of coordination and performance of Statutory Undertakers should not represent a detriment to the environment. By Devon County Council performing its network management duty and working closely with works promotors to improve performance the net result should be improved operation of the highway network, which brings about environmental benefits (albeit they are difficult to quantify).

9) Equality Considerations

The Streetworks sector is heavily regulated by legislation.

Section 119 NRSWA 1991 stipulates the duty of a Statutory Undertaker while executing works shall minimise the inconvenience to persons using the road having regard to the needs of people with a disability.

Careful consideration is given in the aspects of traffic management related to works to all protected characteristics and elements of need, not solely disability.

10) Risk Management Considerations

DCC Officers continue to actively engage with local, regional and national groups related to network management. This ensures we are aware of future changes in legislation whilst

also providing background/understand of how other authorities operate and perform. Our expectation is that the current increase in permit volumes will continue until circa 2030 at least and we are therefore reviewing whether our current team is adequately resourced to continue proactively managing the network.

11) Summary

Despite the increased work volumes and changes in legislation detailed in this report, DCC continue to fulfil our statutory network management function whilst remaining abreast of wider developments across the profession and ensuring we're ready for future challenges.

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:

Name: Alex Crump

Telephone: 01392 383000

Address: Great Moor House, Exeter

Performance of Utilities on the Highway and Changes to Regulations - Final

Appendix 1 to CET/24/21 – Draft Update for DCC Webpage

Definitions

'Street works' are carried out by 'statutory undertakers' using equipment and machinery on or under the road. Statutory undertakers include utility companies, licensees (Section 50 New Roads & Street Works Act 1991) and their contractors. Street works are necessary to provide and maintain utility supplies and services.

'Road works' are different from street works. These are works carried out by the 'street authority' (Devon County Council) to repair or improve the highway including footways, pavements and street lighting. This type of activity can also be called 'works for road purposes'.

Devon County Council Works

As the street authority, the County Council is responsible for works which range from planned activities to emergency works. These works can entail large scale road improvements, routine or cyclical maintenance (e.g. gully emptying, grass cutting) and carriageway or footpath surface treatments.

Other Works

Other works are generally performed by statutory undertakers (utilities), developers or private companies. Each may have their own separate contractors or sub-contractors which may separately deal with the excavation, the work required to the apparatus in the road, the traffic management or the reinstatement of the excavation. Some utilities can use their own 'direct labour' instead of contractors or a combination of contractors and direct labour.

Works Regulation & Coordination

The New Roads & Street Works Act 1991 is the primary legislation governing road and street works activity. Just as the street authority wants to ensure its network is maintained and improved, utility companies wish to ensure the provision of reliable, safe and efficient utility supplies and services (gas, water, electricity and telecommunications).

Maintenance and improvement work is required on utility infrastructure to ensure reliability of a service or supply. Most utility apparatus is located in the public highway and while efforts are made to limit disruption when works occur, it is inevitable there will be some disruption even with the best managed works when there is encroachment into the carriageway.

To enable utility companies to ensure the continuous supply of services or supplies, they have certain legal rights to work on their apparatus. As the street authority must coordinate activity, the utilities are required to cooperate with the authority when planning their works and then seek permits to access the road network.

Statutory undertakers do not always need the street authority's permission to perform works as this is given by licence from Government, enabling them to comply with their own governance legislation and requirements of their regulator (Ofwat, Ofgem and Ofcom). If

the works are reactive or 'Immediate', the promoter can set traffic management, enter the road and work while only being required to notify the street authority within 2 hours of starting.

As such, utility providers are ultimately responsible for the delivery of their own works and ensuring effective traffic management. For this reason, public feedback is actively encouraged to be directed to the promoter responsible for the works, if any local problems occur. Every utility site is required to permanently display a permit board on the site with the specific works reference number and contact information.

Devon County Council receives in excess of 50,000 applications from works promoters and private contractors to access the network and perform works each year. In addition, activity surrounding new developments and special events which occur on or near the network add other layers of complexity in coordinating all that takes place. Often, uncompromising and quite challenging decisions need to be taken when performing the network coordination function.

Frequently Asked Questions

Where are road and street works published?

Information can be found on the Devon County Council website at <u>Live roadworks</u> information - Roads and transport (devon.gov.uk) or <u>Planned works and roadworks</u> - Roads and transport (devon.gov.uk)

Further information both locally and nationally can be found on line at one network/tm

Why are street works just allowed to happen?

Pre-planned works must be notified and will be subject of an assessment before being permitted or licenced. Unplanned or reactive 'Immediate' works occur due to potential danger or damage (Emergency) or a service or supply has failed or been compromised (Urgent).

This type of reactive works can create frustration in communities and with road users. Once aware, the street authority works with the promoter in an effort to improve the situation if possible to mitigate problems. Refusing such work is challenging however, the street authority works hard to ensure it can be delivered promptly and effectively in the interest of the wider public.

The street authority is keen to 'empower' utilities to work professionally with the legal rights held but, this also means they must answer to communities directly. The authority has a role in coordinating activity on the network, the utilities need to cooperate in that endeavour. if you have concerns about any activities being conducted on the network you should contact the company responsible and take relevant information from the permit board displayed on site.

• Why is the road closed (or traffic management in place) but no work is taking place with no operatives on site?

When planned works are proposed on a road, a permit or licence must be applied for and obtained by the promoter. The permit or licence will have a proposed start and end date, during which period traffic management such as temporary traffic signals or lane closures maybe present. This can be set up just before the arrival of the workforce or remain in situ immediately following completion of the work.

A site may be unoccupied as time is required to allow materials such as glues or sealants to properly cure. Excavation reinstatements can be carried out by an alternative contractor and again, materials used for the top coat must adequately cure before vehicles can traverse over its surface. Occasionally, the whole works site may be both in a road and elsewhere on private land and out of sight in which location the operatives may be temporarily working.

In all cases, if residents or road users have concerns about works on the highway, contact can be made with the promoter as they are ultimately responsible for the delivery of their works and ensuring effective traffic management. Detailed information about the promoter can be found on the permit board which must be displayed at every operational site.

• Road works are affecting my business, how do I claim for compensation?

There is currently no statutory compensation for businesses affected by road works. Successive governments have taken the view that businesses should not have the right in law to any particular level of passing trade and that traders must take the risk of loss due to temporary disruption of traffic along with all the other risks of running a business. It is a matter for the business owner whether or not compensation is sought via the works promoter.

Therefore, there is no statutory provision for compensation from the street authority if a business is affected by roadworks. <u>Claims we will not process - Roads and transport (devon.gov.uk)</u>

• I am unhappy with the diversion route being used for a road which is closed.

Diversion routes are proposed by works promoters when applying to close a road and this is reviewed by the street authority. Any diversion route used must be of a category equal to or higher than the one closed. The diversion must be able to accommodate all the traffic which would normally use the closed road. If this is not possible, the most appropriate route will be used.

At times, local alternative roads may be identified and used by some traffic. It is rarely feasible to sign multiple diversion routes to suit various vehicle types by size for a temporary road closure. While a diversion route is signed, it does not mandate every vehicle to use it. If alternatives are known a driver must be mindful that the law requires a driver to use a road suitable for the vehicle being driven.

• Can I report vehicles which are not following a diversion route for a road closure and rat-running?

Diversion routes are provided for all vehicles which normally use the closed road. All vehicles are not mandated to use the signed diversion route. Ultimately, it is a matter for the driver of a vehicle to decide, within the bounds of the law, which routes to use on any journey.

Why are road works not properly coordinated to prevent disruptions on the road and in local communities?

Applications to carry out works on Devon's roads are assessed and coordinated to avoid direct clashes. The street authority receives in excess of 50,000 applications annually from those wishing to access its road network. In some cases there may be multiple works taking place in one locality which does not mean a lack of coordination. If there is no clash between the works, they may go ahead, while considering the potential for disruption.

In the coordination process an overview is taken of works in a locality. In some cases, depending on the nature of the works and the road network in that locality, multiple works may go ahead in an effort to gain collaboration where possible and pull necessary works together in an area so they occur over a shorter timescale rather than happening individually over a longer period with each set of works causing disruption time after time.

Planned works may be taking place when another utility must immediately respond to a local loss of service or supply. A utility operating under an 'immediate' reactive permit only needs to inform the street authority within 2 hours of commencing their activity. Outwardly, this may give the appearance of uncoordinated activity.

While every effort is made to limit disruption, street works will inevitably lead to this at some level. The utility companies (statutory undertakers) have legal rights to access, repair, install, remove and maintain their apparatus with regulatory obligations to fulfil. The street authority aims to enable works where it is possible to do so while using conditions on permits when applicable to try and mitigate disruption.

• How do I report a problem with road works to the County Council?

While the street authority is answerable to the public for activities it carries out on the network equally, the utilities should be answerable for its activities and respond to complaints made as the responsible party for the impacts. If the street authority is managing complaints over third party activities, time is taken away from its coordinating responsibilities. Every works site must have a permit board displaying the promoter's name, contact information and site reference number.

If necessary, information can be found about planned works activity on line via one.network/tm. Information can be provided to the street authority either through our <u>report a problem page</u>, by speaking to a live chat adviser or by contacting our Customer Service Centre on 0345 155 1004.

• I want to complain to the utility company who are performing works in my road, how can I do that?

Every works site is required to have a permit board displaying the site reference number, the promoter's name and contact information.

CET/24/22

Corporate, Infrastructure and Regulatory Services Scrutiny Committee 28 March 2024

Highways Performance Dashboard – Winter 2023/24

Report of the Director of Climate Change, Environment and Transport

1) Introduction

In response to the recommendations of the Planned and Reactive Maintenance: Potholes and 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 the Highways and Traffic Management Team over the winter period.

2) Reactive Works

2.1 PIP (Public Interface Portal) Enquiries

As is typical for the winter period, the Service has recorded a gradual increase in the number of publicly reported pothole defects (PIPs) since November (see Appendix A). The team of Highway Safety Inspectors are working hard to undertake assessments, using extended weekday and weekend working where resource allows. Milestone are currently in the process of recruiting three additional permanent inspectors to assist in driving further efficiencies and timely inspections of these reports.

At the start of 2024, the Service implemented changes to the pothole reporting pages on the PIP website to improve clarity for citizens on intervention criteria, the triage inspection process, outcomes and customer feedback. The incoming data is being carefully monitored and will support decisions on future enhancements.

2.2 Safety Defects

The Service has already recorded more pothole defects this financial year than 2022/23. Whilst a further 12 months of network deterioration has occurred, the impacts on network condition of the relatively early and harsh freeze/thaw cycles experienced during last winter (2022/23) were felt deep into the summer months of 2023. In addition to the winter weather, there has been an unprecedented number of storm events experienced so far this autumn and winter.

Currently, through a combination of carefully optimised and balanced contractor resource and an accelerated programme of reactive patching, the Service is managing to contain the overall number of pothole defects across the network awaiting repair. Crucially, this has enabled the team to continue the identification and repair of non-safety or 'serviceability' potholes and patches through what is historically a very demanding period, in recognition of the efficiencies in repairing these emerging defects, prior to further deterioration. This has been possible through the allocation of £1.5m of the additional in-year government funding.

In the summer/autumn of 2023 the Service conducted a comprehensive trial of a road surface repair system called 'Elastomac', which was demonstrated to Councillors in May 2023. The system uses a flowable mastic asphalt which incorporates up to 70%-80% recycled materials and can be installed much more quickly than traditional patching techniques and with less disruption to the travelling public. This new solution will be added to the wider 'toolkit' again from the spring through to autumn this year.

The Dragon Patchers have undertaken more than five hundred shifts so far in 2023/24 at numerous sites across Devon. While the winter weather conditions are less favourable, the machines have been tackling safety defects.

2.3 Winter Service

As of the beginning of February 1,092 gritting runs have been conducted, using around 4,750 tonnes of salt. This is around half the amount when compared to the same period last season.

A review of management of the winter service fleet (gritters etc.), has enabled the team to achieve further reductions in the maintenance costs of these vehicles, despite the high inflation rates associated with vehicle parts and labour. This has been a collaborative endeavour with Milestone's in-house workshop team.

Following a successful, collaborative procurement exercise with some neighbouring authorities, the Service switched to a new weather forecast provider, MetDesk, at the start of the season. This has facilitated full adoption of Route-Based Forecasting (RBF) to support decisions to send which gritters during freezing conditions. RBF provides a far greater level of detail in the route treatment selection (of which there are 37 primary routes) within the five weather domains in Devon, with associated cost, efficiency and carbon reduction benefits.

The service continues to draw national interest from leading research bodies, industry groups and other highway authorities in the treatment of cycleways and footways in Exeter. DCC is proactively sharing our findings to assist in promoting more sustainable travel and helping to meet carbon reduction objectives. More sustainable gritting vehicles are gradually emerging on to the market, and the Service is exploring how and where they may fit amongst the existing fleet and infrastructure in the future. Indeed, there was a demonstration recently at Westpoint of a fully electric gritter. However, the cost of this technology is currently prohibitive.

3) Cyclical Operations

3.1 Gully Cleaning

While there have been challenges around plant breakdowns and availability, it is anticipated the programme to clean 150,630 gully assets will be completed on time for the current financial year.

The additional high pressure jetting resource is currently resolving approximately 800 recorded issues per month, effectively maintaining pace with the number of issues reported during the flooding events experienced over the 2023/24 winter period.

The Service continues to trial a different approach to cleaning both urban gullies and gullies that require multiple cleans per year. This information is providing valuable information to review cleaning frequencies and timings as with the aim of improving the efficiency of the service in the future.

3.2 Grips, Easements and Buddleholes

The 2023/24 programme to clear 111,594 grip, easement and buddlehole assets is currently running 2% ahead of planned programme. If current progress is maintained at this rate, it may be possible during the final month to undertake some proactive cleaning of these assets, focusing on recorded work requests.

4) Tree Safety Management (including vegetation)

4.1 Expert Scheduled Inspections

The 2023 programme of scheduled expert tree inspections generated 503 records of defective trees compared with 274 records in 2022. This represents an increase of approximately 84%.

4.2 Ash Dieback (ADB)

The total number of trees reported with ash dieback from scheduled expert inspections in 2023 was 1,084, which is the second highest number after 2020, and an overall increase of nearly 400% compared with last year. Trees with ash dieback represented over half of all expert inspection records in 2023.

Scheduled expert inspections in 2021 and 2022 had suggested a downward trend in the overall number of trees reported with ash dieback, reducing from 470 to 274. However in 2023, only scheduled expert inspections in South Hams reported a decrease in trees with ash dieback. Significant increases were seen in Teignbridge (53 to 132), Torridge (15 to 134) and North Devon (39 to 647).

4.3 Highway Safety Inspections

To the end of November 2023 Highway Safety Inspectors had referred 96 tree related defects to the Tree Safety Management Team for action. In the same period last year 319 tree related defects were referred, many of which were found to present tolerable or negligible risk when attended by expert tree inspectors. The reduced referral number in 2023 is an indication that the quality of reporting has improved following refresher training given to Highway Safety Inspectors in 2022.

4.4 Tree Inventory

The tree inventory is being developed with a series of workshops planned in March when its use as the basis of a new management system for trees and vegetation will be explored.

5) Highways Digital Transformation Project

A significant number of features have been delivered following the last update, with the development focus being very much on providing additional value for staff in ALFIE (Applications, Licences, Faults, Information and Enquiries). Alongside the release of ALFIE

v1, the Service launched a new online form that allows contractors to apply online for a licence to place apparatus or excavate the highway.

The new features provide improved efficiency for staff while offering better tools to record all the associated communications. In addition, the new system has removed an organisational risk associated with reliance on an outdated and unsupported database.

In the month's leading up to Christmas, because the Digital Transformation Team needed to transfer their support to the SEND transformation programme, the project team focussed on reprioritising the features within ALFIE. The priority being to provide a workable end to end solution to enable the team to step away from the highways project.

The project has now moved into the early life support, focussing on identified bugs and releasing a number of high priority improvements. This finished on the 12 February and development work is now on hold either for a phase 2 or a smaller scale continuation of the project.

Work is continuing with the Service to embed ALFIE, support users and continue to update and review current processes until the end March 2024.

6) Delivery of the Capital Programme

6.1 Carriageway Assets

Design, programming, and delivery of planned maintenance work continues to go very well. In-house teams have worked hard to ensure that the additional £9.4m funding awarded in mid-March 2023, and the additional £6.6m awarded in mid-November 2023 is being invested appropriately to maximise the impact on Devon's network.

The additional £9.4m incorporated into the Council's wider 2023/24 highway structural maintenance budget is covered in the following sections. Progress on schemes being delivered through the additional £6.6m can be found in Appendix B.

Over £8 million will be invested into the strategic A-road network by the end of the financial year, typically through resurfacing and associated drainage refurbishment. Within this funding there is an additional programme of works that addresses locations of known risk of wet-road skidding following SCRIM (Sideway-force Coefficient Routine Investigation Machine) surveys.

A number of high-profile schemes have been delivered, including the A381 Main Road, Harbertonford, the A361 St Brannocks Road, Ilfracombe and the A38 to M5 J27.

By the end of the financial year over £17 million of planned works will be delivered via the Local Asset Capital Programme. This programme aims to prioritise schemes for lower category local roads outside the A-road network. It is a process that brings different asset data sources and local knowledge together focusing on the holistic needs of the network, and therefore includes a range of different work types including resurfacing, patching, footways, drainage, cattle grids, etc.

A further £6 million of reactive, short notice, planned works including minor hand patching and dragon patching will be delivered on the minor network. These works are identified through the centrally managed highway safety inspections and delivered countywide via a rolling program through to the end of the financial year.

6.2 Bridges and Structures

In addition to carriageway assets the programme of maintenance for bridges and structures has included the refurbishment of both the Drakes Trail Gem Aerial Walkway and Courtlands Boardwalk on the Exe Estuary Trail.

This year has seen the completion of a 3-year programme of Post Tension Bridge Inspections which are undertaken every 18 years. An ongoing programme of rockface management continues with inspection and works ongoing on the A39 at Watersmeet Road Lynmouth.

Refurbishment works and masonry repairs to the walls at Iron Bridge Exeter were completed earlier in the year and further works are ongoing to stabilise an adjacent retaining wall.

The unprecedented number of flooding and storm events this autumn and winter has resulted in the damage and closure of a number of footbridges, including Coleridge footbridge in Ottery and Dotton footbridge near Newton Poppleford. These events by their nature are unplanned and as a result some capital schemes could not be delivered as programmed. The affected schemes will be carried forward into 2024/25.

The various storm events have led to £2.1m of the resilience contingency budget being used. The May 2023 storm event resulted in heavy flooding, particularly in the east of Devon leading to road surface and structural damage, alongside heavy debris resulting in multiple legacy works. Other notable schemes that have been delivered include repairs to a culvert in Coles Lane, Axminster, and repairs to a landslip on the A386 at Landcross.

6.3 Cross Asset Innovation

£3.6 million was allocated to a Cross Asset Innovation Fund, recognising the authority must continue to engage with the market sector to encourage innovation that will serve to provide the Service with the means to be more agile and versatile in meeting environmental and funding pressures.

Delivery of the budget is on course with two hybrid rural road maintenance projects that address drainage cleaning at the same time as carriage way repairs were delivered in West Devon during the summer of 2023. The schemes while facing some challenges have been seen as successful with delivery under budget, no post winter patching required on the most recent assessment and being well received by the local communities.

A 'retread' recycling programme has unfortunately been delayed, however is programmed to start in March 2024 across five sites in North and West Devon. Retreading involves breaking up the existing road surface which is then mixed with bitumen and rolled to create a solid structural layer, then sealed. In most cases, a surface layer of asphalt or micro asphalt is also applied, which can happen several weeks after the road has been retread.

A programme of micro asphalt also commissioned under the cross asset innovation budget was completed by mid-October 2023. Micro asphalt is a relatively low-cost preventative surface treatment similar to surface dressing but is more suitable for urban and residential environments. The successful delivery of this program resulted in thirty-five sites across the County being delivered, and over 9km of carriageway being sealed.

At the end of November 2023 DCC received an additional £6,663,000 of funding to be allocated within the 2023/24 financial year from the Department for Transport's Road Resurfacing Fund for local highways maintenance. In addition to the £1.5m allocated to serviceability patching mentioned in 2.2 above, the remainder was allocated to surfacing and larger patching schemes which will provide targeted resilience across the network. Progress on these schemes can be seen in Appendix B.

7) Street Lighting and Traffic Signals

The roll out of LED luminaires continues across the county, with the aim to reach 70,000 by the end of this financial year. By way of comparison the table below highlights the energy savings offered by this initiative.

Financial Year	Energy Used (kWh)	Saving (kWh)
2021/22	14,439,652	
2022/23	13,187,867	1,251,785

This trend will continue through 2023/24 with the expectation that a further saving in the region of 1 million kWh will be achieved. With energy prices still increasing, this piece of work has been critical in managing revenue expenditure.

Coupled with LED, the Central Management System roll out has now been installed in 25,600 lanterns. Three areas (Holcombe Rogus, Sidmouth, The Kerswells) are set up for a trial to offer further dimming options and extend the part night light switch off times. It is hoped this will give a greater ability to react to increasing energy prices and meet the needs of the people of Devon.

In addition to energy savings, the LED roll out has an associated reduction in carbon.

Financial Year	Carbon Produced (tonnes)	Saving (tonnes)
2021/22	3,303	
2022/23	2,752	551

From a traffic signal perspective, the age of the assets across the network is generally less than 15 years old. The Bus Service Improvement Programme is an opportunity to introduce innovative technology at junctions and pedestrian crossings to help buses reduce travel time on the main corridors into Exeter and there will be future proposals around Newton Abbot and Barnstaple.

8) Carbon Reduction Project

The use of hydrotreated vegetable oil (HVO) as a low carbon alternative to diesel has been extended to the south and east areas of the county. The winter gritters and Milestone's larger construction vehicles, such as 3.5 tonnes pickups are also utilising HVO. The HVO source is derived entirely from food waste and has an associated reduction in carbon emissions in the order of 90% when compared with diesel.

The new method of collating data on carbon emissions is progressing and the council has received 561 returns in an 18-month period from contractors. These returns allow an estimate of the total carbon emissions associated with the works to be calculated. A quarterly carbon board is now in operation, offering governance and strategic direction.

In November, the Service published a Decarbonisation Strategy which sets out the vision for reducing carbon from construction and maintenance works.

In collaboration with Milestone and the Materials Laboratory the specification for concrete has been amended to allow low carbon concrete. From March, this change will see an approximate carbon reduction associated with concrete works of 30%.

9) Social Value

In January the Devon Highways Social Value Plan was launched in partnership with Milestone. This plan intends to drive the right behaviours to help deliver value beyond financial gain to our communities through the Term Maintenance Contract. In 2023, it is estimated that £1,706,000 of social value was delivered through the Devon Highways partnership. This figure is calculated in line with the National Social Value Standard methodology and includes factors such as value of spending with local suppliers, the number of apprentices employed, and the value generated by Milestone employees using their corporate volunteering days.

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:

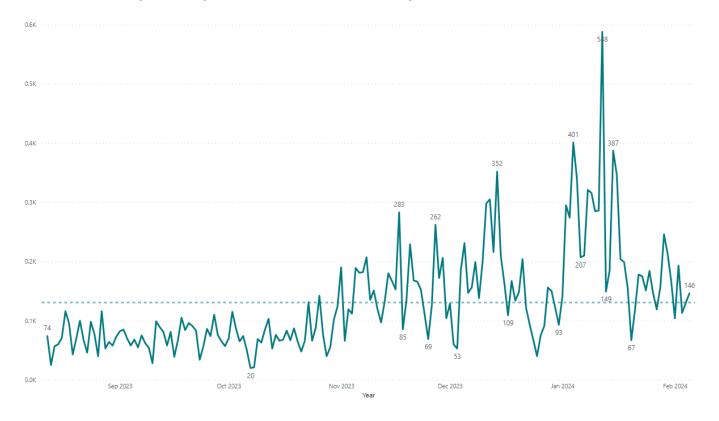
Name: Robert Richards Telephone: 01392 383000

Address: County Hall, Exeter. EX2 4QD

Highways Performance Dashboard Winter 2023 24 - Final

Appendix A to CET/24/22

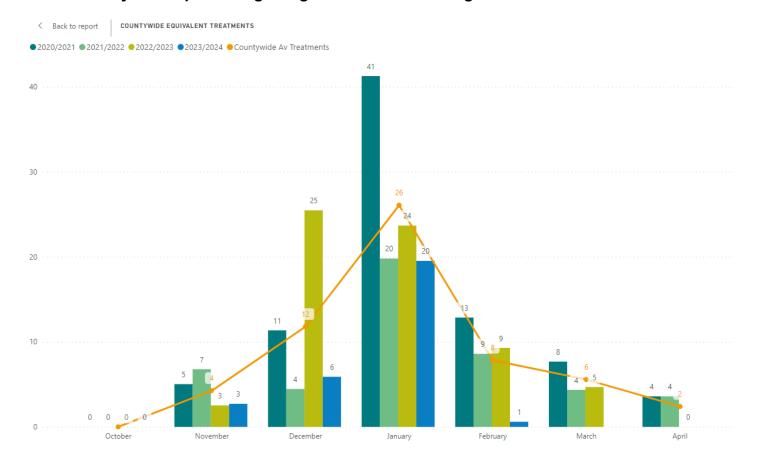
Public reports of potholes received since September 2023



Number of potholes recorded across the Devon network per month/year to 19 Feb 2024

	17/18	18/19	19/20	20/21	21/22	22/23	23/24	Avg
April	3,489	9,782	3,741	6,505	3,904	2,984	4,631	5,005
May	4,329	6,339	3,344	4,764	4,248	3,499	4,183	4,387
June	3,293	5,120	3,713	5,179	5,743	2,949	3,739	4,248
July	3,148	5,225	2,719	4,040	4,301	2,766	3,470	3,667
August	3,352	4,423	2,041	3,071	3,845	2,344	3,781	3,265
September	2,831	3,378	2,745	3,297	2,874	2,133	3,650	2,987
October	3,750	3,137	3,013	2,465	2,545	1,478	2,807	2,742
November	4,316	3,434	3,931	3,349	2,697	2,654	4,874	3,608
December	3,766	3,533	3,393	2,465	2,723	2,434	3,551	3,124
January	7,408	5,770	6,694	5,181	3,494	7,376	5,563	5,927
February	7,687	5,121	5,269	5,619	2,972	4,308	4,010	4,998
March	8,523	6,706	7,884	6,190	4,919	4,888		6,518
Total	55,892	61,968	48,487	52,125	44,265	39,813	44,260	49,351

Countywide equivalent gritting treatments vs average



Lowest recorded temperatures across DCC's weather station network this winter



Appendix B to CET/24/22

Progress on the Delivery of Maintenance Schemes Funded Through the Additional £6.6m

Scheme Name	Parish	Length (metres)	Program Date
P117 - Baddaford Cross	Ashburton	1,074	Delivered
C10 - Church House Inn	Marldon	289	Delivered
Z3514 - Kerse Lane	Thurlestone	1,308	Delivered
C344 - Kiln Road	Marldon	485	Delivered
P1107 - Lower Weekaborough	Combe Fishacre	446	Delivered
P128 - Parkfield Cross	Ashburton	1,371	February
Z2820 - Stoke Cross to Revelstoke Park House	Newton and Noss	244	Delivered
Z3717 - Wallingford Rd	Kingsbridge	170	Delivered
P1128 - Weirfield Road	Totnes	354	March
Z5050 - Westover Lane	Ivybridge	148	Delivered
C11 - Preston Down Road	Marldon	247	March
P1405 - East Leigh Cross	South Brent	1,278	Delivered
L5119 - Brunel Road	Newton Abbot	513	March
C764 - Main Road	Exminster	1,653	Delivered
W4724 - Matford Mews	Exminster	212	Delivered
C198 - Shaldon Road	Newton Abbot	1,006	Delivered
B3193 - Gestridge Cross	Kingsteignton	807	April
C467 - Exeter St	North Tawton	597	March
C575 - Jacobstowe to Abbeford Woods	Jacobstowe	3,369	March
B3357 - Merrivale	Whitchurch	516	Delivered
Y1503 - Pixon Lane	Tavistock	1,391	March
U404 - Winkleigh Airfield	Winkleigh	1,352	February
C357 - Grantland Hill -	Poughill	2,114	March
S2304 - Westland Lane	Cruwys Morchard	1,087	March
C238 - Warbrightsleigh Hill	Stoodleigh	150	March
W204 - Pitt Lane	Cadbury	360	Delivered
S2605 - UNNAMED	Cruwys Morchard	100	March
S1711 - Aldridge Mill Hill -	Stoodleigh	100	March
C135 - Bickleigh Road -	Cadeleigh	90	March
R6404 - Meethe Hill King's Nympton	King's Nympton	250	April
C686 - UNKNOWN	Rose Ash	100	April
R6407 - UNNAMED	King's Nympton	100	April
R8404 - Mare Hill	Morchard Bishop	100	April

R6403 - UNNAMED -	King's Nympton	100	April
W4559 Premier Place, Exeter	Exeter	84	March
L425 - UNNAMED -	Woodbury	280	March
W5741 Pulling Road & W5743	Exeter	99	April
Puckridge			
W4802 Streatham Drive, Exeter	Exeter	404	April
W4603 - Lyndhurst Road, Exeter	Exeter	380	April
W4604 - Victoria Park Road - Exeter	Exeter	499	April
W5328 Fortescue Road, Exeter	Exeter	132	April
W4801 Carlyon Gardens, Exeter	Exeter	422	April
C595 Douglas Avenue,	Exmouth	1,703	May
W5341 Welcome Street, Exeter	Exeter	80	April
W3804 Blackall Road, Exeter	Exeter	377	April
W4574 Lower Summerlands, Exeter	Exeter	83	April
X1403 - Lodge Lane -	Axminster	200	Delivered
S3702 - Boobery -	Sampford	682	February
	Peverell		
L625 - Winkleigh Lane -	Colaton	150	March
	Raleigh		<u> </u>
C306 - Quarter Mile Lane -	Rockbeare	362	Delivered
X313 - UNNAMED -	Upottery	200	March
C129 - Station Road -	Feniton	568	Delivered
X610 - Hayne Lane -	Widworthy	2,245	April
S2013 - Beer Lane -	Burlescombe	150	Delivered
B3181 - Cullompton Road (Budlake) -	Broad Clyst	3,435	TBC
C28 - UNNAMED - (Seven Mile	Stockland	7,853	TBC
Straight)	1.166	4.050	
C260 - UNKNOWN - Uffculme to C107	Uffculme	1,350	May
- Ashley Road C100 - Axe Farm	All Saints	200	May
C302 - UNKNOWN -	Dalwood	336	May
S2011 - UNNAMED -	Culmstock	428	April
X307 - UNNAMED -	Yarcombe	200	April
X1006 - UNNAMED -	Widworthy	100	April
C216 - UNNAMED -	Nether Exe	1,456	April
X710 - To Yarty farm -	Membury	250	May
X2240 - Valley View -	Seaton	481	Мау
X703 - UNNAMED -			-
A103 - UNINAIVIED -	Membury	100	May

LDS/24/12

Corporate Infrastructure and Regulatory Services Scrutiny Committee Thursday 28th March 2024

Report of the Corporate Infrastructure and Regulatory Services Scrutiny Committee: Report of the Local Transport Plan 4 Standing Overview Group Meeting of 31st January 2024

Report of the Director of Legal and Democratic Services

Please note that the following recommendations are subject to consideration and determination by the Committee before taking effect.

1) Recommendation(s)

That the Committee be asked to:

- (a) Accept this report as an accurate record of the issues explored in the meeting ensuring transparency in scrutiny activities.
- (b) Endorse the recommendations from the meeting, that:
 - a. the interdependency of LTP4 with the Electric Vehicle Strategy is made explicit.
 - b. clarification of phrases such as 'Active Travel' is included within the strategy and,
 - c. a specific focus on an integrated programme of travel within the priority 'easier travel'.

2) 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 covered at the meeting of 31 January 2024 – the Local Transport Plan 4 – and highlights the key points raised during the discussion and details any agreed actions.

3) Background

Under the Local Transport Act 2008, the Council has a statutory duty to produce a Local Transport Plan (LTP) which supports the achievement of The Department for Transports strategic priorities of: levelling up the economy, improving transport for the user, and reducing environmental impacts. The Councils refreshed LTP 4 will work to achieve these priorities alongside addressing local issues.

The Scope of the review was to scrutinise the draft Local Transport Plan 2026-2040 as it was being developed by the County Council's Transport Planning team.

4) Development of Local Transport Plan 4 2026-2040

Prior to the meeting, the Committee received information about the focus and objectives of the group session and the work undertaken to date, by the team. They also received supplementary information summarising the key content in the full draft plan including the contextual background.

The current LTP3, runs from 2011 – 2026. LTP4 set out a vision for Devon's transport over the next 15 years, what that will look like, why, and how it will be delivered. LTP4 builds upon the progress and achievement made under LTP3 and sets out the overarching ambitions for Devon and Torbay's transport network, and provision, having taken account of local, regional, and national needs and strategic priorities, for the years ahead: 2026 – 2040. Since LTP3 was agreed, the Peninsula Sub National Transport Body was formed and includes Cornwall Council, Devon County Council, Somerset Council, Torbay Council and Plymouth City Council; this body supports the delivery of strategic transport priorities across the peninsula.

LTP4 has been informed by the aims and actions of the Vision Zero South West, and recommendations within the Devon Carbon Plan, as well as the key objectives and priorities of the following Peninsula strategies:

- freight,
- rural transport
- · rail across the region

The draft LTP4 aims to ensure transport investments support the priorities for creating a better Devon, including:

- Decarbonisation,
- Easier Travel.
- Greater Places for People,
- The Place to be naturally active,
- Unlock Strategic Development, and
- Reliable and Resilient Network

Recognising Devon is a large and varied county, place-based strategies are included for:

- Rural Devon and Market and Coastal Towns,
- Exeter, and
- Growth areas (Barnstaple and Bideford, Heart of Mid Devon, Heart of Teignbridge and Plymouth Urban fringe)

The objectives of LTP4 include:

- To support clean economic growth through integrated planning, improving transport links within and between growth areas and using technology to widen connectivity carbon emissions.
- To support reaching net zero carbon emissions by 2050 at the latest through reducing the need to travel, shifting trips to sustainable transport options, and using technology and innovation to reduce emissions.
- To enhance and protect all people's health and well-being through facilitating active and safe travel, improving air quality, conserving Devon's natural environment and strengthening sense of place.

 To provide accessible transport choices, through promotion of well-integrated, inclusive, and reliable transport options for residents and visitors in both rural and urban communities.

5) Summary of Member Discussion

From the Members discussion, the following recommendations were made for inclusion in the draft LTP4 ahead of public consultation:

- made explicit the interdependency of LTP4 with the Electric Vehicle Strategy;
- additional clarification of phrases such as 'Active Travel';
- a specific focus on an integrated programme of travel within the priority 'easier travel'.

Other notable points of discussion included:

- The interconnections between the priorities, e.g. accessible transport requires it to be reliant and resilient. Members also noted the importance of accessible transport for people with disabilities.
- Access to out-of-town retail and employment areas can be challenging via public transport (time); improvements will be considered as part of the placebased strategies.
- The interdependency of LTP4 and the Electric Vehicle Strategy and the need to raise the profile of the Electric Vehicle Strategy. Members raised the need for more universal electric charging points, the distance between charging amongst other points. Feedback from Members will be shared with the Implementation Group.
- Language needs to be consistent and well understood e.g., Active Travel needs to be explained.
- 'Easier transport' needs to emphasise the importance of the connections between transport, particularly in a large County e.g., cycle routes with bus and train stations.

Members of the Committee expressed their gratitude for the presentation.

6) Options / Alternatives

The report is the summary of a Scrutiny Standing Overview Group meeting. Scrutiny does not make decisions and this report does not propose any alternatives.

7) Consultations / Representations / Technical Data

As above, there are no specific considerations regarding consultations, representations and technical data in this report.

8) Strategic Plan

The alignment of all Scrutiny activity with the strategic plan is detailed on the Scrutiny work programme. The issues raised in the report and the benefit of developing member knowledge and the 'critical friend' challenge of Scrutiny contribute to the Council achieving its strategic plan.

Improving Member knowledge on key issues contributes to the Council's commitment to being a trusted, inclusive and innovative Council. It ensures good decision making and that the Council listens and learns.

9) Financial Considerations

There are no specific financial considerations in this report.

10) Legal Considerations

There are no specific legal considerations in this report.

11) Environmental Impact Considerations (Including Climate Change, Sustainability and Socio-economic)

There are no specific environmental impact considerations in this report.

12) Equality Considerations

There are no specific equality considerations in this report.

13) Risk Management Considerations

The activity of Scrutiny Standing Overview Groups contributes to the mitigations for:

Ineffective Member Scrutiny

defined as: 'Due to ineffective scrutiny, the level and quality of service management may drop, leading to financial mismanagement or harm to staff and/or citizens and reputational damage e.g. Grenfell.

Member Effectiveness

defined as: 'Inadequate member effectiveness due to a lack of training, support and knowledge leads to a lack of challenge to corporate officers and/or poor decision making, resulting in a negative effect on the County's citizens (poor value for money, poor service delivery, harm, etc).'

14) Summary / Conclusions / Reasons for Recommendations

The report outlines the topic(s) covered at the meeting of 31 January 2024, highlights the key points raised during discussion and details any agreed actions.

The report is formally reported to the Corporate Infrastructure and Regulatory Services Committee in the interests of openness, transparency and good decision making.

Attendance

Councillors:

Councillors A Dewhirst (Chair), P Bullivant, R Chesterton, C Slade, J Trail.

Cabinet Members:

Councillors A Davis, S Hughes

Apologies:

Councillors M Asvachin, Y Atkinson,

Officers:

Hannah Clark: Transportation Strategy Manager Lauren Allington: Graduate Trainee Transport Planner Lewis Kiely: Graduate Trainee Transport Planner

Louise Rayment: Head of Scrutiny Yvette Welsh: Scrutiny Administrator

Electoral Divisions: All Contact for enquiries:

Name: Yvette Welsh, yvette.welsh@devon.gov.uk

Address: Democratic Services Team, County Hall, Topsham Road, Exeter.

Local Government Act 1972: List of background papers

Background Paper - NIL

The meeting began at 10:30am and finished at 11:58am.