



## **NOTICE OF MEETING**

### **The Executive**

**Tuesday 20 October 2015, 5.00 pm**

**Council Chamber, Fourth Floor, Easthampstead House, Bracknell**

### **To: The Executive**

Councillor Bettison (Chairman), Councillor Dr Barnard (Vice-Chairman), Councillors D Birch, Brunel-Walker, Mrs Hayes MBE, Heydon, McCracken and Turrell

ALISON SANDERS

Director of Corporate Services

### **EMERGENCY EVACUATION INSTRUCTIONS**

- 1 If you hear the alarm, leave the building immediately.
- 2 Follow the green signs.
- 3 Use the stairs not the lifts.
- 4 Do not re-enter the building until told to do so.

If you require further information, please contact: Jemma Durkan

Telephone: 01344 352209

Email: [jemma.durkan@bracknell-forest.gov.uk](mailto:jemma.durkan@bracknell-forest.gov.uk)

Published: 12 October 2015



**The Executive**  
**Tuesday 20 October 2015, 5.00 pm**  
**Council Chamber, Fourth Floor, Easthampstead House,**  
**Bracknell**

Sound recording, photographing, filming and use of social media at meetings which are held in public are permitted. Those wishing to record proceedings at a meeting are however advised to contact the Democratic Services Officer named as the contact for further information on the front of this agenda as early as possible before the start of the meeting so that any special arrangements can be made.

**AGENDA**

	Page No
<b>1. Apologies</b>	
<b>2. Declarations of Interest</b>	
Any Member with a Disclosable Pecuniary Interest or an Affected Interest in a matter should withdraw from the meeting when the matter is under consideration and should notify the Democratic Services Officer in attendance that they are withdrawing as they have such an interest. If the Interest is not entered on the register of Members interests the Monitoring Officer must be notified of the interest within 28 days.	
<b>3. Minutes</b>	
To consider and approve the minutes of the meeting of the Executive held on 22 September 2015.	5 - 16
<b>4. Urgent Items of Business</b>	
Any other items which, pursuant to Section 100B(4)(b) of the Local Government Act 1972, the Chairman decides are urgent.	
<b>5. Council Plan 2015-19</b>	
To seek endorsement of the Council Plan 2015-19 and recommend it to Council for formal approval.	17 - 36
<b>6. Changes in Charges for Garden Waste Collections 2016/17</b>	
To consider the increase of charges for the garden waste service to ensure that the income moves towards the cost of the service.	37 - 42
<b>7. Highways Infrastructure Asset Management Plan</b>	
To approve the Highways Infrastructure Asset Management Plan.	43 - 142
<b>8. Local Enforcement Plan (Planning)</b>	
To seek approval of the draft Local Enforcement Plan (for Planning Enforcement).	143 - 178

9. **Control of Horses Act 2015**  
To consider the implications of the Control of Horses Act 2015 and determine responsibilities arising therefrom. 179 - 184
10. **Local Safeguarding Children Board (LSCB) Annual Report**  
To note the final draft of the Local Safeguarding Children Board (LSCB) Annual Report 2014/15 regarding the effectiveness of safeguarding and child protection practice in Bracknell Forest. 185 - 242
11. **Street Lighting Replacement Programme**  
To seek approval to a £7.3 million investment to ensure all of the borough's street lights are LED and capable of being controlled from a central computer within a three year period. 243 - 276
12. **Exclusion of Public and Press**  
To consider the following motion:  
  
That pursuant to Regulation 4 of the Local Authorities (Executive Arrangements) (Access to Information) Regulations 2012, members of the public and press be excluded from the meeting for the consideration of item 13 which involves the likely disclosure of exempt information under the following category of Schedule 12A of the Local Government Act 1972:  
  
(3) Information relating to the financial or business affairs of any particular person (including the authority holding that information).  
  
*(NB: No representations have been received in relation to the notice published pursuant to Regulation 5 of the Local Authorities (Executive Arrangements) (Access to Information) Regulations 2012.)*
13. **Proposed Consultation on the Future Provision of Services**  
To consider a proposal to consult on the future provision of services. 277 - 284

**This page is intentionally left blank**

**EXECUTIVE  
22 SEPTEMBER 2015  
5.00 - 5.50 PM**



**Present:**

Councillors Dr Barnard (Vice-Chairman, in the Chair), D Birch, Brunel-Walker (Items 6-12), Mrs Hayes MBE, Heydon, McCracken and Turrell

**Apologies for absence were received from:**

Councillors Bettison

**8. Declarations of Interest**

There were no declarations of interest.

**9. Minutes**

**RESOLVED** that the minutes of the meeting of the Executive on 21 July 2015 together with the accompanying decision records be confirmed as a correct record and signed by the Leader.

**10. Executive Decisions**

The Executive considered the reports submitted on the items listed below and the decisions taken are recorded in the decision sheets attached to these minutes and summarised below:

**Item 5: Medium Term Financial Strategy 2016/17-2020/21**

**RESOLVED** that

- 1 The Commitment Budget for the period 2016/17 to 2020/21, summarised in Annex A of the report be approved.
- 2 The proposed budget process and timetable for 2016/17 as set out in paragraphs 5.17 to 5.19 of the report be approved.

**Item 6: Consultation Draft Parking Standards Supplementary Planning Document**

**RESOLVED** that:

- 1 The Consultation Draft Parking Standards SPD at Appendix A and its evidence base at Appendix B be approved for public consultation;
- 2 The Executive Member for Planning and Transport be authorised to agree any minor changes to the Consultation Draft SPD and its evidence base prior to the public consultation period.

**Item 7: Council Tax Penalties and Sanctions**

**RESOLVED** that the consultation takes place on the implementation of a fixed penalty of £70 to Council tax charge payers, permitted under the provisions of the Local Government Finance Act 1992, who intentionally or knowingly fail to notify the Council of any change affecting Council Tax Liability or Local Council Tax Benefit Scheme (LCTBS) without reasonable excuse be agreed.

**Item 8: Complaints Against Bracknell Forest Council in 2014/15**

**RESOLVED** that

- 1 The approach taken to dealing with and learning from complaints to the Council be endorsed;
- 2 The Annual Review letter of the Local Government Ombudsman to the Council for 2014/15 be noted;
- 3 The information on other complaints against the Council in 2014/15 be noted;
- 4 The developments in complaints handling be noted.

**Item 9: Corporate Performance Overview Report**

**RESOLVED** that the performance of the Council over the period from April to June 2015 highlighted in the Overview Report in Annex A be noted.

**Item 10: Reactive Maintenance & Repair Contract Award**

**RESOLVED** that the Measured Term Contract for Building & Engineering Maintenance and Repairs due to commence on 1 December 2015 be awarded to Tenderer B.

**11. Exclusion of Public and Press**

**RESOLVED** that pursuant to Regulation 21 of the Local Authorities (Executive Arrangements) (Access to Information) Regulations 2000, members of the public and press be excluded from the meeting for the consideration of item 12 which involves the likely disclosure of exempt information under the following category of Schedule 12A of the Local Government Act 1972:

- (3) Information relating to the financial or business affairs of any particular person (including the authority).

**Item 12: Request to Waive CIL Liability**

**RESOLVED** that the Borough Treasurer be authorised to issue a CIL Demand Notice under Regulation 69 of the Community Infrastructure Levy Regulations (2010) (as amended) and to pursue payment using the powers available to the Council.

## Bracknell Forest Council Record of Decision

<b>Work Programme Reference</b>	<b>I053524</b>
---------------------------------	----------------

1. **TITLE:** Medium Term Financial Strategy 2016/17-2020/21

2. **SERVICE AREA:** Corporate Services

3. **PURPOSE OF DECISION**

To approve the Commitment Budget and budget process for 2016/17 and beyond.

4 **IS KEY DECISION** Yes

5. **DECISION MADE BY:** Executive

6. **DECISION:**

1 That the Commitment Budget for the period 2016/17 to 2020/21, summarised in Annex A of the report be approved.

2 That the proposed budget process and timetable for 2016/17 as set out in paragraphs 5.17 to 5.19 of the report be approved.

7. **REASON FOR DECISION**

The recommendations are designed to allow the Executive to develop its Medium Term Financial Strategy and to start to consider an appropriate budget strategy for 2016/17 and beyond.

8. **ALTERNATIVE OPTIONS CONSIDERED**

Background information relating to the options considered is included in the report.

9. **PRINCIPAL GROUPS CONSULTED:** None.

10. **DOCUMENT CONSIDERED:** Report of the Director of Corporate Services

11. **DECLARED CONFLICTS OF INTEREST:** None.

<b>Date Decision Made</b>	<b>Final Day of Call-in Period</b>
22 September 2015	30 September 2015

**Bracknell Forest Council  
Record of Decision**

<b>Work Programme Reference</b>	<b>I054290</b>
---------------------------------	----------------

1. **TITLE:** Consultation Draft Parking Standards Supplementary Planning Document

2. **SERVICE AREA:** Environment, Culture & Communities

3. **PURPOSE OF DECISION**

To seek Executive approval to consult the public and professionals on a Draft Parking Standard Supplementary Planning Document for the Borough.

4. **IS KEY DECISION** Yes

5. **DECISION MADE BY:** Executive

6. **DECISION:**

1 That the Consultation Draft Parking Standards SPD at Appendix A and its evidence base at Appendix B be approved for public consultation;

2 That the Executive Member for Planning and Transport be authorised to agree any minor changes to the Consultation Draft SPD and its evidence base prior to the public consultation period.

7. **REASON FOR DECISION**

Evidence shows that the existing Parking Standards SPD is becoming increasingly out-of-date and does not cover certain issues such as school pick up. There is a need to review the existing SPD which was adopted 8 years ago to better reflect the current parking needs of the Borough. The Consultation Draft SPD includes a strategy for dealing with certain existing parking issues. Consultation is a statutory stage in the process of adopting a new SPD so that it becomes a material consideration in the determination of planning applications.

8. **ALTERNATIVE OPTIONS CONSIDERED**

Not reviewing the Parking Standards SPD would mean the council continuing to implement its existing Parking Standards SPD (2007). This is increasingly out-of-date and does not address parking problems associated with new development such as the low levels of use of domestic garage parking.

9. **PRINCIPAL GROUPS CONSULTED:** Public and professionals.

10. **DOCUMENT CONSIDERED:** Report of the Director of Environment, Culture & Communities

11. **DECLARED CONFLICTS OF INTEREST:** None.



<b>Date Decision Made</b>	<b>Final Day of Call-in Period</b>
22 September 2015	30 September 2015

**Bracknell Forest Council  
Record of Decision**

<b>Work Programme Reference</b>	<b>I054669</b>
---------------------------------	----------------

1. **TITLE:** Council Tax Penalties and Sanctions
2. **SERVICE AREA:** Adult Social Care, Health & Housing
3. **PURPOSE OF DECISION**

The Executive is asked to consider the introduction of a policy to impose penalties and sanctions where customers fail to tell us of a change in their circumstances that affects their council tax liabilities without justifiable reasons.

4. **IS KEY DECISION** Yes
5. **DECISION MADE BY:** Executive

6. **DECISION:**

That the consultation takes place on the implementation of a fixed penalty of £70 to Council tax charge payers, permitted under the provisions of the Local Government Finance Act 1992, who intentionally or knowingly fail to notify the Council of any change affecting Council Tax Liability or Local Council Tax Benefit Scheme (LCTBS) without reasonable excuse be agreed.

7. **REASON FOR DECISION**

The Council has powers under the Local Government Finance Act 1992 (Schedule 3) to impose civil penalties to those charge payers who wilfully neglect to inform the Council of changes which affect their Council Tax liability.

The Council aims to deliver value for money. Introduction of a penalty scheme will encourage customers to inform the Council of changes as soon as possible thus reducing collection costs.

These penalties would be applied using a consistent approach to those already in receipt of Housing Benefit where Civil Penalties are already imposed.

8. **ALTERNATIVE OPTIONS CONSIDERED**

An alternative to the proposed approach would be for the Authority to undertake a fraud investigation under Detection of Fraud and Enforcement regulations. This course of action would require investigation where it is evident that the behaviour of the charge payer warrants a criminal investigation. In order for these investigations to take place, the Council would need to employ an authorised officer or buy in a specific fraud service. The Authority still reserves the right where it is found that the evidence is strong enough for a prosecution, a fine could be imposed of 50% of the excess discount applied to the Council Tax levy, up to a value of £1000. However, the cost of this approach is likely to be in excess of the discount that has been fraudulently claimed and so the approach will not be cost effective in the majority of cases despite the deterrent effect.

In respect of Council Tax liability, in the most serious of cases only, where a person presents information that they know to be false with a view to obtaining a financial benefit to which they are not entitled, the person may be subject to prosecution under the Theft Act 1968 for obtaining a pecuniary advantage by deception.

A fraud investigation or prosecution under the Theft Act would only be used in those cases where it is established that a false statement or negligence by the charge payer justifies this approach.

9. **PRINCIPAL GROUPS CONSULTED:** Customers of Council Tax Scheme, general community and interested agencies
10. **DOCUMENT CONSIDERED:** Report of the Director of Adult Social Care, Health & Housing
11. **DECLARED CONFLICTS OF INTEREST:** None.

<b>Date Decision Made</b>	<b>Final Day of Call-in Period</b>
22 September 2015	30 September 2015

**Bracknell Forest Council  
Record of Decision**

<b>Work Programme Reference</b>	<b>I053134</b>
---------------------------------	----------------

1. **TITLE:** Complaints Against Bracknell Forest Council in 2014/15

2. **SERVICE AREA:** Chief Executive's Office

3. **PURPOSE OF DECISION**

To brief the Executive about complaints made against the Council in 2014/15.

4 **IS KEY DECISION** No

5. **DECISION MADE BY:** Executive

6. **DECISION:**

1 That the approach taken to dealing with and learning from complaints to the Council be endorsed;

2 That the Annual Review letter of the Local Government Ombudsman to the Council for 2014/15 be noted;

3 That the information on other complaints against the Council in 2014/15 be noted;

4 That the developments in complaints handling be noted.

7. **REASON FOR DECISION**

This report gives the Executive information on an important aspect of the Council's services to residents, in keeping with the Council's Charter for Customers, which includes always putting the customer first, learning from feedback, and continually aiming to improve the Council's service and performance.

To support the implementation of the corporate Customer Contact Strategy, endorsed by the Council's Executive on 5 July 2011. This strategy's overarching aim is to improve the quality of customer service to residents and service users.

8. **ALTERNATIVE OPTIONS CONSIDERED**

There are no alternative options.

9. **PRINCIPAL GROUPS CONSULTED:** None

10. **DOCUMENT CONSIDERED:** Report of the Assistant Chief Executive

11. **DECLARED CONFLICTS OF INTEREST:** None.

<b>Date Decision Made</b>	<b>Final Day of Call-in Period</b>
22 September 2015	30 September 2015

**Bracknell Forest Council  
Record of Decision**

<b>Work Programme Reference</b>	<b>I052160</b>
---------------------------------	----------------

1. **TITLE:** Corporate Performance Overview Report

2. **SERVICE AREA:** Chief Executive's Office

3. **PURPOSE OF DECISION**

To inform the Executive of the Council's performance over the first quarter of 2015-16.

4. **IS KEY DECISION** No

5. **DECISION MADE BY:** Executive

6. **DECISION:**

That the performance of the Council over the period from April to June 2015 highlighted in the Overview Report in Annex A be noted.

7. **REASON FOR DECISION**

To brief the Executive on the Council's performance, highlighting key areas, so that appropriate action can be taken if needed.

8. **ALTERNATIVE OPTIONS CONSIDERED**

There are no alternative options.

9. **PRINCIPAL GROUPS CONSULTED:** Not applicable

10. **DOCUMENT CONSIDERED:** Report of the Assistant Chief Executive

11. **DECLARED CONFLICTS OF INTEREST:** None.

<b>Date Decision Made</b>	<b>Final Day of Call-in Period</b>
22 September 2015	30 September 2015

**Bracknell Forest Council  
Record of Decision**

<b>Work Programme Reference</b>	<b>I053727</b>
---------------------------------	----------------

1. **TITLE:** Reactive Maintenance & Repair Contract Award

2. **SERVICE AREA:** Corporate Services

3. **PURPOSE OF DECISION**

To approve the contract award recommendation for the above service.

4 **IS KEY DECISION** Yes

5. **DECISION MADE BY:** Executive

6. **DECISION:**

That the Measured Term Contract for Building & Engineering Maintenance and Repairs due to commence on 1 December 2015 be awarded to Tenderer B.

7. **REASON FOR DECISION**

To ensure that the Council has an effective and reliable contractor in place to deal with any 'reactive' maintenance issues that may arise.

Failure to do so could result in costly implications for the Council, and could also impact on the services we are able to offer individuals within the Borough. A large number of schools have bought into the services provided by Construction and Maintenance and therefore benefit from the reactive maintenance service arising from this award. This links to Priority Four of the Council's Medium Term objectives which seeks to ensure that the people within the Borough are safe at all times.

8. **ALTERNATIVE OPTIONS CONSIDERED**

The current operational model has been reviewed as part of the Facilities Category Strategy.

One alternative option considered was a contractor framework for reactive maintenance consisting of local small to medium sized building contractors. However it became apparent, while investigating the feasibility of the contractor framework, that the creation of such a framework (i.e. marking and ranking the suppliers fairly and transparently as the Council is obliged to do under the Public Contracts Regulations) proved to be impractical in terms of supplier management for a contract of this nature which requires a quick response, often out of hours.

As set out in the agreed Procurement Plan, it was considered prudent to procure a full reactive maintenance term contract as it ensures that the Council complies with the Public Contracts Regulations and has the necessary level of emergency cover in place. It was however considered important that the problems encountered with the current contract, (mainly associated with central office functions including failure to supply management reports and inefficient invoice processes), are addressed going forward as far as possible. The intention is to place greater emphasis on contract management and

reporting and, to ensure greater flexibility, some specialist works have been removed from the new contract and are being tendered separately. These are as follows:-

- 1) PAT testing
- 2) Fixed electrical and emergency lighting testing
- 3) Fire alarm testing

This action has the added benefit of offering opportunities to the local business community to tender for these areas each of which is likely to appeal to a different list of specialist suppliers.

The project team also evaluated the possibility of using an existing framework agreement, however no suitable framework agreements were identified.

In addition, the Council is seeking to create 'a mini' contractor framework for specific small planned works with approved contractors who generally already undertake work for the authority. This is to address the need for a more responsive, flexible and cost-effective means for dealing with day to day minor repairs and maintenance, work is in hand to establish a framework with a limited number of suppliers covering this area which will be the subject of a separate procurement exercise. This, again, will afford opportunities for local businesses whilst supporting the principles of the Facilities Category Strategy. Contracts awarded will cover both civic and schools' buildings.

9. **PRINCIPAL GROUPS CONSULTED:** Officers from the Council including Service Users, Finance, Legal and Procurement.  
  
Interested third parties were also consulted via the questionnaire posted to the South East Business Portal.
10. **DOCUMENT CONSIDERED:** Report of the Director of Corporate Services
11. **DECLARED CONFLICTS OF INTEREST:** None.

Date Decision Made	Final Day of Call-in Period
22 September 2015	30 September 2015

**Bracknell Forest Council  
Record of Decision**

<b>Work Programme Reference</b>	<b>I055652</b>
---------------------------------	----------------

1. **TITLE:** Request to Waive CIL Liability
2. **SERVICE AREA:** Environment, Culture & Communities
3. **PURPOSE OF DECISION**

To consider whether or not to write off a debt relating to a Community Infrastructure Levy charge.

4. **IS KEY DECISION** No
5. **DECISION MADE BY:** Executive

6. **DECISION:**

That the Borough Treasurer be authorised to issue a CIL Demand Notice under Regulation 69 of the Community Infrastructure Levy Regulations (2010) (as amended) and to pursue payment using the powers available to the Council.

7. **REASON FOR DECISION**

The reasons are set out in the exempt Executive report.

8. **ALTERNATIVE OPTIONS CONSIDERED**

The alternative options are set out in the exempt Executive report.

9. **PRINCIPAL GROUPS CONSULTED:** None
10. **DOCUMENT CONSIDERED:** Report of the Director of Environment, Culture & Communities
11. **DECLARED CONFLICTS OF INTEREST:** None.

<b>Date Decision Made</b>	<b>Final Day of Call-in Period</b>
22 September 2015	30 September 2015



**TO: EXECUTIVE  
20 OCTOBER 2015**

---

## **COUNCIL PLAN 2015-2019 Chief Executive**

### **1 PURPOSE OF REPORT**

- 1.1 The purpose of this report is to invite the Executive to agree the attached Council Plan and recommend it to Council.

### **2 RECOMMENDATION(S)**

- 2.1 **That the Executive recommend the Council Plan 2015-2019 to Council attached at Annex A**

### **3 REASONS FOR RECOMMENDATION(S)**

- 3.1 Since becoming a Unitary Authority in 1998 the Council has made savings in its annual revenue spending in excess of £70m. Of this over £18m has been removed from budgets in the last few years. By all comparative measures, the Council provides value for money. However, pressure on public sector spending remains intense and it is predicted that a further £25m of savings will be needed over the next five years.
- 3.2 This scale of savings coming on top of previous economies means it will not be possible to continue to deliver services in the way we have come to accept and expect. In order to meet this challenge the council needs to find a framework for delivering services that allows us to adapt, innovate, find new ways of working and, in some cases, reduce what we do.
- 3.3 The Council Plan is rooted firmly in the Conservative election manifesto of 2015. It puts those election commitments into the post general election financial context to provide the organisation with a strategic approach and framework to meet the challenges ahead.

### **4 ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 To continue with the current framework of priorities and Medium Term Objectives (MTOs).

### **5 SUPPORTING INFORMATION**

- 5.1 The Councils approach to service planning has been in place since 2003 and has served the Council well. In essence the approach is based upon a "narrative" which recognises Bracknell Forest as "the borough of opportunity". The Council has striven to provide a borough which is attractive to live and work in with a strong economy, good connections and an outstanding environment. As part of the overall narrative the Council has itself adopted a pragmatic approach to service delivery and has developed a reputation for being effective, whether services are provided directly or otherwise.
- 5.2 The Council has also recognised that it has an important role in shaping the borough and this has been seen through its work to promote the regeneration of Bracknell Town Centre and in its robust approach to providing a local development framework which has protected the environment and provided a policy led framework for managing growth over many years. A key part of the Council's ethos is that it is

supportive of business and the local economy. In short the Council has made genuine and realistic attempts to please most residents for most of the time. The extent to which it has been successful can be seen in the fact that 87% of local residents believe that the borough is a good place in which to live.

- 5.3 This overall approach has been embodied in the planning framework of six overarching priorities supported by a number of medium term objectives which has been in place since 2003. These medium term objectives have provided the strategic framework that has become familiar to Members and staff at all levels of the organisation and which are embedded into the Council's strategies and its policy and performance management arrangements.
- 5.4 The various achievements of recent years have been delivered against the backdrop of increasing financial restraint following the global economic collapse in 2007/8. The approach adopted by the Council has been to deliver savings that have had the minimum impact on front line service delivery, maintaining the pragmatic approach of a mixed economy and focussing on what works in the local context. By adopting this approach reductions of £18m have been delivered since against a net revenue budget of around £90m.
- 5.5 The pressures faced by the Council can only ever increase. All Local Authorities are faced with increasing costs due to demographic pressures, increases in demand for services, inflation, and national and local policy initiatives. In contrast the income available to local authorities has been fixed or is reducing as pressure increases on Government Grants and Council Tax levels. Limited reserves have provided some local manoeuvrability but this is inevitably finite.
- 5.6 Against this challenging background, in the recent general election austerity was a significant issue with the current Government explicitly committing to a number of years of public sector spending restraint as part of its overall economic strategy. The Chancellor has made a significant start on this process by the introduction of in year reductions in public health spending of around 7%. The Comprehensive Spending Review due later this year is only likely to significantly increase the scale of reductions needed in the local government sector over the life of this Council.
- 5.7 Of course predicting the precise forward financial situation is always difficult and inevitably based upon a number of assumptions. However, what is clear is that the Council will need to significantly reduce spending over the next four to five years, potentially in the order of £20 – 25m. Set against a net revenue budget of around £90m this clearly signals that a different approach is needed to provide the strategic framework within which the Council works. With increasing pressures on spending and significant reductions in the amount of money available the expansive narrative of the last decade or so is no longer tenable and a new approach and narrative is needed.
- 5.8 Since the local election Members, both within the Executive and the Overview & Scrutiny Commission, have been working with the Corporate Management Team to review what this different approach could mean. The result is a new approach to strategic planning which is embodied in a revised Council Plan which is included in Annex A for the Executive to endorse.
- 5.9 Given the significance of the document to the strategic direction of the Council it is important that it is subject to debate and consideration by the Full Council. It is therefore recommended that the Executive itself recommends the plan to the next Council Meeting on 25 November.

- 5.10 Turning to the Council Plan, Members will see that it is centred upon a new narrative or philosophy for the organisation, with six strategic themes or priority areas;
- Value for money
  - A strong and resilient economy
  - People have the life skills and education opportunities they need to thrive
  - People live active and healthy lifestyles
  - A clean, green, growing and sustainable place
  - Strong, safe, supportive and self-reliant communities
- 5.11 Key messages within the narrative are that;
- many residents of Bracknell Forest are affluent, well educated and independent. We want to continue to support that by providing core services that all residents can benefit from
  - but we recognise that we need to prioritise if we are to live within our means, and that will mean making difficult decisions
  - we will prioritise people and areas with the greatest need, early help and prevention so struggling or vulnerable people can maximise their opportunities to become independent.
- 5.12 Each theme is underpinned by a number of key measures of success and a selection of associated performance indicators. Individual Department Service Plans will, of course, contain further performance indicators reflecting the day to day operations. Progress against the Council Plan will be reported to Executive via a quarterly overview report from the Chief Executive. At the end of the financial year an annual report will be published summarising progress made over the year.
- 5.13 Implementing the Council Plan over the next four years will mean that some services will change significantly and may be run in a different way. Some of the notable points from the Council Plan are;
- All services to be fundamentally reviewed over the next four years, including consideration of the basic purpose levels of service and alternative delivery models
  - Charging appropriately for services, including reducing the subsidy on some services
  - Seeking opportunities to generate additional income

Within this change of approach it's important to recognise that Bracknell Forest Council is a high-performing organisation, this gives us a strong foundation from which we can find new ways to innovate so we continue to be a high-performing organisation. To develop and underpin the changes a Transformation Board is being established with external support and challenge from two private/independent organisations; Activist and iESE.

- 5.14 Any time a change to a service is considered the council must consult with residents and service users. The Council Plan contains a commitment to consult on major changes and assessing how those changes will impact on communities.

## **6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS**

### Borough Solicitor

- 6.1 In the event of service reductions arising as a result of the Council seeking to achieve its predicted savings targets, these will need to be carefully managed to minimise the

risk of legal challenges. Where challenges against service reductions have been presented before the courts in recent years these have highlighted the need for Councils to engage in meaningful public consultation and have regard to its equality duties prior to decisions being made.

Borough Treasurer

- 6.2 In parallel with the Council Plan a new Medium Term Financial Strategy is being developed to identify the scale and timing of the financial challenge facing the Council. The Council Plan and Medium Term Financial Strategy are complementary, with the Council Plan articulating the Council's strategic approach and priorities within the overall financial envelope.

Equalities Impact Assessment

- 6.3 An initial Equalities Impact Assessment screening is attached at Annex B.

Strategic Risk Management Issues

- 6.4 The Council Plan is the over-arching framework and strategic approach for the organisation for the duration of the current administration. This has primarily been motivated by the anticipated future budget cuts, and the need to respond to these with a new approach. It is important that the council has a framework in place so that it can face the budget challenges ahead in a coherent and consistent way, and in this way effectively manage risk.

Other Officers

- 6.5 N/a

**7 CONSULTATION**

Principal Groups Consulted

- 7.1 Executive  
Conservative Group  
Overview and Scrutiny Commission  
Corporate Management Team  
Departmental Management Teams  
Corporate Performance Group  
Senior Leadership Group

Method of Consultation

- 7.2 Face to Face meetings  
Email  
Telephone

Representations Received

- 7.3 The Council Plan has been in development since the May 2015 elections. Representations received have been incorporated in to the document as it has developed.

Contact for further information

Genny Webb, Chief Executive's Office - 01344 352172

[Genny.Webb@bracknell-forest.gov.uk](mailto:Genny.Webb@bracknell-forest.gov.uk)

# Council plan 2015 - 2019



# Council plan 2015 – 2019

Over the past four years Bracknell Forest Council has made savings of over £18m whilst continuing to provide effective services for Bracknell's residents, businesses and communities. Our finances will remain under significant pressure with further savings of around £25m predicted to be needed over the next five years.

To meet the challenges ahead the council needs a clear and focussed approach that will address the financial challenge and deliver the commitments made in the 2015 election manifesto. We have articulated our approach in a new narrative for the organisation that we believe is right for the challenges we face:

- Bracknell Forest is a good place to live with a mainly affluent, well educated and independent population.
- The council will provide leadership and work with others to keep the borough a place where all residents can thrive and benefit from effective core services. What we do ourselves we aim to do well, but we must prioritise to live within our means.
- In targeting our services, we will prioritise people and areas with the greatest need, early help and prevention so struggling or vulnerable people can maximise their opportunities to become independent.

This plan sets out six strategic themes. Collectively, these themes are our vision of what we want the borough to be. Each theme is linked to key measures of success and performance indicators. The vision, themes and key measures provide the framework for us to deliver our new approach and be a council that can adapt and innovate to keep Bracknell Forest a good place to live. This framework will be underpinned by Service Plans for each department.

To achieve the task ahead we need to make significant changes to the way some services are delivered. The council is committed to consulting with residents and service users on all major changes and assessing how those changes will impact on communities.



Timothy Wheadon  
Chief Executive



Cllr Paul Bettison  
Leader



# Strategic themes



# Value for money



We will have significantly less to spend over the next four years. We will work with other organisations to ensure that everyone who provides services delivers value for money. What we do ourselves we will do well, but we will stop doing some things that we can no longer afford. We will focus our resources on prevention and early help, promote self-reliance and empower people to take responsibility for their communities. We will support and develop our staff, as they make the achievement of all our objectives possible.

## Key measures of success

- Council Tax is in the lowest 10% nationally amongst similar authorities
- The cost, quality and delivery mechanism of all services will be reviewed by 2019
- We charge appropriately for services and seek opportunities to generate additional income
- Self-service and the use of online services has increased
- Community involvement and the use of volunteers in the delivery of council services has increased
- Resident and staff satisfaction levels remain high
- Spending is within budget
- Surplus assets are sold

## Performance Indicators

Indicator	Frequency of reporting
Percentage of council tax collected	Quarterly
Band D council tax within the lowest 10% of all English unitary authorities	Annually
Value of planned savings achieved	Annually
Capital receipts generated through the release of surplus assets	Biennially
Annual borrowing costs through the disposal of assets	Biennially
Annual percentage return for rental income from the property portfolio	Annually
Collection of business rates	Quarterly
Subsidy on leisure services	Quarterly
Number of transactions carried out online and use of the customer portal	Quarterly
Number of complaints received	Quarterly
Satisfaction with customer services across all channels	Quarterly
Overall residents' satisfaction with council services	Biennially
Percentage of people who feel they can influence decisions in their locality	Biennially
Percentage of the population satisfied with the borough as a place to live	Biennially
Staff satisfaction	Biennially
Level of staff sickness absence	Quarterly
Level of staff turnover	Quarterly





# A strong and resilient economy



Bracknell Forest is an excellent place to do business – we will support our existing companies, seek to attract new ones, continue to regenerate Bracknell town centre and invest in strategic infrastructure to allow the economy to grow and create prosperity for all.

## Key measures of success

- The borough is regarded as an excellent business location
- The new town centre opens in April 2017
- A thriving town centre is supported by coordinated town centre management
- Local residents have high levels of employment and incomes
- Improvements in strategic infrastructure have been made to reduce congestion and improve traffic flows
- Businesses are supported and encouraged to play an active role in the community

## Performance Indicators

Indicator	Frequency of reporting
Quantity of vacant commercial/office premises in the borough	Quarterly
Percentage of vacant commercial/office premises in the borough which are Grade A	Quarterly
Number of newly incorporated businesses	Quarterly
Business survival rate	Annually
Business closure rate	Quarterly
Unemployment rate	Quarterly
Percentage of working age population in employment	Quarterly
Average earnings	Annually
Percentage of the borough covered by superfast broadband	Quarterly
Average journey times per mile during the morning peak	Annually





# People have the life skills and education opportunities they need to thrive

Children and young people get a good start in life.

Everyone is equipped to use their own particular talents and empowered to lead independent lives.

## Key measures of success

- Children have access to high quality early years provision
- School places are available in all localities
- More children are attending schools that are judged as good or better
- Levels of attainment and pupil progress across all phases of learning are raised
- Children and young people from disadvantaged backgrounds are supported to achieve their potential
- Children and young people with Special Educational Needs are supported
- All young people who have left school go on to further education, find employment or undertake some form of training

## Performance Indicators

Indicator	Frequency of reporting
Percentage of children who achieve or exceed levels of attainment at the end of Foundation Stage for communication and language, physical development, personal social and emotional development, literacy and mathematics	Annually
Percentage of young people obtaining a place at one of their school preferences	Annually
Number of exclusions from secondary schools	Annually
Achievement at Level 4 or above in reading, writing and maths at Key Stage 2	Annually
Achievement of 5 or more A*- C grades at GCSE or equivalent including English and maths	Annually
Percentage of schools rated good or better	Quarterly
Attainment gap between pupils eligible for free school meals/pupil premium/looked after children and their peers	Annually
Attainment of looked after children	Annually
Number of 16 - 18 year olds who are not in education, employment or training	Quarterly
Percentage of admission appeals which are upheld	Annually
Number of apprenticeship starts for 16 - 24 year olds delivered as a direct result of the City Deal	Quarterly



# People live active and healthy lifestyles



Local people have healthy lifestyles and can access good leisure and recreational facilities. Care services focus on prevention, early help, physical and emotional health and well-being and promoting independence.

## Key measures of success

- Numbers of adults and young people participating in leisure and sport has increased
- Coral Reef is redeveloped
- Comprehensive public health programmes aimed at adults and young people, including smoking cessation, weight management and sexual health are in place
- Personal choices available to allow people to live at home are increased
- Preventative activities such as falls prevention are increased
- Integration of council and health services care pathways for long term conditions is increased
- Accessibility and availability of mental health services for young people and adults is improved
- Learning opportunities are available for adults

## Performance Indicators

Indicator	Frequency of reporting
Number of visits to leisure facilities	Quarterly
Attendances for junior courses in leisure	Quarterly
Number of people stopping smoking	Quarterly
Completion rate of specialist weight management treatment programme	Quarterly
Number of lifelines installed	Quarterly
Percentage of lifeline calls handled in 60 seconds	Quarterly
Proportion of adults in contact with secondary mental health services in paid employment	Annually
Adults with learning disabilities in paid employment	Annually
Proportion of people using social care who receive self-directed support	Quarterly
Proportion of people using social care who receive direct payments	Quarterly
Referrals for preventative activities such as fall prevention	Quarterly
Number of adult social care records using the NHS number as the single identifier	Quarterly
Length of time young people are waiting to access online counselling	Quarterly
Number of young people who engage with KOOTH - the online service offering emotional and mental health support for children and young people	Quarterly
Number of adults taking part in digital inclusion activities	Annually
The number of adult learners (over 19s) who have taken part in community learning over the previous academic year	Annually



# A clean, green, growing and sustainable place



Protect the borough's character by appropriate development and care for the natural environment through positive environment, transport, waste and planning policies

## Key measures of success

- An up-to-date Local Plan that provides for economic growth and protects important open spaces is in place
- The right levels and type of housing are both approved and delivered
- Appropriate infrastructure development is completed to support housing growth including; Warfield Link Road, Coral Reef Junction, Jennetts Park, town centre
- Neighbourhood Plans and Community Infrastructure Levy (CIL) to support local community facilities and other infrastructure are in place
- Development plans provide sufficient open space
- Resident satisfaction levels with parks and open spaces is maintained
- Cleanliness of the borough is maintained to defined environmental standards
- The cost of waste disposal, supported by a recycling rewards scheme is reduced

## Performance Indicators

Indicator	Frequency of reporting
Number of houses given planning permission	Quarterly
Satisfaction with parks and open spaces	Biennially
Percentage of household waste sent for reuse, recycling and composting	Quarterly
Percentage of the borough where environmental cleanliness meets Environmental Protection Act standards	Quarterly
Percentage of municipal waste that goes to landfill	Quarterly
Percentage of planning applications determined within timescales	Quarterly
Percentage of successful planning appeals	Quarterly
Percentage of principal roads and non-principal classified roads where maintenance should be considered	Annually
Income from CIL receipts	Quarterly
Number of household nights in bed & breakfast	Quarterly
Percentage of homeless/potentially homeless customers helped to keep their home or find another one	Quarterly
Number of affordable homes delivered	Quarterly
Time taken to process housing benefit or council tax benefit new claims and change events	Quarterly



# Strong, safe, supportive and self-reliant communities



Individuals and families take personal responsibility for their own wellbeing and safety while respecting the rights of others. Communities are active, get on well together, are well integrated and crime rates are low. Safeguarding services are coordinated to recognise the risks to young and vulnerable people which includes on-line exploitation.

## Key measures of success

- Levels of volunteering and community action in the borough are increased
- High levels of community cohesion are maintained
- There are low levels of crime and anti-social behaviour throughout the borough
- Safeguarding structures to safeguard children and vulnerable adults are well-established
- Early assessment is in place to identify children and young people with additional needs and provide early help
- Joint planning between Thames Valley Police and Bracknell Forest Council is carried out on local activities

## Performance Indicators

Indicator	Frequency of reporting
Percentage of the population who believe people from different backgrounds 'get on well'	Biennially
Percentage of the population who believe that people in the local area treat each other with respect and consideration	Biennially
Participation in regular volunteering	Biennially
Overall level of crime	Quarterly
Number of children in need (supported under Section 17 of the Children Act 1989)	Quarterly
Number of children on child protection plans	Quarterly
Number of looked after children	Quarterly
Stability of placements of looked after children in terms of the number and length	Quarterly
Number of foster carers recruited to meet need	Quarterly
Average caseload per children's social worker	Quarterly
Number of referrals to Early Intervention Hub	Quarterly
Number of early help (Common Assessment Framework) assessments completed	Quarterly
Referral rates to children's social care	Quarterly
Number of cases that step up to or step down from children's social care	Quarterly
Number of families turned around through the Family Focus project	Quarterly



# Key council strategies

Joint Health & Wellbeing Strategy (2013-2016)

<http://www.bracknell-forest.gov.uk/BF-JHWS-v10-1.pdf>

Community Safety Partnership Plan (2014-2017)

<http://www.bracknell-forest.gov.uk/community-safety-partnership-plan-2014-to-2017.pdf>

Core Strategy (2008-2026)

<http://www.bracknell-forest.gov.uk/core-strategy-development-plan-document-february-2008.pdf>

Creating Opportunities - Joint Strategic Plan for Children, Young People & Families (2014-2017)

<http://www.bracknell-forest.gov.uk/cypp-plan-creating-opportunities-2014-to-2017.pdf>

Equality Scheme (2012-2016)

[www.bracknell-forest.gov.uk/bracknell-forest-equality-scheme-2012-to-16.pdf](http://www.bracknell-forest.gov.uk/bracknell-forest-equality-scheme-2012-to-16.pdf)

Commissioning Strategy - Looked After Children (2013-2016)

<http://www.bracknell-forest.gov.uk/commissioning-strategy-for-looked-after-children.pdf>

Local Development Scheme (2015-2017)

<http://www.bracknell-forest.gov.uk/local-development-scheme.pdf>

Bracknell Forest Borough Local Plan

<http://www.bracknell-forest.gov.uk/bracknell-forest-borough-local-plan.pdf>

Site Allocations Local Plan

<http://www.bracknell-forest.gov.uk/salp-adopted.pdf>

Local Safeguarding Children Board Business Plan (2014-2017)

<http://www.bflscb.org.uk/lscb-business-plan-2011-to-2014.pdf>

The Right Home - Housing Strategy for Bracknell Forest (2008-2014)

[http://www.bracknell-forest.gov.uk/Housing\\_Strategy\\_2009-2014.pdf](http://www.bracknell-forest.gov.uk/Housing_Strategy_2009-2014.pdf)

Local Transport Plan (2011-2026)

<http://www.bracknell-forest.gov.uk/ltp3-core-strategy-and-implementation-plan.pdf>

Youth Justice Strategic Plan (2013-2016)

<http://www.bracknell-forest.gov.uk/youth-justice-plan.pdf>

Enforcement Policy (2015)

<http://www.bracknell-forest.gov.uk/enforcement-policy.pdf>

Statement of Licensing Policy

<http://www.bracknell-forest.gov.uk/statement-of-licensing-policy.pdf>

Local Economic Framework (2015–2025)

Going to Executive October 2015



## Initial Equalities Screening Record Form

Date of Screening: 6 August 2015	Directorate: Chief Executives Office	Section: Performance and Partnerships
1. Activity to be assessed	Council Plan 2015-2019. This document is based on the manifesto commitments from the 2015 election and comprises of a narrative for the Council, strategic themes, key measures of success and performance indicators.	
2. What is the activity?	<input checked="" type="checkbox"/> Policy/strategy <input type="checkbox"/> Function/procedure <input type="checkbox"/> Project <input type="checkbox"/> Review <input type="checkbox"/> Service <input type="checkbox"/> Organisational change	
3. Is it a new or existing activity?	<input checked="" type="checkbox"/> New <input type="checkbox"/> Existing	
4. Officer responsible for the screening	Genny Webb, Head of Performance and Partnerships	
5. Who are the members of the screening team?	Jackie Pinney and John Alnsworth	
6. What is the purpose of the activity?	<p>The document translates the manifesto into an over-arching framework setting out the future direction of travel for the organisation.</p> <p>The purpose of the activity is to:</p> <ul style="list-style-type: none"> <li>- provide a strategic framework to deliver the manifesto</li> <li>- provide a strategic framework to tackle current and future financial pressures</li> <li>- provide a clear message to all residents, staff, partners and businesses about the future direction of the organisation</li> </ul>	
7. Who is the activity designed to benefit/target?	<p>All staff, Councillors, residents partners and businesses.</p> <p>The intended outcomes from the Council Plan are:</p> <ul style="list-style-type: none"> <li>- Delivery of the manifesto</li> <li>- Providing value for money for residents</li> <li>- A clear strategic approach that staff 'buy-in' to and know how they fit in to the organisation</li> <li>- A strategic framework so there are consistent messages across Council strategies</li> </ul> <p>The document provides the overall framework, but does not specify how we will deliver services to or work with any one protected group within the community. Any specific service changes that are proposed that will impact on communities will be subject to full consultation and EIA screening at the appropriate time.</p> <p>It is intended to include a list of core, statutory strategies in the Council Plan, this will include the Council's 'All of Us' Equality Scheme 2013-16 which outlines the Council's equality objectives and its action plan to achieve these. The Equality Scheme's objectives are reviewed every four years. The scheme will be reviewed next in 2016 in light of the Council's newly adopted narrative and plan.</p> <p>The points identified below are areas where it may be necessary to add something to the Council Plan to ensure that the plan maximises opportunities to advance equality of opportunity, a legal duty for the Council. A number of actions have also been identified to incorporate in to the communications plan.</p>	


Protected Characteristics	Please tick yes or no	Is there an impact? What kind of equality impact may there be? Is the impact positive or adverse or is there a potential for both? If the impact is neutral please give a reason.	What evidence do you have to support this? E.g equality monitoring data, consultation results, customer satisfaction information etc Please add a narrative to justify your claims around impacts and describe the analysis and interpretation of evidence to support your conclusion as this will inform members decision making. include consultation results/satisfaction information/equality monitoring data
8. Disability Equality – this can include physical, mental health, learning or sensory disabilities including conditions such as dementia.	Y	<p>Positive. Performance Indicators on adults with mental health issues or learning disabilities getting into employment are included. Key measure of success on accessibility and availability of mental health services for young people and adults.</p> <p><b>Communications Plan:</b> Easy read version and other formats available on request e.g. large print and braille</p>	
9. Racial equality	Y	<p>Positive. The Council Plan refers to all residents within the borough, no specific communities are identified by race, gender or sexual orientation.</p> <p>Key Performance Indicators on Community Cohesion and people treating each other with respect and consideration.</p> <p>Any service changes that are proposed in the future as a result of the Council Plan will be subject to EIA screening and consultation.</p> <p><b>Communications Plan:</b> Consider appropriate communications channels, including hard copies, social media, website Ensure variety of formats are available, including translation into other languages.</p>	
10. Gender equality	Y	Positive. As above.	
11. Sexual orientation equality	Y	Positive. As above.	



12. Gender re-assignment	Y	Positive. As Above:	
13. Age equality	Y	<p><b>Possible gap in Council Plan:</b></p> <p>Lifelong learning – will be including a performance indicator related to this. Awaiting confirmation of Performance indicator from Children, Young People and Learning.</p> <p><b>Communications Plan:</b></p> <p>Consider appropriate communications channels, including hard copies, social media, website</p> <p>Ensure variety of formats are available, including large print on request, translation into other languages available on request, easy-read version</p> <p>Ensure compliance with corporate standards.</p>	
14. Religion and belief equality	Y	Positive. As per comments for 9-12 above.	
15. Pregnancy and maternity equality	Y	<p><b>Communications Plan:</b></p> <p>Need to ensure that staff on maternity leave are updated on the Council Plan through their 'KIT' days.</p>	
16. Marriage and civil partnership equality	N	Neutral. No impact identified for this over-arching framework.	
17. Please give details of any other potential impacts on any other group (e.g. those on lower incomes/carers/sex-offenders, armed forces communities) and on promoting good community relations.	<p>The Council Plan relates to all residents within the borough, therefore any group could be affected by future service changes. The Council Plan is a strategic framework and any service specific changes that are proposed will be subject to EIA screening at the appropriate time.</p> <p>As the overarching framework the plan sets out our strategic priorities to advance equality of opportunity and includes equalities priorities that will promote good community relations; (bullet points below are based on the draft Council Plan dated 6 August 2015)</p> <p><b>Narrative</b></p> <ul style="list-style-type: none"> <li>- 'all residents can thrive... and benefit from core services'</li> <li>- 'targeting our services... prioritise people and areas with the greatest need, early help and prevention so struggling or vulnerable people can maximise their opportunities to become independent.'</li> </ul>		

	<p><b>Strategic Themes</b></p> <ul style="list-style-type: none"> <li>- 'promote self-reliance and empower people to take responsibility for their communities'</li> <li>- 'People have the life skills and opportunities they need to thrive'</li> <li>- 'Everyone is equipped... empowered to lead independent lives'</li> <li>- Individuals and families take personal responsibility for their own wellbeing and safety while respecting the rights of others. Communities are active, get on well together, are well integrated and crime rates are low</li> </ul> <p><b>Key measures of success</b></p> <ul style="list-style-type: none"> <li>- 'Community involvement and the use of volunteers in the delivery of Council services has increased'</li> <li>- Resident and staff satisfaction levels remain high</li> <li>- 'Local residents have high levels of employment and incomes'</li> <li>- Levels of attainment and pupil progress across all phases of learning for all pupils are raised</li> <li>- Children and young people from disadvantaged backgrounds are supported to achieve their potential</li> <li>- All young people who have left school go on to further education, find employment or undertake some form of training</li> <li>- Children and young people with Special Educational Needs are supported</li> <li>- Personal choices to allow people to live at home</li> <li>- Accessibility and availability of mental health services for young people and adults</li> <li>- Volunteering and community action in the borough are increased</li> <li>- High levels of community cohesion are maintained</li> </ul> <p><b>Performance Indicators</b></p> <ul style="list-style-type: none"> <li>- Overall residents satisfaction</li> <li>- Percentage of population satisfied with the borough as a place to live</li> <li>- Staff satisfaction</li> <li>- Percentage of people who feel they can influence decisions in their locality</li> <li>- Unemployment rate</li> <li>- Percentage of working age population that is in employment</li> <li>- Average earnings</li> <li>- Number of exclusions from secondary schools</li> <li>- Achievement of pupils at all key stages</li> <li>- Percentage of young people in schools rated good or better</li> <li>- Attainment gap between pupils eligible for Free School Meals /Pupil Premium/Looked After Children and their peers</li> <li>- Attainment of Looked After Children</li> <li>- Number of 16 to 18 year olds who are not in education, employment or training</li> <li>- Support for Children with Special Educational Needs</li> <li>- Percentage of population believing people from different backgrounds 'get on well'</li> <li>- Percentage of population who believe that people in the local area treat each other with respect and consideration</li> </ul>

	<ul style="list-style-type: none"> <li>- Number of Children in Need</li> <li>- Number of Children on Child Protection Plans</li> <li>- Number of cases that step up or step down from Children's Social Care</li> <li>- Number of families turned around through Family Focus project</li> <li>- Number of household nights in bed and breakfast</li> <li>- Percentage of homeless/potentially homeless customers helped to keep their home or find another one</li> <li>- Number of affordable homes delivered</li> </ul>												
<p>18. If an adverse/negative impact has been identified can it be justified on grounds of promoting equality of opportunity for one group or for any other reason?</p>	<p>N/a</p>												
<p>19. If there is any difference in the impact of the activity when considered for each of the equality groups listed in 8 – 14 above; how significant is the difference in terms of its nature and the number of people likely to be affected?</p>	<p>N/a</p>												
<p>20. Could the impact constitute unlawful discrimination in relation to any of the Equality Duties?</p>	<table border="1"> <tr> <td data-bbox="813 929 909 1008">N</td> <td data-bbox="813 1008 909 2047">Please explain for each equality group – N/a</td> </tr> </table>	N	Please explain for each equality group – N/a										
N	Please explain for each equality group – N/a												
<p>21. What further information or data is required to better understand the impact? Where and how can that information be obtained?</p>	<p>N/a</p>												
<p>22. On the basis of sections 7 – 17 above is a full impact assessment required?</p>	<table border="1"> <tr> <td data-bbox="614 929 694 1008">N</td> <td data-bbox="614 1008 694 2047">It is not necessary to proceed to a full equality impact assessment as no specific adverse impacts have been identified through the screening process.</td> </tr> </table>	N	It is not necessary to proceed to a full equality impact assessment as no specific adverse impacts have been identified through the screening process.										
N	It is not necessary to proceed to a full equality impact assessment as no specific adverse impacts have been identified through the screening process.												
<p>23. If a full impact assessment is not required; what actions will you take to reduce or remove any potential differential/adverse impact; to further promote equality of opportunity through this activity or to obtain further information or data? Please complete the action plan in full, adding more rows as needed.</p>													
<table border="1"> <thead> <tr> <th data-bbox="470 228 534 806">Action</th> <th data-bbox="470 806 534 929">Timescale</th> <th data-bbox="470 929 534 1075">Person Responsible</th> <th data-bbox="470 1075 534 2047">Milestone/Success Criteria</th> </tr> </thead> <tbody> <tr> <td data-bbox="391 228 470 806">Produce comprehensive communications plan</td> <td data-bbox="391 806 470 929">Sept 2015</td> <td data-bbox="391 929 470 1075">Genny Webb/Jackie Pinney</td> <td data-bbox="391 1075 470 2047">Communications plan produced to implement from October 2015</td> </tr> <tr> <td data-bbox="263 228 391 806">Ongoing review of the draft Council Plan to identify opportunities to advance equality of opportunity and promote community cohesion.</td> <td data-bbox="263 806 391 929">Aug-Sept 2015</td> <td data-bbox="263 929 391 1075">Genny Webb</td> <td data-bbox="263 1075 391 2047">Final Council Plan agreed by Executive on 20 October and recommended to Council</td> </tr> </tbody> </table>	Action	Timescale	Person Responsible	Milestone/Success Criteria	Produce comprehensive communications plan	Sept 2015	Genny Webb/Jackie Pinney	Communications plan produced to implement from October 2015	Ongoing review of the draft Council Plan to identify opportunities to advance equality of opportunity and promote community cohesion.	Aug-Sept 2015	Genny Webb	Final Council Plan agreed by Executive on 20 October and recommended to Council	
Action	Timescale	Person Responsible	Milestone/Success Criteria										
Produce comprehensive communications plan	Sept 2015	Genny Webb/Jackie Pinney	Communications plan produced to implement from October 2015										
Ongoing review of the draft Council Plan to identify opportunities to advance equality of opportunity and promote community cohesion.	Aug-Sept 2015	Genny Webb	Final Council Plan agreed by Executive on 20 October and recommended to Council										
<p>24. Which service, business or work plan will these actions be included in?</p>	<p>Performance and Partnerships work plan</p>												

25. Please list the current actions undertaken to advance equality or examples of good practice identified as part of the screening?	N/a
26. Chief Officers signature:	Signature:  Date: 1/16/15

When complete please send to [abby.thomas@bracknell-forest.gov.uk](mailto:abby.thomas@bracknell-forest.gov.uk) for publication on the Council's website.

**TO: EXECUTIVE  
20 OCTOBER 2015**

---

**CHANGES IN CHARGES FOR GARDEN WASTE COLLECTIONS 2016/17  
Director of Environment, Culture and Communities**

**1 PURPOSE OF REPORT**

- 1.1 To ensure that the cost of the garden waste service, which is an opt-in non-statutory service, covers the cost of the service.
- 1.2 The Council commenced its borough-wide garden waste service 2006 as part of the alternate bin collection arrangement. At that time there was no collection charge. Those opting into the scheme only had to buy their bin. In response to the significant financial pressures, an annual charge of £30 was agreed from 2012 for all new customers. Existing customers were given a year free of charge. The charge was imposed for all from April 2013. The charge has not been increased since.
- 1.3 This 'purpose of the charge' is to recover the cost of collection. The Council is under-receiving against cost. Charges need to be set at this time of the year as the annual charge commences on 1 April and subscription renewal invitations need to be sent in November.

**2 RECOMMENDATION(S)**

- 2.1 **That the charge for the collection of garden waste is increased by £10 with effect from April 2016.**
- 2.2 **To cease the early payment discount.**
- 2.3 **That all other existing discounts and options remain as is and that all associated charges for the garden waste service are increased pro-rata.**

**3 REASONS FOR RECOMMENDATION(S)**

- 3.1 The Council is facing substantial budget pressures and is under recovering the cost of a discretionary service.

**4 ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 The Executive could determine not to increase charges. However, this would retain a very significant subsidy for what is a discretionary service which is difficult to justify given the Council's overall financial position.
- 4.2 The Council could stop the service. However, it is felt that it would be a retrograde step to deny residents the opportunity to have their garden waste collected in a convenient way at the kerbside. All residents have the option of taking their garden waste to Longshot Lane Household Waste Recycling Centre free of charge.

## 5 SUPPORTING INFORMATION

- 5.1 The garden waste collection service was introduced in 2006. This opt-in opportunity was introduced as part of the Alternate Weekly Collection arrangements. Unlike other waste bins the householder buys and retains the ownership of their brown bin. The Council only empties approved bins.
- 5.2 In 2012, charges were introduced with the payment suspended for the first year for existing customers. The Council had always charged for garden sacks but will only collect its own sacks which are sold through various local outlets throughout the Borough.
- 5.3 There are currently circa 13,500 households subscribing to the service. We are also selling circa 70,000 garden sacks in a typical year. Some households use both and we estimate that in combination we are providing a garden waste service to approximately 30% of residents who can use the service. The number of bin subscribers peaked last year at 14,198. This is a similar number to the number before we introduced the charge. Comparing where we were in the first week of September in each previous two years to our current position, we are some 400 or so down on numbers. On the current scale of charges it's believed that we have perhaps reached a plateau where drop off rates and new subscribers will remain roughly balanced.
- 5.4 When the current charging regime was introduced it included a range of charges reflective of the size of bin and financial circumstances of the householder. The charge is also varied according to the quarter when the householder joins for the first time. Over the last two years we have averaged an income of £417,000 from the brown bin subscriptions.
- 5.5 The Council is currently significantly under-recovering its costs calculated at £690,000. The ability to charge more does exist. To recover all costs based on current usage the annual fee would need to be increased to circa £50 (table 1). This calculation assumes no drop off in demand. Should there be a drop off then, (in addition to any budgetary implication) a number of other consequences may be noted.
- a) It is highly likely that some will be put in the green residual bins and will end up in landfill at a disposal cost (including landfill tax) of £73 a tonne more than composting costs. Alternatively, it will be composted at home or taken to the Longshot Lane. The latest analysis of the green residual bin suggests that despite there being a garden waste service some 900 tonnes of waste are still going into the residual (green) bins. If this could be diverted to composting this would give rise to a net saving of circa £66,000 against current costs. Where there is evidence that this is happening on any significant scale the Council can and will decline to collect bins with garden waste in them until it is removed.
  - b) Alternatively, residents will take it themselves to Longshot Lane (or Smallmead in Reading). This is less significant in respect of the impact to the waste stream as the material taken there is processed as compost at a significantly cheaper rate than if landfilled. However, there are already concerns about the access to and the impact arising from the queues of public seeking to use the site and any significant increase in visits would exacerbate that.
  - c) Some residents may move to the use of garden sacks on an 'as and when' basis. The sacks are 70l in capacity and therefore the brown bin equivalent is three

## Unrestricted

sacks. The current contract with SITA allows for up to 100,000 sacks a year. Sacks are more problematic from a handling perspective and the cost of sacks needs to be kept relative to the cost of the brown bin.

d) As currently already happens more residents will perhaps share a bin and therefore the number of bins being lifted will fall.

5.6 Determining the level of sensitivity to a potential price change is difficult. As reported above the demand for the service has already fallen compared to the same period last year. There has been no price change over this period of time. In the year that charges were introduced there were around 325 complaints about the charge, 186 of these in March and April 2012 when payment was due. The fallout has been less than 1,000 bins and there was no evidence of any fly-tipping problems. Fly tipping has in fact reduced over the last 3 years. This could reverse. On past performance it does seem that the drop off is likely to exceed the rate of new subscribers based on current collection practices and the alternatives available.

5.7 It's extremely difficult to quantify the fiscal risk associated with a drop in demand. The costings that attempt to look at the impact of demand change on cost (based on the existing fleet of refuse trucks) are set out in table 1. With current arrangements and user patterns an additional collection vehicle/round would not be required before retendering in 2019. If trends and nature of use change then the nature of the fleet may need to be reviewed.

Number of subscribers	Full recovery charge based on cost of £690k (not allowing for discounts/two bin sizes excluding any quarterly discount)
10000	£69
11000	£62.72
12000	£57.50
<b>13000</b>	<b>£53.07</b>
14000	£49.28

Table 1: illustration of recovery cost banding according to take up. 13000 being the current band

5.8 Whilst perhaps not directly relevant (as we have no details of their operating costs) comparing our current charge of £30 (£28 with discount) to neighbouring councils with a comparable offer, the following current year charges have been noted:

Reading - bin purchase only then a free collection service  
 Slough - free service.  
 RBWM - £31  
 S Bucks - £45  
 Woking - £45  
 Runnymede - £52  
 Surrey Heath - £53.95  
 Wokingham - £60 (including bin 'hire')  
 Hart - £63.95

5.9 The table below sets out three options as to how to reduce the level of subsidy to this service. The options propose changes based on levels of take up and with a full recovery option assuming current levels are maintained. Table 2 illustrates the potential income changes from the three approaches:

## Unrestricted

		Projected deficit from income relative income required to cover at £690k		
Costing band	Current charge £30/ (£28)pa	Option A	Option B	Option C
		£35pa (£5 increase)	£40pa (£10 increase)	£53pa (£23 increase)
13000	-300,000	-235,000	-170,000	-1,000
12000	-330,000	-270,000	-210,000	-54,000
11000	-360,000	-305,000	-250,000	-107,000
10000	-390,000	-340,000	-290,000	-160,000
9000	-420,000	-375,000	-330,000	-213,000
Sack price	£0.50	£0.60	£0.70	£0.92

Table 2; Projected deficit against costs considering three options.

NB: these figures make no allowance to cover the cost of the discounts, having two sizes of bins and variable rates according to the quarter when joined these figures are indicative.

- 5.10 The stated purpose of the current charge is to recover costs. Costs can only be recovered from the fees. Given the level of participation (i.e. a demand for the service) and the relatively low current charge it would seem inappropriate at this time to consider scrapping the service and indeed it might not be economically wise to scrap the scheme unless significant new resources were made available to ensure strict compliance with our waste collection requirements. Therefore the question for members should they wish to recover more of the cost is how much to raise the fee by and how quickly. Given that the current estimate of cost incurred by the Council in providing the garden waste collection scheme on current usage is circa £53 per bin per annum, Members could in theory agree a fee of up to that level relative to its current costs.
- 5.11 In the current financial position that the Council faces it is of course advantageous to charge as much as possible, as soon as possible. However, the potential impact of the Option C approach and the real impact of customer resistance must be fully considered. The officer view is that an increase to £53 from the current level would result in a significant initial reduction in take up, a large number of complaints and associated adverse media coverage. Some recovery could be expected but it would take some years before the service demand recovered to current levels.
- 5.12 Another alternative is to steadily increase the price over a number of years reviewing the impact of change at each period of review. This approach with effective communications may be more acceptable to residents and therefore the potential 'loss' of income (and increased consequential costs as illustrated in table 2) is likely to be much less.
- 5.13 A hybrid approach is to have a more significant increase initially so that more of the costs are recovered initially and to review the response after one or two years. Officers propose that this increase should be £10 per annum. While a lower increase (say £5 per annum) would undoubtedly be a more acceptable option for residents



and minimise withdrawals from the scheme, Officers believe that given the very difficult financial and service choices Members will have to make in future years, it is advisable to attempt to recover more of the costs as soon as practical.

- 5.13 Not included in the above calculations is the effect of the proposal to remove the discount for early payment. This was introduced to enable the team in the early days to be able to set up the arrangements to manage the potential demand. The arrangements are now embedded and the encouragement is no longer considered necessary. If the payment has not been processed before the 1 April the bin will not be emptied. To assist customers in addition to face to face payment at time Square we also offer on-line payment and Direct Debit (DD) options. DD payments now account for 20% of all payments, online is 66% and cheques/cash 13%. The value of the discount is £20,000 and this has been increasing annually as the number of users paying in advance has increased. The majority of residents are now opting for this discount. There is now little justification for the discount and the complications it creates. The proposal is to withdraw this discount from 2016 but to retain all other discounts.
- 5.14 The charges for brown bins needs to be set outside the normal budget process to allow time for billing and then the associated administration needed so as to ensure continuity of service from 1 April 2016.

## **6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS**

### Borough Solicitor

- 6.1 Garden waste collection is not a statutory service that the Council has to provide and it can charge residents for collections but not for disposal.

### Borough Treasurer

- 6.2 As has been mentioned in the report there is a risk that by increasing the annual charge too high the number of households paying for the service may reduce and therefore the levels of additional income quoted would not be achieved. The cost of providing this service is not identified separately since the costs are for the recycling scheme in total, including the blue bin service. However, an exercise has been carried out to identify the cost of the garden waste collection, which is estimated to be £690,000 per annum including all overheads.

### Equalities Impact Assessment

- 6.3 The Council makes provisions for those on benefits and those needing assisted collection. The changes proposed do not have any impact on current policy.

### Strategic Risk Management Issues

- 6.4 None

## **7 CONSULTATION**

### Principal Groups Consulted

- 7.1 None

### Method of Consultation

7.2 None

Representations Received

7.3 None.

Background Papers

None

Contacts for further information

Steve Loudoun  
Chief Officer: Environment and Public Protection  
01344 352501  
[Steve.loudoun@bracknell-forest.gov.uk](mailto:Steve.loudoun@bracknell-forest.gov.uk)

Janet Dowlman  
Head of Environmental Services  
01344 352511  
[Janet.dowlman@bracknell-forest.gov.uk](mailto:Janet.dowlman@bracknell-forest.gov.uk)

**TO: EXECUTIVE  
20 OCTOBER 2015**

---

**HIGHWAYS INFRASTRUCTURE ASSET MANAGEMENT PLAN  
Director of Environment Culture and Communities**

**1 PURPOSE OF REPORT**

- 1.1 To approve the Highways Infrastructure Asset Management Plan. The Plan addresses matters relating to future highway maintenance.

**2 RECOMMENDATION(S)**

- 2.1 **That the Executive approves the Highways Infrastructure Asset Management Plan as set out in Annex A and agrees to its publication on the Council website.**
- 2.2 **That the Director of Environment Culture and Communities be authorised in consultation with the Executive Member to make any in-year minor amendments having regard to any comments received.**

**3 REASONS FOR RECOMMENDATION(S)**

- 3.1 To comply with the recommendations and expectations of the Department for Transport and to ensure that national priorities and standards are delivered effectively and consistently at a local level.

**4 ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 None.

**5 SUPPORTING INFORMATION**

- 5.1 The purpose of the plan is to detail the Council's highway maintenance policy and strategy and to reassure members and highway network users that key needs are being met. The plan will be delivered by officers from Highways Asset Management Team.
- 5.2 The Plan is of necessity a technical document albeit drafted in a straightforward format reflecting national recommendations and published standards. Annex A contains information on the annual works planning for future years proposals for delivery. The Plan reflects a refocusing of priorities identified by the Department for Transport (DfT).
- 5.3 Highway maintenance is a statutory responsibility of the Council.
- 5.4 Progress against the Plan will be monitored by officers and quarterly progress reported to Members in the Quarterly Service Report. The Council's performance against this Plan is subject to scrutiny by the DfT and will contribute to the Council's future highway maintenance funding allocations through the DfT Efficiency Assessment process. Failure to deliver could result in reductions in our funding allocations.

## **6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS**

### Borough Solicitor

- 6.1 No significant legal issues arise from the matters discussed in this report.

### Borough Treasurer

- 6.2 The Borough Treasurer is satisfied that there are no significant financial implications arising from the recommendation in this report. Maintenance and improvement works are carried out within the approved budgets for highways.

### Equalities Impact Assessment

- 6.3 The Plan targets highway assets based on the strategic importance, condition assessments, and identified need. Where issues of equality may arise provision is made to help as necessary. The highway maintenance activity is a statutory duty.

### Strategic Risk Management Issues

- 6.4 By following and delivering the matters laid out within the Highways Infrastructure Asset Management Plan there are no strategic risk management issues relating to this report.

### Other Officers

- 6.5 Not applicable.

## **7 CONSULTATION**

### Principal Groups Consulted

- 7.1 The nature of the Plan is such that it is a rolling Plan and therefore we consult with stakeholders during and after its adoption. Any feedback is taken into account and helps inform the Plan's future development.

### Method of Consultation

- 7.2 The Plan will be published on the Council's website

### Representations Received

- 7.3 None received to date.

### Background Papers

Highways Infrastructure Asset Management Plan.

### Contact for further information

Anthony Radford-Foley  
Head of Highways Asset Management  
Tel: 01344 351904  
[Anthony.radford-foley@bracknell-forest.gov.uk](mailto:Anthony.radford-foley@bracknell-forest.gov.uk)

# Bracknell Forest Council

## Highways Infrastructure Asset Management Plan



October 2015

## Contents – Main and Appendices

Executive Summary .....	1
Executive Overview .....	2
HIGHWAYS INFRASTRUCTURE ASSET MANAGEMENT PLAN .....	9
1. INTRODUCTION .....	9
2. HIAMP FRAMEWORK .....	11
3. GOALS, OBJECTIVES AND VISION .....	16
4. PERFORMANCE AND LEVELS OF SERVICE .....	18
5. ASSET DATA AND INFORMATION .....	27
6. LIFECYCLE PLANNING .....	37
7. RISK MANAGEMENT .....	46
8. FORWARD WORK PROGRAMME .....	48
9. FINANCIAL MANAGEMENT AND VALUATION .....	51
10. MONITORING.....	53
11. GAP ANALYSIS ACTION PLAN .....	55
APPENDIX 1: GLOSSARY AND DEFINITIONS.....	56
APPENDIX 2: PERFORMANCE AND LEVELS OF SERVICE .....	59
APPENDIX 3 : ASSET DATA AND INFORMATION.....	74
APPENDIX 4: INDICATIVE LIFECYCLE PLANS .....	76
APPENDIX 5: RISK MANAGEMENT .....	90
APPENDIX 6 : GAP ANALYSIS AND ACTION PLAN .....	92

## Contents - Figures and Tables

Figure 1 – BFC’s Highway Network	10
Figure 2 – Idealised Management Hierarchy	11
Figure 3 – Asset Management Framework	12
Figure 4 – Asset Management Circular Process	13
Figure 5 – Relationship between HIAMP and the Council’s Key Documentation	16
Figure 6 – Performance Gaps Model	23
Figure 7 – Lifecycle Phases of an Asset	37
Figure 8 – Lifecycle Plan Development	39
Figure 9 – Maintenance Interventions	42
Figure 10 – Option Appraisal Using Whole Life Costs	43
Figure 11 – Typical Chart of Change in Condition over Time	44
Figure 12 – Risk Management Process	47
Figure 13 – Process for Developing Operational Works Programme	50
Figure 14 – Monitoring, Review and Feedback an Asset Management Planning	54
Figure 15 – Asset Management ‘Gap’ Analysis	55
Table 1 – Service Groups	22
Table 2 – Asset Groups	28
Table 3 – Desired and Current Road Asset Inventory Information (Prioritised)	30
Table 4 – Assets considered in this HIAMP	32
Table 5 – Current Road Condition Information (Prioritised)	34
Table 6 – Availability of Maintenance Information	36
Table 7 – Defining Service Life	41

## **Executive Summary**

Asset management has been widely accepted by central and local government as a means to deliver a more efficient and effective approach to management of highway infrastructure assets through longer term planning, ensuring that standards are defined and achievable for available budgets. It also supports making the case for funding and better communication with stakeholders, facilitating a greater understanding of the contribution highway infrastructure assets make to economic growth and the needs of local communities.

The demand for a more efficient approach to the management of highway infrastructure assets has come to prominence in the light of the fiscal challenges faced by both by central and local government as well as the devolved administrations. Recent developments include:

1. The CIPFA Code for Transport Infrastructure Assets, provides advice on how asset management should be implemented for local highway authorities to meet Whole of Government Accounts requirements.
2. The Audit Commission report Going the Distance recommends that local highway authorities in England adopt the principles of asset management when making investment decisions in order to optimise the use of available resources.

These developments provide a greater focus on asset management. Although the principles of asset management have been generally accepted, highway authorities throughout the UK have adopted a wide ranging approach to its implementation. Where asset management has been successfully adopted, demonstration of leadership and commitment from senior decision makers in supporting an asset management approach has been fundamental.

This Council accepts the principles promoted in respect of the need for ensuring good asset management. This Plan sets out Bracknell Forest's approach towards ensuring the most cost effective use of available resources.

**Cllr C Turrell**  
**Executive Member for Planning and Transport**



## Executive Overview

### Bracknell Forest Council Policy for Asset Management

Bracknell Forest Council is committed to adopting an asset management approach for the highway network in order to support the Council's vision for:

*"a place where all people can thrive; living, learning and working  
in a clean, safe and healthy environment."*

The Council recognises that transport systems play a huge part in facilitating a high quality of life by meeting the needs of the individual whilst remaining responsive to the changing needs of business. In LTP3, the Council's transport vision has been defined as "to develop a sustainable transport system that supports local economy, provides choice and improves quality of life in a safe and healthy environment". To support this vision, a series of local transport objectives have been developed. In order to meet these objectives, the Council's Asset Management Policy will seek to:

**Reduce delays associated with traffic congestion and improve reliability of journey times.** The Council seeks to manage congestion by encouraging the location of development to reduce travel need and journey length and provide additional capacity through improvement schemes.

Adopting an asset management approach will allow optimised planned maintenance activities over the lifecycle of all highway infrastructure assets and coordinate works to reduce road closures allowing for maximum network availability.

**Maintain and improve, where feasible, the local transport network.** The Council will continue to develop and maintain an effective transport network that is resilient to the increase in demand and the effects of climate change and adverse weather conditions. Our adoption of an asset management approach will take a long term view in making maintenance and investment decisions, making the most of the funding available.

**Secure necessary transport infrastructure and services to support development.** The Council will ensure that appropriate and necessary transport mitigation measures and more sustainable modes are planned for in new development from an early stage through engagement with developers and use of appropriate tools. The Council's approach to asset management will ensure that highway infrastructure assets will be maintained to support delivery of services, taking into consideration the long term performance of the asset

**Enhance the street environment.** The Council will promote and create a street environment more attractive for all users, through measures such as high quality street furniture, landscaping and tree planting, for both the existing network and upcoming development. Asset management will allow the performance of different materials to be assessed over their lifecycle, allowing for long term maintenance needs to be established and considered when making investment decisions.

## **Bracknell Forest Council Asset Management Strategy**

### **Priorities, Vision and Objectives**

Bracknell Council recognises the importance of transport in delivering the Council's strategic priorities for thriving population, desirable place and cohesive communities. The Council's transport vision is:

*"to develop a sustainable transport system that supports the local economy, provides choice and improves quality of life in a safe and healthy environment"*

This vision is described in the Council's Local Transport Plan 3, which also describes a set of objectives that underpin this vision.

The Council has an ambitious plan that involves the regeneration of Bracknell Town Centre, creates employment space and delivers new housing. The Council recognises the importance of transport services and transport infrastructure in order to meet these targets and deliver sustainable communities. At a time of increasing social, environmental and economic challenges, the Council remains committed to making better use of the available resources to manage transport infrastructure, through the implementation of an asset management approach.

An Asset Management Policy has been developed that defines how the implementation of asset management will support Bracknell Council in delivering its transport vision. This Asset Management Strategy describes how this Policy is to be delivered and sits within the wider asset management framework, and is one of the key strategic documents related to the delivery of the Council's highway services.

### **The Highway Asset**

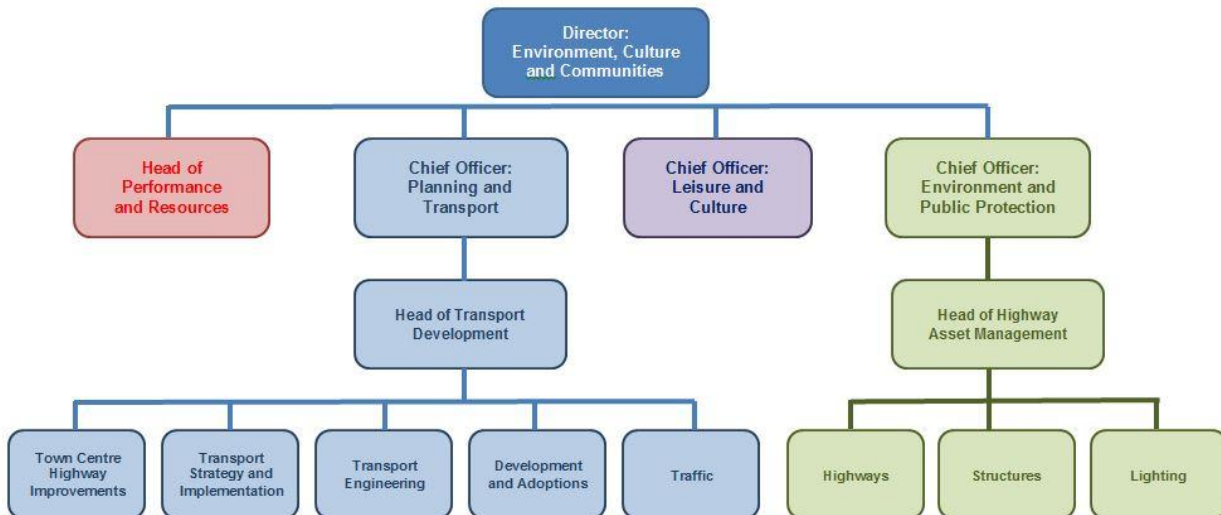
Bracknell's highway network comprises just over 460 km of carriageway, approximately two thirds of which is in an urban environment. The unclassified network accounts for around 60% of the asset. The footway and cycleway network is about 650 km. The asset also includes over 11,000 traffic signs and approximately 14,000 lighting columns. In terms of structures, the Council is responsible for 34 road bridges, 41 footbridges and numerous underpasses, subways, culverts, and retaining walls. The highway asset also includes safety fences, drainage, street furniture, road markings, traffic signals, intelligent transportation systems and soft estate.

The Council has calculated the asset value in accordance with the requirements for Whole of Government Accounts. In July 2014 this value was estimated to be £690 million, excluding the value of the land.

Bracknell experienced significant growth as a 'New Town' from the 1950s and much of the highway asset dates from that period of development. The recognised consequence – termed 'New Town Inheritance' - is that significant elements of the infrastructure reach the point of refurbishment at around the same time, which poses potential problems in terms of financial and lifecycle planning.

## Managing the Highway Asset

Responsibility for managing the highway asset rests with the Council, which has set up an organisational structure to reflect the responsibilities for policy development and delivery of maintenance activities. This structure is summarised in the following diagram.



Organisational Structure

From this figure it can be seen that the planning and maintenance functions are separated, with different divisions of the Environment, Culture & Communities Department of the Council having responsibility for these functions. It is recognised that a strong link must exist between planning and delivery of maintenance, in order to ensure that resources are allocated to activities that safeguard the highway infrastructure and support the delivery of the overall transport objectives of Bracknell Forest Council. This Asset Management Strategy provides this link by describing the initiatives and processes that enable the implementation of asset management to support the delivery of these objectives. It also makes reference to the enablers, both tools and information, necessary for delivering the highway service effectively and efficiently. Effective joint working and delivery is ensured through regular operational and joint liaison meetings.

Funding for highway maintenance activities is currently allocated largely on a historic basis. Budgets are determined for the various asset groups and works are prioritised based on need in line with the national picture and reflective of the current economic climate. Over recent years there has been a reduction in the budgets available for both capital and revenue activities. The asset management approach that is being developed will allow the Council to consider the implications of budget availability on the current and future performance of the highway asset.

## Asset Management

Asset management is defined as a strategic approach to the optimal allocation of resources for the management, operation and preservation of transportation infrastructure.

This definition puts emphasis on the strategic role that asset management plays within an organisation and highlights the need for optimal use of resources and long term planning. Key aspects of asset management are therefore:

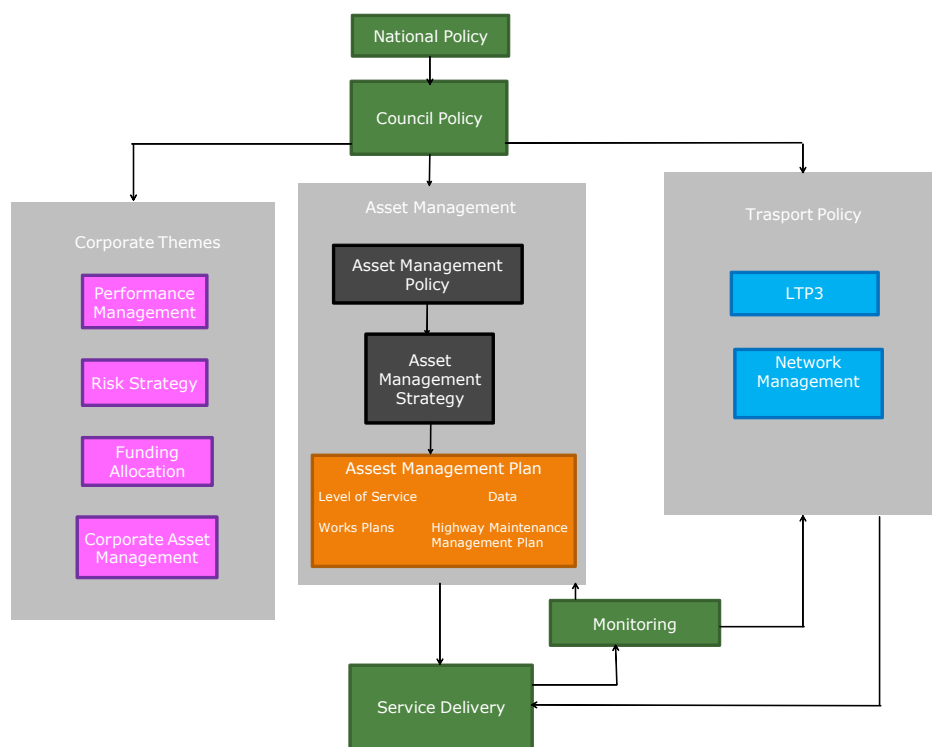
- Strategic approach
- Systematic procedures
- Optimal allocation of resources
- Managing expenditure over the lifecycle
- Achieving the long term strategic plan
- Meeting customers' needs

The adoption of asset management principles provides a means for Bracknell Forest Council to face the challenges of managing the highway asset, through the development of a systematic approach that aims to deliver the most efficient and effective regime over the lifecycle of the asset, ensuring that the performance of that asset reflects the requirements of the Council and funding constraints.

It also provides a valuable tool to enable the Council to establish appropriate budget allocations through the demonstration of the effects of under-investment in the network and the implications of not meeting safety and serviceability requirements on the customers using the network.

### Asset Management Framework

This Asset Management Strategy is based on the framework shown schematically below, and outlined in the following sections. The elements of this Strategy will support continual improvement in the management of the highway asset.



Asset Management Framework

This Strategy explains how individual asset groups and components fit in the framework, describes how the asset management planning process is implemented and refers to tools currently employed, as well as links to other key documents. Finally, the Strategy describes how the Department will embed a continuous improvement approach to highway asset management, including how national developments and good practice are taken into consideration, as well as how the work carried out in Bracknell Forest can influence the national asset management agenda.

The development of the asset management framework described in Figure 2 follows national guidance and recognised good practice. It is also based on the Council's approach to delivering services and alligns with the corporate policies on performance management and risk management.

The framework refers to a number of key policies and documents. The Highway Asset Management Plan (HAMP) supports the implementation of this Strategy. The Highway Maintenance Management Plan (HMMP) describes the operational activities and procedures related to highway maintenance.

## **Implementation of Asset Management**

In accordance with good practice, priority has been placed on certain elements of the asset management framework, in order to facilitate full implementation of asset management in due course.

### **Gap Analysis**

It is recognised that the resources available for the implementation of asset management for highway infrastructure assets are limited. In order to make efficient use of these limited resources, a gap analysis has been carried out against recognised good practice. This analysis resulted in the development of an implementation plan that takes into account not only the actions that need to be taken, but links these to timescales and resource requirements. This implementation plan is included in the Highways Asset Management Plan.

### **Data Collection**

Effective management of the highway asset can only be achieved through reliable, current and robust data.

Asset inventory and available condition data have been reviewed in the development of the HAMP. There is a significant shortfall in the inventory with regards to the requirements for effective asset management and the need to improve this data is one of the principal actions for consideration in the implementation action plan. Condition data for carriageways, footways and structures is adequate but other assets are lacking information; this is captured in the implementation action plan.

### **Levels of Service**

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

- LTP objectives;

- Delivery Planning
- Performance Targets.

Bracknell's Levels of Service are largely based on established performance measures, eg National Indicators (NI), where available. The Levels of Service are presented in the HAMP, having been reviewed in the development of that document.

### **Lifecycle Planning**

Inherent to the asset management process is a need to understand the influence of budget decisions on customer satisfaction and delivery of the corporate priorities. Furthermore, the impact that investing in one asset component may have on the overall performance of other asset components, as well as the whole asset, is examined. To this end, a lifecycle planning approach has been developed and is being used.

In line with national guidance and good practice Bracknell Council is developing a lifecycle approach to managing its highway maintenance activities. Understanding how long specific maintenance treatments last, the relative cost of these treatments and the Levels of Service (LoS) provided are essential pre-requisites to good asset management. Successful implementation of the lifecycle approach relies on good understanding of the asset, its current performance, expenditure and customer feedback, as well as an understanding of the various service levels that may be achieved for the different funding options.

Bracknell has developed an asset model that combines established treatment strategies and local knowledge of asset performance with current condition and inventory information to assess the impact of varying maintenance scenarios on the whole life performance and funding requirements of the highway asset. Initial work with the model has demonstrated its value in supporting the medium to long term planning of the asset management approach.

### **Financial Planning**

One of the key benefits of asset management is that it provides the platform for robust and transparent financial planning. When lifecycle plans for all asset groups are developed, these will be used to determine funding needs and support the case for funding of the maintenance of the highway asset.

### **Gross Replacement Cost and Depreciated Replacement Cost**

Whole of Government Accounts (WGA) have set new requirements for the way the value of the highway asset is reported to the HM Treasury in the Authority's audited accounts. The new approach needs to be fully implemented by 2012/13, at which time authorities are required to report the Depreciated Replacement Cost (DRC) of the highway asset. For this to be achieved, there is clear need for accurate and detailed inventory information and performance data. This requirement will support asset management by providing an improved understanding of network deterioration and combining that with the levels of service to be achieved.

Bracknell Council adopted this approach and has calculated the value of highway assets in accordance with WGA requirements. However, a number of assumptions had to be made to fill gaps in information and processes. Although this is acceptable at this stage, the Council is working towards filling these gaps. Further development and implementation of the asset management approach will allow the calculation of asset value to be refined and hence support the process of financial planning.

## **Data Management and Information Systems**

Bracknell has operated a highway maintenance and management software system ('Confirm') for over 14 years and this holds a comprehensive maintenance history of the highway assets.

## **Good Practice**

Bracknell Forest Council is committed to the development of good practice and benefits from lessons learnt at National, Regional and Local levels. Officers from Bracknell Forest have played a leading role in the development of the national agenda on highway asset management, carrying the responsibility of representing the interests of smaller highway authorities. This is done through attendance at

- The UK Roads Board;
- The Technical Advisers' Group;
- The UKRLG Asset Management Working Group;
- The Project Board for the Highway Efficiency Maintenance Programme (HMEP);
- The Highways Asset Management Financial Information Group (HAMFIG); and
- Steering Groups for various national projects on asset management.

Furthermore, Bracknell Forest Council is a member of the CIPFA Highways Asset Management Planning Network and the National Highways & Transportation Customer Satisfaction Survey.

## **Review Process**

The Asset Management Plan is a 'live' document and will be subject to regular review as the highway network evolves over time.

## **References**

Well Maintained Highways – Code of Practice for Highway Maintenance Management. UKRLG  
Well-Lit Highways – Code of Practice for Road Lighting Management. UKRLG  
Management of Highway Structures – A Code of Practice. UKRLG  
Management of Electronic Traffic Equipment – A Code of Practice. UKRLG  
CIPFA Transport Infrastructure Assets Code  
Maintaining a Vital Asset  
UKRB Quick Start Guidance  
HMEP Highway Infrastructure Asset Management Guidance Document  
Publicly Available Specifications PAS 55-1 & PAS 55-2:2008 Asset Management  
Bracknell Forest Council, Local Transport Plan 3 – Core Strategy and Implementation Plan  
Bracknell Forest Council – Highway Maintenance Management Plan

# HIGHWAYS INFRASTRUCTURE ASSET MANAGEMENT PLAN

## 1. INTRODUCTION

- 1.1. It is not possible to implement a fully developed asset management approach overnight; time is required, not only to collect relevant asset data, analyse it and consult but also to modify business practices to accommodate the asset management needs.
- 1.2. The knowledge and understanding of the highway assets gained through development of a HIAMP will be of assistance in the maintenance and management of the network by providing robust data regarding the size, condition and performance of the asset. This will aid decision making and, by taking a long term, risk based approach, should make it possible to optimise asset replacement/refurbishment programmes to deliver an agreed Level of Service (LoS).
- 1.3. The HIAMP can provide evidence to the Department for Transport (DfT) and Members, when assessing the Council's performance, to demonstrate the assets are being competently managed.
- 1.4. To comply with current accounting practices and the need for the provision of asset valuation, it is important that the Council's highway assets are organised in a systematic and methodical manner, which can be facilitated by the framework of a HIAMP.
- 1.5. However, the most significant benefit of developing the HIAMP is that a formal review of existing practices is undertaken and an opportunity is provided to adopt best practice and embrace real changes in the way the highway asset is maintained and developed.
- 1.6. BFC's highway network comprises just over 430 km of carriageway, approximately two thirds of which is in an urban environment. The unclassified network accounts for around 60% of the asset. The footway and cycleway network is about 700 km. The asset also includes over 11,000 traffic signs, and approximately 14,000 lighting columns. In terms of structures, the Council is responsible for 34 road bridges, 41 footbridges and numerous underpasses, subways, culverts and retaining walls. The highway asset also includes safety fences, drainage, street furniture, road markings, traffic signals, intelligence transportation systems and soft estate. The extent of the highway network is illustrated in Figure 1 below.
- 1.7. There are pressures on the resources available to continue to deliver an acceptable LoS across the network. These arise principally from:
  - An increasing population with high proportions of both car ownership and commuting by car.
  - BFC Forest's prime location at the heart of the Thames Valley, in close proximity to London, Heathrow and the motorway network.
  - The fact that BFC experienced significant growth as a 'New Town' from the 1950s and much of the highway asset dates from that period of development. The recognised consequence – termed 'New Town Inheritance' – is that significant elements of the infrastructure reach the point of refurbishment at around the same time, which poses potential problems in terms of financial and lifecycle planning.
  - Being a location of choice within the Thames Valley for a number of national / international headquarters for significant businesses, e.g. Waitrose and Honda.
  - Providing a significant transportation corridor link between the M3 and M4 via the A329 and A322.



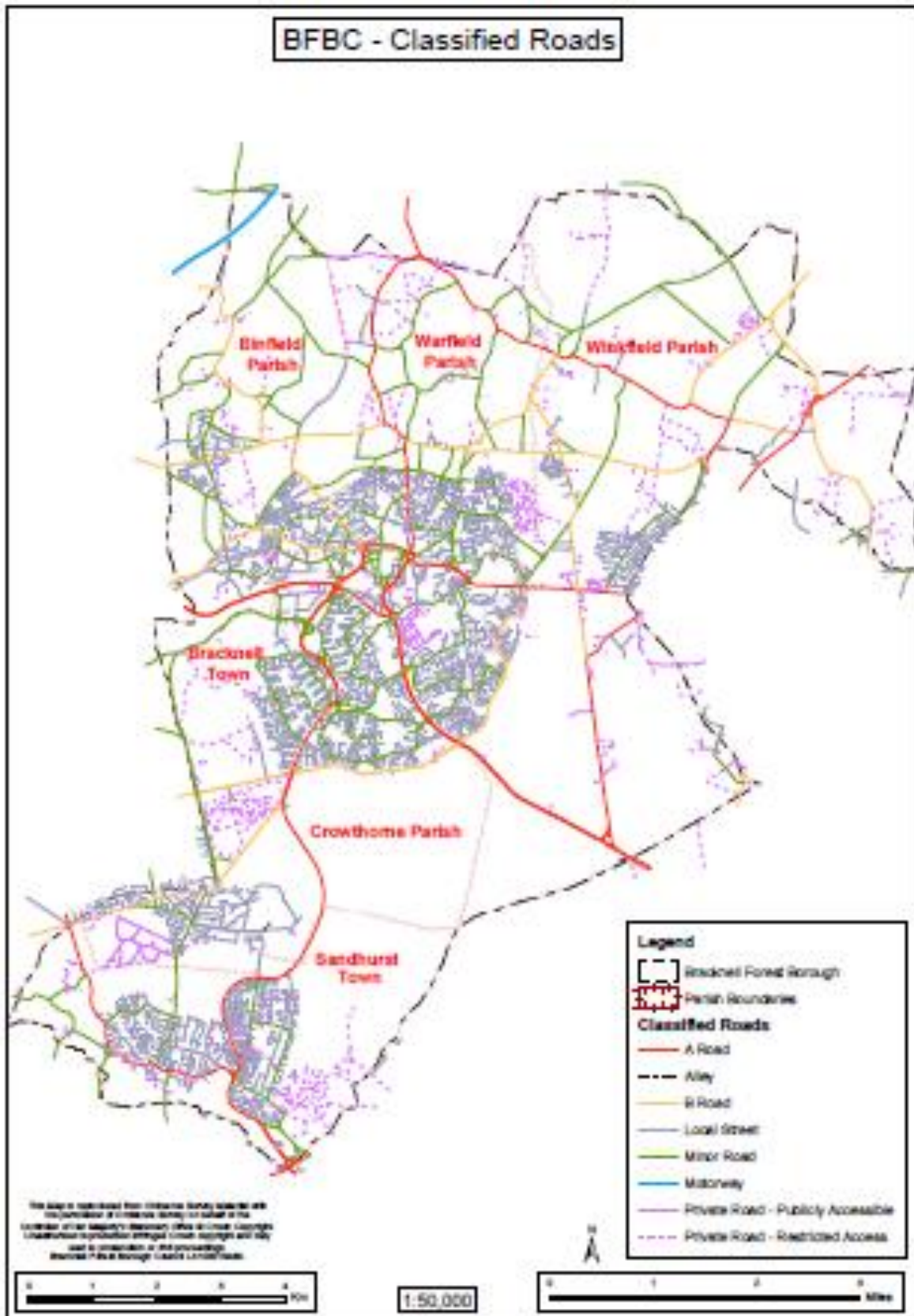


Figure 1 – BFC’s Highway Network

## 2. HIAMP FRAMEWORK

2.1 This HIAMP considers three levels within the approach to management of the network:

- Strategic
- Tactical
- Operational

2.2 Figure 2 shows an idealised hierarchy of the management process.

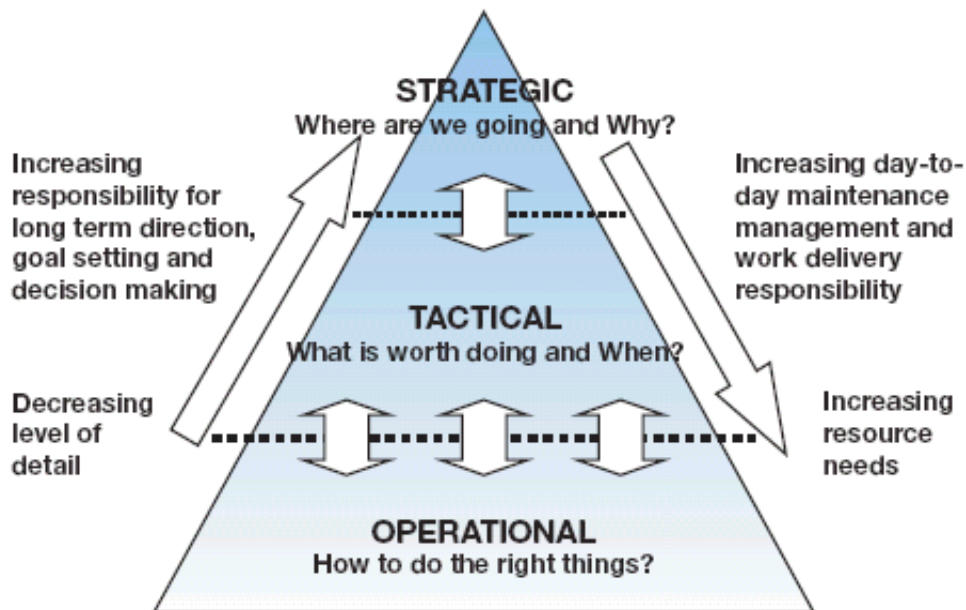


Figure 2 – Idealised Management Hierarchy

2.3 Asset Management is a rational process that links stakeholder expectations, Government transport policy and the Council's Corporate Plans. It also considers operational and tactical management through organisational and business processes and systems which manage the flow of information. Additionally it links highway network needs with Value Management and Risk.

2.4 This HIAMP has been developed in accordance with the Framework for Highway Asset Management and the later Highway Infrastructure Asset Management guidance document. The key elements of this framework are shown diagrammatically in Figure 3 below, which illustrates the basic relationships between each element. In simple terms the framework requires authorities to address the basic issues raised in the diagram in relation to the management of the Council's highway assets.

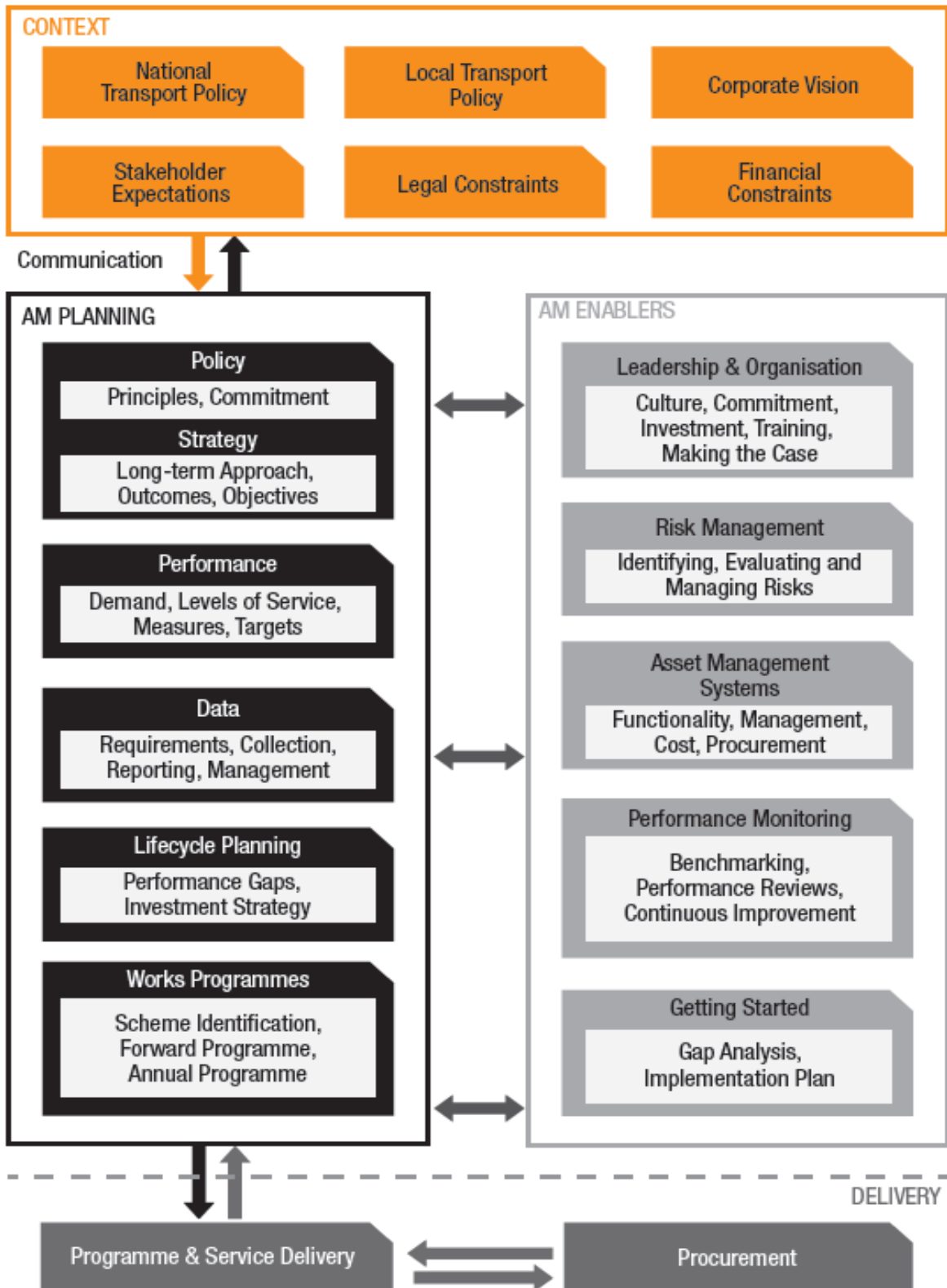


Figure 3 – Asset Management Framework

- 2.5 It is important to remember that asset management does not replace existing good practice; instead it provides the framework within which this practice may be more effectively implemented, managed and complemented by other processes.
- 2.6 Figure 4 shows the asset management process as a circular or iterative process with the results of the decisions that are taken and their effects upon the condition and remaining lives of the assets. This is fed back into the process as an aid to future decision-making and continuous improvement.

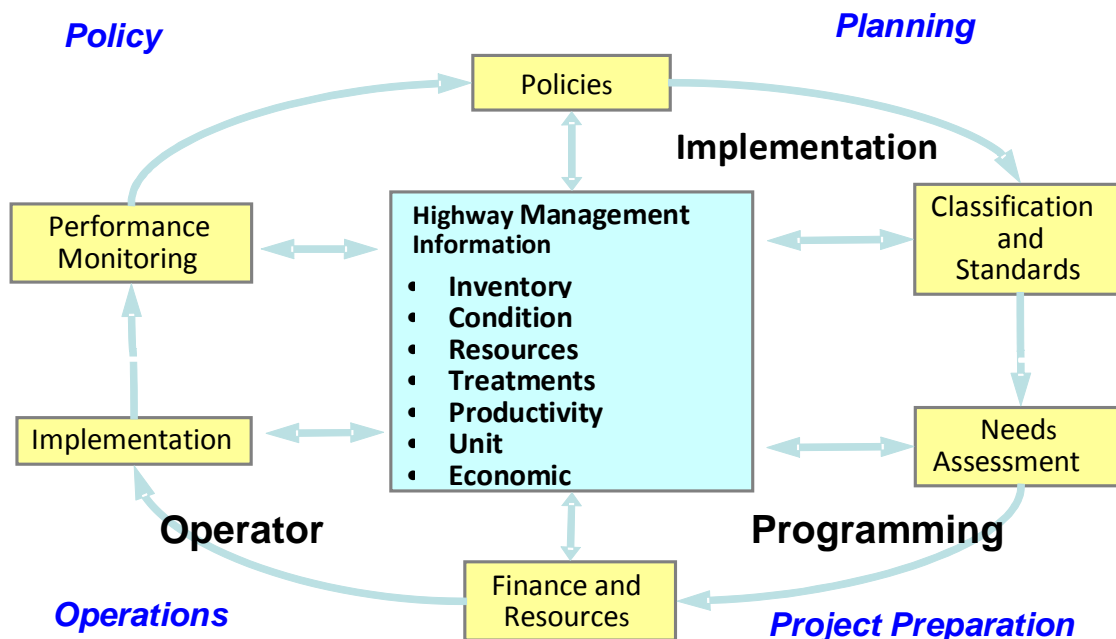


Figure 4 – Asset Management Circular Process

### The Benefits of Asset Management

- 2.7 The adoption of asset management practices will make more efficient use of available resources, delivering value for money and providing a service that is aligned to its customers. This is demonstrated by:
- Alignment of the Council's objectives with delivery of the service;
  - A comprehensive understanding of the size and condition of the asset and the associated liability;
  - A programme of inspections and surveys to record current asset condition;
  - A understanding of the performance of the assets in the BFC highway network;
  - Defined Levels of Service (LoS);
  - Adoption of a lifecycle approach to the management of the asset;
  - Explicit identification and management of risks;
  - Decision making that is based on the relationship between the asset performance and the Council's Priorities and Objectives through LoS;
  - Demonstrating the consequences of funding decisions;
  - Considering the current condition and priorities required to maintain the asset and the network.

## **Drivers for Asset Management**

### **Improving Value for Money and Effectiveness in Managing the Highway Network**

- 2.8 Knowledge of the various elements of the highway infrastructure, their lifecycles and the comparative risks to the Council as the local highway authority to adopting particular budget strategies for each of the assets allows the effects of increases or decreases of resource to be assessed objectively. Hence best use can be made of available resources.

### **Codes of Practice for Highway Maintenance Management**

- 2.9 The following documents, published by the UK Roads Liaison Group (UKRLG), inform the contents of this HIAMP:

- Well Maintained Highways – Code of Practice for Highway Maintenance Management.
- Well-Lit Highways – Code of Practice for Road Lighting Management
- Management of Highway Structures – A Code of Practice.
- Management of Electronic Traffic Equipment – A Code of Practice.

- 2.10 These documents, along with the UK Roads Liaison Group's Highway Infrastructure Asset Management guidance document, provide an integrated family of best practice guidance for highway infrastructure management. Consideration has also been given to the guidance produced by the British Standards Institute, i.e:

- PAS 55-1: Asset Management and
- PAS 55-2: Guidelines for the application of PAS 55-1.

- 2.11 Highway maintenance is also required to meet the challenge of sustainability. This requires that the wider economic, social and environmental implications of both the service and its individual schemes are first of all understood, and then modified as far as practicable to ensure best value outcomes for the community.

### **The Prudential Code**

- 2.12 Any borrowing under this Code has to be supported by sound asset management information.

- 2.13 Some local highway authorities have already utilised prudential borrowing to help with the maintenance of the network of carriageways and footways, others may consider use of this facility in the future. Justification of such borrowing will be required and the asset management approach, in particular whole life costing, will be a key component of any such justification.

### **Whole of Government Accounts and Asset Valuation**

- 2.14 The introduction of the Whole Government Accounts places an obligation upon local authorities to value their transportation assets. Asset management will help produce the key inputs to enable the valuations to be completed.

- 2.15 Robust asset management processes and a HIAMP are required to support the asset valuation process described in the Guidance Document for Highway Infrastructure Asset Valuation, published by UKRLG.

#### **Traffic Management Act 2004 (TMA)**

- 2.16 This Act places a network management duty on local authorities to keep traffic flowing; the HIAMP will support this by promoting an integrated approach to network management.

#### **Local Transport Plan**

- 2.17 Local authorities have been required to demonstrate that they are making the best use of their property and other assets. The DfT now recommends the development of HIAMPs in support of Local Transport Plans (LTP). These are strongly linked to the DfT's 'Value for Money' principle. This document represents the latest phase of work for the Council's HIAMP.

#### **Value for Money**

- 2.18 Asset management plays a key role in demonstrating that Authorities are providing value for money and supporting performance management.

#### **Corporate Manslaughter**

- 2.19 The Corporate Manslaughter and Corporate Homicide Act 2007 is on Statute; this makes provision for the offence of corporate manslaughter.
- 2.20 The HIAMP will provide evidence of a rational approach to the management of the network which may be considered in any proceedings by demonstrating the Authority is making funding decisions based upon asset management principles.

### 3. GOALS, OBJECTIVES AND VISION

#### Framework

- 3.1 Figure 5, below, illustrates where the HIAMP is positioned in the context of the policies, plans and guidance that inform and support the Council's management of its transportation infrastructure.

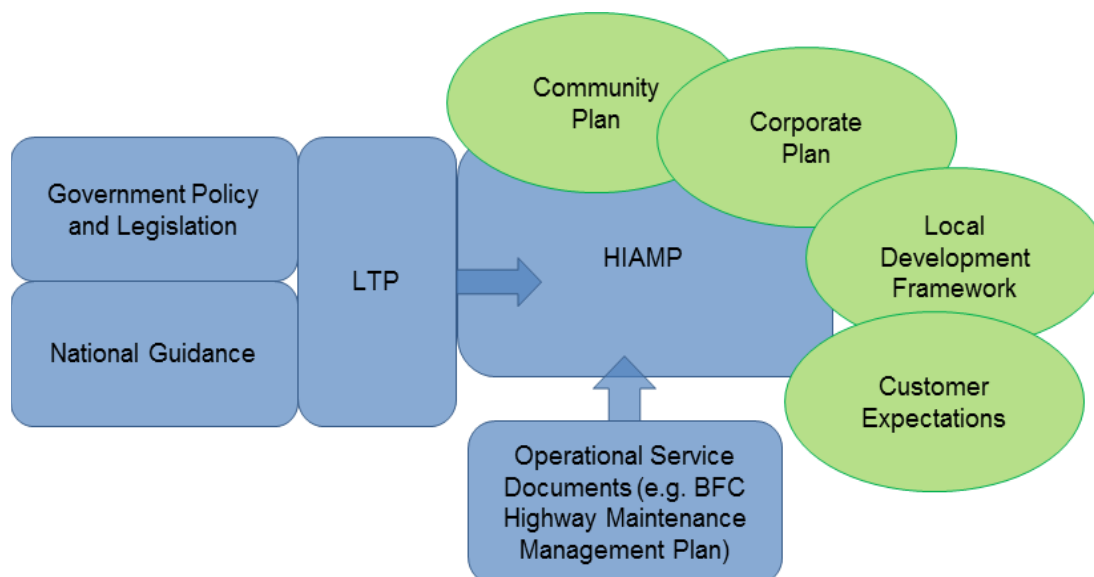


Figure 5 – Relationship between HIAMP and the Council's Key Documentation

- 3.2 It is important that the approach is consistent across this family of key documents; periodic review/re-drafting should be considered a necessary activity for all of these.

#### The Council's Vision

- 3.3 The Local Transport Plan (LTP) vision for the Borough has been identified as:  
*"To develop a sustainable transport system that supports the local economy, provides choice and improves quality of life in a safe and healthy environment"*
- 3.4 There are five National Goals set by the Government as the strategic backbone for the UK's future transport policy and infrastructure. These goals are:
- Goal 1: To support national economic competitiveness and growth, by delivering reliable and efficient transport networks
  - Goal 2: To reduce transport's emissions of carbon dioxide and other greenhouse gases, with the desired outcome of tackling climate change
  - Goal 3: To contribute to better safety, security and health and longer life expectancy by reducing the risk of death, injury or illness arising from transport, and by promoting travel modes that are beneficial to health
  - Goal 4: To promote greater equality of opportunity for all citizens, with the desired outcome of achieving a fairer society
  - Goal 5: To improve quality of life for transport users and non-transport users, and to promote a healthy natural environment.

- 3.5 The DfT's Business Plan 2011-2015 reinforces the government's vision for a transport system that is greener, safer and an engine for economic growth that improves quality of life. The plan outlines key Structural Reform Priorities that LTP3 will need to support.
- 3.6 Flowing from the LTP vision are objectives which the Council and its partners will work to achieve over the life of the plan.
- 3.7 The Council has prepared transport policies which set out the measures on which it will focus until 2026. These policies will be regularly reviewed to adapt to new or more advanced technologies, changing Government policies and economic conditions.
- 3.8 Each policy is supported by one or more delivery Strategy. Each policy has been informed and influenced by the national goals for transport, local objectives, officer expertise and stakeholder engagement.
- 3.9 Therefore, the Council has a clear vision supported by developed policies and strategies. Specifically, these include:
- making railway services more sustainable,
  - encouraging sustainable local travel by making public transport, cycling and walking more attractive and effective,
  - promoting low carbon transport, and
  - tackling road congestion.



## **4. PERFORMANCE AND LEVELS OF SERVICE**

### **Why Levels of Service (LoS)?**

- 4.1 The creation of LoS should reflect and support user aspirations which are a key element in the adoption of an asset management plan. This section describes the basis on which LoS (service standards and performance targets) have been established. These standards need to take into account statutory duties of the Council as a highway authority, the Council's strategic transport goals (as detailed in the Local Transport Plan 3) and the expectations of customers.
- 4.2 The target LoS contained in this plan have been determined by applying service options to all asset groups. These have been applied in detail to individual asset groups based upon priority.
- 4.3 Once a suite of 'LoS' and 'performance measures' have been established, it will then be possible to obtain some understanding of the relationship between the individual costs and the level of performance against each LoS.
- 4.4 This information can then ultimately be used to inform decisions on the allocation of resources between competing demands.
- 4.5 The ability to assess rationally competing demands is at the core of an asset management approach. The information collected against LoS is the base data that can be used for optimisation and measured against a raft of performance indicators and targets.

### **What are Levels of Service?**

- 4.6 LoS describe the quality of services provided by the asset for the benefit of the customers. They are composite indicators that reflect the social, economic and environmental goals of the community. In relation to the HIAMP, LoS are therefore the manner by which the highway authority engages with the customer and are about reflecting the customer's interests in terms that can be measured and evaluated.
- 4.7 LoS may relate to quality, quantity, reliability, responsiveness, environmental acceptability and cost.

### **Use of Levels of Service**

- 4.8 LoS are a way in which a highway authority can determine whether or not it is meeting customer expectations and its statutory obligations in the delivery of its highway service.
- 4.9 The LoS defined in this section will be used:
  - To inform customers of the proposed type and level of service to be offered and to provide more detailed information to customers about the level of service they can expect. In some instances this will outline what they cannot reasonably expect unless they are prepared to pay more, e.g. localised variations of frequencies in street cleaning.
  - As a focus for the strategies developed to deliver the required LoS and to be seen to directly influence how priorities are assessed. This will determine how funding

needs are identified, how funding is distributed and how the effectiveness of that spend is subsequently assessed.

- As a measure of the effectiveness of this plan it will create a means of assessing the benefit of using asset management planning as opposed to current methods. Key service targets will be identified and monitored to ensure the effectiveness of the plan.
- To identify the costs and benefits of the services offered. This will be used to assess the costs of delivering differing LoS and to make more informed choices between the options available.
- To allow customers to assess suitability and affordability of the services offered and to provide better information through consultation. This will enable customers to incorporate not only questions of personal preference and how satisfied they are, but also about what they would be prepared to pay more for, or to sacrifice in order to pay for higher LoS elsewhere e.g. less gully cleaning if more grass cutting is carried out.

4.10 Any such decision would be determined through consultation in order to understand the implications of various choices. It should be noted that LoS cannot drop below the minimum statutory requirements.

### **Key Considerations**

4.11 In developing appropriate LoS the Council has a number of factors to be taken into consideration.

### **Customer expectations**

4.12 Actions taken by the highway authority are in the interests of its customers. Their views should, therefore, be considered when developing LoS. This means more than simply surveying areas of interest and levels of satisfaction. It also means being able to demonstrate a tangible link between customer preferences and the LoS provided.

4.13 The Council is committed to consulting with residents and other key stakeholders in the delivery of services. A strategic approach has been built by establishing cross-organisational structures to plan, co-ordinate and integrate consultation activities around the following guiding principles:

- **Effective**  
The outcomes of consultation inform decision-making and service delivery.
- **Appropriate**  
There should be an identified need for consultation. It should be proportionate and undertaken with the relevant sections of the community. Duplication should be avoided.
- **Inclusive**  
Every resident of BFC, including hard-to-reach groups, should have the opportunity to express their views and have them considered.
- **Co-ordinated**  
There should be a consistent and co-ordinated approach to consultation.

## **Legislative requirements**

- 4.14 The role of the local highway authority is governed by legislation and precedents developed through our Common Law legal system. The respective legislation assigns the authority particular duties and powers in relation to highway maintenance and associated duties.
- Duties: tasks the authority must carry out by law
  - Powers: tasks the authority may exercise by law if it so determined.
- 4.15 Where a Council elects to exercise its powers, these generally incur a duty, e.g. the Council's power to erect road signs, creates a duty to maintain them.
- 4.16 Highway authorities also have a general duty of care to users and the community to maintain the highway in a condition fit for its purpose.
- 4.17 These considerations directly affect the LoS that the Council provides by establishing the statutory (or minimum) LoS that must be provided.

### **Codes of Practice for Highway Maintenance Management**

- 4.18 There are a number of published Codes of Practice that directly influence the LoS provided (see Chapter 2). Whilst these codes of practice do not constitute statutory duties they do represent a statement of accepted good practice and can, for example, form part of a reasonable defence against a liability claim if the authority is able to demonstrate compliance with them.
- 4.19 These documents have been taken into consideration, along with the particular practices, requirements and constraints that apply to the Council, in the development of LoS presented in Appendix 3.

### **Organisational objectives**

- 4.20 The Council has a series of organisational goals and objectives that influence the way in which the highway network is managed – see Chapter 3.
- 4.21 The linkages between the HIAMP and the Council's strategic goals and objectives are taken into consideration, in the development of appropriate LoS for the transportation infrastructure.

### **Affordability**

- 4.22 Affordability is one of the primary reasons for developing and presenting options for LoS. This approach gives decision makers the facility to decide upon the relative merit of competing funding needs based upon improved data on both existing and predicted future performance, risk and cost.
- 4.23 The Service options developed for the HIAMP identify, amongst other options, an economically optimum level of service which is the most economically efficient way of delivering an acceptable level of service over the long term. Due to other pressures on Council funding and other pressures on the network it may not be possible to deliver the funding required to deliver the optimum solution.

### **Availability of resources, skills and appropriate delivery mechanisms**

- 4.24 Availability of suitably skilled resources is currently an issue within the construction industry, including highway maintenance.
- 4.25 Rapid significant changes in any maintenance programme can be difficult to deliver and this has to be considered when establishing LoS, in particular, delivery of any services that are significantly different to the current LoS. For example, damage as a result of severe winters or prolific flooding and water damage may result in notable diversion of resources and funds from the proposed maintenance programme.

### **Current Levels of Service**



- 4.26 The schedule in Appendix 3 gives details of the Council's current Level of Service framework. This schedule identifies current methods for recording performance against service areas. It also identifies areas where little or no performance data or measurement systems exist. The improvement action plan identifies how and when it is planned to plug these information gaps.
- 4.27 The service is currently managed around the performance indicators (PI) within the service groupings most notably National Indicators (NI) and those from the LTP.

### **Scope of Service Groupings**

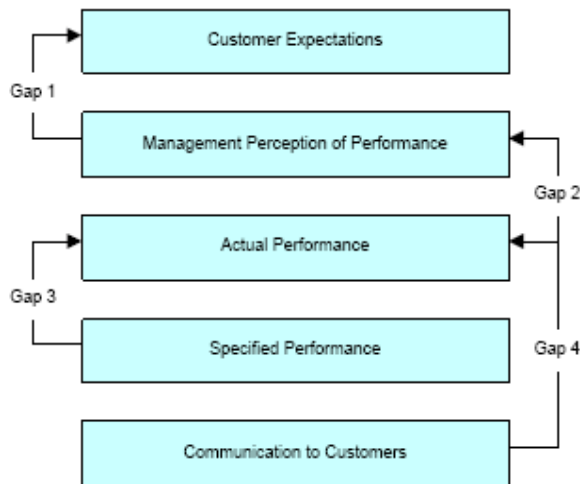
- 4.28 The following table shows the service groups and the scope of each group. Where performance measures do not exist, they will be developed over time.

Levels of Service	Scope
Safety	Accident Reduction Education, Training & Publicity Safety Related Defects
Condition	Footways/Cycleways Lighting, Signs and Signals Roads Structures
Availability / Accessibility of the Asset	Congestion Levels Disabled Facilities Modal Shift Network Restrictions
Environmental Impact (EI)	Waste & Energy Reduction Pollution Reduction Environmental Enhancement
Customer Service (CS)	Information & Involvement Responsiveness User Perception

Table 1 – Service Groups

### Performance Management

- 4.29 LoS and the measurement of supporting performance indicators are used to provide information on the difference between current and desirable performance. Where they exist, the examination of these performance gaps will in turn enable the identification of options for improvement. An initial evaluation of performance gaps can be undertaken by simply identifying those performance measures where the target measure has not been met.
- 4.30 It should be noted that a performance gap could exist for a number of reasons as follows:



Performance Gaps Model

Figure 6 – Performance Gaps Model

- Gap 1: Customer Expectations – Management Perception: The customer's expectations of the service provided do not match the service provider's management perception of what is to be provided.
- Gap 2: Management Perception – Actual Performance: The management perception of the service quality does not match the actual quality of service being provided.
- Gap 3: Actual Performance – Specified Performance: The service is not being delivered to the quality specified in the relevant standards and/or contracts.
- Gap 4: Actual Performance – Communication to Customers: There has been inadequate communication with the customers resulting in them having a skewed perception of the service delivered.

- 4.31 All of these possibilities should be considered in establishing what performance gaps exist.
- 4.32 When this is carried out for the first time there will inevitably be an element of judgement involved in establishing targets. Once the process becomes established and the inputs, performance measurement and outcomes are fully understood then reviewing targets becomes a relatively routine task.
- 4.33 An annual review is undertaken of all National Indicators (NI), Local Performance Indicators (LPI) and LTP indicators. This includes targets, related indicators and factors affecting progress together with improvement actions.
- 4.34 Dependent on the scope of the performance indicator and the improvement actions being implemented, there can be a delay before any outcomes are significantly improved. In these instances the annual trend needs to be documented through the review cycle in relation to the target. If the nature of performance indicators is modified too often the trend data becomes more difficult to assess and confidence in the ability to demonstrate performance is reduced.
- 4.35 As part of this process life cycle plans for each asset should be re-appraised and the budget and programme for each service area established. The process of optimisation and the development of a forward works programme are tools that will help manage the competing demands.

### **Service Options**

- 4.36 A developed asset management approach is intended to facilitate better decision making by providing enhanced information to support the decision making process. In practical terms this means the identification and assessment of Service Options.
- 4.37 Once the requirements driving the asset group's service level have been identified it is necessary to develop service options around these and evaluate them. This process should clearly identify the service options applicable to the particular asset group and state the basis on which the preferred option(s) is selected.

### **Service Option Identification**

- 4.38 The following are the service option categories selected for inclusion in the HIAMP:
- Statutory (Minimum) - Meeting statutory or legislative requirements only

- Existing - Is the effect of a continuance of current funding levels
- Requested - Is one based on customer expectations and political aspirations
- Optimum Service - Assesses constraints as well as desires to identify an economically optimal Level of Service. This option is determined from the life cycle planning process.
- Attainable Service - Re-interprets the optimum option in the light of available resources (e.g. budget constraints). Note that this service option has not yet been considered at this stage.

### **Service Option Evaluation**

4.39 The service options for each of the asset groups can be identified and evaluated against an agreed common set of criteria. These criteria include the following:

- The Benefit (or adverse affect) of the service option
- The Risk implications on adopting the service option
- Financial considerations, i.e. the overall cost of adopting the service option.

4.40 All asset management decisions result in a combination of cost, benefit and risk. Historically, of these three elements, cost has been the most readily communicated and understood.

4.41 Understanding cost is however an incomplete picture. Many authorities have in the past adopted a precedence of budget evaluation that is based largely upon historical spending, not on the needs of the asset or the optimal investment required.

### **Determination of Final (Attainable) Service Option**

4.42 It is anticipated that following evaluation of the selected service options and their subsequent review and approval by senior officers and Executive, a “Final” or Attainable Service Option will be determined for each asset group.

4.43 This of course could be a mix of options that makes the most efficient use of current funding and resources, but provides the best long-term solution for the management of the asset.

4.44 Once this has been undertaken, the life cycle planning process is again utilised to develop the Forward Works Programmes necessary to deliver the final service option and performance measures (as discussed below) put in place to monitor actual asset performance against desired.

### **Measuring Asset Performance**

4.45 For LoS to be measurable, realistic service standards with corresponding performance targets need to be set and measured using appropriate indicators. This is done with a mix of both existing national performance indicators and local key performance indicators (KPIs).

4.46 Proposed new local KPIs for each asset group can be developed under the following Level of Service groupings proposed for inclusion in the HIAMP.

- Safety
- Availability
- Accessibility

- Condition
- Environmental
- Customer
- Financial

4.47 A list of proposed new local indicators (alongside the existing ones) can be found in Appendix 3 (these are identified as “to be developed” at the foot of each asset group).

4.48 The Association of Directors of Environment, Economy, Planning & Transport (ADEPT) Guidance on Asset Management Plans states that setting LoS (LoS) is the key decision in asset management planning. It suggests that authorities provide a broad set of LoS categorised, for example, as:

- Minimum – Core services (safety/statutory)
- Fair – Safe and serviceable
- Good – Safe and serviceable improving towards a sustainable level
- Excellent – Safe, serviceable and sustainable

4.49 The Highways Asset Management Team has proposed outline service definitions for each of the asset groups comprising the highway network and the management of highway data. These consist of basic descriptions of LoS and appropriate performance measures / targets compatible with service provision at these levels. The definitions adopted are stated in simple terms for ease of understanding.

4.50 The indicative performance measures for each level of service have been derived from data across a range of sources including guidance and performance data from; TRL, APSE, DfT, Technical Advisors Group (TAG), and benchmarking data.

4.51 In order to gauge how existing service levels compare with these service standards the highway service is broken down into a series of “Asset Groups”. These comprise;

- Carriageways
- Footways
- Cycle Tracks
- Structures
- Street Lighting (including illuminated apparatus)
- Highway Drainage
- Signs & Bollards
- Road Markings
- Fences & Barriers
- Street furniture & amenities
- Trees & Soft Estate

4.52 For each of the Asset Groups, an outline of the current level of service is presented in Appendix 3 together with an overall rating for current service within that Asset Group. The following additional services have also been included in this assessment:

- Highway Data and Data management

4.53 From the completed matrix a number of perceived gaps in service provision can start to be identified. TRL guidance lists those factors influencing the LoS to be adopted by authorities as:



- National and local objectives
- Customer expectation
- Customer requirement to meet real needs
- Legislative requirements and Code of Practice recommendations
- Availability of resources – particularly financial
- Organisational delivery requirements
- Future trends

4.54 The challenge is to establish the appropriate compromise between the aspirations and expectations of stakeholders and what is deliverable in practice.



## **5. ASSET DATA AND INFORMATION**

### **Introduction**

- 5.1 Effective asset management planning requires knowledge of an asset, its condition and its use. This entails the collection and maintenance of asset data that can assist managers to assess, analyse and report on performance and progress.
- 5.2 Data management is fundamental to the overall asset management process. A significant factor when assessing and identifying the appropriate data requirements is the interrelation of data to other processes that incorporate data use.
- 5.3 As part of the asset management approach there is a need to examine:
- Data requirements;
  - Coverage and currency of data;
  - Procedures – processes for information capture, verification, transfer, retrieval, updating, backup and the staff responsible for each;
  - Storage – location and media;
  - Data usage – existing and proposed data usage.

### **Types of Data**

- 5.4 The following asset data types are required:
- Inventory: comprising details of the number, size, type, age and component make up of each asset.
  - Condition: comprising measurement and observational rating of the condition of elements of the asset derived from either physical testing or visual inspection.
  - Use: comprising details of the use of assets in the form of data such as traffic counts, heavy vehicle routes, etc
  - Past maintenance history from which the performance and expected lives can be determined for differing specifications and actual use within Bracknell.
- 5.5 Good asset data is the foundation on which asset management processes are built. The availability of appropriate asset data allows all staff involved in the process to obtain an overall view and to apply a consistent management approach.

### **Asset Management Data Requirements**

- 5.6 Accurate and current asset data is required to enable the following processes to be undertaken:
- Effective monitoring of and reporting on the performance of the highway network;
  - Assessment of the expected lives of individual assets or asset components;
  - The assessment of current and development of future LoS;
  - The assessment of current and development of future performance indicators;
  - The development of future maintenance options;
  - The identification of future investment strategies;
  - The development of short, medium and long-term forward works programmes;
  - The development of budget requirements from the work programmes;
  - Valuation assessments for each of the assets and the calculation of how they have depreciated in value since they were created.

- 5.7 Once completed, these processes will allow properly informed and cost effective management decisions to be made.

### Asset Groupings

- 5.8 The highway network comprises a number of assets and the principles of asset management should be applied to all of these. The principal asset groupings to which this Plan applies are shown in Table 2.

Asset Group	Asset Element
Carriageways	Carriageway, anti-skid surfacing, central reserve, kerbs, edgings and channels
Footways	Footways, hard verges, footway gullies, kerbs, channels, footway crossings
Cycle Tracks	May be dedicated or shared with footways.
Structures	Bridges, subways, retaining walls
Street Lighting	Columns, lamps, cabling, feeder pillars, illuminated signs, subway lights, illuminated bollards. Pedestrian Crossings.
Traffic Signals	Traffic Signals, Pedestrian Crossings
Intelligent Transport Systems	Counters, detectors, VMS, CCTV
Highway Drainage	Gullies, catch pits, manholes, pumping stations, ditches, filter drains, culverts
Signs & Bollards	Advanced direction signs, warning signs, information signs, sign posts, street name plates, non-illuminated bollards
Road Markings	Longitudinal markings, transverse markings, hatched markings, road studs
Fences & Barriers	Highway fences, pedestrian barriers, safety barriers, boundary fences
Street Furniture & Amenities	Seats, bus shelters, and other items of street furniture.
Trees & Soft Estate	Grass verges, trees, hedges, flowers and shrub beds, planters located on the highway.

Table 2 – Asset Groups

### Current and Proposed Status

- 5.9 From assessment of the Council's data, there is greatest confidence in the inventory for carriageway, footway, structures, street lighting, drainage and some elements of soft estate (trees). It is evident that other assets, safety fencing in particular, would benefit from improvement in coverage of inventory data.
- 5.10 Whilst the condition information for carriageways, footways and structures is fit for purpose there is limited condition information available for other assets. These issues are reflected in the gap analysis and discussed further in the section on Lifecycle Planning (Section 6).

5.11 It is clear that additional inventory and condition data is required to support asset management principles and the cCouncil's decision making. The ongoing collection of this data is a matter of priority.

### Asset Inventory

5.12 The desired and current position regarding asset inventory information is shown in Table 3 below. Priorities have been assessed by considering the importance to safety, network integrity, the long term programme, the lifecycle model, fault reporting and performance indicators. The impact of good quality data on these has been measured from 0 to 3 with 3 being the most important.

Asset Group	Asset Sub-Group	Asset Attribute	Safety	Network Integrity	Programme	Modelling	Fault Reporting	Performance Indicators	Priority	Available	Coverage %
Carriageways	Carriageway	Length	3	3	3	3	2	3	17	Y	100
Carriageways	Carriageway	Surface	3	3	3	3	2	3	17	Y	20
Street Lighting	Lighting Point	Column type	3	3	3	3	3	2	17	Y	100
Footways	Footways	Length	3	3	3	3	2	3	17	Y	100
Cycle Tracks	Cycle Tracks	Surface	3	3	3	3	2	3	17	Y	80
Footways	Footways	Surface	3	3	3	3	2	3	17	N	50
Structures	Bridges	Type	2	3	3	3	2	3	16	Y	100
Street Lighting	Lighting Point	Height	3	2	3	3	3	2	16	Y	100
Street Lighting	Road Traffic Signs	Illuminated	3	3	3	2	3	2	16	Y	100
Traffic Signals	Traffic Signals	Type	3	3	3	3	3	3	17	Y	-
Carriageways	Carriageway	Width	3	3	3	3	2	0	14	N	90
Carriageways	Anti-Skid Surfacing	Length	3	3	3	3	2	0	14	N	-
Cycle Tracks	Cycle Tracks	Length	3	3	3	3	2	0	14	Y	100
Cycle Tracks	Cycle Tracks	Width	3	3	3	3	2	0	14	N	50
Footways	Footways	Width	3	3	3	3	2	0	14	N	50
Carriageways	Carriageway	Construction	2	3	3	3	2	0	13	N	-
Carriageways	Lay By	Length/Width	3	2	3	3	2	0	13	N	-
Street Lighting	Pedestrian Crossing	Type	3	2	3	3	2	0	13		100
Highway Drainage	Gully	Type	3	2	3	3	2	0	13	Y	100
Road Markings	Longitudinal Markings	Length	3	2	3	3	2	0	13	N	-
Road Markings	Longitudinal Markings	Diag No	3	2	3	3	2	0	13	N	-
Carriageways	Central Island	Width	2	2	3	3	2	0	12	N	-
Carriageways	Central Reserve	Width	2	2	3	3	2	0	12	N	-
Fences & Barriers	Pedestrian Guard Rail	Length/Type	3	2	2	3	2	0	12	N	50
Fences & Barriers	Safety Fence	Length/ Type	3	2	2	3	2	0	12	N	50
Carriageways	Channel	Length	3	3	2	2	2	0	12	N	-
Carriageways	Kerb	Length	3	3	2	2	2	0	12	N	-
Road Markings	Transverse & Special Markings	Length	3	1	3	3	2	0	12	N	-

Asset Group	Asset Sub-Group	Asset Attribute	Safety	Network Integrity	Programme	Modelling	Fault Reporting	Performance Indicators	Priority	Available	Coverage %
Road Markings	Transverse & Special	Diag No	3	1	3	3	2	0	12	N	-
Carriageways	Traffic Calming	Type	2	1	3	3	2	0	11	N	100
Carriageway	Traffic Calming	Surface	2	1	3	3	2	0	11	N	-
Highway Drainage	Catchpit	Type	2	2	3	3	1	0	11	N	100
Trees & Soft Estate	Outer Verges	Width	2	1	3	3	2	0	11	N	-
Road Markings	Hatched Markings	Area	2	1	3	3	2	0	11	N	-
Street Furniture & Amenities	Street Furniture	Type/Owner	1	2	3	2	3	0	11	N	-
Signs & Bollards	Road Traffic Signs	Type/Size	3	3	2	1	2	0	11	Y	100
Signs & Bollards	Safety Bollards	Type	3	2	2	1	3	0	11	Y	100
Carriageways	Central Reserve	Surface	1	2	2	3	2	0	10	N	-
Highway Drainage	Manhole	Type	3	2	1	3	1	0	10	N	100
Structures	Retaining Wall	Type/Height	2	3	1	3	1	0	10	Y	100
Trees & Soft Estate	Inner Verges	Width	1	1	3	3	2	0	10	N	-
Carriageways	Channel	Type	2	2	2	2	2	0	10	N	-
Carriageways	Kerb	Type	2	2	2	2	2	0	10	N	-
Street Furniture & amenities	Street Furniture	Type	1	2	2	2	3	0	10	N	-
Trees & Soft Estate	Trees	-	3	2	2	1	2	0	10	Y	75
Carriageways	Central Island	Surface	1	2	2	2	2	0	9	N	-
Highway Drainage	Culverts >900mm	Length	2	2	2	2	1	0	9	Y	100
Highway Drainage	Culverts <900mm	Length	2	2	2	2	1	0	9	N	100
Highway Drainage	Culverts >900mm	Diameter	2	2	2	2	1	0	9	Y	100
Highway Drainage	Culverts <900mm	Diameter	2	2	2	2	1	0	9	N	100
Road Markings	Hatched Road Markings	Diag No	3	1	2	1	2	0	9	N	-
Carriageways	Central Island	Width	1	2	2	2	1	0	8	N	-
Highway Drainage	Ditch	Length	1	2	2	2	1	0	8	N	-
Highway Drainage	Ditch	Width	1	2	2	2	1	0	8	N	-
Signs & Bollards	Road Traffic Signs	Diag No	3	2	1	1	1	0	8	N	-
Road Markings	Road Studs	Type/Spacing	2	1	1	2	1	0	7	N	-
Carriageways	Anti-Skid Surfacing	Colour	1	2	2	1	1	0	7	N	-
Street Lighting	Lighting Point	Coating	1	2	2	1	1	0	7	Y	75
Road Markings	Longitudinal Markings	Colour	1	1	2	1	2	0	7	N	-
Signs & Bollards	Safety Bollards	Diag No.	2	2	1	1	1	0	7	N	-
Trees & Soft Estate	Hedges	Length	2	1	1	1	1	0	6	N	-
Street Lighting	Pedestrian Crossing	Material	1	2	1	1	1	0	6	N	100

**Table 3 – Desired and Current Road Asset Inventory Information (Prioritised)**

5.13 In order to support the development of the HIAMP and implementation of the associated asset management approach the Council is developing programmes for the collection and periodic updating of inventory data. The above priority ratings assist in the development of achievable programmes against existing resources.

- 5.14 Additional inventory information is required in order to develop fully an asset management approach. There are methods of achieving this goal, each having different cost and time implications.

#### **Inventory Collected as part of Normal Works Activities**

- 5.15 Inventory information is being collected as part of the routine works and operations associated with maintaining the highway network.
- 5.16 This approach has the disadvantage that it will take time to collect the whole inventory data and requires training and changes to work procedures that may be difficult to implement with the work crews.

#### **Inspections and Surveys**

- 5.17 Inspections and surveys visits to site can be extended to include inventory collection; they are effective if targeted at specific high priority assets across the complete network.
- 5.18 This approach has the disadvantage that it takes time to collect data and requires changes in business process.

#### **Video Inventory Survey**

- 5.19 This technique utilises high-resolution video cameras to record a comprehensive survey of the network. The system incorporates a highly accurate GPS and/or chainage based system to give sub-1 metre accuracy. Video collection survey speeds can be variable (up to 100km/hr) using an array of between 3 and 7 forward, angled or downward facing cameras. No traffic management or disruption of the network is required.

#### **Inventory Data for Lifecycle Model**

- 5.20 It is clear from Table 3 above that the current inventory is not entirely complete. A sample video inventory survey was undertaken in 2012. An 11km sample was identified to reflect the overall network in terms of class/hierarchy/road type.
- 5.21 The inventory items were digitised from the video survey, along with a condition attribute (good, average, poor). The data was scaled up from the 11 km on a pro rata basis to give a representation of the entire network, and this was used to supplement existing inventory data.
- 5.22 The key assets in the Council's network used in the lifecycle plan are summarised in Table 4 below:

Key Asset	Quantity				Comment
	A Class	B Class	C Class	Unclassified	
Roads – total length Km	48.7	42.7	44.5	323.9	BFC data
Roads –Urban length Km	18.3	31.4	39.0	291.9	BFC data
Roads – Rural length Km	30.4	11.3	5.5	32.0	BFC data
Roads urban – Area m <sup>2</sup>	209,457	212,663	385,821	1,277,889	BFC data
Roads rural – Area m <sup>2</sup>	337,459	96,485	70,917	135,216	BFC data sample
Central res. – Length Km	14.839	0.598	0.229	0.038	BFC data
Central res. – Area m <sup>2</sup>	37,097.5	1,495.0	572.5	95.0	BFC data. 2.5m average width estimated
Footways & Cycle tracks km	33.618	57.542	48.123	395.648	Pro rata from sample
Footways & Cycle tracks m <sup>2</sup>	60,774	118,234	112,186	755,454	Pro rata from sample
Kerbs – length Km	121.078	80.655	82.224	476.800	Pro rata from sample
Gullies - No.	2,808	3,023	2,808	12,959	BFC data
Lines hatched – length m <sup>2</sup>	13,522	22,594	13,204	40,918	Pro rata from sample
Longitudinal lines - Km	83.432	54.652	40.758	138.725	Pro rata from sample
Road Markings - No.	2,314	2,097	871	4,998	Pro rata from sample
Veh. Safety Fence - Km	2.461	0	2.876	0	Pro rata from sample
Ped. Guard Rail - Km	5.954	0.851	0.998	6.004	Pro rata from sample
Signs (non illum) – No.	1,361	859	1,474	4,998	Pro rata from sample
Signs (illuminated) – No.	1135	514	242	533	BFC data
Bollards – No.	389	632	358	448	Pro rata from sample
Lighting columns	1761	1727	450	10200	BFC data
Traffic Signals (heads)	603	101	0	112	Pro rata from sample
Structures – Road Bridges	34				BFC data
Structures- Subways/upass	74				BFC data
Structures - Footbridges	41				BFC data
Structures – Culverts – No.	13				BFC data
Structures – Retaining wall	19				BFC data
Structures – Gantry/CCTV	12				BFC data

Table 4 – Assets considered in this HIAMP

## Asset Condition

### Roads Condition Data

- 5.23 The nature and extent of the highway condition data collected should ensure it is fit for purpose, meet business case criteria and consider risk. There can be no business case for collecting data where the cost is disproportionately high, the benefits low, and the

risks of non-availability low. Conversely, where the cost of collection is relatively low, the benefits high and the risks of non-availability high, the business case is strong.

- 5.24 To assist with planning future maintenance, it is essential to use maintenance history data in conjunction with the condition data. The majority of maintenance work is managed and recorded through a works ordering system. This can be interrogated to find dates of past maintenance history, including treatments, dates and costs.
- 5.25 The estimated service lives, maintenance need and planned maintenance dates have been developed as part of the Lifecycle Model in the Asset Management Planning Process (see Section 6).
- 5.26 Recognising that additional condition information should be collected the requirement has been prioritised by assessing the impact on the HIAMP and the effect on management of the asset. The priority has been assessed by considering the importance to safety, network integrity, the long term programme, the lifecycle model, fault reporting and performance indicators. The impact of condition information on these has been assessed on a scale from 0 to 3 with 3 being the most important. The current condition information, together with its priority is shown in Table 5.
- 5.27 Based on best practice and the recommendations of “Well Maintained Highways”, the list in Table 5 has been identified as the desired state of condition information that should be collected to allow the efficient management of the highway asset.
- 5.28 Using the prioritised information, a program of data collections has been developed which targets gap closure. In addition to the indicated priorities this programme should consider:
- Estimated cost of closing the gaps;
  - Benefit of closing the gap;
  - Prioritised list of actions for closing the information gap.
- 5.29 It is clear from Table 5 that the current condition data is also not entirely comprehensive. In order to address the missing condition data and thereby develop the HIAMP an assessment of the condition of some assets was taken from the 11Km sample video survey. The results of this condition assessment are shown in Appendix 4.



Asset Group	Asset Sub-Group	Asset Attribute	Safety	Network Integrity	Programme	Modelling	Fault Reporting	Performance Indicators	Priority	Available
Footways & Cycle tracks	Condition Surveys	CVI/DVI	3	3	3	3	3	3	18	Y
Street Lighting	Lighting Points	Condition	3	3	3	3	3	3	18	Y
Carriageway	Condition Surveys	SCANNER	3	3	3	3	3	3	18	Y
Carriageway	Condition Surveys	CVI/DVI	3	3	3	3	3	3	18	Y
Structures	Bridge over	Condition	3	3	3	3	1	3	16	Y
Structures	Bridge under	Condition	3	3	3	3	1	3	16	Y
Structures	Retaining Wall	Condition	3	3	3	3	1	2	15	Y
Fences & Barriers	Safety Fence	Condition	3	3	3	3	2	0	14	N
Fences & Barriers	Pedestrian Guard Rails	Condition	3	2	3	3	3	0	14	N
Road Traffic Signals	Traffic Signals	Condition	3	2	3	3	3	0	14	Y
Street Lighting	Illuminated Signs	Condition	3	1	2	3	2	3	14	Y
Structures	Subway	Condition	3	2	2	2	2	2	13	Y
Road Traffic Signs	Un-lit signs	Condition	3	1	2	3	2	0	11	Y
Kerbs, Edgings & Channels	Kerb	Condition	2	2	3	2	2	0	11	N
Road Traffic Signs	Safety Bollards	Condition	3	1	2	2	3	0	11	N
Drainage	Gullies/Catchpits/Manholes	Condition	2	2	2	2	2	0	10	Y
Street Furniture	Bus shelters & bus stops	Condition	2	1	2	2	3	0	10	N
Hedges & Trees	Trees	Condition	3	2	1	2	2	0	10	Y
Road Studs & Markings	Longitudinal Road Markings	Condition	3	1	2	1	2	0	9	N
Drainage	Culverts	Condition	1	2	2	2	1	0	8	Y
Kerbs, Edgings & Channels	Channel	Condition	1	1	3	2	1	0	8	N
Road Studs & Markings	Transverse/Special Markings	Condition	3	1	2	1	1	0	8	N
Road Studs & Markings	Hatched Road Markings	Condition	2	1	2	1	1	0	7	N
Drainage	Ditches	Condition	1	2	1	1	1	0	6	Y
Grassed Areas	Outer Verges	Condition	1	1	1	1	2	0	6	Y
Grassed Areas	Inner Verges	Condition	1	1	1	1	2	0	6	Y
Road Studs & Markings	Road Studs	Condition	1	1	2	1	1	0	6	Y
Hedges & Trees	Hedges	Condition	1	1	1	1	1	0	5	Y

Table 5 – Current Road Condition Information (Prioritised)

## **Inspections**

- 5.30 The frequency of data collection surveys is recommended by the Codes of Practice and should be taken into account when developing survey programmes; the frequency is based on carriageway and footway hierarchy or on asset priority.
- 5.31 Inspections and surveys are routinely undertaken to provide information on the condition of the network. Typically these are:
- Safety Inspections;
  - Service Inspections;
  - Condition Surveys.

## **Condition Surveys**

- 5.32 Authorities need to demonstrate value for money from investment in maintenance and ideally need to have information on the nature and severity of deterioration in order to determine the most appropriate maintenance treatment. There are a number of types of survey, providing information from differing perspectives, which in combination can provide a comprehensive picture of the condition of the asset.
- 5.33 BFC routinely carries out asset condition assessments including:
- Regular principal and general inspections on structures
  - Annual SCANNER (Surface Condition Assessment of the National Network of Roads) surveys on A, B and C roads
  - Annual Skidding resistance surveys on A & B roads
  - Coarse Visual Inspections (CVI) on 1/2 of the unclassified road network each year
  - Footway network Surveys (FNS) on 1/2 of the whole network each year.
- 5.34 There is a risk-based testing programme for steel lighting columns (columns beyond expected life and its tall columns), and an assessment of tree condition.
- 5.35 Programmes for routine assessment of safety fences are in development.
- 5.36 Routine and/or network level surveys are used to assist in the identification of potential schemes for the forthcoming programme. Scheme specific surveys may then be undertaken to develop and refine the appropriate treatment solution.

## **Future Collection of Condition Data**

- 5.37 The coverage and currency of the Councils condition data is variable. Good data exists for some assets, e.g. carriageways, while for others data is lacking, e.g. safety fences. In order to support the development and implementation of the HIAMP principles, and to identify potential risk or liability from poor performance or condition, the Council is developing programmes for the collection and periodic updating of inventory data.

## **Maintenance History**

The Council holds, within its asset information system, a comprehensive fifteen-year history of information on the installation and maintenance of all assets.

5.38 Other maintenance information to support asset management is shown in Table 6:

Other Information	Available
Technical approval records	Y
Contract Details	Y
Operations Manual	Y

Table 6 – Availability of Maintenance Information

### Data Use

5.39 Data is required to support the following activities:

- Maintaining an inventory: So that the extent of the highway assets is known; essential in delivering asset management procedures;
- Routine Maintenance Management: To demonstrate inspections and repairs are undertaken in accordance with policies;
- Customer Queries and Service requests: To track customer queries and be able to demonstrate that there has been an efficient and appropriate response;
- Performance Reporting: Performance is reported to a range of stakeholders (this includes the collation and dissemination of NIs, KPIs and Local Performance Indicators);
- Asset Valuation: To enable a high confidence replacement/depreciation cost to be established for all assets;
- Awareness: To enable the network to be managed and information used in insurance/legal claims.

## 6. LIFECYCLE PLANNING

6.1 This section describes the procedure that has been adopted to develop lifecycle plans. This aligns with industry best practice.

### Future demand

6.2 The Future Usage and Demand on the network must be assessed so as to develop plans to meet future needs together with initiation of seeking funding to facilitate these.

6.3 A number of demands that could become influential are:

- Traffic growth;
- National Forecasts;
- Road Traffic Reduction Act;
- Changes in technology;
- Climate change;
- Population growth in the area;
- Legislation.

### Phases of an Asset's Lifecycle

6.4 Highway assets have lifecycles that include the following phases; creation/acquisition; maintenance; renewal or replacement; upgrading and disposal or decommissioning.

6.5 Consideration of each of the above phases for the assets will help drive a shift towards longer-term asset management and planning. Such a longer-term approach is a key element of the asset management approach.

6.6 Lifecycle plans aim to identify the lowest long-term cost for the scope of work required in order to close the performance gap between the current and the target performance level of the asset and to sustain the performance at the desired Level of Service.

6.7 The plans start to optimise the cycle of activities that the assets will experience throughout their lives including (where necessary) planning, design, construction, operation, maintenance, rehabilitation/reconstruction and disposal. They can be used as general guidance to identify specific maintenance needs through the various stages of the asset life and provide a link to the short-term planning process.

6.8 A lifecycle plan should address all stages of an asset's life, as shown in Figure 7.

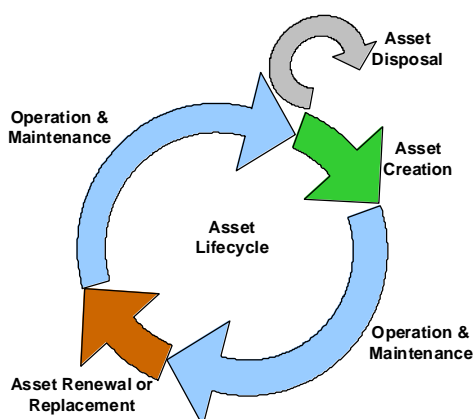


Figure 7 – Lifecycle Phases of an Asset

## **Lifecycle Management Planning**

- 6.9 Lifecycle plans are a core component of the Asset Management Framework and Asset Management Planning process. A lifecycle plan is a long-term Strategy for managing an asset or a group of similar assets, with the aim of providing the required LoS while minimising whole life costs. The LoS cover safety, environment, sustainability etc. and are described in Section 4 of this HIAMP.
- 6.10 The lifecycle plans for each asset group/sub-group take account of the expected deterioration mechanisms and rates of deterioration for the material type concerned, component service lives, the required LoS, maintenance techniques, influence of maintenance on future deterioration rates, maintenance unit costs and risks to safety and service loss. This requires a sound understanding of asset behaviour and prediction models for the following: following phases:
- Maintenance and renewal activities commonly employed for different asset types and their effect on asset performance and deterioration
  - Whole life costs of asset ownership.
- 6.11 A number of alternative maintenance strategies are being developed for each asset group/sub-group and compared in terms of whole life costs to identify the optimal Strategy.

### **Developing a Lifecycle Plan**

- 6.12 The following are the core principles of lifecycle plan development:
- Audit trail - document all assumptions, data sources, analytical techniques and engineering judgements in order to provide a clear audit trail.
  - Knowledge transfer – the Council's engineers have a wealth of expert and practitioner knowledge that needs to be retained and passed on to other and future staff. The full documentation of lifecycle plans provides an important knowledge capture and transfer mechanism.
- 6.13 The lifecycle plans developed as part of this HIAMP are not at the operational level in the management structure; they are set in the strategic level for use as a tool to improve performance and value for money (see Figure 2 in this HIAMP).
- 6.14 The steps in producing a lifecycle plan are shown in Figure 8 below.

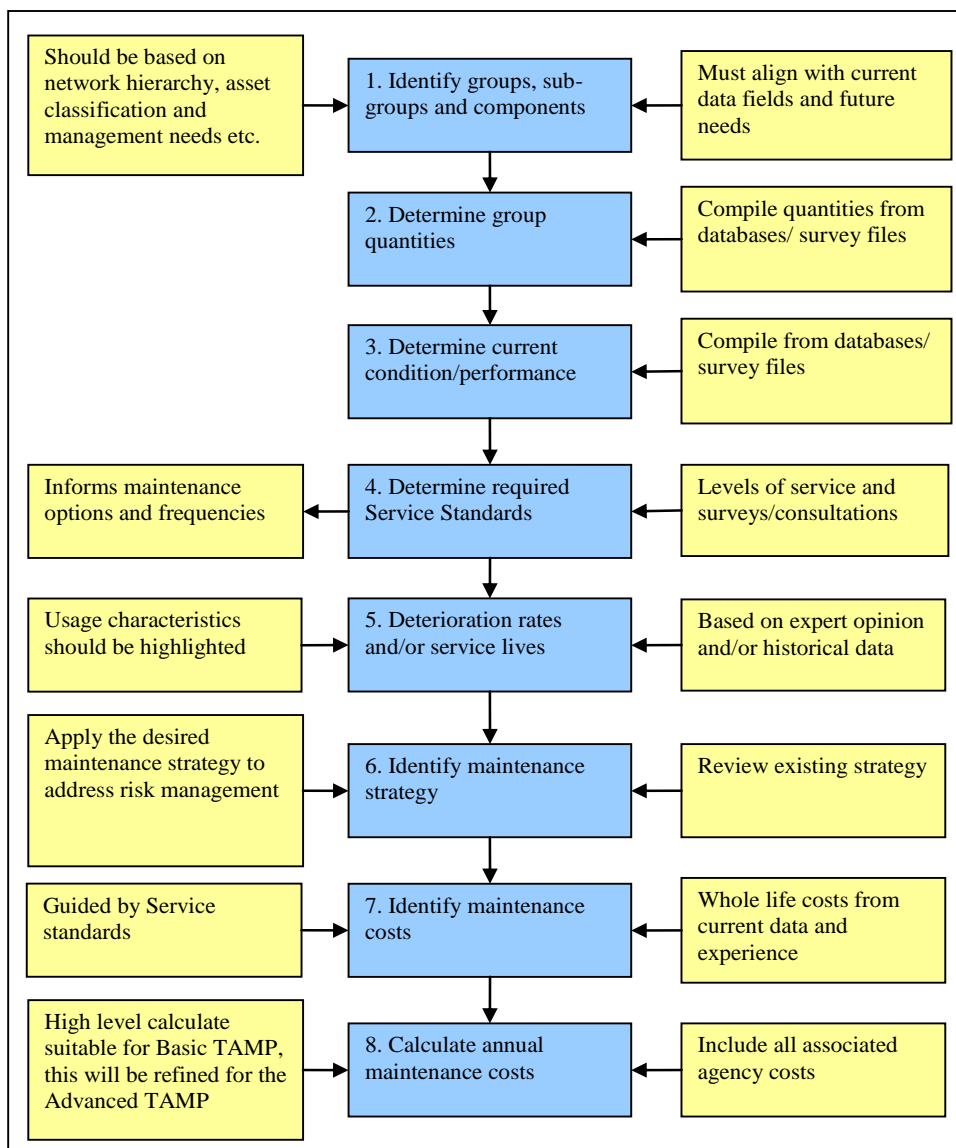


Figure 8 – Lifecycle Plan Development

6.15 The following sub-sections describe the activities involved in each step of the development process.

### Step 1: Identify Groups

6.16 Determine the assets that are homogeneous in nature. Homogeneous assets are those assets that are of uniform structure or composition throughout. As an example, consider the entire network of carriageway asset, the homogeneous asset groups can be defined using road class and pavement type such as; Class A – Flexible, Class A – Flexible Composite, Class A – Rigid. In the lifecycle planning process the total quantity of the homogeneous asset is grouped together. Different asset types deteriorate at different rates, likewise different asset types have their own unit costs and to capture these conditions, it is essential to group the assets by homogeneity.

## **Step 2: Determine Group Quantities**

- 6.17 This is the inventory information discussed in Section 5 of this HIAMP. Much of the inventory used in the lifecycle plan was modelled from the sample surveys. A complete and accurate inventory will produce a higher level of accuracy in the lifecycle outputs.

## **Step 3: Determine Current Condition and Performance**

- 6.18 Current condition can be determined by inspection regimes and survey routines. Developing forward works programmes on a best value approach seeks to deliver works on an optimised needs basis, with consideration of cost and achieving the goals and objectives established through LoS.
- 6.19 The current performance of the homogeneous asset group and quantity has been categorised into various performance ranges based on performance state, i.e. Poor, Fair, Good and Excellent. Condition data is not available for all of the highway assets and in these instances condition has been assessed from sample video survey

## **Step 4: Determine Required Asset Performance**

- 6.20 An essential element in developing the lifecycle plan is to understand the performance required from the asset. Section 4 of the HIAMP describes how corporate goals are related, via strategic transport objectives and LoS, to asset specific performance measures and targets. Full consideration also must be given to the impact upon the levels of funding. Performance targets are used to define the asset group requirements, including:
- condition, e.g. required carriageway and footway condition;
  - capacity, e.g. bridge load carrying capacity
  - availability, e.g. road must not be closed during the day
  - standard, e.g. minimum lighting levels.
- 6.21 Additional asset group specific requirements are identified based on the performance measures and targets. These performance requirements are used to identify the intervention thresholds and, where appropriate, inspection/maintenance frequencies for the asset.

## **Step 5: Deterioration Mechanisms, Unit Rates and Service Lives**

- 6.22 Knowledge of the deterioration rates and service lives enables the timing and type of maintenance intervention to be assessed.
- 6.23 The typical deterioration rates of the homogeneous assets are identified in order to determine the rate of deterioration in the asset over time. Deterioration rates are produced by reviewing the historical changes in performance of the asset group over time, using the performance measures established for the LoS.
- 6.24 Service lives and deterioration rates for assets/treatments may be estimated from general industry records, published technical guidance and knowledge of performance. Maintaining authorities tailor these estimates based on local network history and experience, in consideration of factors such as the established performance of products and treatments typically used, traffic levels, maintenance policy, resource constraints, LoS etc.

- 6.25 The tailored estimates of service life used in the lifecycle analysis for the Council's network, are presented in Table 7. These service lives represent the anticipated length of time for an asset/treatment to deteriorate, in terms of level of service, from the point of maintenance or refurbishment.
- 6.26 In balancing resource demand and stakeholder requirements the lifecycle analyses are based on delivering a 'fair' level of service.

Inventory Assets	Service Life (Years)		
	Level of Service		
	Good	Fair	Poor
Anti-Skid	<3	5	>10
Bollard	<20	25	>30
Carriageway Surface Course A	<12	15	>20
Carriageway Surface Course B	<12	15	>20
Carriageway Surface Course C	<12	15	>20
Carriageway Surface Course U	<12	15	>20
Central Reserve	<20	40	>50
Channel Block	<20	50	>50
Crossover	<20	25	30
Cycle Track	<20	25	30
Footway	<20	25	30
Gully	<30	40	50
Hatched Road Markings	<8	10	15
Hump	<10	12	15
Kerb	<20	50	>50
Lay-by	<17	20	23
Lighting Point	<20	30	>30
Longitudinal Road Markings	<4	5	>7
Pedestrian Crossing	<4	5	>7
Pedestrian Refuge	<20	25	>30
Pedestrian Guard Rail	<20	30	>40
Safety Fence	<25	30	>40
Fences and Barriers	<22	28	>30
Signs	<15	25	>30
Street Name Plate	<15	25	>30
Street Furniture	<10	15	>20
Traffic/Central Island	<20	40	>50
Transverse and Special Road Markings	<3	4	>7
Earthworks and embankments	<40	40	>40
Traffic Signals	<13	15	>20

Table 7 – Defining Service Life

### Step 6: Identify Maintenance Strategy

- 6.27 A maintenance Strategy is the plan of action required to accomplish the specific performance target for the homogeneous asset. Intervention thresholds are used to identify the performance level, at or below which maintenance action is to be considered.
- 6.28 Intervention levels are used in lifecycle plans as triggers for maintenance action. When the performance of the homogeneous asset group is identified as being below the



threshold then it is addressed in the lifecycle plan. For example, the bandings Poor, Fair and Good can be replaced with categories that are ranked in relation to the intervention threshold (for carriageways and footways the Poor, Average and Good UKPMS thresholds have been used). Any of the homogenous assets found to be ranked in the category below the threshold are addressed in the lifecycle plan.

- 6.29 Intervention levels may be determined by statutory obligations, e.g. to meet minimum safety requirements, and to consider the customer's expectation of the highway service.
- 6.30 The maintenance needs for all carriageways, footways and cycletracks has been identified and unit rates associated with each work option have been compiled. These are shown in Appendix 4.

**Step 7: Maintenance Costs**

- 6.31 Deterioration mechanisms and unit rates influence the work options considered for an asset, and the work in turn influences the deterioration rate. Therefore Steps 5 and 6 are interrelated and are carried out in parallel.
- 6.32 The identified deterioration mechanisms will inform the selection/determination of deterioration rates and service lives. Knowledge of the deterioration rates and service lives provides the basis for determining when (in time) a maintenance intervention is required, and frequently what type of maintenance intervention is required. It may also be feasible to use combinations of options, e.g. preventative combined with essential treatments. This is shown schematically in Figure 9, along with an intervention threshold.

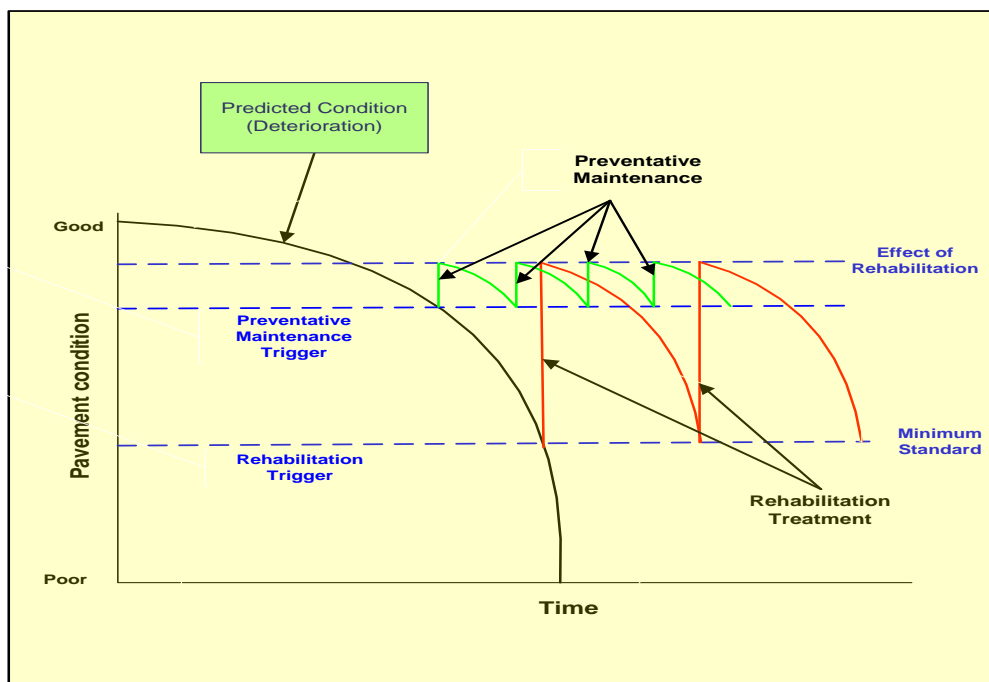


Figure 9 – Maintenance Interventions

6.33 The outputs from Steps 4, 5 and 6 are combined to support the identification of the optimal solution for each asset group/sub-group. The optimal solution is identified by comparing, where appropriate, a series of feasible management options, for example:

- Option A - 'Do minimum' Strategy with minimum maintenance to meet performance requirements.
- Option B - Reactive Strategy with major maintenance/renewal when required with 'do minimum' approach in the intervening periods.
- Option C - Programmed maintenance with minor maintenance carried out at regular intervals.
- Option D - A major enhancement at the present time followed by programmed maintenance at regular intervals.

6.34 The option appraisal is based on the comparison of Whole Life Costs, where WLC are assessed over a minimum 30 year period for the delivery of the required Level of service and discounted to Net Present Value. All costs associated with the asset through the whole lifecycle are considered, from construction to end of life. Such costs will include those associated with building or acquiring new assets, routine maintenance, replacement, renewal or enhancement and disposal.

6.35 The process will help to assess the cost of various maintenance treatments in the light of their effects upon the condition of assets and the risks associated with the varying LoS.

6.36 A schematic a typical output from an option appraisal is shown in

6.37 Figure 10, which shows what the options above may look like.

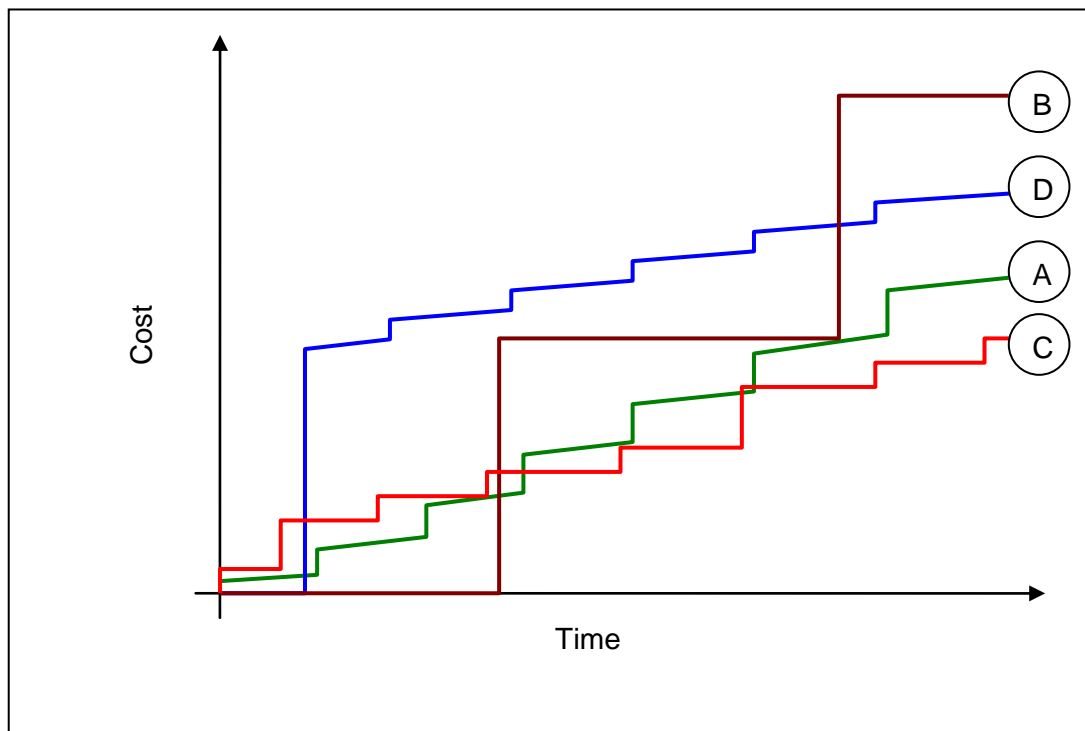


Figure 10 – Option Appraisal Using Whole Life Costs

6.38 In identifying the optimum Strategy that minimises whole life costs the following costs are considered:

- direct costs of maintenance and renewal, i.e. plant, material and labour
- access costs and traffic management costs
- risk of service loss, e.g. indicative costs related to road user delays, diversions and loss of access to facilities
- risk to safety, e.g. indicative costs related to risk of loss of life, injury, litigation and adverse public opinion.

6.39 The option appraisal approach can be extended to give more explicit and robust consideration to appearance, risk, sustainability and environment measures, as well as Whole Life Costs.

**Step 8: Calculate Annual Maintenance Costs**

6.40 Typical outputs from the lifecycle plans include:

- Identification of the long-term maintenance need;
- Cost per year, i.e. the spend profile;
- Cost per treatment per year;
- Performance per year, i.e. condition progression (see Figure 11 for an example). This illustrates the proportion of the network in good/average/poor condition over a 30 year analysis period as generated by the initial condition and applied service life/treatment regime, with associated implicit funding requirement.

6.41 Tables and Charts provide a summary of indicative costs for each asset over the 30 year period for good, for the Level of Service required and the WLC options chosen. These outputs from the lifecycle plan are shown in Section 9 – Financial Management.

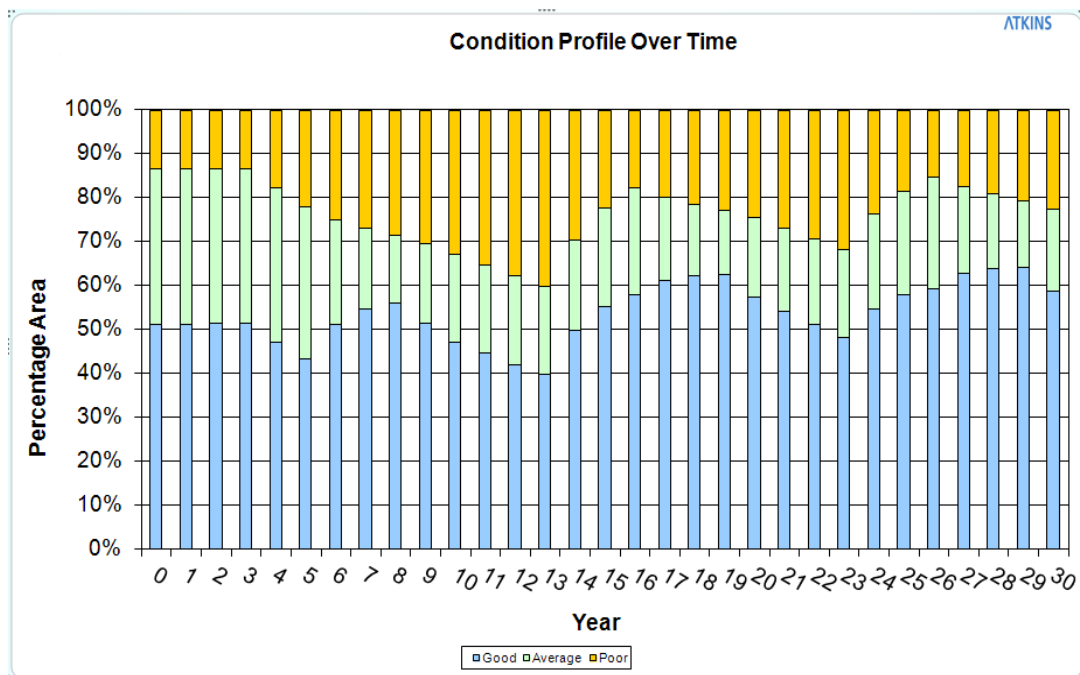


Figure 11 – Typical Chart of Change in Condition over Time

- 6.42 Lifecycle plans should be regularly updated throughout the maintenance planning process to improve the long-term predictions for maintenance need. Assumptions made about the deterioration models, changes in measured condition and unforeseen changes to unit rates can then be easily accommodated. Improvements to the quality and completeness of inventory and condition data used in the lifecycle plan will improve the quality of the outputs.

### **Lifecycle Model**

- 6.43 The lifecycle plans have been developed using the HMEP toolkits. These are supplemented by advanced software enabling future investment scenarios to be analysed and advance long-term works programmes developed.
- 6.44 The Council will update the Lifecycle Plan on a regular basis as new inventory, condition data and unit rates become available. Over time the deterioration of each asset can be refined which will further improve the accuracy of the outputs.
- 6.45 The HMEP toolkits are Excel based programmes designed to input deterioration data as either Time based deterioration curves or Transition Matrices. Time based curves have been used.
- 6.46 Time based curves are the more simplistic form where condition deterioration is matched to time and is based on one scenario. Transition Matrices are slightly more complicated in that there are a given proportion of assets in a given condition and then the system deteriorates each condition to the next but each is always dependant on the previous.
- 6.47 Outputs from the Lifecycle model for a selection of homogeneous assets are shown in Appendix 4. Tabulated costs for the maintenance of each asset are shown in Section 9 - Financial Management and Valuation.

## 7 RISK MANAGEMENT

### Importance of Risk Management

- 7.1 Managing risk is an integral part of the management of the highways assets. All activities from identification and prioritisation of repair of defects to the establishment for budgets have risks associated with them. The purpose of this section is to emphasize the need for processes to manage these risks in a holistic manner.
- 7.2 “Risk is the threat that an event or action will adversely affect an organisation’s ability to achieve its objectives and to successfully execute its strategies”. Audit Commission - Worth the Risk: Improving Risk Management in Local Government.
- 7.3 A growing interest in risk management is being fuelled by a backdrop of an increasingly litigious society, the significant sums of money paid out by some authorities for public liability claims and the threat of corporate manslaughter charges that some authorities are currently potentially facing. All of these lead to the need to improve risk management procedures.
- 7.4 Risks should be identified at each level of management hierarchy (strategic, tactical and operational: see Figure 2) using tools and procedures and identify critical risks together with action plans to mitigate the threat the risk poses.

### Need for Risk Management

- 7.5 Risk management is an integral part of good asset management practice with benefits which include:
- Fewer surprises, a reduction, control or transfer of risk;
  - Provision of a better quality of services;
  - Improved planning, performance and effectiveness;
  - Increased ability to manage change;
  - Contingency planning;
  - Exploitation of opportunities and innovation;
  - Improved information for decision making;
  - Improved accountability, assurance and governance;
  - Improved economy and efficiency;
  - Awareness of limitations;
  - Improved stakeholder relationships;
  - Enhanced reputation;
  - Director/Senior Manager protection;
  - Opportunity to identify and mitigate risk at an early stage.

### The Application of Risk Management

- 7.6 The objective of applying risk management within the asset management plan is to identify the specific risks associated with the management and operation of the network and by doing so ensure that these are managed in a structured, appropriate and auditable manner. It is conceivable that previously perceived risks may not now be apparent, e.g. safety barriers where changes in standards over (say) the last 20 years may mean that they would no longer be required.

7.7 The assessment of comparative risk is a key asset management tool. It can be used to assist with option appraisal and selection by assisting with the assessment of:

- The comparative risks of providing differing LoS, e.g. is it acceptable to fund only a minimum (Fair) level of service for a certain asset group i.e. a repair when broken approach;
- The comparative risk of funding works on different assets, e.g. is it better to fund works on streetlights as opposed to footways?
- The comparative risk of funding improvements to the network as opposed to maintenance works, e.g. is it better to provide additional speed control facilities or to improve response time to certain defects?

### **Categorisation of Risks**

7.8 A three-tier model can be used to categorise risk based on strategic, tactical and operational risks. The rationale behind this is that it is likely that different groups of people within the Council will manage risks at these different levels.

- Strategic risks being managed at a corporate senior manager level;
- Tactical risk being managed at an asset management/network management level;
- Operation being managed at a service delivery/operations level.

7.9 The main focus of the HIAMP is the tactical risk; each level of risk has been described for reasons of clarity and to foster a universal definition of each type of risk.

### **The Risk Management Process**

7.10 The four main steps of a risk management process can be broken down into:

- Risk Identification – identify key risk exposures.
- Risk Profile (Assessment/Evaluation) – probability and severity level.
- Risk Control and Management – manage and control risk exposure.
- Risk Reporting and Review – monitor, review and report on progress.

7.11 The process for completing risk management is show below in Figure 12; this is a circulatory process that necessitates periodic review:

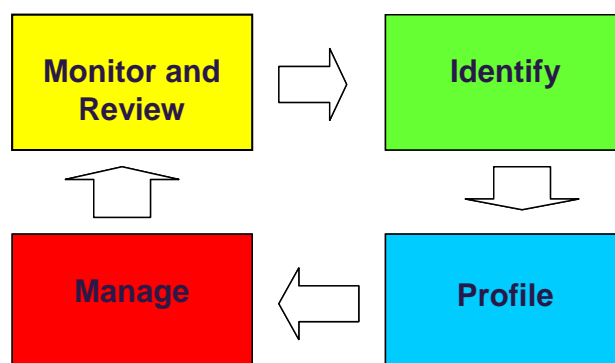


Figure 12 – Risk Management Process

7.12 Additional information relating to risk management process is contained in Appendix 6.

## 8. FORWARD WORK PROGRAMME

- 8.1. The lifecycle plan produced as part of this HIAMP is at a strategic level analysis based on overall network condition and 'global' deterioration rates and treatment regimes. It is not derived from analysis of individual streets or schemes; its principal function in programme development is, therefore, to give an indication of the required resource profile to achieve the corresponding condition profile.
- 8.2. In order to deliver the required level of service, the Council develops and executes appropriate programmes of work within the usual budgetary constraints.
- 8.3. Currently the Council's Executive annually approves 3+ year rolling works programmes. Longer term programmes, covering 5 - 10 years are being produced utilising a hosted highway condition analysis software system. (Horizons).
- 8.4. A longer term programme provides an opportunity to develop and Integrated Forward Works Programme (IWP), which will include all assets and services and input from other organisations that may have an interest in or an effect upon the management of the highway network.
- 8.5. An IWP provides the possibility to integrate works from all funding streams and initiatives and by bring the planning of all works on the network into one location enable easier co-ordination to take place. It will be able to assist with short-term road space/traffic management issues and longer term planning. An important part of the integration will be to liaise closely with the Statutory Undertakers.
- 8.6. With good quality condition data available for analysis, it will be possible to predict the likely future maintenance schemes and their locations. The timing of other works can then be reviewed to ensure situations don't arise where new works are damaged by subsequent tasks. This long-term programme will be built on projections using currently held data and knowledge; as such there will be significant limitations on the reliability of the projections. The reliability of projections regarding the precise nature and location of the works for the later years of the programme will be relatively low; however an aggregation of the anticipated needs is a valid method of developing the programme. An example of the process for developing a works programme is shown in Figure 13.
- 8.7. In developing an IWP, there will be a need to consider other factors, including the requirements of :
  - The Traffic Manager
  - Other internal Council teams;
  - Police and other emergency services;
  - Schools and other education interests;
  - Health bodies;
  - Public transport companies;
  - Statutory undertakers;
  - Developers;
  - Changes in technology.

- 8.8 The IWP will need to be, as a minimum, updated annually. Developing an IWP will need time and effort from all parties, internal and external. For carriageway and footway assets it is possible to use a computerised ranking programme to develop a draft IWP based upon numeric data e.g. UKPMS condition, traffic flow, accident data etc.
- 8.9 The draft IWP can be further prioritised using Value Management.

#### **Value Management used for Prioritisation**

- 8.10 A value management (VM) framework can be used to produce a final priority score for all identified maintenance work.
- 8.11 Value management is a process that can be used to prioritise the competing needs of highway maintenance activities. Prioritisation is based on financial (actual costs), economical (benefits from works) and non-monetised (social-economic, environment, political) criteria. The VM process provides a formal, structured and consistent approach for comparing the benefits of different maintenance activities against each other.
- 8.12 The outcome of the VM process is to produce a priority score for each unique maintenance activity. The score is based on how well the activity will satisfy the Council's strategic goals and objectives, should it be completed. The priority score is used in the coordination process as a sort key. This sort key is used to group high priority maintenance activities that are concentrated in a specific location into maintenance schemes for completion.

#### **Value Management and the HIAMP**

- 8.13 Figure 13 on the next page shows the position of VM within the context of HIAMP . The process becomes especially useful once a significant Workbank has been developed.



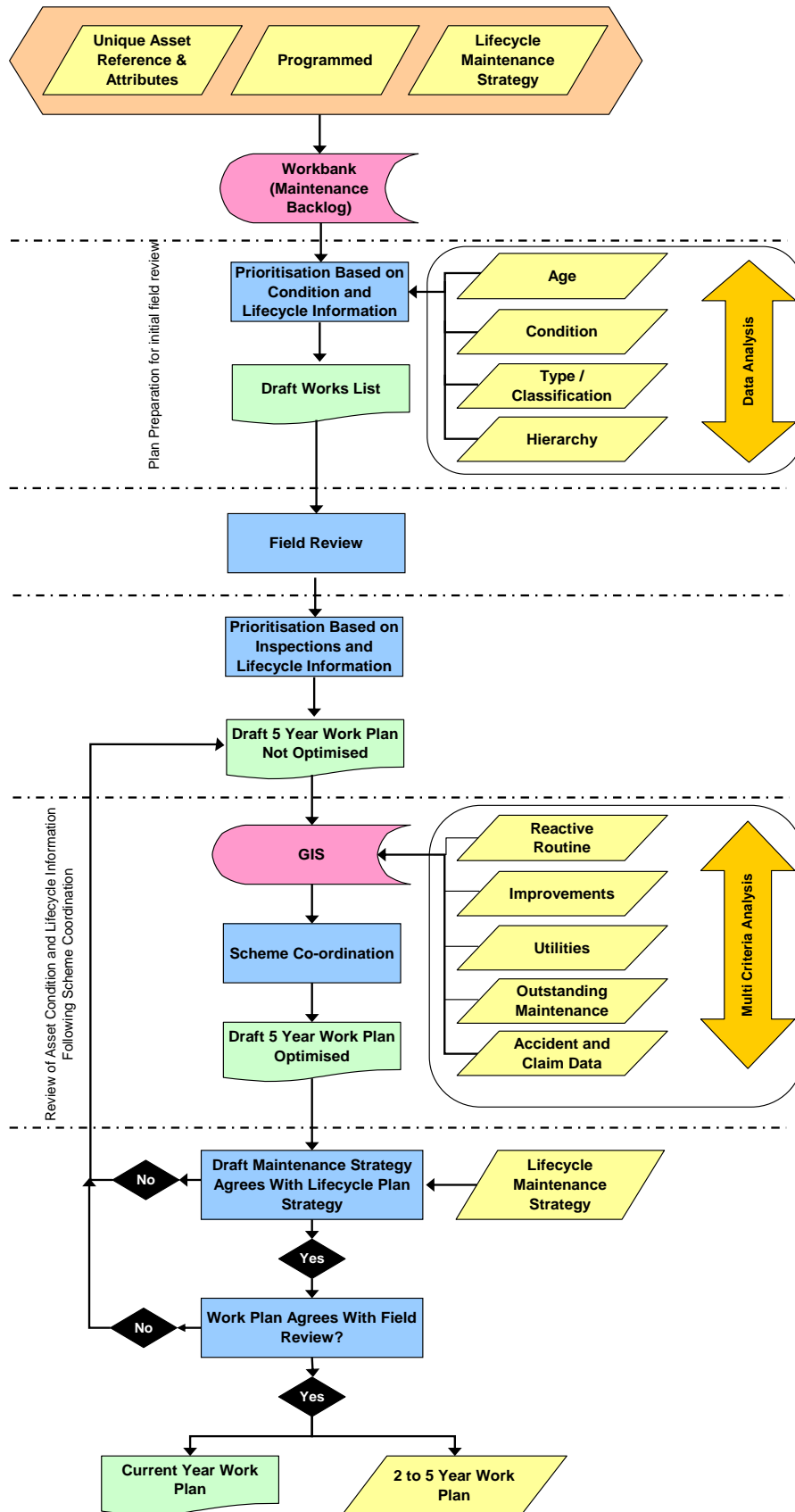


Figure 13 – Process for Developing Operational Works Programme

## 9. FINANCIAL MANAGEMENT AND VALUATION

### Current Sources of Funding

- 9.1 Funding for highway asset maintenance, upgrade and renewal can be split into capital and revenue expenditure.

### Capital

- 9.2 Capital funding can be defined as “investment that will increase the value of the asset”. Capital funding may often be externally sourced primarily from central government via DfT through the Local Transport Plan (LTP) process, rate support grants, prudential borrowing and developer contributions (Section 106 and 278). Capital expenditure for maintenance is generally associated with upgrading and renewal and is used to improve the life of assets by strengthening or replacing them, (e.g. overlaying a carriageway surface).
- 9.3 The Capital expenditure for 2015/16 is shown below.

Total Highway Maintenance Capital Expenditure	£1,618,400
Total Bridges Capital Expenditure	£538,800
Total Street Lighting Capital Expenditure	£747,000

### Revenue

- 9.4 Revenue funding can be defined as “investment that will maintain or reduce the rate of depreciation of the value of the asset”. Revenue funding comes from internal sources from the Council’s regular income (e.g. Council tax) and from central government as part of its revenue support for local government services. Revenue expenditure is used for cyclic and reactive maintenance activities which make the network safe for day to day use.
- 9.5 The Revenue expenditure for 2015/16 is shown below.

Total Highway Maintenance Revenue Expenditure	£2,570,000
Total Bridges Revenue Expenditure	£124,580
Total Street Lighting Revenue Expenditure	£1,102,600

### Future Funding

- 9.6 It is important to understand the funding levels required for the delivery and improvement of the highway network.
- 9.7 The ability to demonstrate the effects of changes in funding upon network condition (through the use of lifecycle plans) and LoS, changes to the risk profile and whole life cost arguments will serve to support this.

## Valuation

- 9.8. Central government has moved towards a more commercial style of accounting with the introduction of Whole of Government Accounts (WGA). This will lead to the production of accounts on an accruals basis and using Generally Accepted Accounting Principles (GAAP). This form of accounting is known as Resource Accounting and Budgeting (RAB). Under these requirements, local authorities are required to value their highway asset, as a private business is required to value its assets.
- 9.9 There are three aspects of Asset Valuation:
- Gross Replacement Cost (GRC); the cost of replacing the asset with a Modern Equivalent Asset, using standardised Unit Rates;
  - The current monetary value which is defined as the Depreciated Replacement Cost (DRC), which is the gross replacement cost (GRC) less the accumulated consumption (AC);
  - Accumulated consumption which is the depreciation in value due to ageing, usage, deterioration, damage, reduced service levels and obsolescence.
- 9.10 The key drivers for asset valuation are:
- Emphasising the need to preserve the highway infrastructure by placing a monetary value on it;
  - Demonstrating good stewardship by monitoring the asset over time;
  - Supporting WGA and promoting greater accountability, transparency and improved stewardship of public finances;
  - Supporting highway asset management.
- 9.11 The Gross Replacement Cost of the whole highway asset, submitted to HM Treasury in 2014 as part of the Whole of Government Accounts, was estimated to be worth £808 million, excluding the value of the land. The Depreciated Replacement Cost was estimated to be £690 million.
- 9.12 This valuation is useful to demonstrate the comparative size of the highway asset against other Council owned assets and to benchmark maintenance spending. Currently, approximately, 1% of the highway asset value is spent annually on operation and maintenance.

## 10. MONITORING

### Overview

- 10.1 The HIAMP is a 'live' document which will require periodic review to update and appraise work programmes and financial plan against latest data and conditions, financial provisions, costs of works and expectations.

### Monitor and Review

- 10.2 Continuous improvement is an essential element of asset management enabling better decisions to be made with better information.
- 10.3 It is essential to monitor and review the performance of the assets and the asset management regime. The monitoring process will enable the timely identification of instances where expected performance is not being achieved so that corrective action can be taken, thereby ensuring targets are met. Learning from mistakes, amending processes and feeding this information back into the asset management process will ensure continual improvement in the asset management approach.

### Future Actions

- 10.4 Improvement actions necessary to embed the asset management approach should have impacts on current business processes and/or the organisation's culture. Some measures may take a considerable time to implement before reaping the benefits.
- 10.5 A gap analysis has been undertaken and this identified a series of improvement actions. These are detailed in Appendix 7.
- 10.6 The gap analysis should be updated on a regular basis to monitor progress towards delivering the improvement actions.

### Monitoring, Review and Feedback in the Asset Management Process

10.7

10.8

- 10.9 Figure 14 – highlights where monitoring, review and feedback of the HIAMP and the asset management planning process is completed. Essentially each element in the asset management planning process is to be monitored and reviewed for achievement of performance targets by comparing the expected against actual targets. The outcomes are then to be feedback into the asset management process to ensure that the experience learnt is then taken into account in future developments of the HIAMP.

- 10.10 In an asset management approach, performance measures are used:

- To provide inputs for managerial decisions;
- As a diagnostic tool to identify critical actions required to prevent undesirable outcomes;
- To support the efficient distribution and control of public resource;

- As a tracking tool to monitor activities associated with the management of the highway asset.

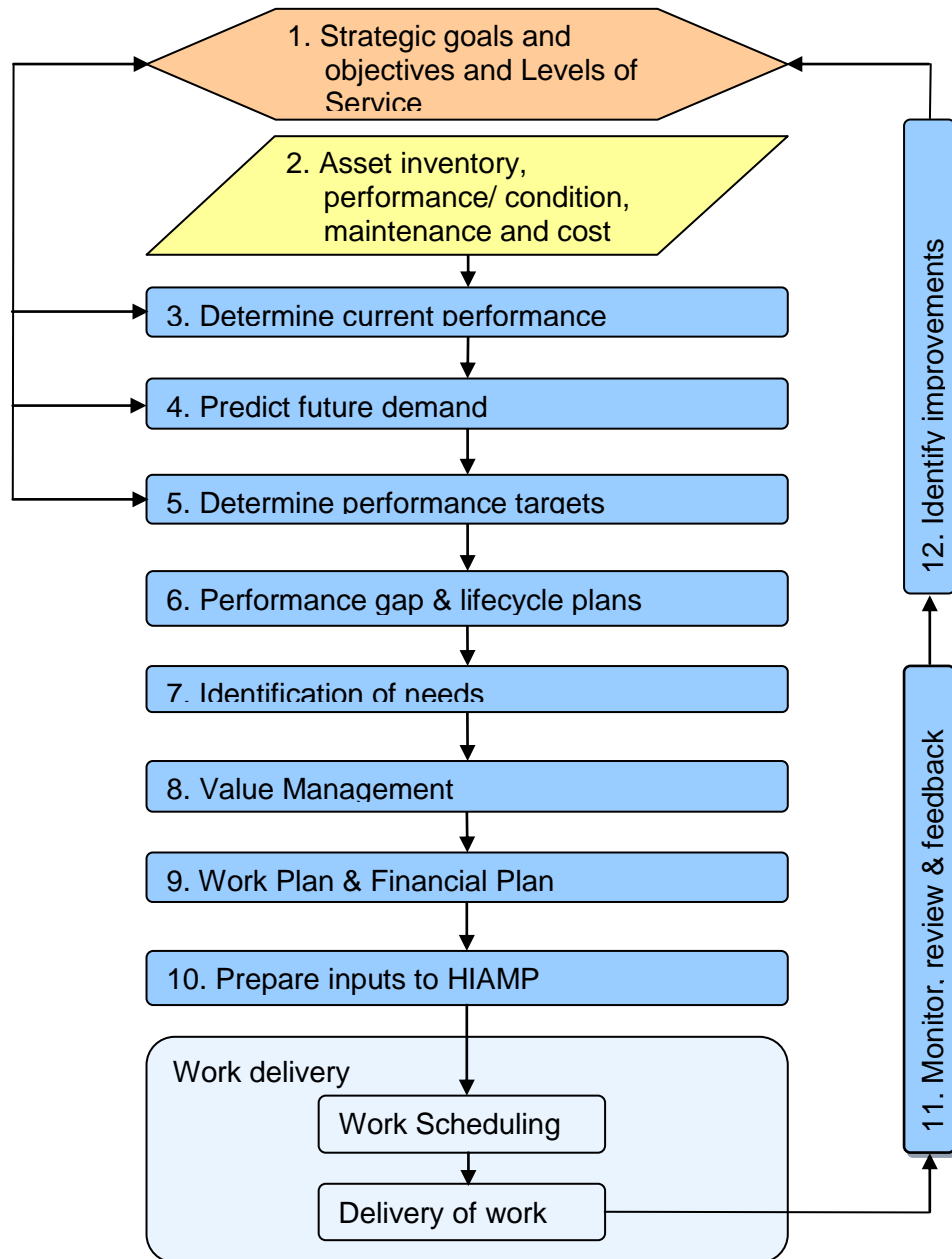


Figure 14 – Monitoring, Review and Feedback an Asset Management Planning

## 11. GAP ANALYSIS ACTION PLAN

### Analysis of Asset Management Practice

11.1 A gap analysis provides a structured approach to the comparison of current asset management practice with desired practice and has been completed.

11.2 The following steps were carried out

- Identify current practice;
- Establish desired practice;
- Complete gap analysis by comparing 1 and 2 above;
- Produce an Action Plan to close existing gaps;

11.3 The Figure below demonstrates the analysis process.

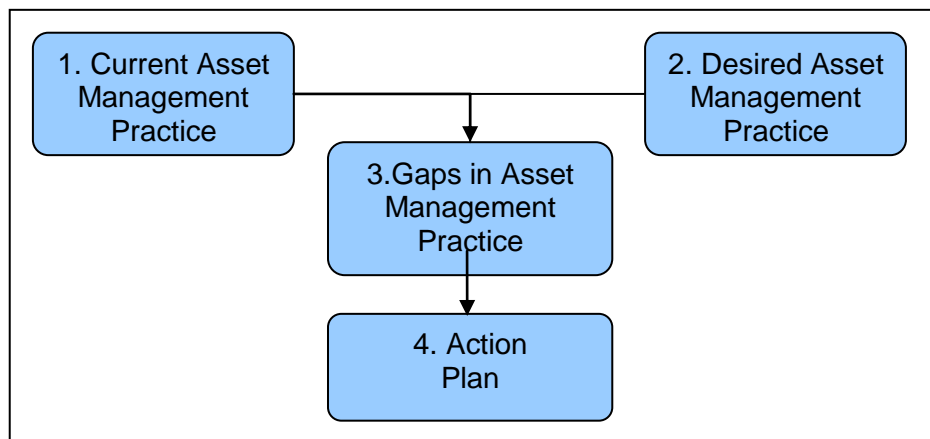


Figure 15 – Asset Management ‘Gap’ Analysis

### Actions for Consideration

11.4 A series of improvement actions have been identified from the Gap Analysis the most significant of which include:

- Complete full inventory survey for key assets and update regularly;
- Complete collection of condition data for all assets and update regularly;
- Develop LoS;
- Review budget requirements and link to LoS;
- Develop risk assessments as a management tool;
- Review current business processes in light of asset management practice to see where improvements can be made;

11.5 An Action Plan based upon the gap analysis with recommendations and outcomes is included in Appendix 6.

## APPENDIX 1: GLOSSARY AND DEFINITIONS

Terminology	Definition
AC	Accumulated Consumption
Asset Management	A strategic approach that identifies the optimal allocation of resources for the management, operation, preservation and enhancement of the highway infrastructure to meet the needs of current and future customers.
Asset Management Regime	Comprises the organisational structure and business processes, asset management planning and work planning and information management and systems that enable asset management to be effectively planned and delivered.
Asset Valuation	The procedure used to calculate the asset value.
Authority	A collective term used to refer to the asset owner.
Backlog	The monetary value of work required to close the gap between the current performance provided by an asset and the required performance. Where the required performance is defined nationally and may be lower than some locally set performance targets.
BCI	Bridge Condition Indices
BVPI	Best Value Performance Indicator
Control	An action to minimise the negative risk
CSS	County Surveyors' Society (now ADEPT)
CVI	Coarse Visual Inspection
Data	Numbers, words, symbols, pictures, etc. without context or meaning, i.e. data in a raw format.
DCD	Data Capture Device
DfT	Department for Transport
DRC	Depreciated Replacement Cost
DVI	Detailed Visual Inspection
Excel	Software Spreadsheet
Frequency	A measure of the number of occurrences based on time
GAAP	Generally Accepted Accounting Practice
GIS	Geographical Information System
GPS	Global Positioning System
GRC	Gross Replacement Cost
HIAMP	Highway Infrastructure Asset Management Plan
Hazard	A source of potential harm
HMEP	Highway Maintenance Efficiency Programme
Highway Network	Collective term for publicly maintained facilities laid out for all types of user, and for the purpose of this guidance includes, but is not restricted to, roads, streets, footways, footpaths and cycle routes.
Information	A collection of numbers, words, symbols, pictures, etc that has meaning, i.e. information is data with context.

Terminology	Definition
Inventory	Information that is used to describe each individual asset, including but not restricted to location, asset type, dimensions, construction information and records of use.
KPI	Key Performance Indicator
LA	Local Authority
Level of Service	A statement of the performance of the asset in terms that the stakeholder can understand. They cover the condition of the asset and non-condition related demand aspirations, i.e. a representation of how the asset is performing in terms of both delivering the service to stakeholder and maintaining its physical integrity at an appropriate level. LoS typically cover condition, availability, accessibility, capacity, amenity, safety, environmental impact and social equity.
Lifecycle Plan	A considered Strategy for managing an asset, or group of similar assets, from conception construction (planning and design) to disposal. A lifecycle plan should give due consideration to minimising costs and providing the required performance.
LTP	Local Transport Plan
Maintenance	A collective term used to describe all the activities and operations undertaken to manage and maintain highway assets, e.g. inspection, assessment, renewal, upgrade etc.
Monitoring	Observation or measurement repeated periodically or continuously over time.
Need (or maintenance need)	Maintenance need required of an asset to improve its performance.
OSGR	Ordnance Survey Grid Reference
Owner	A collective term used to refer to any owner of a highway asset, i.e. highway authorities and other owners. Also see authority.
PAS 55-1 (and 2)	Publicly Available Specification 55-1 (and 2)
Performance	A term used to describe the service delivered as measured by a series of LoS. It comprises of both condition and non-condition measures (i.e. safety, accessibility, etc).
Performance Measure	A generic term used to describe a measure or indicator that reflects the performance and/or condition of an asset, e.g. Best Value Performance Indicators.
Risk	Chance of something happening that will impact on objectives
Risk Assessment	The process of risk identification, risk analysis and risk evaluation
Risk Identification	The process of determining what, where, when, how and why something could happen
Risk Management	The chance of something happening which will have an impact on corporate, departmental, tactical, operational or project objectives
Risk reduction	Action taken to lessen the likelihood, negative consequence or both
RMMS	Road Management Maintenance System
SCANNER	High speed surface condition survey of the pavement



Terminology	Definition
SCRIM	Sideway-force Coefficient Routine Investigation Machine
BFC or Council	Bracknell Forest Council
Stakeholder	An individual, group, body or organisation with a vested interest in the management of the transport network, e.g. Authority/owner, public, users, community, customers, shareholders and businesses.
TAG	Local Authority Technical Advisers Group
TAMP	Transport Asset Management Plan - A plan for managing the transport asset base over a period of time in order to deliver agreed target LoS, in the most cost effective manner.
TMA	Traffic Management Act 2004
Treatment Option	A possible treatment type that can be used for the maintenance of an asset.
UKPMS	United Kingdom Pavement Management System
Value Engineering	Development of optimal solutions for prioritised maintenance needs using option appraisal, whole life costing, scheme development, and synergies with other highway schemes.
Value Management	Assessment and prioritisation of identified maintenance needs.
WGA	Whole Government Accounts
WLC	Whole Life Cost - Total cost of the asset over the term of its life including planning, design, construction, acquisition, operation, maintenance, rehabilitation and disposal.
Workbank	Database of all outstanding maintenance work that currently exists on the network.

**APPENDIX 2: PERFORMANCE AND LEVELS OF SERVICE**

CARRIAGEWAYS

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Carriageway		Predominantly reactive maintenance (other than Capital allocations) - safety inspection regime and responding to reports of hazardous defects within 24 hours. Minimal intervention to prevent asset deterioration. Safety inspection and maintenance regime to deal with all potentially hazardous defects within 24 hours. Little or no repairs for non hazardous defects. No annual programme.	Routine maintenance and some planned works reducing dependence on reactive maintenance. Condition stabilised at a serviceable level. Safety inspection and maintenance regime to deal with all potentially hazardous defects within 24 hours. Resources insufficient to repair all required non hazardous defects. Annual programming.	Investment in structural maintenance leading to improvements in condition, reduction in backlog and further reducing dependence on reactive maintenance. Majority of arisings taken for recycling. Safety inspection and maintenance regime to deal with all hazardous defects within 1hour of Officer observation and all other repairs added to the programme to be dealt with in accordance with the timescales set out in the HMMP. 3-5 year forward programme.	Backlog in maintenance eliminated, operating at a sustainable level, using sustainable methods with minimal reactive maintenance. All arisings taken for recycling. Safety inspection and maintenance regime to deal with all hazardous defects within 1 hour of Officer observation and all other repairs added to the programme to be dealt with in accordance with the timescales set out in the HMMP. 5 - 10 year forward programme.	Standard routine maintenance and planned works reducing dependence on reactive maintenance. Condition currently adequate, at a serviceable level, but likely to fall without further investment. Safety inspection and maintenance regime sufficient to deal with all potentially hazardous defects within 24 hours and within 4 hours if a customer report. Annual programme of capital works.	Fair to Good	Survey results to be interrogated
	NI168	to be developed	to be developed	to be developed	to be developed			
	NI 169	to be developed	to be developed	to be developed	to be developed			
	BV225b	to be developed	to be developed	to be developed	to be developed			
	SCRIM	to be developed	to be developed	to be developed	to be developed			
% customers satisfied with the service	< 50%	50 - 65%	65 - 85%	> 85%				

FOOTWAYS

107

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Footways		<p>Predominantly reactive maintenance (other than Capital allocations) Minimal intervention to prevent asset deterioration. Safety inspection and maintenance regime to deal with all potentially hazardous defects within 24 hours. No annual programme</p>	<p>Routine maintenance and some planned works reducing dependence on reactive maintenance. Condition stabilised at a serviceable level. Safety inspection and maintenance regime to deal with all potentially hazardous defects within 24 hours. Resources insufficient to repair all required non hazardous defects. Annual programming.</p>	<p>Investment in structural maintenance leading to improvements in condition, reduction in backlog and further reducing dependence on reactive maintenance. Majority of arisings taken for recycling. Safety inspection and maintenance regime to deal with all hazardous defects within 1 hour of Officer observation and all other repairs added to the programme to be dealt with in accordance with the timescales set out in the HMMP. 3-5 year forward programme.</p>	<p>Backlog in maintenance eliminated, operating at a sustainable level, using sustainable methods with minimal reactive maintenance. All arisings taken for recycling. Safety inspection and maintenance regime to deal with all hazardous defects within 1 hour of Officer observation and all other repairs added to the programme to be dealt with in accordance with the timescales set out in the HMMP. 5 - 10 year forward programme.</p>	<p>Standard routine maintenance and planned works reducing dependence on reactive maintenance. Condition currently adequate, at a serviceable level, but likely to fall without further investment. Safety inspection and maintenance regime sufficient to deal with all potentially hazardous defects within 24 hours and within 4 hours if a customer report. Annual programme of capital works.</p>	Fair to Good	Survey results to be interrogated
	<p>Safety Ins Ratings % length structurally impaired (CVI - 100m) LPI's % customers satisfied with the service</p>	<p>&gt; 40% to be developed &lt; 50%</p>	<p>25 - 40% to be developed 50 - 65%</p>	<p>15 - 25% to be developed 65 - 85%</p>	<p>&lt; 15% to be developed &gt; 85%</p>	<p>?? ?? to be developed ??</p>		

CYCLE TRACKS

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Cycle Tracks		Predominantly reactive maintenance (other than Capital allocations) Minimal intervention to prevent asset deterioration. Safety inspection and maintenance regime to deal with all potentially hazardous defects within 24 hours. No annual programme	Routine maintenance and some planned works reducing dependence on reactive maintenance. Condition stabilised at a serviceable level. Safety inspection and maintenance regime to deal with all potentially hazardous defects within 24 hours. Resources insufficient to repair all required non hazardous defects. Annual programming.	Investment in structural maintenance leading to improvements in condition, reduction in backlog and further reducing dependence on reactive maintenance. Majority of arisings taken for recycling. Safety inspection and maintenance regime to deal with all hazardous defects within 1 hour of Officer observation and all other repairs added to the programme to be dealt with in accordance with the timescales set out in the HMMP. 3-5 year forward programme.	Backlog in maintenance eliminated, operating at a sustainable level, using sustainable methods with minimal reactive maintenance. All arisings taken for recycling. Safety inspection and maintenance regime to deal with all hazardous defects within 1 hour of Officer observation and all other repairs added to the programme to be dealt with in accordance with the timescales set out in the HMMP. 5 - 10 year forward programme.	Standard routine maintenance and planned works reducing dependence on reactive maintenance. Condition currently adequate, at a serviceable level, but likely to fall without further investment. Safety inspection and maintenance regime sufficient to deal with all potentially hazardous defects within 24 hours and within 4 hours if a customer report.	Fair to Good	Survey results to be interrogated
	Safety Ins Ratings	> 40%	25 - 40%	15 - 25%	< 15%	??		
	% length structurally impaired (CVI - 100m) LPI's	to be developed	to be developed	to be developed	to be developed	to be developed		
	% customers satisfied with the service	< 50%	50 - 65%	65 - 85%	> 85%	??		

STRUCTURES

109

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Structures		<p>Predominantly reactive maintenance with minimal intervention to prevent asset deterioration. Little or no repairs for non safety defects. Inspections carried out to identify potential safety issues only. No annual programme</p>	<p>Programme of inspections and determination of bridge condition. Short term programme of planned works and routine maintenance reducing dependence on reactive maintenance. Condition stabilised at a serviceable level. Resources insufficient to repair all required non safety defects.</p>	<p>Programme of inspections and determination of bridge condition. Short to medium term programme of planned works and routine maintenance with minimal reactive maintenance. Investment in structural maintenance leading to improvements in condition, reduction in backlog and further reducing dependence on reactive maintenance.</p>	<p>Programme of inspections and determination of bridge condition. Long term programme of planned works and routine maintenance with minimal reactive maintenance. Investment in structural maintenance leading to elimination of maintenance backlog and maintaining the stock at a steady state with minimal reactive maintenance. All bridges capable of carrying 40T vehicles or an appropriate capacity to suit the local highway network.</p>	<p>Programme of inspections (Principal and general) and determination of bridge condition. Routine maintenance and short term programme of planned works. Condition currently stabilised at a serviceable level but condition is likely to deteriorate without increased investment.</p>	Good	Survey results to be interrogated
	BCI	0 - 65	65 - 85	85 - 95	95+	??		

STREET LIGHTING

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS			
		Minimum	Fair	Good	Excellent	Current Level	Service	Asset	Customer Satisfaction
Street Lighting (incl. illuminated apparatus)	<p>All installations refurbished within last 25 years. All apparatus &lt; 40yrs old. Detailed underground Inventory. Apparatus comprises low energy/sustainable components capable of being dimmed/trimmed/switched remotely (full HQ control). Implement in-house remote monitoring (Central Management System) capability. Bulk lamp changes extended to 6 yrs to match electrical/structural testing.</p>	<p>No cyclic maintenance. Lamps allowed to burn to extinction resulting in high number of faults. Growing backlog of obsolete columns. Replacements restricted to potential hazards. Incomplete inventory.</p>	<p>No cyclic maintenance. Lamps allowed to burn to extinction resulting in high number of faults. Customer reported failures completed in 5 days, others within 20 days. Column replacement at a level where condition of stock is generally stable. Inventory substantially complete</p>	<p>Cyclic maintenance undertaken with faults minimised and condition of stock improving. 90% of customer reported failures completed within 5 working days. Replacement of columns at a level where obsolete units and potential hazards reducing. Comprehensive inventory.</p>	<p>Cyclic maintenance taking place All customer reported failures repaired within 5 working days (other than DNO faults) street scene enhanced by appearance of equipment. Backlog of columns in need of replacement eliminated. Increasing use of high quality equipment including electronic control gear, energy efficient lamps and remote monitoring equipment.</p>	<p>Approx 15% of columns fitted with remote monitoring equipment. Ongoing programme of concrete column replacement. LED "invest to save bid " in progress</p>	<p>Good</p>	<p>Survey results to be interrogated</p>	
	<p>BVPI215a % street lights working as planned % of columns older than original design life % faults identified via authority patrol. BVPI 215b % customers satisfied with the service safety insp structural</p>	<p>10 days &lt;97% 97 - 98% 98 - 99% &gt;99% 99.10% &gt; 30% to be developed &gt; 20 days &lt; 50%</p>	<p>7 days &gt; 20% to be developed 12 - 20 days 50 - 65%</p>	<p>5 days 10 - 20% to be developed 7 - 12 days 65 - 85%</p>	<p>3 days &lt; 10% to be developed &lt; 7 days &gt; 85%</p>	<p>5 days 98 - 99 ?? to be developed 12 - 20 ??</p>			

HIGHWAY DRAINAGE

111

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Highway Drainage (inc. subway pumping stations)	Pumping Stations Separate - Annual Service	Service reactive in nature. All gullies and channelized drainage cleansed annually. Backlog of drainage faults increasing and includes cases of internal flooding of property.	Inspection undertaken in response to flooding events. Cleansing frequency less than need and prioritised on traffic use. Backlog of minor improvements relatively stable but some schemes dependant on one-off capital bids.	Routine inspection of known flooding hotspots. Cleansing frequency based on need. Backlog of improvements to alleviate flooding of property cleared.	Routine inspection of all drainage assets where flooding occurs due to malfunction. Cleansing frequency meets need. Sustainable system for disposal of arisings. Backlog of improvements to alleviate highway flooding cleared. Progressive mapping of underground systems and condition underway.	Cleansing frequencies appropriate to network needs. Improvements undertaken on a priority basis. Number of required improvements relatively stable. Larger improvements will be reliant on Capital funding.	Fair	Survey results to be interrogated
	% road gullies running free following cyclic cleansing Number of reports of blocked gullies per 1000 gullies sily??	< 97% > 40	97 - 98% 20 - 40	98 - 99% May-20	> 99% < 5	?? ??		

PUBLIC RIGHTS OF WAY

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Public Rights of Way		Reactive inspection and maintenance only. Little or no action to increase disabled access. Maintenance backlog growing.	Limited inspection programme. Rectification of signage & furniture faults resource limited. Cutting back of vegetation reactive. Backlog of surface improvements stabilised. Disabled provision and action on obstruction cases considered on a priority basis.	Routine inspection programme. Rectification of signage & furniture faults by next inspection. Cutting back of vegetation annually on priority network. Backlog of surface improvements reducing. Disabled provision and action on obstruction cases considered on a priority basis.	Routine inspection of all PROW. Rectification of signage, furniture and surface faults within 3 months. Cutting back of vegetation annually on majority of network. Backlog of surface improvements eliminated. Annual programme to improve disabled access. All obstruction cases actively addressed.	E.G. Routine inspection of all ROW. Fault rectification by next inspection. Cutting back annually on priority network and reactive elsewhere. Backlog of surface improvements reducing. Annual programme of works to improve disabled access. Obstruction cases considered on a priority basis.	Fair	Survey results to be interrogated
	% length accessible to disabled users & network obstructed Ave. time taken to respond to request for action	< 55% to be developed to be developed to be developed	55 - 70% to be developed to be developed to be developed	70 - 90% to be developed to be developed to be developed	> 90% to be developed to be developed to be developed	?? to be developed to be developed to be developed		



SIGNS & BOLLARDS

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Signs & Bollards	Inventory details complete. Annual clean of all sign faces	Signs / bollards maintenance reactive. Signage reviewed as part of improvements.	Signs / bollards maintenance reactive. Annual clean of sign faces on priority routes. Bollards cleaned on reactive basis on priority routes. Signage reviewed as part of improvements.	Annual clean of sign faces and reactive cleaning of all bollards. Basic inventory details held in computerised system. Signs / bollards maintenance reactive.	Annual inspection for signs & bollards maintenance. Annual clean of all sign faces & bollards All signs on priority routes reviewed every 5 years. Inventory details complete.	Annual inspection for signs & bollards maintenance. Annual clean of all sign faces & bollards Maintenance reactive. Signage reviewed as part of improvements. Inadequate inventory under improvement – data collected by Contractor	Fair	Survey results to be interrogated
	to be developed	to be developed	to be developed	to be developed	to be developed			

113

ROAD MARKINGS & CATS EYES

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Road Markings	Inventory details complete, Condition of all road markings above 100mcd/m2/lux Reflectivity Green? (>80 to 100< mcd/m2/lux amber, <80 mcd/m2/lux Red) and 95% of cat eyes operational.	Road marking refurbishment undertaken on a reactive basis following enquiries from third parties to junctions and regulatory locations, Cats eyes replaced when missing	Annual visual inspection as part of the highway inspection programme. Identifying and prioritising areas for remedial action	Ad hoc reflectivity surveys, Basic inventory details held in a computerised system. Reactive works programme	Bi annual reflectivity survey of road markings and Cats eyes? (comply with HMMP) Inventory data complete. Future Refurbishment programme developed	Annual visibility inspections undertaken. Ad hoc road marking surveys commissioned. Achieving bi annual cats eye survey cycle. No road marking data. Cats eye data 95 -100% complete. Works instructed on a yearly reactive programme	Fair to Good	Survey results to be interrogated
	Safety Inspections	to be developed	to be developed	to be developed	to be developed			
	Reflectivity Testing	to be developed	to be developed	to be developed	to be developed			

FENCES & BARRIERS

115

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Fences & Barriers	<p>Full Inventory &amp; Condition Data for Vehicle Restraint Systems (VRS)                      All fences, barriers and street furniture fit for purpose.                      Annual inspection and repair programme with non-urgent works included in FWP.                      Condition &amp; Tensioning Survey programme                      Annual programme of environmental works such as painting.                      Implementation of programmed VRS post strength testing</p>	<p>Reactive maintenance only.                      Growing backlog of maintenance and improvements</p>	<p>Reactive and ad-hoc maintenance and refurbishment.                      Identification of issues requiring attention                      Backlog of necessary maintenance and improvement stable.</p>	<p>Routine inspections.                      General repairs undertaken prior to next scheduled inspection.                      Backlog in maintenance / refurbishment reducing.                      Ad-hoc programmed environmental works such as painting.</p>	<p>All fences, barriers and street furniture fit for purpose.                      Annual inspection and repair programme with non-urgent works included in FWP.                      Condition &amp; Tensioning Survey programme                      Annual programme of environmental works such as painting.</p>	<p>Inadequate inventory or condition assessment data.                      inspection programme in progress Backlog of potential necessary maintenance unquantified.                      Reactive and ad-hoc maintenance and refurbishment.</p>	Minimum to Fair	Survey results to be interrogated
	Average Response times	none	to be developed	to be developed	to be developed	to be developed		
	Strength Testing (VRS)	to be developed	to be developed	to be developed	to be developed	to be developed		
	Condition Surveys (VRS)	to be developed	to be developed	to be developed	to be developed	to be developed		

STREET FURNITURE & AMENITIES

Asset Group	Aspirations Performance Measures	&	SERVICE LEVELS				CURRENT LEVELS		
			Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Street Furniture & Amenities			Reactive maintenance only. Growing backlog of maintenance and improvements	Reactive and ad-hoc maintenance and refurbishment. Backlog of necessary maintenance and improvement stable.	Routine inspections. General repairs undertaken prior to next scheduled inspection. Backlog in maintenance / refurbishment reducing. Annual programme of environmental works such as painting.	Street furniture fit for purpose. Annual inspection and repair programme with works undertaken within 3 months of inspection. Condition of on-street equipment makes a positive contribution to the street scene.	Reactive and ad-hoc maintenance and refurbishment. Backlog of necessary maintenance and improvement stable.	Minimum to Fair	Survey results to be interrogated
	Average times	Response	to be developed	to be developed	to be developed	to be developed	to be developed		

TREES & SOFT ESTATE

117

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Trees & Soft Estate	Full scheduled tree survey of all trees within an influencing distance of all publicly maintained highways & parks & open spaces Annual Tree Planting & Maintenance Programme budget A fully integrated Arboricultural GIS & Management System	Principal Highway Routes - Annual Rapid Tree Survey Reactive maintenance to trees in a hazardous state/legal nuisance and in response to customer reports. All priority action maintenance identified carried out (regardless of budget)	Principal & Classified Highway Routes - Annual Rapid Tree Survey Reactive maintenance to trees in a hazardous state/legal nuisance and in response to customer reports. All priority action maintenance identified carried out (regardless of budget)	Principal & Classified Highway Routes - Annual Rapid Tree Survey Cyclical programme of detailed inspections and management of Principal Routes Reactive maintenance to trees in a hazardous state/legal nuisance and in response to customer reports. All priority action & planned maintenance identified carried out	Principal & Classified Highway Routes - Annual Rapid Tree Survey Cyclical programme of detailed inspections and management of Principal & Classified Routes Reactive maintenance to trees in a hazardous state/legal nuisance and in response to customer reports. All priority action, planned maintenance & routine maintenance identified carried out	Principal Highway Routes - Tree service condition Surveys documented Reactive maintenance to trees in a hazardous state/legal nuisance and in response to customer reports. All priority action maintenance identified carried out (regardless of budget)	Minimum	Survey results to be interrogated
	frequency of inspection of trees No. ad-hoc inspections of highway trees	> 10 years to be developed	5 - 10 years to be developed	5 years to be developed	3 years to be developed	to be developed		

TREES & SOFT ESTATE (2)

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Trees & Soft Estate (2)	Inventory collection & Collation currently at 95+ % coverage (GIS based) Retain landscape & street cleansing contract in-house Upgrading and implementation of planting projects Re-enter BiB competition (Gold award in 2010) Implementation of Masternaut vehicle tracking to aid programming and response efficiencies PDA (Confirm Mobile) technology implementation	Routine cyclic maintenance of urban verges at quarterly intervals. Rural verges cut to provide clear sight lines (reactive) Litter clearance separate to verge maintenance. Annual weed clearance to shrub and rose borders. Little annual planting. Amenity areas grass cutting & litter clearing less than quarterly Minimal maintenance to ensure establishment of young trees	Routine cyclic maintenance of urban verges 6-8 times a year. No co-ordinated litter clearance. Rural verges cut one swathe width (1x per year) and to provide clear sight lines including traffic islands. Litter clearance separate to verge maintenance. Annual weed clearance/pruning to shrub and rose borders. Annual planting limited to amenity sites. Reactive maintenance to young trees in a hazardous state/legal nuisance and in response to customer reports. Amenity areas grass cutting & litter clearing 6 x year Targeted Annual summer & winter bedding plants & provision of hanging basket (Bracknell Town Centre) incl watering provision	Routine inspection and cyclic maintenance of verges and young trees. Urban grass cut minimum 8x per year. Rural Verges: Grass cut 2x per year with additional visibility cuts where required including traffic islands. Shrub and Rose Borders have Weed cover <10% and pruned in accordance to species. Litter and Debris removed as part of treatment schedule. Amenity areas grass cutting & litter clearing 12 x year Targeted Annual summer & winter bedding plants & provision of hanging basket (Bracknell, Sandhurst & Crowthorne)	Adopted policy for management of "soft estate". Urban grass cut minimum fortnightly, including traffic islands (sponsored RABs every 7 days) Rural Verges: Grass cut 3x per year with additional visibility cuts where required. Routine inspection and integrated cyclic maintenance of verges and young trees Shrub and Rose Borders have Weed cover <5% Litter and Debris removed as part of treatment schedule. Pruned in accordance to species. Amenity areas grass cutting & litter clearing fortnightly Annual summer & winter bedding plants & provision of hanging basket throughout the borough	Adopted policy for management of "soft estate". Urban grass cut minimum fortnightly including traffic islands (sponsored RABs every 7 days) Rural Verges: Grass cut 2x (+ 1/3rd) per year with additional visibility cuts where required. Routine inspection and integrated cyclic maintenance of verges and young trees Shrub and Rose Borders have Weed cover <5% Litter and Debris removed as part of treatment schedule. Pruned in accordance to species. Amenity areas grass cutting & litter clearing fortnightly Annual summer & winter bedding plants & provision of hanging basket throughout the borough	Excellent	Survey results to be interrogated
	to be developed	to be developed	to be developed	to be developed	to be developed	to be developed		

DATA

119

Asset Group	Aspirations & Performance Measures	SERVICE LEVELS				CURRENT LEVELS		
		Minimum	Fair	Good	Excellent	Current Service Level	Asset	Customer Satisfaction
Highway Data & Data Management	Gaps in data identified and being actively addressed for main assets. Sufficient data held for accurate valuation and effective management of the main assets. Majority of asset groups' data held in single format with consistent referencing. Mechanism exists for routine updating of data held for main assets. Asset systems training / knowledge gaps identified and addressed	Data held on asset groups sufficient for minimum service delivery / valuation. Data held in different formats. Significant gaps in data held. No routine maintenance of data or clear responsibility for accuracy.	Basic inventory data held. Significant gaps in condition data. Ad-hoc arrangements for updating data. Data held in various electronic formats with no target for integration. No documented procedures for data management.	Gaps in data identified and being actively addressed. Sufficient data held for accurate valuation of the main assets. Majority of asset groups' data held in single format with consistent referencing. Mechanism exists for routine updating of data held for main assets	QA systems. Inventory and condition data held for whole highways asset (excl. pipework) to a common reference with electronic mapping. Consistency of network hierarchy across asset groups and highway applications. Clear ownership of data and regular routine updating of information. Works records extending back a number of years.	Inventory and condition data held on main asset groups (on value). Gaps in data identified and being addressed. Actively working towards consistent referencing.	Fair to Good	NA
	Confidence Level for Data Completeness	None	Low	Medium	High	Medium		
	Confidence Level for Data Correctness	None	Low	Medium	High	High		

Data Confidence

In assessing the confidence level for data held on the Highway Asset a matrix approach can be adopted.

Coverage	Definition?	Reliability	Definition
None	No data storage	Very Poor	Hardly ever correct
Initial	< 10% held electronically or on paper records	Poor	Sometimes correct
Partial	10 – 30% held electronically	Good	Normally correct 50% of the
Typical	30 – 70% held electronically	Very Good	Correct most of the time
General	70 – 95% held electronically	Excellent	Seldom incorrect
Complete	> 95% held electronically	?	?

Confidence Matrix

Confidence Level		Coverage					
		None	Initial	Partial	Typical	General	Complete
Reliability	V Poor	None	Low	Low	Low	Medium	Medium
	Poor	None	Low	Low	Low	Medium	Medium
	Good	None	Low	Low	Medium	Medium	High
	V Good	None	Low	Low	Medium	High	High
	Excellent	None	Low	Low	Medium	High	Very High



## APPENDIX 3 : ASSET DATA AND INFORMATION

### Condition Data

The current condition data held by the Council is not entirely comprehensive. In order to produce the lifecycle plan an assessment of the condition of some assets was taken from the 11Km sample video survey. Three asset condition bands were used in the mode, Poor, Average and Good and the percentages of each asset in each band is shown in the table below.

Key Asset/Condition	Condition - Percentage				Comment
	A Class	B Class	C Class	Unclassified	
Roads – Poor	6%	9%	7%	27%	BFC data
Roads – Average	20%	26%	31%	30%	BFC data
Roads – Good	74%	65%	62%	43%	BFC data
Central res. – Poor	0	0	0	0	Pro rata from sample
Central res. – Average	0	0	0	0	Pro rata from sample
Central res. - Good	100%	100%	100%	100%	Pro rata from sample
Footways - Poor	10%	0	4%	13%	BFC data
Footways - Average	82%	54%	82%	75%	BFC data
Footways - Good	8%	46%	14%	12%	BFC data
Kerbs – Poor	0	1%	0	1%	Pro rata from sample
Kerbs- Average	80%	54%	88%	87%	Pro rata from sample
Kerbs - Good	20%	45%	12%	12%	Pro rata from sample
Gullies - Poor	2%	0	0	2%	Pro rata from sample
Gullies - Average	84%	78%	45%	91%	Pro rata from sample
Gullies - Good	14%	22%	55%	7%	Pro rata from sample
Lines hatched – Poor	9%	4%	0	0	Pro rata from sample
Lines hatched – Average	31%	69%	51%	91%	Pro rata from sample
Lines hatched – Good	60%	26%	49%	9%	Pro rata from sample
Longitudinal lines - Poor	13%	23%	8%	0	Pro rata from sample
Longitudinal lines - Average	75%	61%	84%	49%	Pro rata from sample
Longitudinal lines - Good	12%	16%	8%	51%	Pro rata from sample
Road Markings - Poor	8%	14%	0	2%	Pro rata from sample
Road Markings - Average	80%	70%	59%	52%	Pro rata from sample
Road Markings - Good	12%	16%	41%	46%	Pro rata from sample
Veh. Safety Fence - Poor	0	-	0	-	Pro rata from sample
Veh. Safety Fence - Average	70%	-	100%	-	Pro rata from sample
Veh. Safety Fence - Good	30%	-	0	-	Pro rata from sample
Ped. Guard Rail - Poor	0	0	0	0	Pro rata from sample
Ped. Guard Rail – Average	100%	15%	100%	0	Pro rata from sample

Ped. Guard Rail - Good	0	85%	0	100%	Pro rata from sample
Signs (non illum) – Poor	1%	6%	0	1%	Pro rata from sample
Signs (non illum) – Average	71%	82%	94%	94%	Pro rata from sample
Signs (non illum) – Good	27%	12%	6%	4%	Pro rata from sample
Signs (illuminated) – Poor	5%	0	0	0	Pro rata from sample
Signs (illuminated) –Average	63%	60%	100%	86%	Pro rata from sample
Signs (illuminated) –Good	33%	40%	0	14%	Pro rata from sample
Bollards – Poor	5%	10%	10%	15%	Pro rata from sample
Bollards – Average	85%	50%	71%	80%	Pro rata from sample
Bollards – Good	10%	40%	19%	5%	Pro rata from sample
Lighting columns - Poor	0	0	3%	0	Pro rata from sample
Lighting columns - Average	96%	97%	97%	79%	Pro rata from sample
Lighting columns - Good	4%	3%	0	21%	Pro rata from sample
Traffic Signals - Poor	0	0	-	0	Pro rata from sample
Traffic Signals - Average	100%	50%	-	100%	Pro rata from sample
Traffic Signals - Good	0	50%	-	0	Pro rata from sample

**Asset Condition used in the lifecycle plan**

## APPENDIX 4: INDICATIVE LIFECYCLE PLANS

### 1.0 A Roads

#### 1.1 Maintenance Strategy (Urban)

Current Condition	1 <sup>ST</sup> Intervention			2 <sup>nd</sup> Intervention			3 <sup>rd</sup> Intervention		
	Treatment	Years	Restore to	Treatment	Years	Restore to	Treatment	Years	Restore to
Very Poor	100% STR	1 - 3	Good	100% INT	15 -18	Good	100% INT	30 -33	Good
Poor	100% STR	3 - 5	Good	100% INT	18 - 20	Good			
Average	100% STR	5 -7	Good	100% INT	20- 22	Good	-	-	-
Good	100% INT	11-14	Good	100% INT	26-29	Good			
Very Good	100% MS/SD	11 - 14	Good	100% RS	19 - 22	Good			

#### 1.2 Maintenance Strategy (Rural)

Current Condition	1 <sup>ST</sup> Intervention			2 <sup>nd</sup> Intervention			3 <sup>rd</sup> Intervention		
	Treatment	Years	Restore to	Treatment	Years	Restore to	Treatment	Years	Restore to
Very Poor	100% STR	1 - 3	Good	100% MS/SD	15 -18	Average	100% INT	23 -26	Green
Poor	100% STR	3 - 5	Good	100% MS/SD	18 - 20	Average	100% INT	26 - 28	Green
Average	100% STR	5 -7	Good	100% MS/SD	20- 22	Average	100% INT	28 -30	Green
Good	100% MS/SD	11-14	Average	100% INT	19-22	Good	-	-	-
Very Good	100% MS/SD	11-14	Good	100% RS	19 - 22	Good	-	-	-

### 1.3 Treatment Definition

Pavement Layers	Structural Treatment (STR)	Intermediate Treatment (INT)	Resurface (RS)	Microsurface/Surface Dress (MS/SD)	Treatment Depth
Surface Course	Replace 100%	Replace 100%	Replace 100%	-	0mm-40mm
Binder Course	Replace 40% of Binder course to 60mm	Replace 5% of Binder course to 60mm	-	-	60mm
Base Course					

## 2.0 B/C Roads

### 2.1 Maintenance Strategy (Urban)

Current Condition	1 <sup>st</sup> Intervention			2 <sup>nd</sup> Intervention			3 <sup>rd</sup> Intervention		
	Treatment	Years	Restore to	Treatment	Years	Restore to	Treatment	Years	Restore to
Very Poor	100% STR	1 - 4	Good	100% MS/SD	16-19	Average	100% INT	24-27	Good
Poor	75% STR	1 - 4	Good	100% MS/SD	16 - 19	Average	100% INT	24 - 27	Good
Average	100% STR	5 - 8	Good	100% MS/SD	20-23	Average	100% INT	28-31	Good
Good	100% MS/SD	13- 15	Average	100% INT	21-23	Good	-	-	-
Very Good	100% MS/SD	13- 15	Average	100% RS	21 - 23	Good	-	-	-

### 2.2 Maintenance Strategy (Rural)

Current Condition	1 <sup>st</sup> Intervention			2 <sup>nd</sup> Intervention			3 <sup>rd</sup> Intervention		
	Treatment	Years	Restore to	Treatment	Years	Restore to	Treatment	Years	Restore to
Very Poor	100% STR	1 - 4	Good	100% MS/SD	16-19	Average	100% INT	24-27	Green
Poor	75% STR	1 - 4	Good	100% MS/SD	16 - 19	Average	100% INT		Green
Average	100% STR	5 - 8	Good	100% MS/SD	20-23	Average	100% INT	28-31	Green
Good	100% MS/SD	13- 15	Average	100% INT	21-23	Good	-	-	-
Very Good	100% MS/SD	13- 15	Average	100% RS	21 - 23	Good	-	-	-

### 2.3 Treatment Definition

Pavement Layers	Structural Treatment (STR)	Intermediate Treatment (INT)	Resurface (RS)	Microsurface Surface Dress (MS/SD)	Treatment Depth
Surface Course	Replace 100%	Replace 100%	Replace 100%	-	0mm-40 mm
Binder Course	Replace 50% binder course to 60mm	Replace 10% binder course to 60mm	-	-	60mm
Base Course					

### 3.0 U Roads

#### 3.1 Maintenance Strategy (Urban)

Current Condition	1 <sup>ST</sup> Intervention			2 <sup>nd</sup> Intervention			3 <sup>rd</sup> Intervention		
	Treatment	Years	Restore to	Treatment	Years	Restore to	Treatment	Years	Restore to
Very Poor	100% STR	1 - 5	Good	100% MS/SD	16 - 20	Average	100% INT	24-28	Good
Poor	100% INT	1 - 5	Good	100% MS/SD	16 - 20	Average	100% INT	24-28	Good
Average	100% INT	6 - 10	Good	100% MS/SD	21-25	Average	100% INT	29-33	Good
Good	100% MS/SD	13 - 15	Average	100% INT	21-23	Good	-	-	-
Very Good	100% MS/SD	13 - 15	Good	100% RS	21-23	Good	-	-	-

127

#### 3.2 Maintenance Strategy (Rural)

Current Condition	1 <sup>ST</sup> Intervention			2 <sup>nd</sup> Intervention			3 <sup>rd</sup> Intervention		
	Treatment	Years	Restore to	Treatment	Years	Restore to	Treatment	Years	Restore to
Very Poor	100% STR	1 - 5	Good	100% MS/SD	16 - 20	Average	100% MS/SD	24-28	Good
Poor	100% INT	1 - 5	Good	100% MS/SD	16 - 20	Average	100% MS/SD	24 - 28	Good
Average	100% INT	6 - 10	Good	100% MS/SD	21-25	Average	100% MS/SD	29-33	Average
Good	100% MS/SD	13 - 15	Average	100% MS/SD	21-23	Average	100% INT	29-31	Good
Very Good	100% MS/SD	13 - 15	Good	100% MS/SD	21-23	Average	100% RS	29-31	Good

### 3.3 Treatment Definition

Pavement Layers	Structural Treatment (STR)	Intermediate Treatment (INT)	Resurface (RS)	Microsurface Surface Dress (MS/SD)	Treatment Depth
Surface Course	Replace 100%	Replace 100%	Replace 100%	-	0mm-40 mm
Binder Course	Replace 50% binder course to 60mm	Replace 10% binder course to 60mm	-	-	60 mm
Base Course					



## 4.0 Footways and Cycletracks

### 4.1 Flags/ Modular Footways

Current Condition	1 <sup>ST</sup> Intervention			2 <sup>nd</sup> Intervention			3 <sup>rd</sup> Intervention		
	Treatment	Years	Restore to	Treatment	Years	Restore to	Treatment	Years	Restore to
Very Poor	100%	1 - 4	Good	30%	13-16	Average	100%	26 - 30	Green
Poor	80%	1 - 4	Good	40%	13 - 16	Average	100%	26 - 30	Green
Average	100%	5 - 7	Good	30%	17-19	Average	100%	30-32	Green
Good	30%	11 - 14	Average	100%	23-26	Good	-	-	-
Very Good	15%	11 - 14	Average	70%	23 - 26	Good	-	-	-

Treatment Definition

Relay 50% and renew 50%

Treatment Rate £

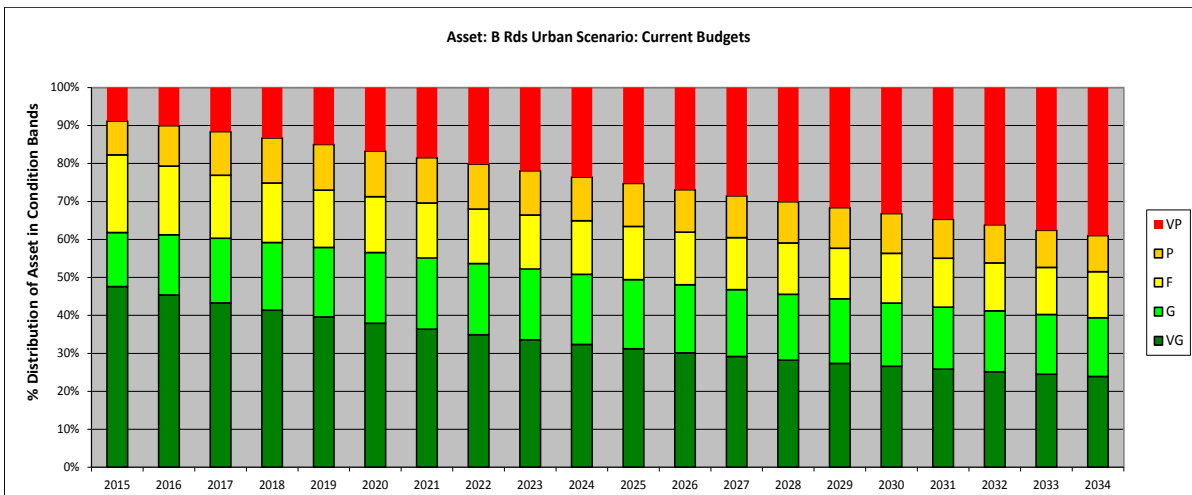
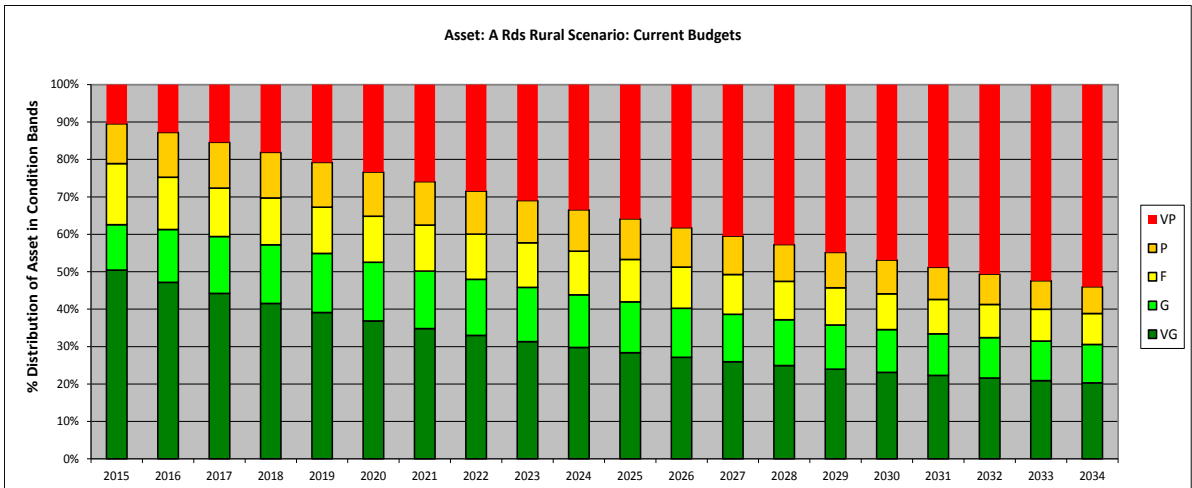
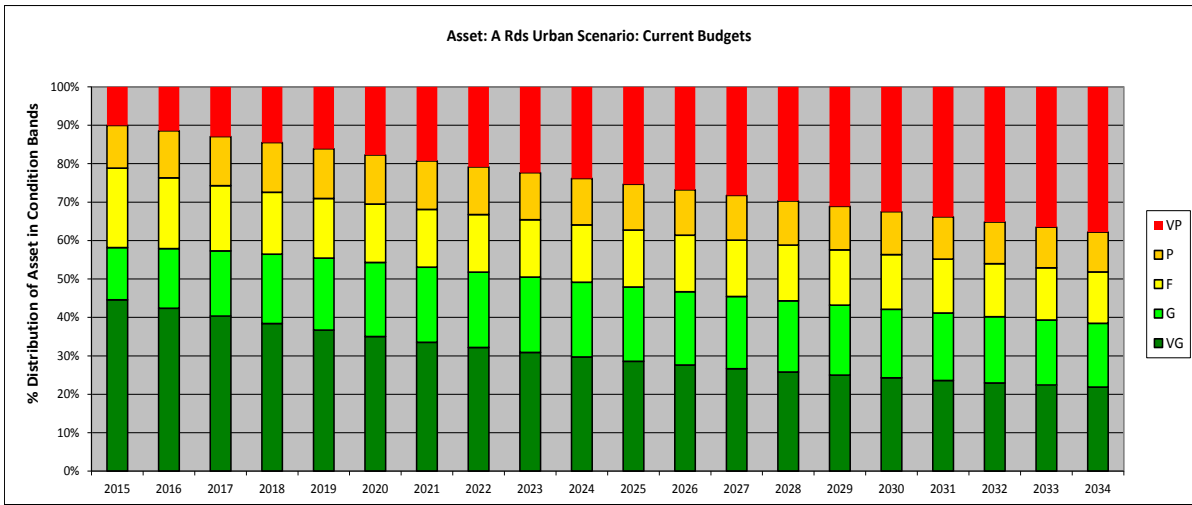
### 4.2 Bituminous Footways

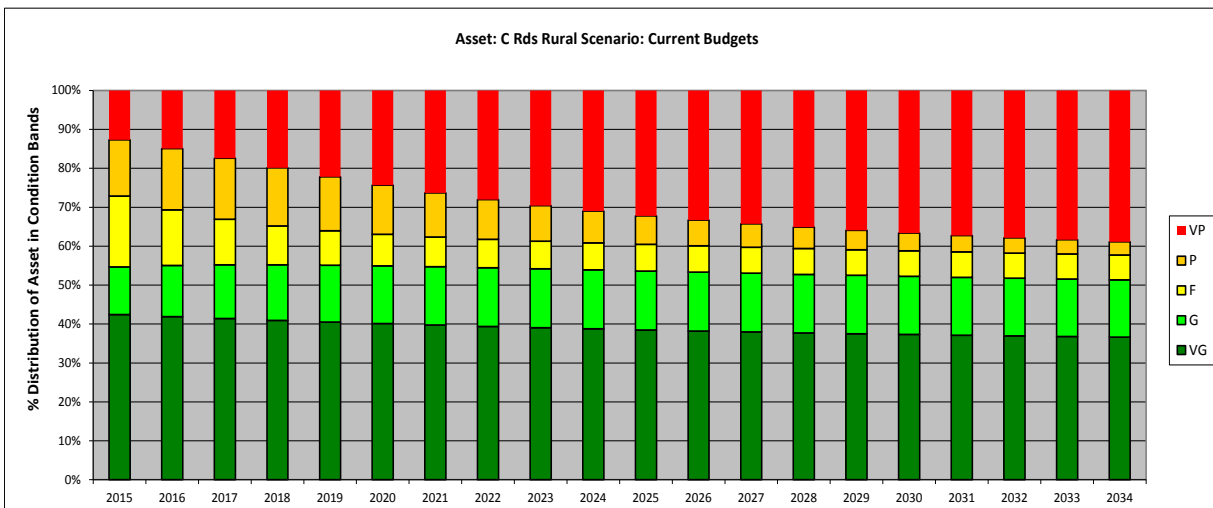
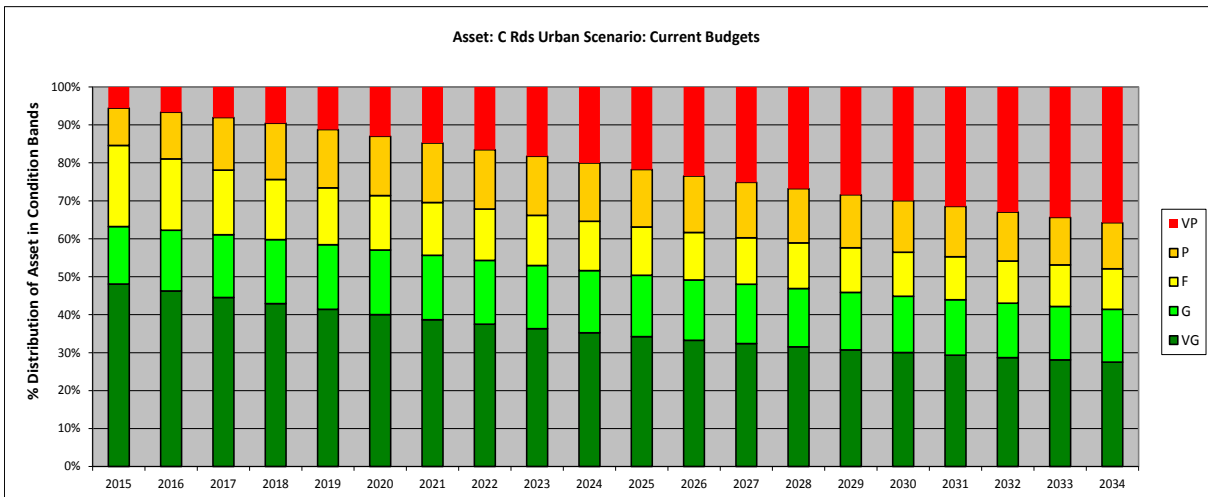
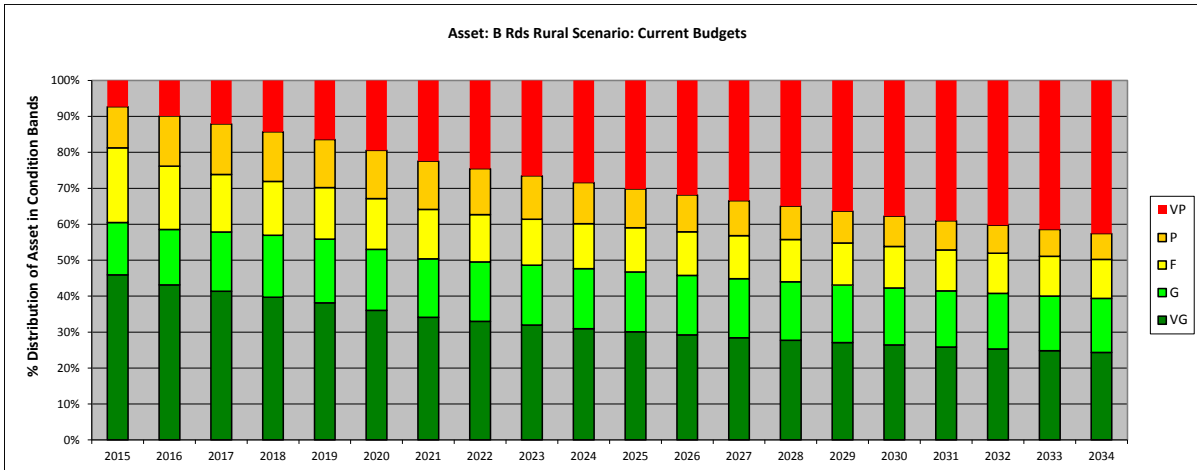
Current Condition	1 <sup>ST</sup> Intervention			2 <sup>nd</sup> Intervention			3 <sup>rd</sup> Intervention		
	Treatment	Years	Restore to	Treatment	Years	Restore to	Treatment	Years	Restore to
Very Poor	STR	1 - 4	Good	SL	11-14	Average	SL	18-21	Average
Poor	RS	1 - 4	Good	SL	11 - 14	Average	SL	18 - 21	Average
Average	SL	5 - 7	Average	STR	12-14	Good	SL	22-24	Average
Good	SL	5 - 7	Average	SL	12-14	Average	STR	19-21	Good
Very Good	SL	7 - 10	Average	SL	14 - 17	Average	SL	21 - 28	Average

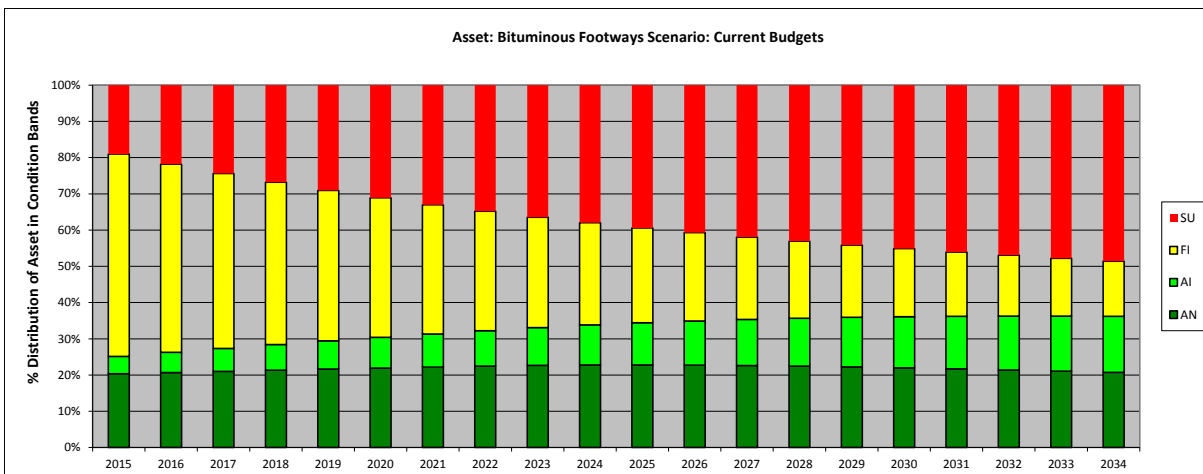
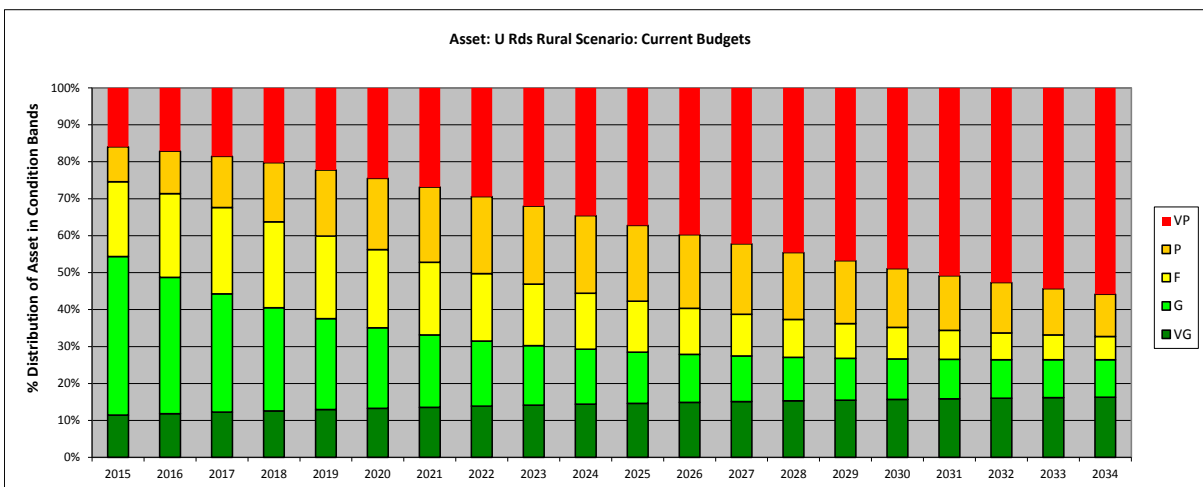
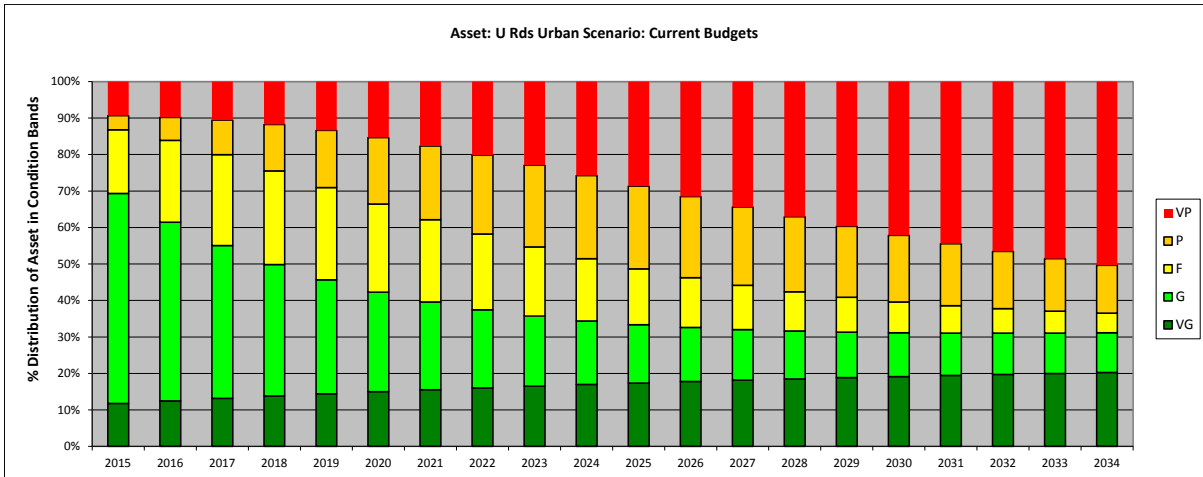
#### 4.3 Treatment Definition

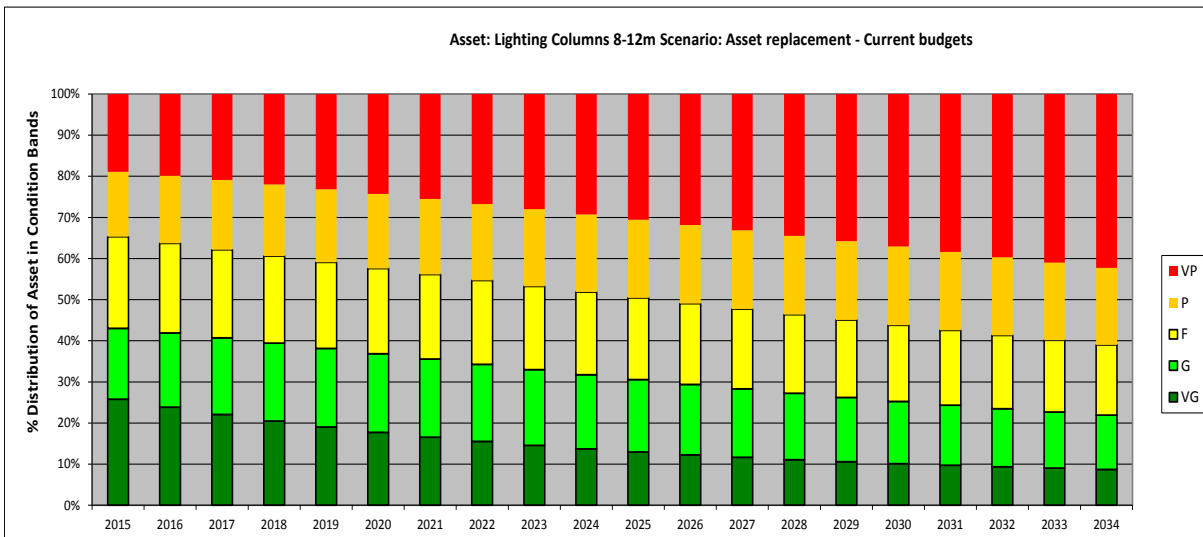
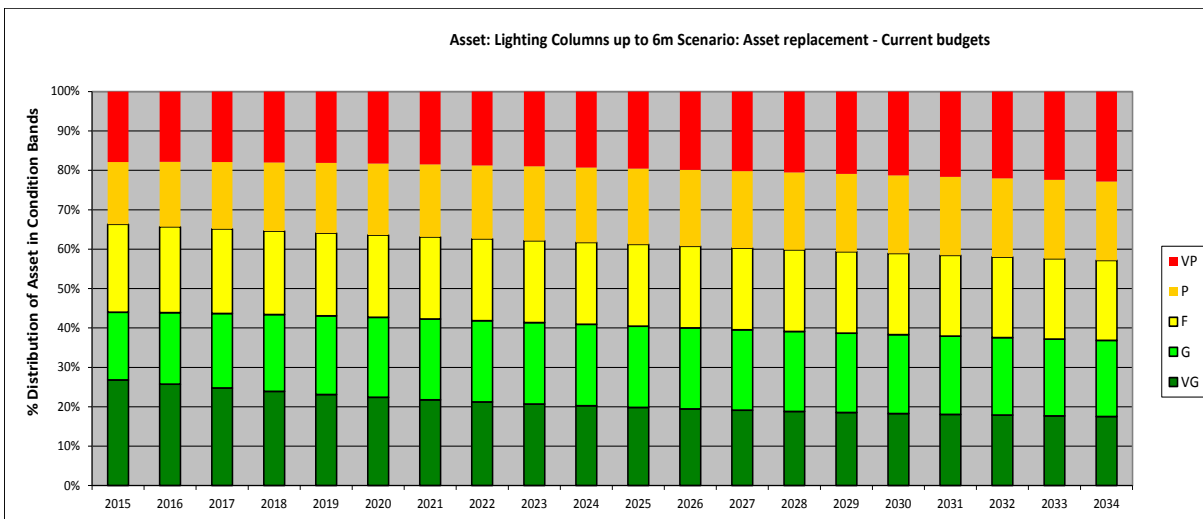
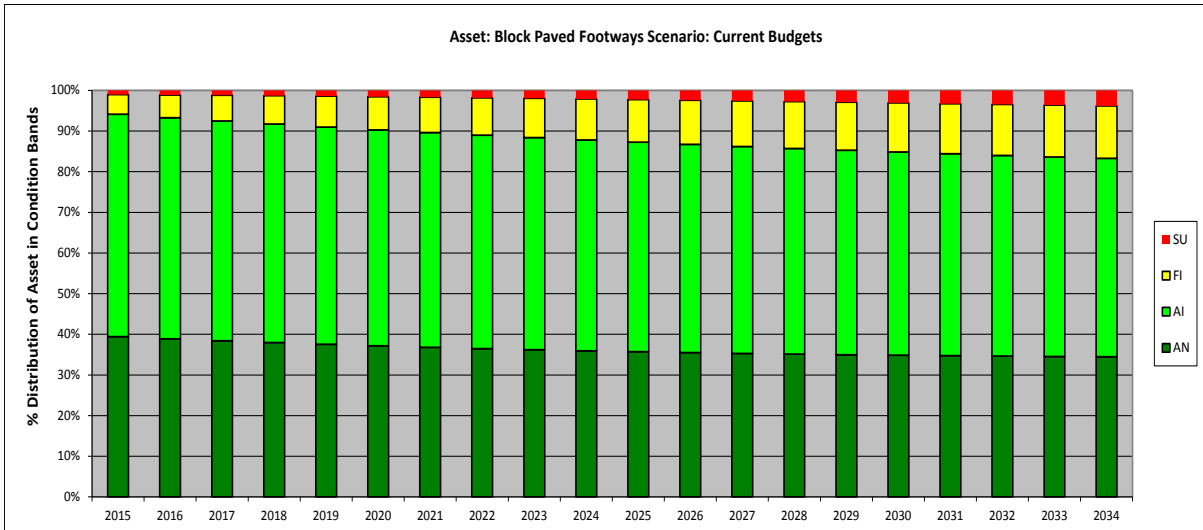
Pavement Layers	Structural Repair (STR)	Resurface (RS)	Slurry (SL)	Treatment Depth
Surface Course	Replace 100%	Replace 100%	100%	0mm-20 mm
Binder Course	Replace 100%	5% Reconstruction to 100mm	-	40mm

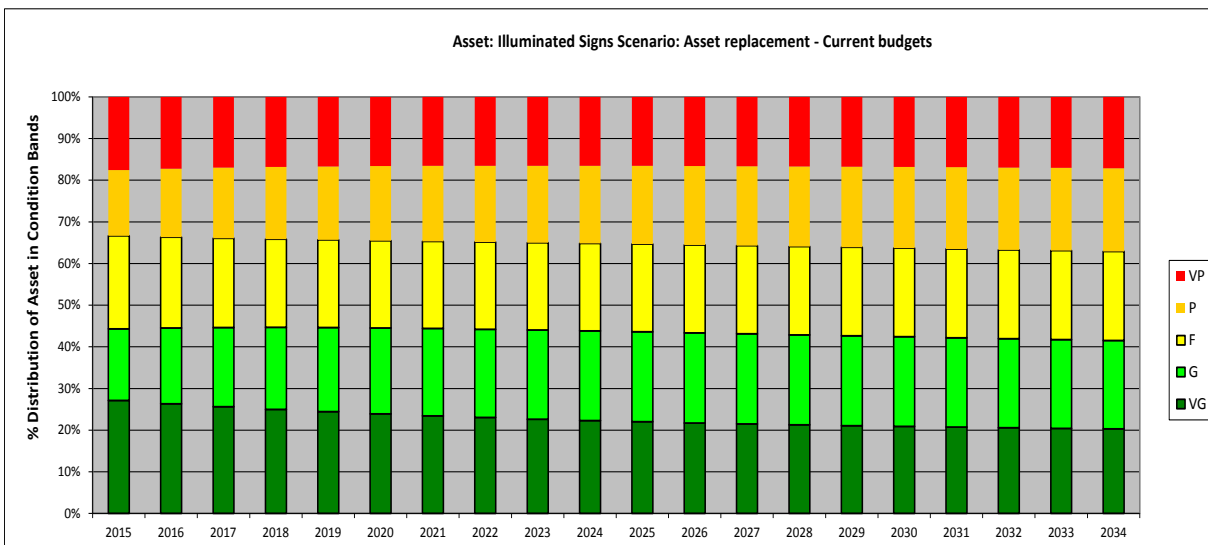
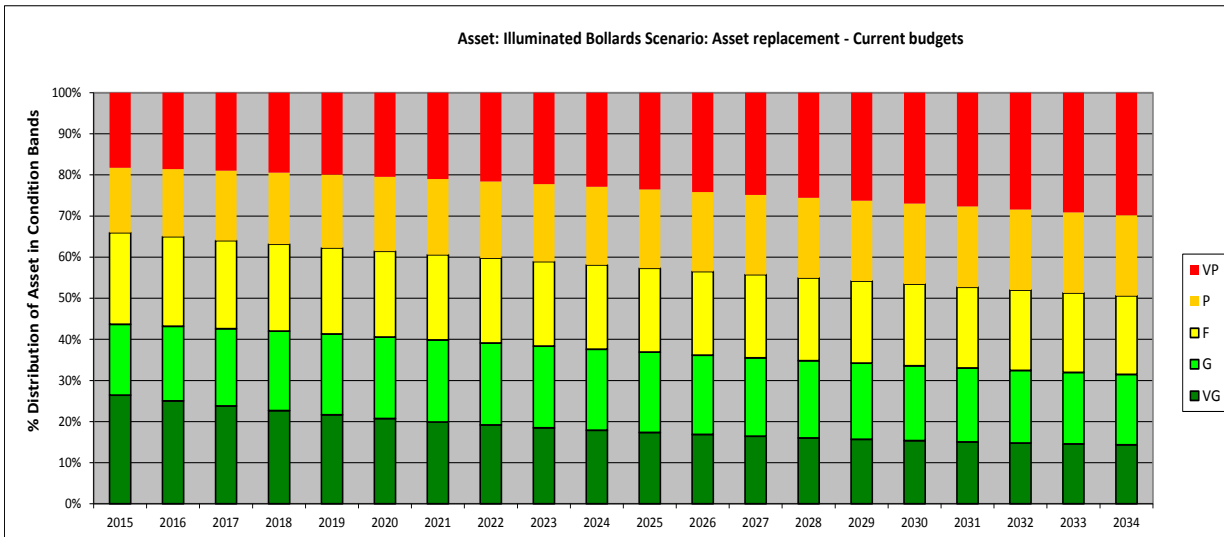
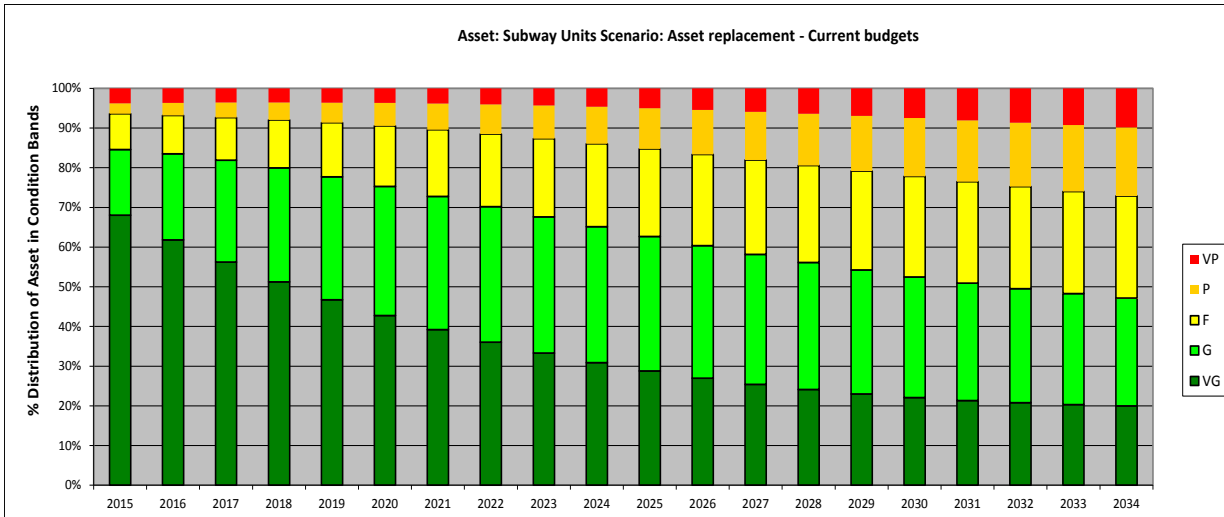
# BFC Model Outputs

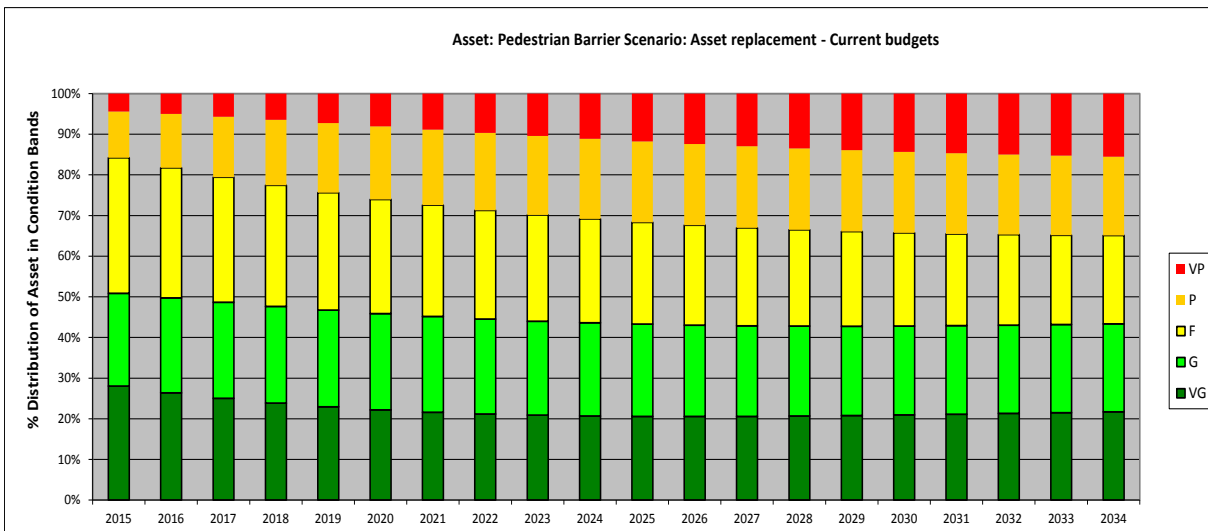
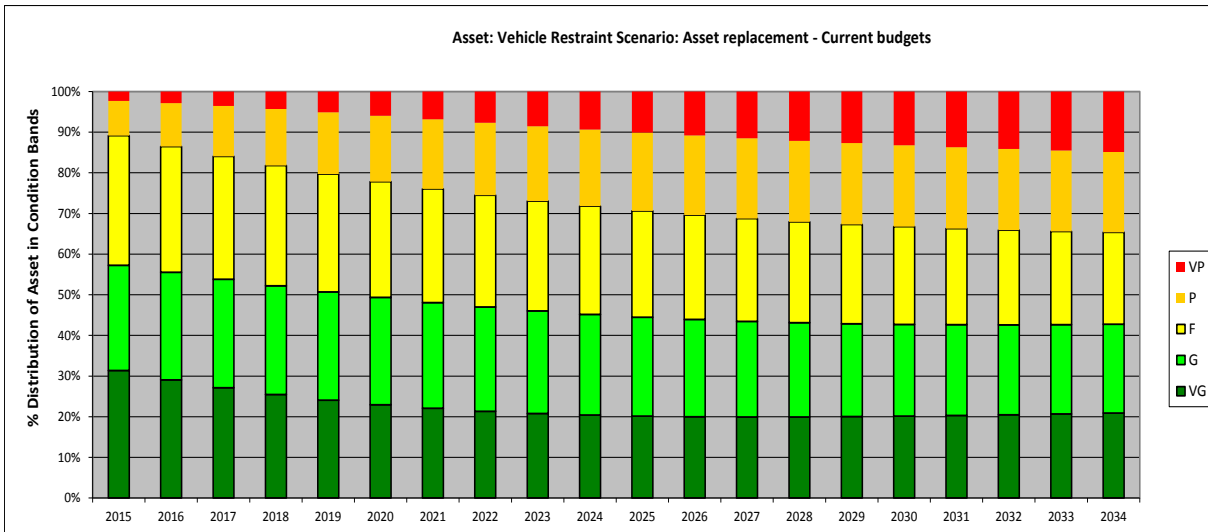














## APPENDIX 5: RISK MANAGEMENT

Everyone involved in maintenance and operation of the network or deliver of a project have a risk responsibility; the following table outlines those who may be responsible for risk management.

Who	Role
Elected Members	To oversee and ensure the effective management of risk by senior managers of the organisation through scrutiny processes and where appropriate direct involvement.
Management Team	To ensure that the organisation manages risk effectively through the development of a comprehensive corporate Strategy. Identify and steer the management of strategic risks through the organisation.
Head of Audit and Risk Management	To take responsibility for the promotion of effective management of risk across the organisation, its departments and services.
Directorate Management Teams	To ensure that risks are identified and effectively managed in each service area within the agreed corporate Strategy
Directorate Risk Management Lead	To take responsibility for effective risk management at Directorate level, to manage and monitor the work of the Directorate based Risk Champions.
Insurance & Risk Manager	To oversee directorates' delivery of risk management action plans and co-ordinate the provision of corporate risk maps.
Internal Audit	To provide independent review of risk management process as part of the wider corporate assurance role within the Council.
Insurance Section	To effectively manage claims made by and against the Council and ensure that risk management issues arising from these are reported to Management Team and departmental Risk Champions.
Corporate Governance Lead	To ensure that risk management is linked into the wider controls assurance work to provide the Council with a holistic controls assurance statement.
Service Managers	To manage risk effectively in their particular service areas and implement specific actions arising from the Directorate action plan.
All Employees	To effectively manage risk in their job.
All Asset Users	To take responsibility to use service with due care and diligence.

A risk register should be used to record identified risks; a simple risk register is shown below.

The risk probability, risk severity and risk score (priority) can be determined using a standard matrix approach.

## Example Risk Register Fields

	Field	Definition
Risk Definition/Description	Risk Number	Unique identifier for each risk
	Risk Categories	Identifier used to enable consistency in the recording of
	Risk Description	The "trigger" that will show that the risk has happened and "result" the severity of the risk happening.
Current Risk Score	Risk Probability 1-5	The likelihood of risk occurrence
	Risk Severity 1-20	The impact (or severity) as a result of the risk occurring
	Risk Score	The priority of action
	Risk Tolerance	Level at which risk is not acceptable
Risk Action Plan	New Control	Mitigation strategies that can be implemented to control the risk. (e.g. prevent, reduce, accept, transfer,
	Action Implementation	Date by which the risk action plan (control measure) is to be implemented
	Owner	The person who has overall responsibility for the risk
Target Score	Risk Probability 1-5	Revised probability score taking into account the mitigations introduced as part of the risk action plan
	Risk Severity 1-20	Revised impact score taking into account the mitigations introduced as part of the risk action plan
	Risk Score	Revised risk score taking into account the mitigations introduced as part of the risk action plan
Risk Status	Comments	General field for the inclusion of comments
	Date Reviewed	Date the risk was reviewed
	Projected Reviewed Date	Date that the risk is to be reviewed
	Status	Status of the risk, whether the risk is new or obsolete, or whether the risk rating as increased or decreased

## APPENDIX 6 : GAP ANALYSIS AND ACTION PLAN

An Action Plan has been prepared following the Gap analysis, proposed actions are summarised below;

No	Developed Actions	Requirement	Timescale Year 1 = 2015/16	Responsibility
1.	Carry out annual update to HIAMP	HIAMP is a live document and requires annual updates	Year end formal review	Highways Asset Management teams
2.	Regularly update Asset Management Action Plan	Able to provide a direction for future development.	Year 1	Highways Asset Manager
3.	Establish Data Management regime and define practices for all technical data Define "owners" for each data set	There is a need to consider all aspects including access to data, format, data types and age, how it will be used and outputs required. Updating mechanisms following maintenance /damage/recorded activity will need to be considered.	In progress	Highways Asset Management teams
4.	Procure and implement a full asset inventory and register	Data held should be sufficient to aid decision making on the network. If full collection is not possible inventory should be collected on a priority basis.	In progress	Highways Asset Management teams
5.	Develop condition collection programmes for all ancillary highway assets	Data held should be sufficient to aid decision making on the network. If full collection is not possible inventory should be collected on a priority basis.	Year end formal review	Highways Asset Management teams
6.	Develop procedures to ensure inventory and condition data is kept up to date	Frequency of update should reflect priority of data	In progress	Highways Asset Management team
7.	Develop and keep updated Cost Data Information	Thorough usable data cost set which is created at the management level of the HIAMP.	Year end formal review	Highways Asset Management teams

No	Developed Actions	Requirement	Timescale Year 1 = 2015/16	Responsibility
8.	Review existing hierarchy	The hierarchy will be used to inform management and investment decisions, e.g. inspection regimes and allocation of resources.	Year 2	Highways Asset Management Teams
9.	Review hierarchy periodically	It is important to ensure that the hierarchy is kept up to date and reflects change in use or developments on the network.	Year 2 end	Highways Asset Management teams
10.	Review and update Levels of Service (LoS) and associated performance measures.	This may in future require a consultation process to determine attainable service. A usable set of indicators will be required.	Year end formal review	Highways Asset Manager
11.	Develop and implement a performance reporting framework.	Up to date indicators will be necessary to determine the LOS actually being achieved with the available budget.	Year 1-2	Highways Asset Management teams
12.	Consider the development of formal Whole Life Cost (WLC) process for all works including improvements	This is complementary to the Lifecycle plan for maintenance but is “stand alone” for improvements. It should consider the WLC of using alternative materials as well as differing technical solutions. Improvements should consider all future maintenance costs in the WLC.	Year 2	Highways Asset Manager
13.	Carry out annual update to Lifecycle plan	Lifecycle plan should be updated to reflect latest cost and condition data as well as knowledge gained over time on asset performance.	Year end formal review	Highways Asset Management teams

No	Developed Actions	Requirement	Timescale Year 1 = 2015/16	Responsibility
14.	Identify the quantity and extent of performance gaps and understand any backlog	Ascertain long-term outlook that is optimised to indicative medium term work programmes from which annual plan is developed.	Year 2-3	Highways Asset Management teams
15.	Formulate a 5-10 year forward works programme for the maintenance of Highway Assets	Review forward work programme following review of LoS Develop forward work programmes based upon LOS and budget requirements.	In progress - year end formal review ess -	Highways Asset Management teams
16.	Seek budget provision based on developed programmes	Long term budgetary implications known.	Year 2	Highways Asset Manager
17.	Consider the development of a post investment review process	This should examine outturn costs and a review to ensure that works envisaged at Value Management were actually undertaken.	Year 2-3	Highways Asset Manager
18.	Review skidding resistance policy	Review Skidding Resistance Policy and Scrim Sites	Year 2	Highways Asset Management teams
19.	Review practice relating to Vehicle Restraint Systems	This is a high risk area which should comply with the latest current practice including RRRAP	In progress	Highways Asset Management teams
20.	Monitoring and Feedback	Ensure effective monitoring and feedback in accordance with AM principles.	Ongoing	Highways Asset Management teams

**This page is intentionally left blank**

**TO: Executive**  
**20 OCTOBER 2015**

---

**LOCAL ENFORCEMENT PLAN (PLANNING)**  
**Director of Environment, Culture and Communities**

**1 PURPOSE OF REPORT**

- 1.1 The purpose of this report is to seek the Executive's approval of the draft Local Enforcement Plan (for Planning Enforcement) attached as Annex A.

**2 EXECUTIVE SUMMARY**

- 2.1 The National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG) encourage local authorities to adopt a Local Enforcement Plan (Planning) (LEPPP). The purpose of which is to set out how the council, acting as the Local Planning Authority (LPA) will approach enforcement of the planning system in their administrative area particularly in how they will prioritise investigations and approach resolving breaches of planning control.
- 2.2 Attached is a copy of a new draft LEPP, which sets out what work the planning enforcement service will carry out, how that work will be logged and reported, what stages investigations will go through, along with proposed performance metrics.

**3. RECOMMENDATION**

**3.1 That the Executive**

- (i) **approves the Local Enforcement Plan (Planning) attached at Appendix A for use by the Local Planning Authority.**

**4 REASONS FOR RECOMMENDATION**

- 4.1 A Local Enforcement Plan clearly sets out the planning enforcement process in Bracknell Forest. This clearly sets out what the approach will be when breaches of planning enforcement are reported. It sets this out clearly for residents and complainants. The adoption of a LEPP also provides the LPA access to the Planning Enforcement Fund, which is a central government fund available to LPAs to assist with legal fees in pursuit of Injunctions from the County Court or High Court.
- 4.2 Enforcement is seen as a priority by the Council as such the LEPP sets out clear service processes and objectives with performance standards to monitor the service.

**5 ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 The Council does not have to produce a LEPP, however it is considered desirable to produce a clear statement of how the Council will deal with planning enforcement to provide greater transparency and better understanding of its role and operation. Producing a LEPP also makes certain funding options available to the LPA should it

wish to pursue Injunctions. It helps define the process and performance of the planning enforcement service undefined for other departments, Councillors and the general public. It helps the service to demonstrate that it is providing value for money, is dealing effectively with enforcement matters and is prioritising the most important cases.

## **6 SUPPORTING INFORMATION**

- 6.1 Before the introduction of the NPPF, LPAs typically relied on the former national planning policy guidance (PPG18) to effectively set out how enforcement investigations would reasonably be carried out. Following the adoption of the NPPF by DCLG, PPG18 was withdrawn, and the emphasis of the NPPF is now for LPAs to adopt a LEPP that sets out how planning enforcement will reasonably work locally, rather than being prescribed at the national level.
- 6.2 The Council has a small planning enforcement team who deal with over 500 incoming cases a year. Since 1 June 2014, 589 cases have been opened and 628 cases have been closed. It is clear that with the resources available the Council needs to be clear on the process it will follow with regards to Enforcement and how it will prioritise cases. This will enable effective use of resources concentrating on the most urgent and important cases. This will provide clarity to residents on the service which is being provided and the timescales in which breaches will be investigated and what the process for resolving the breaches will be. Initial site visit targets are set for each priority level and normally the Council will expect to operate within these targets. There may be times when an unusually high number of Priority A cases require the urgent allocation of available resources. At such times, targets for other priorities may not be always be achievable.
- 6.3 Although the LEPP will be a publically available document, there is no statutory requirement or regulation requiring public consultation be undertaken in its preparation and it is not proposed to undertake formal consultation on it.
- 6.4 The Council currently has no formal planning enforcement policy, and no performance standards are set for the service to achieve. The LEPP will help formalise a more performance managed approach to Enforcement which can be reported back through the Quarterly Operations Report which is considered by the Environment Culture and Communities Overview and Scrutiny Panel.
- 6.5 As a public authority, the Council has a responsibility to deliver services with fairness, openness, and proportionality when considering interventions such as planning enforcement. This document sets out the approach we will take in relation to breaches of planning rules in Bracknell Forest. In dealing with enforcement we must take into account the key themes of the Council's Corporate Priorities.
- 6.6 Relevant Council policies are:
- Priority 2 - Protecting & Enhancing our Environment,
  - Priority 5 – Sustain Economic Prosperity, and
  - Priority 6 – Provide Value For Money,



6.7 Nationally, the planning enforcement system is based on two important principles:

1. A breach of planning control is not a criminal offence, except for:
  - unauthorised works to listed buildings;
  - illegal advertisements (such as illuminated poster hoardings);
  - felling of protected trees; and.
  - demolition without consent.A criminal offence only arises when an Enforcement Notice has been served and has not been complied with.
2. It is at the Council's discretion whether action will be taken – and any action taken must be proportionate to the harm caused by the breach.

6.8 The enforcement service seeks to record and investigate all legitimately made reports of breaches of planning control. The LEPP sets out how the enforcement service can be accessed by members of the public, and the structured process by which investigations will be carried out in a fair and proportionate way. This will be delivered using an eight Phase investigation process, which sets out when people reporting breaches can expect to be updated on the progress of an investigation, and when the service will aim to have delivered particular results on an investigation.

6.9 The plan also explains how decisions are made, and describes the tools available to the Council for carrying out planning enforcement.

## **7. NEXT STEPS**

7.1 The LEPP will be used to guide the LPA's response to breaches of planning control and will be published on the Council's website.

## **8. ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS**

### Borough Solicitor

8.1 Comments received from the Borough Solicitors officer have been incorporated into the LEPP.

### Borough Treasurer

8.2 The cost involved in producing this Enforcement Plan can be met from within existing resources.

### Equalities Impact Assessment

8.3 An Equalities Impact Assessment is attached at Appendix B

### Strategic Management Issues

8.4 None as a consequence of this report

Consultation

8.5 The preparation of the LEPP has been informed by technical evidence and consultation with a range of officers.

Overview and Scrutiny Working Group

8.6 The draft LEPP includes suggested changes made by the Overview and Scrutiny Working Group as part of their review of the Planning Service. All their recommendations have been included apart from their suggestion that the target for carrying out an initial site visit for priority B cases should be 5 days where practicable rather than 7. Officers consider that a solid measurable target would be more appropriate and that 7 working days is a suitable target commensurate with the available resources. It also compares well with other local planning authorities, some of whom have a 10 day target.

Background Papers

APPENDIX A Local Enforcement Plan (Planning)  
APPENDIX B Initial Equalities Impact Assessment

Contact for further information

Andrew Hunter, Chief Officer: Planning and Transportation – 01344 351907  
[andrew.hunter@bracknell-forest.gov.uk](mailto:andrew.hunter@bracknell-forest.gov.uk)

Max Baker, Head of Planning - 01344 351902  
[max.baker@bracknell-forest.gov.uk](mailto:max.baker@bracknell-forest.gov.uk)

Basia Polnik, Development Management Team Leader – 01344 351134  
[basia.polnik@bracknell-forest.gov.uk](mailto:basia.polnik@bracknell-forest.gov.uk)

Ben Temple, Principal Planning Officer (Enforcement) – 01344 351131  
[benjamin.temple@bracknell-forest.gov.uk](mailto:benjamin.temple@bracknell-forest.gov.uk)

# Bracknell Forest Borough Council

## DRAFT LOCAL ENFORCEMENT PLAN (PLANNING)

### Contents page

Page	Section	Title
1		Table of Contents
2	1	Executive Summary
3	2	Introduction Objectives/values What is planning enforcement What is a LEP
4	3	What are breaches of planning control
6	4	Handling reports of contraventions Contacting the enforcement service What should be reported Priorities and actions
8	5	Investigation Process Performance Metrics
10	6	Decision on Enforcement Matters Decisions on Action Expediency Equality and Diversity Who makes planning enforcement decisions
12	7	What to do if you disagree with a decision made by the Council
12	8	Enforcement Options
13	9	Additional Information Monitoring the implementation of planning permissions Liaison with other regulatory bodies and enforcement agencies Community Infrastructure Levy
15	10	Review of the Enforcement Plan
	Appendices	
16	Appendix A	Types of Enforcement Action
20	Appendix B	Enforcement Investigation Phase Explanations & Diagram
26	Appendix C	Table of Delegation to Officers

# 1 Executive Summary

- 1.1 As a public authority, the Council has a responsibility to deliver services with fairness, openness, and proportionality when considering interventions such as planning enforcement.
- 1.2 This document sets out the approach we will take in relation to breaches of planning rules in Bracknell Forest. In dealing with enforcement we must take into account the key themes of the Council's Corporate Priorities.
- 1.3 Relevant Council policies are:
- Priority 2 - Protecting & Enhancing our Environment,
  - Priority 5 – Sustain Economic Prosperity, and
  - Priority 6 – Provide Value For Money,
- These policies have guided the content of this document.
- 1.4 Nationally, the planning enforcement system is based on two important principles:
- A breach of planning control is not a criminal offence, except for:
    - unauthorised works to listed buildings;
    - illegal advertisements (such as illuminated poster hoardings);
    - felling of protected trees; and.
- A criminal offence only arises when an Enforcement Notice has been served and has not been complied with.  
It is at the Councils' discretion whether action will be taken – and any action taken must be proportionate to the harm caused by the breach. (NPPF Para 205)
- 1.5 The enforcement service seeks to record and investigate all legitimately made reports of breaches of planning control. This plan sets out how the enforcement service can be accessed by members of the public, and the structured process by which investigations will be carried out in a fair and proportionate way. This will be delivered using an 8 Phase investigation process, which sets out when people reporting breaches can expect to be updated on the progress of an investigation, and when the service will aim to have delivered particular results on an investigation.
- 1.6 This plan also explains how decisions are made, and describes the tools available to the Council for carrying out planning enforcement.

## 2 Introduction

### Objectives & Values

- 2.1 The Council's vision is "*To make Bracknell Forest a place where all people can thrive; living, learning and working in a clean, safe and healthy environment.*"
- 2.2 To deliver this vision, the Council also has 11 Medium Term Objectives structured around 6 Overarching Priorities. The relevant priorities and objectives for planning enforcement are:
- 2.3 **Priority 2: Protecting and enhancing our environment**  
Objective 2. Protect communities by strong planning policies  
Objective 3. Keep Bracknell Forest clean and green
- 2.4 This document forms part of the policy basis under which the Council will seek to protect communities from undesirable and unacceptable development, and use the available planning powers to help keep the borough clean and protect it's character.
- 2.5 **Priority 5: Sustain economic prosperity**  
Objective 9. Sustain the economic prosperity of the borough  
Objective 10. Encourage the provision of a range of appropriate housing
- 2.6 A strong enforcement system will help ensure that inappropriate development is discouraged and controlled. This supports the delivery of planned economic growth and new housing that is sustainable.
- 2.7 **Priority 6: Provide value for money**  
Objective 11. Work with our communities and partners to be efficient, open, transparent and easy to access and to deliver value for money.
- 2.8 By having a public plan about how planning enforcement will be delivered, and having measurable service delivery targets, the enforcement service is being open and transparent about how planning enforcement will take place in the Borough. It also shows that the process has been considered, and is open to review to ensure that the service is accessible and provides value for money.

### What is Planning Enforcement?

- 2.9 Planning enforcement is the mechanism of control that upholds the integrity of the wider planning system. The function sits within the Development Management Team in the Council's Planning and Transport Division. The function is led by a Principal Planning Officer supported by a Senior Planning Enforcement Officer and a Planning Officer.
- 2.10 The planning enforcement system is based on two important principles:
- A breach of planning control is not a criminal offence, except for unauthorised works to listed buildings, illegal advertisements (such as illuminated poster hoardings) and demolition without consent. A criminal offence only arises

when an Enforcement Notice has been served and has not been complied with.

- It is at the Councils' discretion whether action will be taken – and any action taken must be proportionate to the harm caused by the breach.

- 2.11 Fair and effective enforcement is essential to protect the public, businesses and the environment from unauthorised development and its harmful impacts. Decisions about the appropriate form of enforcement action to take, and in particular the decision to prosecute, can have serious implications for all involved.

### **What is a Local Enforcement Plan?**

- 2.12 *“Effective enforcement is important as a means of maintaining public confidence in the planning system. Enforcement action is discretionary, and local planning authorities should act proportionately in responding to suspected breaches of planning control. Local Planning Authorities should consider publishing a local enforcement plan to manage enforcement proactively, in a way that is appropriate to their area. This should set out how they will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where it is appropriate to do so.”*

*DCLG National Planning Policy Framework in March 2012 at paragraph 207*

- 2.13 The statutory framework of legal controls for planning enforcement is set out in Part VII of the Town and Country Planning Act 1990. The National Planning Policy Framework (NPPF) provides the Government's planning policies for England and how these are expected to be applied.
- 2.14 National guidance entitled 'Ensuring Effective Enforcement' is provided in the National Planning Practice Guidance (NPPG) and is available to view on line at : <http://planningguidance.planningportal.gov.uk/blog/guidance/ensuring-effective-enforcement/>
- 2.15 Where an enforcement role is shared with another agency, joint working may be undertaken with them, including the Police, where appropriate. This work will be subject to that agency complying with the underlying principles of this statement.

## **3 What are breaches of Planning Control?**

### **What constitutes a breach of planning control?**

- 3.1 A breach of planning control is the carrying out of development without consent. Section 55 of the Town and Country Planning Act 1990 defines development as 'the carrying out of building, mining, engineering or other operation in, on, under or over land, or the making of any material change in the use of any buildings or other land'.
- 3.2 Section 171A of the 1990 Act establishes that the carrying out of development without the required planning permission and the failure to comply with any condition or limitation, subject to which planning permission has been granted, constitutes a breach of planning control.

- 3.3 In more simple terms, most types of building works, changes of use of land or buildings, works to protected trees and advertisements require planning approval. If this sort of development takes place without the relevant approval, the works are defined as ‘a breach of planning control’ and enforcement action can be taken at the discretion of the Council.
- 3.4 The law that the Council must use to deliver any formal action, determines that ***it is not a criminal offence to carry out development without first getting planning permission.***
- 3.5 This effectively means that it should not be a default position that people be punished for breaching planning control. In many circumstances, breaches are unintentional, or result from a misunderstanding of the very complex planning system.
- 3.6 Exceptions (i.e. breaches that *are* criminal offences): include the felling of trees covered by a Tree Preservation Order, the demolition or partial demolition of Listed Buildings and contraventions of the Advertisement Regulations. These offences can lead to prosecution from the outset.

### **What isn't a breach of planning control?**

Some operational works do not require planning permission and some examples follow:

- 3.7 Most works that are undertaken inside a building do not require consent (unless the building is Listed). This might include taking down, or putting up an internal wall, replacing a kitchen or bathroom, or reorganising rooms inside a house for example.
- 3.8 A lot of landscaping or gardening works do not require planning permission. For example creating a flower bed in a garden or planting or removing a bush, hedge or a tree (unless the tree or hedgerow is protected). It's worth noting however, that landscaping works might imply or assist a change of use of the land, which might require planning permission, or the landscaping might be required to be retained by a condition attached to a planning permission.
- 3.9 Works that are being carried out in accordance with an express consent (such as a planning permission granted by the Council, or advertisement consent), or in accordance with permitted development regulations such as the Town and Country Planning (General Permitted Development) Order 2015 are not a breach of planning control.
- 3.10 There are time limits on the ability of the Council to take enforcement action over a particular breach:
- operational development (essentially any building works) - the Council can take no action after 4 years from the date on which operations were substantially completed
  - change of use of a building to a single dwelling house – the Council can take no action 4 years from date of the change of use
  - all other changes of use (for example, an agricultural field being used as residential garden) – the Council can take no action 10 years after the date of change
  - failure to comply with planning conditions – the Council can take no action 10 years from the date that the condition is breached or not complied with.

- 3.11 In all of the above cases, the time limits mean that a development would be immune from enforcement action provided that the Council has not taken any action before the specified time period expired. It is worth noting however that section 171BA of the Town and Country Planning Act 1990 (as amended) allows Councils to seek a 'Planning Enforcement Order' if deliberately concealed breaches of planning control have occurred.

### **Simple Remedies to Breaches of Planning Control**

- 3.12 Some breaches of planning control can be easily resolved, either through minor amendments to a development, or where appropriate, they can be conditionally granted planning permission if a planning application is made.
- 3.13 In most cases, it will be explained in writing to the owner or occupier of a property how to remedy the breach of planning control before formal action is considered (usually accompanied by a Planning Contravention Notice). If operational works to remedy a breach would take more than 28 days to complete, they will not normally be considered to be minor changes.
- 3.14 If, a breach of planning control has occurred, and the property owner or occupier wishes to negotiate an alternative solution (to the current breach) that would also require planning permission – negotiations will normally only be entertained by the Council through the planning application process. Submitting a planning application to carry out negotiations will not always stop the Council taking enforcement action if it is considered expedient to do so.

## **4 Handling Reports of Contraventions**

- 4.1 Every credible report of an alleged breach of planning control received by the Council from an identifiable party (anonymous reports will not normally be entertained), will be logged so that a permanent record is kept. The logging of complaints enables the Council to ensure that all reports are followed up and action is taken as appropriate. It also enables the Council to ensure that all complainants are kept informed of the outcome of the investigation.
- 4.2 All reports received from members of the public and other third parties (although not including Parish/Town Councils) shall be treated on a confidential basis, unless the express authorisation is given by the complainant for his/her identity to be revealed. This is subject to compliance with the requirements of The Freedom of Information Act and The Data Protection Act.

### **Contacting the Planning Enforcement Team**

- 4.4 It is Council policy normally not to respond to anonymous calls or letters and to ask that all enforcement service requests are made in writing. This helps in monitoring the number and type of cases received and may be useful later if formal action is pursued. During an enforcement investigation, the identity of a complainant is kept confidential, so you may write to the Council with confidence.
- 4.5 Where a telephone message is initially received relating to a potentially urgent and serious transgression that is likely to result in irreversible harm (for example, works to



a Listed Building or works to protected trees), it is at the officer's discretion whether or not to waive the need for a complaint to be made in writing.

- 4.6 Possible breaches of planning control can be reported via a number of channels:  
website:  
E-Mail: [planning.enforcement@bracknell-forest.gov.uk](mailto:planning.enforcement@bracknell-forest.gov.uk) (preferred)  
Councils Website: [www.bracknell-forest.gov.uk](http://www.bracknell-forest.gov.uk)  
Telephone **01344 352000**  
Post: **Planning Enforcement, Bracknell Forest Council, Time Square  
Bracknell RG12 1JD**

### **What should be reported to Planning Enforcement?**

- 4.7 Reflecting the diverse nature of planning enforcement within the authority, reports of breaches of planning control are likely to consist of reports about:
- the carrying out of development where no planning consent exists;
  - the carrying out of development which deviates from an already granted planning consent;
  - the breach of a condition imposed under a planning consent;
  - the unauthorised display of advertisements;
  - unauthorised works to a listed building;
  - unauthorised works to a protected tree; and,
  - untidy land issues.

### **Priorities**

- 4.8 In order to make the most effective use of available resources, reports about alleged breaches of planning control will be investigated with a priority order rating of 'A', 'B' or 'C' depending on the nature of the breach and the degree of harm deemed by the enforcement team to be caused. Individual cases may be re-prioritised as the investigation progresses. Initial site visit targets are set for each priority level and normally the Council will expect to operate within these targets. There may be times when a number of Priority A cases require the urgent allocation of available resources. At such times, targets for other priorities may not be always be achievable.

### **Priority A**

- Activities that have the potential to cause irreversible harm to the environment, especially sensitive sites such as Sites of Special Scientific Interest, or harm to protected species
- Activities that cause significant danger to the public;
- Activities resulting in significant disturbance to the amenity of third parties (this will be undertaken in consultation with other regulatory functions of the Council);
- Ongoing unauthorised works to a listed building;
- Ongoing unauthorised works to protected trees.

The target is to carry out an initial site visit within 1 working day.

### Priority B

- Activities resulting in serious ongoing disturbance to third parties;
- Breach of a condition, which results in serious demonstrable harm to amenity in the neighbourhood;
- Unauthorised development in a Conservation Area or which contravenes an article 4 direction;
- Completed unauthorised works to a protected trees;
- Completed unauthorised works to a Listed Building;
- The erection of unauthorised advertisements that could have a detrimental impact on highway safety.

The target is to carry out an initial site visit within 7 working days.

### Priority C

- Any unauthorised development where the time limit for enforcement action will expire within the next 6 months;
- Unauthorised development, which is not the source of significant public nuisance complaint;
- The display of unauthorised advertisements that do not significantly impact highway safety;
- Minor breaches of condition;

The target is to carry out an initial site visit within 14 working days.

## 5 Investigation Process

- 5.1 Development, and Breaches of planning control are usually obvious, and difficult to hide from open investigation. For the majority of enforcement investigations, covert surveillance is not required. There are circumstances however, where covert surveillance may be required, and the Regulation and Investigatory Powers Act 2000 (RIPA) provides a statutory framework for use of investigatory techniques including surveillance and gathering information on the use of covert operatives. For the purposes of that framework, the authorised Officers are those authorised by the Council.
- 5.2 The Council carries out investigations using a model of a phased investigation. The objective of each phase is to filter out and close investigations which are unlikely to result in formal enforcement action – either because they are not breaches of planning control; or, because a simple solution can fix the problem; or, because the Council does not think formal action is necessary (expedient). Below is a brief outline of each phase an investigation will follow. A more detailed explanation of each phase can be found at Appendix B, and shown in Diagram 1 in that appendix.

Investigation Phase	Explanation
<b>1 – Complaint receipt and logging</b>	Log complaint, acknowledge complainant, and set investigation priority level. Where a complaint is considered not to be a planning matter, or has previously been investigated the investigation will be closed. All other investigations will move onto the next phase.

<b>2 – Initial research and site visit</b>	Research property history, assess allegation against regulation, conduct site visit, and issue a Temporary Stop Notice (TSN) if necessary. If a complaint is found to be unfounded, or it is discovered that planning permission has already been granted for the development the investigation will be closed. All other investigations will move onto the next phase.
<b>3 – Information gathering and obvious remedies</b>	Carry out Land Registry Searches and Issue Requisition for Information Notices such as S330 Notice or Planning Contravention Notice (PCN). If the breach is immune from enforcement action and no deception has caused this, or is found at this stage not to be a breach of planning control, the investigation will be closed. All other investigations will move onto the next phase
<b>4 – Consideration &amp; Formal Action</b>	Consider the merits of the breach/offence and issue relevant notices / proceedings to remedy the harm caused, and carry out an expediency test. If planning permission is granted for a retrospective application, or there is no significant planning harm to be corrected as a result of the breach, the investigation will be closed. All other investigations will move onto the next phase (in the case that an appeal is made against action this will be Phase 5 – otherwise the next phase jumps to Phase 6).
<b>5 – Appeals/Court Challenges</b>	The Council will follow due process to defend the Council's actions. If the Appeal is upheld and the notice is quashed, or planning permission is granted under a ground A appeal (that planning permission should be granted for what is alleged in the notice, or that the condition or limitation referred to in the enforcement notice should be removed) the investigation may be closed, or if the action was quashed because of a technical error, the investigation may go back to Phase 4 and formal action re-considered. All other investigations will progress to the next Phase.
<b>6 – Compliance Period Monitoring</b>	Check compliance with any formal action preparing witness statements where appropriate, and notify offenders. If the requirements of a notice have been complied with, within the relevant timescales the case will be closed. All other cases will continue to the next phase.
<b>7 – Prosecution</b>	Where non-compliance with formal action persists, consideration will be given to instruct the Borough Solicitor to prosecute liable parties, and where appropriate those instructions will be issued. If the requirements of a notice have been complied with or it is not considered to be in the public interest to progress with legal proceedings, or the Courts find some legal flaw in the notice, the case may be closed. All other cases will progress onto the next phase.
<b>8 – Direct Action and Injunctions</b>	Consideration will be given to carrying out (or instructing contractors to carry out) Direct Action to remedy the breach, and seek to recover any incurred costs. Where the Council has removed the breach, and recovered incurred costs. If Direct Action is not considered viable for the Council to carry out at this stage, consideration will be given to seeking an Injunction from the Courts requiring compliance.

## Keeping People Informed

Performance Indicator	Target
Acknowledgement to be sent to complainant	Within 5 working days
Complainant will be notified of initial findings	Within 10 working days of first site visit
Inform complainant of formal action	Within 10 working days of decision
Inform the complainant of the closure of a case	Within 10 working days of decision
The Council will seek to have closed, or issued formal (Completed Phase 4) action against 80% of new investigations	Within 8 months of the initial complaint.

- 5.3 Some cases may result in formal action being taken much sooner than the above time periods, for example in higher priority cases. Some of the more complex investigations however, will take longer to process through the various stages.

## 6 Decisions on Enforcement Matters

### Decisions on action in respect of alleged breaches of planning control

- 6.1 The taking of formal enforcement action is at the discretion of the Local Planning Authority and all action must be proportionate to the breach that has taken place. Therefore, where there is a clear identified breach of planning control, which a developer does not regularise either through carrying out remedial works or by way of a retrospective application for consent, the investigating officer must assess the expediency of taking formal enforcement action (i.e. enforcement action is not automatically taken against every breach of planning control). The same considerations must be made in respect of retrospective applications that have been refused, although it follows that the planning merits of such cases would have already been considered, but the issues of impacts on Human Rights, proportionality of action and the public interest tests of any action would still have to be considered.
- 6.2 The Council's constitution delegates the planning enforcement function of the Local Planning Authority to the Chief Officer for Planning and Transport, who then in turn delegates relevant functions to appropriate officers within the Planning Service. A Table of how these functions are delegated is attached at Appendix C and may be updated from time to time to reflect operational changes. Typically, an officer working in the planning enforcement team will write a delegated report with either a recommendation to close a case, or to take formal action, that will be signed off by an officer holding delegated authority for that function and this action forms the decision of the Council acting as the Local Planning Authority.

- 6.3 There is no formal requirement for the Council to undertake a public consultation when considering the expediency of taking enforcement action. Taking enforcement action is at the sole discretion of the Council as the Local Planning Authority (as which the Council acts). Any complaints received in writing to the Council regarding a breach of planning control, will be considered on their planning merits as part of the consideration process. As any potential enforcement action is likely to be taken against an existing development or use, it is not unreasonable for the Council to assume any party wishing to object to a development would have raised a complaint causing the matter to be investigated in the first place.

### **Expediency of Enforcement Action**

- 6.4 In considering any enforcement action, the decisive issue for the Council is whether the breach of control would unacceptably affect public amenity, conflict with planning policy for the proper planned development of the area, or impact on other material considerations, such as the protection of designated ecological sites or protected species, therefore meriting protection in the public interest.
- 6.5 Enforcement action should always be commensurate with the breach of planning control to which it relates (for example, it is usually inappropriate to take formal enforcement action against a trivial or technical breach of control which causes no harm to amenity in the locality of the site). As with all planning decisions, a decision to take enforcement action should usually only be made where the development is contrary to development plan policy or other material considerations.
- 6.6 Where the Council's initial attempt to persuade the owner or occupier of the site voluntarily to remedy the harmful effects of unauthorised development fails, negotiations should not be allowed to hamper or delay whatever formal enforcement action may be required.
- 6.7 Appendix C sets out what decisions and powers can be exercised by different officers at the Council with regards to planning enforcement.

### **Equality and Diversity**

- 6.9 Planning Services' activities, including Planning Enforcement, are relevant to all the requirements of the Council's statutory Equality Duties under the Equality Act 2010, including to:
- Eliminate discrimination, harassment and victimisation.
  - Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - Foster good relations between people who share a characteristic and those who do not.
- 6.10 The Enforcement Service has been the subject of an Equality Analysis which identified the following actions which currently support the Council's Equality duties:
- The Council's website contains a page explaining the Planning Enforcement service. It aims to conform to level AA of the World Wide Web Consortium (W3C) Web Content Accessibility Guidelines 1.0. These guidelines make web content more accessible for people with disabilities
  - Assistance to anyone who has difficulty with understanding English, including the use of plain English in documents where possible.

- The Council's offices and Customer Service Centre are wheelchair accessible, enabling disabled persons to take part in making requests for investigations and making Planning Enforcement enquiries.
- Induction loop systems are available upon request to enable those who are hard of hearing to take part in meetings and communicate with Enforcement Services staff.
- Large print versions of publications (including this Plan) are available upon request.

6.11 Every effort will be made to ensure that enforcement decisions will be taken in a fair, independent and objective way. They will not be influenced by issues such as ethnicity, national origin, gender, religious beliefs, political views or the sexual orientation of the suspect, victim, witness or offender. Such decisions will also not be affected by improper or undue pressure from any source.

## 7 What to do if you are unhappy with the Council's decision

7.1 There is no third party right of appeal within the planning system. Enforcement action is therefore taken at the sole discretion of the Council. An investigation will not normally be re-opened, unless significant further information or evidence is provided, showing compelling reason to review a previous decision. To make a request of this nature you should contact the planning enforcement team in the normal manner, providing any new information you think should be considered.

7.2 If you think the Council hasn't followed the correct procedures in coming to their decision, then a complaint about the process can be made using the Council's Comments, Compliments and complaints procedure, which can be found here: <http://www.bracknell-forest.gov.uk/commentscomplimentsandcomplaints>

7.3 The subjects of any formal action will have their rights of appeal set out in any enforcement notice they receive, or they will have the right to defend themselves in any court action taken.

## 8 Enforcement Options

8.1 There are a number of different notices and/or actions that are able to be taken by the Local Planning Authority. Some of these are summarised as follows:

- Enforcement Notice
- Breach of Condition Notice
- Stop Notice
- Temporary Stop Notice
- Section 215 Notice
- Injunctive Action
- Formal Cautions
- Planning Enforcement Order

- Direct Prosecution (for offences committed under advertisement or TPO regulations)
  - Direct Prosecution (for non-compliance with other formal notices)
  - 225A Removal Notices (advertisements)
  - Tree Replacement Orders
  - Listed Building Enforcement Notice
  - Direct Prosecution for Listed Building offences
  - CIL Stop Notices
  - CIL Surcharges
- 8.2 The definition and purpose of some of these various options are contained within appendix A, or a more complete outline of the enforcement tools available to the Council can be found on the governments national planning guidance pages: <http://planningguidance.planningportal.gov.uk/blog/guidance/ensuring-effective-enforcement/>
- Publicity**
- 8.3 Whilst not a direct form of enforcement, officers may seek to raise awareness and increase compliance levels by making public, details of evidence of unlawful practice and any legal action taken where in their opinion it is appropriate to do so. This action will be taken in conjunction with the Council's communications team.
- 8.4 Where a breach of planning control has not yet been subject to formal enforcement action, the Planning Enforcement Team may seek to make potential future purchasers aware of any ongoing investigation by placing a note on the land charges register, or on the Council's website, and as officers deem appropriate.

## 9 Additional Information

### Monitoring the Implementation of Planning Permissions

- 9.1 Once planning permission is granted, the applicant may need to get formal approval of any details required by conditions. It is therefore imperative that landowners carefully read their permission once it is received ensuring that works do not commence on site in breach of planning conditions.
- 9.2 The onus is on the landowner or developer to make sure that all the necessary consents are in place before work starts, and to make sure that all the conditions are complied with. The Planning Service will not write reminding the applicant of this responsibility to discharge conditions.
- 9.3 There is a requirement to inform the Planning Service when work starts on site if the development is subject to Community Infrastructure Levy CIL. In addition where building regulations approval is also required the Council is able to monitor commencements to ensure that :
- All pre commencement conditions have been discharged;
  - any financial contributions that formed part of a section 106 agreement required prior to commencement of development have been received by the Council; and
  - any payments due under the Community Infrastructure Levy have been received by the Council.

- 9.4 If conditions have not been discharged or section 106 contributions paid, a new investigation is opened and conducted in accordance with the process set out above.

#### **Liaison with Other Regulatory Bodies and Enforcement Agencies**

- 9.5 Where there are breaches of wider regulations (e.g. noise nuisance), enforcement activities will be co-ordinated with other regulatory bodies and enforcement agencies to maximise the effectiveness of any enforcement.
- 9.6 Where an enforcement matter has impacts beyond the Borough boundaries, or involves enforcement by one or more other local authorities or organisations, where appropriate all relevant authorities and organisations will be informed of the matter as soon as possible and all enforcement activity coordinated with them.
- 9.7 The officers will share intelligence relating to wider regulatory matters with other regulatory bodies and enforcement agencies including:
- Other Council Departments
  - Government Agencies
  - Police Forces
  - Fire Authorities
  - Statutory Undertakers
  - Other Local Authorities
- 9.8 The sharing of any specific information with other regulatory bodies and enforcement agencies will take place having due regard for the requirements of the Data Protection Act 1988

#### **Community Infrastructure Levy**

- 9.9 Some development is liable to the Community Infrastructure Levy (CIL). The CIL regime is subject to The Community Infrastructure Levy Regulations 2010 details of which can be found here: <http://www.legislation.gov.uk/ukxi/2010/948/contents/made>
- 9.10 In the event that development requiring planning permission is carried out without permission, and the development would be CIL liable if permission were granted, formal enforcement action may be considered expedient because the CIL liabilities cannot be levied on the development without the appropriate planning consent being granted.
- 9.11 Investigation of non-compliance with CIL regulations and the subsequent enforcement of the regulations is not explicitly covered in this plan, save for the fact that the Council will seek to recover all liabilities owed, and will use the mechanisms (Surcharges and CIL Stop Notices) provided in the Community Infrastructure Levy Regulations 2010 as deemed appropriate and necessary to do so. Non-payment of CIL charges can attract daily surcharges and other fines.
- 9.12 The general public are unlikely to report breaches of CIL regulations, and breaches are likely to be discovered through internal monitoring and review undertaken by the Council. A member of the public wishing to report a CIL breach can contact the Council's customer services by phone on 01344 352000, by email: [customer.services@bracknell-forest.gov.uk](mailto:customer.services@bracknell-forest.gov.uk) or by post or in person at Time Square, Market Street, Bracknell, RG12 1JD.



## **10 Review of the Local Enforcement Plan (Planning)**

- 10.1 The Council will review this plan from time to time and at least every three years, in response to changes in legislation, relevant enforcement guidance and the Council's procedures. The Council will monitor performance against the plan targets, and the overall effectiveness of the Plan on an annual basis.
- 10.2 This document is not subject to formal public consultation. However, comments on this document will be welcomed and will be considered as part of the review process, (please email comments to [development.control@bracknell-forest.gov.uk](mailto:development.control@bracknell-forest.gov.uk) heading your e mail Local Enforcement Plan)

## Appendix A

### Actions That Can be Taken by the Council

#### Enforcement Notice

An Enforcement Notice is issued in the majority of cases where formal enforcement action is taken. It specifies the breach and sets out prescriptive steps, with specific timescales, for remedying the breach. A notice can be served in respect of:

- operational development
- material change in use of land,
- breach of a condition attached to an extant planning permission.

Any such notice must be served on the owners, occupiers and all other parties with an interest in the land that is materially affected by the service of the notice. This notice is also entered onto the local land charges, and is disclosed in the event that the land is sold or changes ownership, as the notice remains in place.

An Enforcement Notice must come into effect not less than 28 days after its date of issue. There is a right of appeal to the Planning Inspectorate, as set out under Section 174 of the Town and Country Planning Act 1990 (as amended) and such an appeal must be lodged before the notice comes into effect. Where an appeal is submitted, the requirements of the notice are held in abeyance until the appeal has been decided. It is normal procedure for the Principal Planning Officer (Enforcement) to act as the lead officer when an appeal has been lodged under Section 174 of the Act.

Failure to comply with the requirements of an Enforcement Notice is a criminal offence which is liable, on summary conviction, to a fine not exceeding £20,000 per offence, or on conviction on indictment to an unlimited fine.

Section 173A of the Town and Country Planning Act 1990 gives Local Planning Authorities the power to withdraw an Enforcement Notice issued by them. Equally, the Planning Authority may relax or waive any of the requirements of the notice or extend the time for compliance. This can be done both before and after the notice has taken effect and all parties to the Notice will be informed.

The withdrawal of an Enforcement Notice does not limit the Council from reissuing or serving a further notice, either within the statutory time period or for a period of four years from the taking of previous action. .

#### **Listed Building Enforcement Notice S.38 to 46 of the Planning (Listed Buildings and Conservation Areas) Act 1990**

This is very similar to the Planning Enforcement Notice in that it specifies the unauthorised works to the relevant Listed Building, specifying requirements to take to remedy the harm within a set timescale. It can be served on its own –for example, where unauthorised works to a listed building only required listed building consent and did not require planning permission – or it can be served in conjunction with a Planning Enforcement Notice. As with the planning notice, there is a right of appeal against the Listed Building Enforcement Notice, with the appeal having to be made before the notice takes effect.

Works to a listed building without the appropriate consents is a criminal offence. A local planning authority has also been given an express power to apply to the court for an injunction where it considers it necessary or expedient to restrain any actual or apprehended breach of planning control. The power is available whether or not the authority has exercised or is proposing to exercise any of its powers to serve an Enforcement Notice.

### **Stop Notice (S.183 of the Act)**

A Stop Notice can only be served with an Enforcement Notice, although the latter can be served on its own. The service of a Stop Notice is essential where the local planning authority considers it expedient to stop an activity before the associated Enforcement Notice comes into effect. It is used as a means of stopping development that is likely to result in irreparable harm to the environment or where ongoing activities are causing a major adverse impact on the amenity of adjoining landowners.

There is no right of appeal against a Stop Notice which comes into effect no less than 3 days after service. An appeal against an Enforcement Notice will hold the requirements of that notice in abeyance, but the requirements of the Stop Notice to cease a particular activity remain effective. However, because a Stop Notice is preventing an activity from continuing, there is a risk that a claim for compensation could be made against the local planning authority and this will need to be weighed into the decision making process when considering the expediency of taking action. A Stop Notice cannot be issued against use of a building as a dwelling house.

Non-compliance with the requirements of a Stop Notice is an offence, currently punishable by a maximum fine on summary conviction of £20,000 and, on conviction on indictment, to an unlimited fine.

### **Temporary Stop Notice (S.171E of the Act)**

This notice can be served before the issue of an enforcement notice and only lasts for 28 days after which it may be followed up by an Enforcement Notice and if required a full Stop Notice, once displayed on the land the notice takes immediate effect and is usually used as an emergency measure to cease development that poses immediate harm to its local amenities. Non-compliance with this notice is an offence and can result in prosecution.

### **Breach of Condition Notice (S.187A of the Act)**

A Breach of Condition Notice (BCN) may be served where there has been a breach of a condition that is attached to an extant planning permission. There is no right of appeal against the service of such a notice, although it can be challenged by way of applying to the High Court for judicial review. The BCN will set out the necessary remedial action to ensure compliance with the condition being breached, with a minimum period of 28 days for compliance.

There are advantages and disadvantages to serving a BCN over an Enforcement Notice. However, where there is concern about the validity of a condition, the local planning authority is best advised to issue an enforcement notice that cites a breach of condition, therefore allowing the transgressor a right of appeal. This would prevent the need for a judicial review.

Currently the penalty for breaching the requirements of a BCN is a maximum fine on conviction of £2,500.

### **Section 215 Notice (of the Act)**

Where the Local Planning Authority is concerned about the condition of land or buildings, and where that condition is considered to be adversely affecting amenity, the Council is able to issue a notice under Section 215 of the Town and Country Planning Act 1990. This is sometimes known as an 'untidy land' notice.

Not only can a notice require land or buildings to be tidied, it can also require the demolition of derelict buildings. It should be noted that the land in question should be visible from public vantage points and have an impact on the amenity of the area for a Section 215 Notice to be served. There is a right of appeal against such a notice, but this is made to the Magistrates' Court.

**Prosecution** The Council recognises the use of the criminal process to institute a prosecution as an important part of enforcement. It uses discretion in making such a decision because other approaches to enforcement may equally or more effectively resolve the matter. Where circumstances warrant, the Council will, however, pursue prosecution.

The Local Planning Authority will consider prosecution when one or more other following applies:

- it is appropriate in the circumstances as a way to draw general attention to the need for compliance with the law;
- there is a risk to public health and safety as a consequence of the breach;
- the offence was as a result of a deliberate act or following recklessness or neglect;
- the approach of the offender warrants it, eg, repeated breaches, persistent poor standards;
- the breach is considered to seriously affect public amenity.

The decision to prosecute will also take account of the evidential and public interests and tests set down in the Code for Crown Prosecutors.

[http://www.cps.gov.uk/legal/a\\_to\\_c/cautioning\\_and\\_diversion/#a02](http://www.cps.gov.uk/legal/a_to_c/cautioning_and_diversion/#a02). These include:

- the age and evidence of the state of health of the alleged offender
- the likelihood of re-offending; any remedial action taken by the alleged offender.

Before an enforcement notice and/or prosecution is taken, the alleged breach or offence will be fully investigated and a report compiled by the investigating officer who will make a recommendation as to the appropriate course of action to be taken.

Any decision to undertake a prosecution will consider whether such action is in the public interest, and whether there is sufficient evidence to bring successful proceedings.

### **Injunctive Action S.187B of the Act**

Where the local planning authority deems it expedient to restrain (a legal term meaning 'to stop or prevent') any actual or apprehended (meaning that it is imminently about to happen – and can be evidenced) breach of planning control, it may apply to the High Court or the County Court for an injunction. Such an application can be made whether or not the local planning authority has exercised, or proposes to exercise, any of its powers to enforce planning control. The taking of such action is not to be taken lightly, but is critical where ordinary enforcement powers are unlikely to stop unauthorised activities.

Failure to comply with the terms of an injunction is in contempt of court. The court has discretion to imprison anyone found to be in contempt, or to administer an unlimited fine.

## Simple Caution

The Local Planning Authority will consider Simple Cautions as an alternative to prosecution. Examples of where they may be appropriate are:

- to deal quickly and simply with less serious offences;
- to divert less serious cases away from the court process;
- to deter repeat offences.

Before a caution is administered the officer will ensure:

- there is evidence of the offender's guilt sufficient to sustain a prosecution;
- the offender admits the offence;
- the offender understands the nature of the formal caution and agrees to be cautioned for the offence.

Simple cautions are administered in accordance with CPS guidelines

[http://www.cps.gov.uk/legal/a\\_to\\_c/cautioning\\_and\\_diversion/#a02](http://www.cps.gov.uk/legal/a_to_c/cautioning_and_diversion/#a02). Simple cautions will only be issued where a person or party has not been previously been issued with a simple caution within the Borough for a similar offence.

## Planning Enforcement Order

Section 171BA of the Town and Country Planning Act 1990 allows a local planning authority that discovers an apparent breach of planning control to apply to a magistrate's court for a planning enforcement order, within six months of discovery. That order allows the authority an 'enforcement year' in which to take enforcement action, even after the time limits in section.171B of the *Town and County Planning Act 1990* has expired.

Link to further information on Planning enforcement Orders:

<http://planningguidance.planningportal.gov.uk/blog/guidance/ensuring-effective-enforcement/planning-enforcement-order/>

Planning enforcement orders can only be made by a magistrate. In assessing the local authorities application for a planning enforcement order the magistrate's court may make a planning enforcement order only if it is satisfied, on the balance of probabilities, that the "actions of a person or persons have resulted in, or contributed to, full or partial concealment of the apparent breach or any of the matters constituting the apparent breach. The court must also consider the application just to make the order.

The effect of a planning enforcement order is that the local planning authority will be able to take enforcement action against the apparent breach of planning control or any of the matters constituting the apparent breach during the "enforcement year". This means that once the "enforcement year" has begun, the local planning authority can at any time during that year, take enforcement action in respect of the apparent breach of planning control or any of the matters constituting that breach. The enforcement year commences at the end of 22 days starting with the court decision.

## Enforcement on Crown land

Enforcement action is possible in relation to Crown Land, but there some restrictions which do not apply elsewhere. Subject to these restrictions, a local planning authority can serve a notice or make an order (other than a court order) intended to enforce compliance on Crown land without having to follow any procedures other than those which are already set out in the planning Acts as being generally applicable. There is no requirement to obtain the consent of the appropriate authority before serving the notice or making the order.

A local planning authority cannot, however, enter land for any purposes connected with the making or enforcing of any such notice or order without first securing the consent of the relevant Crown body. And, in granting such consent, the appropriate authority may impose such conditions as it considers appropriate. This might mean, for example, that any site visit by the local planning authority has to be accompanied, to take place at a pre-arranged time and/or to exclude certain parts of the site.

The local planning authority is also required to secure the consent of the appropriate authority, before taking any action to enforce the notice or order, even against a non-Crown interest, such as a private leaseholder on a Crown freehold. This includes bringing proceedings or making an application to the courts.

The Crown is also immune from prosecution under these provisions.

## **APPENDIX B - PLANNING INVESTIGATION PHASE EXPLANATIONS**

### **Investigation Phase 1 – Complaint receipt and logging**

On receipt of a new complaint or notification regarding a breach of planning control, the matter will be registered and given a reference number. A case officer will be allocated the investigation, and the complainant (where appropriate) will be acknowledged and notified of the case reference number, and case officer.

Where it is clear that the allegation does not represent a breach of planning control. i.e. the development does not require planning permission; express planning permission has clearly been granted, or it complies with permitted development regulations, the complainant/s will be notified and the case closed by the case officer.

### **Investigation Phase 2 – Initial research and site visit**

The case officer will normally undertake some initial research into the property history to see whether any previous investigations or relevant planning permissions exist for the development.

An initial site visit will be undertaken by the case officer in accordance with the case categorisation and performance targets, to establish whether the allegation is founded. This may be by appointment if access is required, or simply viewing the site unaccompanied.

Officers serving as part of the Enforcement Team, are authorised officers of the Local Planning Authority, and have rights of powers of entry (to land and property) under Sections 196A-C; 214C; 324 and 325 of the Town and Country Planning Act 1990 (as amended), and Section 88 of the Planning (Listed Building and Conservation Area) Act 1990, for the purpose of undertaking planning enforcement investigations. Where entry to a private dwelling house is required, at least 1 day written notice will normally be given where formal powers of entry are sought to be used. An officer may however approach the occupiers of land/property (e.g. by simply knocking on the door) to request an invitation to access, whereby the occupiers may choose to volunteer (or not) to allow officers immediate access, without the use of formal powers of entry. An officer will always carry an ID card – and their identity can be checked by calling the Council's customer services department on 01344 352000.

Where allegations are unfounded (the allegation development has not occurred, or does not represent a breach of planning control) the case will be closed and the complainant updated. Where the allegation appears to be founded, the investigation will progress.

In exceptional circumstances, the harm caused may be so immediately obvious or irreversible, that the Council may consider it necessary to issue immediate enforcement action, normally taking the form of a Temporary Stop Notice (TSN) or a Court Injunction. This would then allow for the rest of the investigation process to progress with appropriate protections in place.

### **Investigation Phase 3 – Information gathering and obvious remedies.**

The next step in the investigation process would ordinarily require the Council to inform the property owner, occupier or developer that a breach has occurred, and set out the steps to necessary to remedy the breach of planning control. It is important to explain the risks of potential enforcement action as early as possible, so that it does not come as a surprise later in the process. This step will therefore be formally done in writing, and may include an appropriate requisition for information notice (either a PCN or a S330 Notice), the response to which helps the Council to ensure any enforcement notices or other action is properly carried out if it becomes necessary.

It is at this stage, if considered appropriate by the case officer, an opportunity will be given to the developer to submit an application to Council for consideration 'without prejudice'. Where the breach is clearly unacceptable, and the harm could not be overcome by imposing planning conditions on any planning permission, no application will be invited.

Where the developer, occupier or landowner claims lawfulness and there is evidence to support any such claim they may be invited to submit an application for a Lawful Development Certificate so the evidence can be fully examined.

Where the investigation relates to an advertisement, and it is clear a breach of the regulations exist, or unauthorised works to protected trees has occurred – an offence is being committed and the Council may commence gathering evidence in preparation for an instruction to the Borough Solicitor to consider prosecution.

### **Investigation Phase 4 – Consideration of planning harm**

The Council will consider issuing formal enforcement action to ensure any harm caused by the breach of planning control is remedied in the event that:

- no application is invited because the planning harm is so obvious,
- an offence has been committed such as display of an advert, unauthorised works to a listed building, unauthorised works to a protected tree;
- no application is received within a reasonable time period; or,
- an application is submitted but is refused by the Council;

The Case Officer, the Council will consider the merits of the development and whether planning harm exists in the context of policy, or other material planning considerations – unless an offence has been committed, whereby there is no requirement to consider planning harm before progressing to the next stage of assessing the proportionality, public interest test and protection of Human Rights. impacts of any formal action.

Negotiation about what lesser steps might be taken to retrospectively remedy unacceptable planning harm resulting from a development will normally only be considered as part of a planning application. Pre-application advice applications are not considered appropriate where the development already exists, or is being still being progressed. The enforcement process will not normally be held in abeyance for negotiations to take place outside a valid planning application. If the Council considers it appropriate, formal enforcement action may



be taken despite the submission of a planning application where the harm from the breach is significant or negotiations have failed.

It does not automatically follow that the entire development must be removed or enforcement action taken, simply because it does not have the proper consents. The target of enforcement action, is the planning harm caused by the development, which may only relate to certain aspects of an unauthorised development.

In the event that having considered all the relevant issues formal enforcement action is authorised, formal Notices will be served, and/or the Borough Solicitor instructed in the case of prosecutions against offences committed for unauthorised advertisements, works to Listed Buildings or with regards to protected trees.

Alternatively if it is considered on assessment of all the issues that no planning harm results from an unauthorised development (or breach of planning control) the case will be closed as not expedient to take further action.

Any complainants and the landowner, developer or occupier will be updated at this stage about the outcome of this phase of the investigation.

### **Investigation Phase 5 – Appeals/Court Challenges**

The procedure to be followed in the event of an appeal against a notice, or a court challenge is dictated by the relevant authority (The Planning Inspectorate, or the Courts). The Council will endeavour to defend its actions in such cases, and where appropriate, recover any incurred costs resulting from unreasonable behaviour on the part of the appellant through the appeal process. (Costs go with the appellant not the agent, the agent is acting on their behalf)

### **Investigation Phase 6 – Compliance period**

Once a notice has become effective, the Council will note the compliance date requirement in their systems. A site visit appointment will be carried out to check compliance shortly after the compliance period ends. If at the site visit compliance with a notice is apparent, a letter will be sent to explain that compliance with the notice has been noted on file and the case will be closed. Where the owner occupier or developer has not fully complied with the requirements of the notice they will be informed that the investigation will progress to the next investigation phase.

### **Investigation Phase 7 – Prosecution**

Periodically, the Council will review all outstanding notices that have expired compliance periods. Where appropriate, each case will be visited and a witness statement produced evidencing any offences committed for non-compliance. The witness statements will be bundled with copies of any relevant evidence and sent with an instructing memo to the Borough Solicitor to bring prosecution for the offences committed.

*'Prosecutors must apply the principles of the European Convention on Human Rights, in accordance with the Human Rights Act 1998, at each stage of a case. Prosecutors must also comply with any guidelines issued by the Attorney General; with the Criminal Procedure*

*Rules currently in force; and have regard to the obligations arising from international conventions.'*

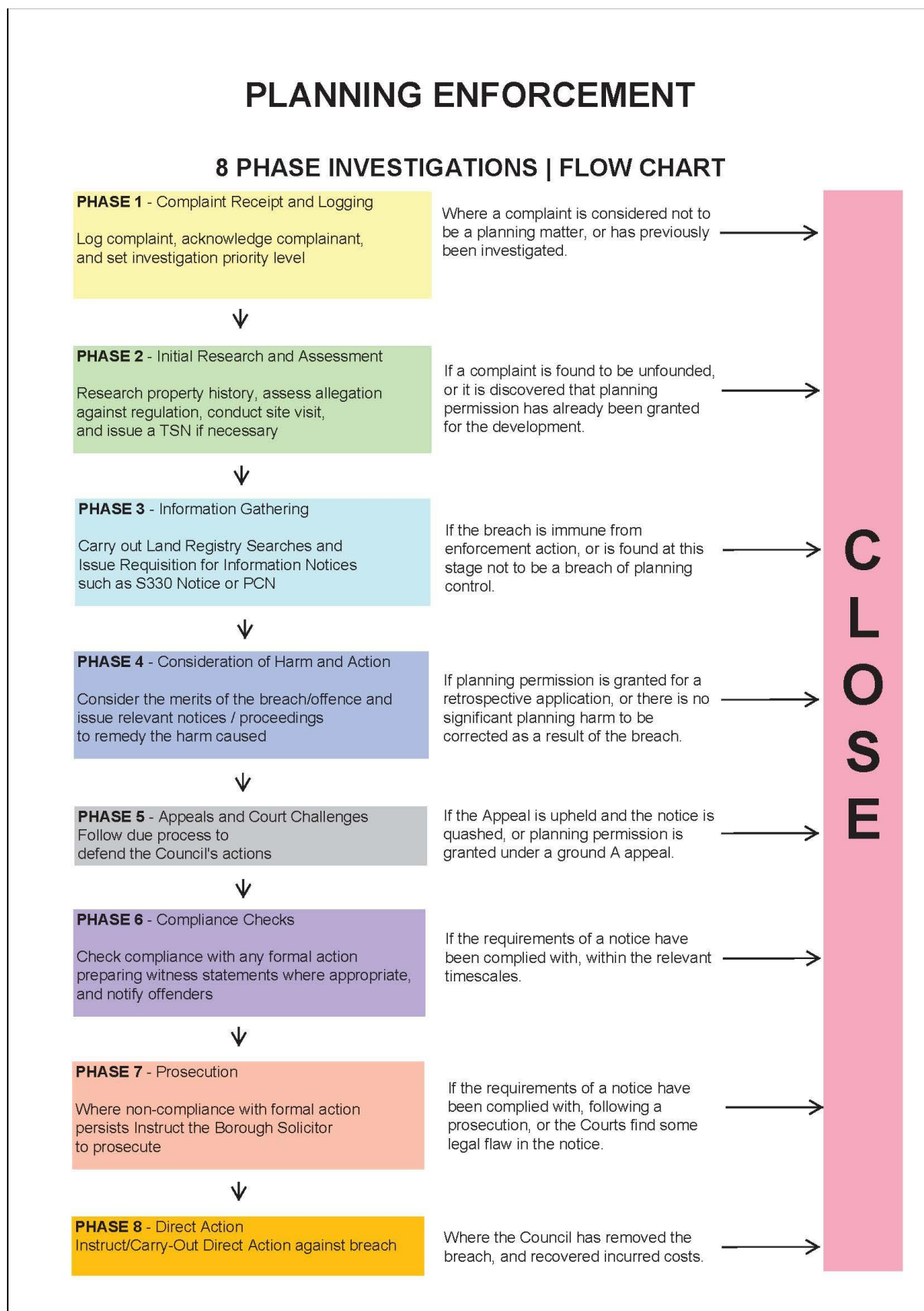
The Council's Constitution sets out the Council's Scheme of Delegation. Delegated authority has been given to authorised officers to act in varying capacity according to their professional background and seniority. Delegated authority is exercised within a decision making process that is managed to ensure that the most appropriate enforcement action is taken, based upon professional judgment, legal guidelines, statutory codes of practice and priorities set by the Council and/or Central Government. [Extract from the BFBC EPPD 2015]

Confidence in the planning system can be lost if it appears to the public that developers profit from not complying with the rules. The Proceeds of Crime Act 2002 enables prosecuting authorities (i.e. the Council) to make applications to the Courts to confiscate the proceeds of any criminal activity in the planning system following a successful prosecution. Where the Council successfully prosecutes under the Planning Acts, the Council will consider applying for the Courts to confiscate any proceeds of crimes subject of the prosecution.

### **Investigation Phase 8 – Direct Action and Injunctions**

Where all other measures have failed to remedy the harm caused by a breach of planning control, or where direct action by the Council is lawful, and the quickest and resource efficient way to remedy the breach of planning control, the Council will consider, where appropriate, using Direct Action powers to ensure works required to comply with a notice, or stop an offence from continually being committed. This normally would involve officers of the Council, or persons or organisations so instructed by the Council physically carrying out operational works to ensure compliance is achieved. In all such circumstances, the Council will seek where possible to recover any incurred costs in carrying out such direct action works.

Alternatively, if considered appropriate, the Council might choose to apply to the Courts for an Injunction – seeking a court order for the land owner or developer to remedy a breach of planning control. You may also do this instead of prosecution – for blatant breaches – to breach an Injunction is contempt of court, and contraveners face possible imprisonment. If an Injunction is granted, and the breach continues this would be referred back to the Court. There is no limit on the sentence for a breach of an Injunction and at the discretion of the Judge can include custodial sentences for contempt.



## Appendix C

All planning enforcement functions are currently delegated through the Council's constitution to the Chief Officer for Planning and Transport, with a limitation that any instruction to the Borough Solicitor to issue an Enforcement Notice or a Stop Notice only be carried out in consultation with the Chairman of the Planning Committee.

The Chief Officer for Planning and Transport then delegates all planning enforcement functions of the Local Planning Authority to Head of Planning (who is subject to the same limitations as the Chief Officer for Planning and Transport). A range of other planning enforcement functions will be delegated (at the discretion of the Chief Officer for Planning and Transport) to other officers in accordance with the table below – which may be subject to modification from time to time to reflect operational needs.

Table of Delegation to Officers

<b>Function</b>	<b>Delegated Officers</b>	<b>Limitations</b>
Undertake investigations into alleged breaches of planning control, including carrying out site visits and conduct relevant correspondence	All officers working within the Development Management team.	As cases are allocated by the Principal Planning Officer (Enforcement) or Team Leader for Development Management
Allocate cases to officers for investigation	Principal Planning Officer (Enforcement):  Senior Planning Officer (Enforcement):	No limitations  Only in the absence of the Principal Planning Officer (Enforcement)
Authorise the issue of Planning Contravention Notices (PCNs) , or Section 330 Requisition for Information Notices	Principal Planning Officer (Enforcement):  Senior Planning Officer (Enforcement):  Team Leader (Development Management):	No limitations

<p>Authorise the closing a planning enforcement investigation</p>	<p>Principal Planning Officer (Enforcement):</p> <p>Senior Planning Officer (Enforcement):</p> <p>Team Leader (Development Management):</p>	<p>Where a case is not considered to represent a breach of planning control, or any other case where another officer has made a recommendation.</p> <p>Where a case is not considered to represent a breach of planning control.</p> <p>Where a case is not considered to represent a breach of planning control, or any other case where another officer has made a recommendation.</p>
<p>Authorise the issue a Temporary Stop Notice, or a Section 225A Removal Notice</p>	<p>Team Leader (Development Management):</p>	<p>Only where recommended by the Principal Planning Officer (Enforcement) or Senior Planning Officer (Enforcement)</p>
<p>Instruct the Borough Solicitor to issue an Enforcement Notice; Stop Notice; Section 215 Notice; or, to Seek an Injunction from the Courts</p>	<p>Team Leader (Development Management):</p>	<p>In consultation with the Chairman of the Planning Committee.</p>
<p>Authorise the instruction of the Borough Solicitor to prosecute under any powers within the Planning Acts</p>	<p>This authority will normally only be exercised by the Chief Officer for Planning and Transport or the Head of Planning.</p>	<p>None</p>
<p>Authorise direct action, to effect compliance with the requirements of a formal notice already issued</p>	<p>This authority will normally only be exercised by the Chief Officer for Planning and Transport or the Head of Planning.</p>	<p>None</p>
<p>Authorise direct action to deface or obliterate unauthorised advertisements under Section 224 or 225 of the Town and Country Planning Act (as amended)</p>	<p>Principal Planning Officer (Enforcement):</p> <p>Senior Planning Officer (Enforcement):</p> <p>Team Leader (Development Management):</p>	<p>Where the cost of direct action would amount to less than £100.00</p> <p>Where the cost of direct action would amount to less than £50.00</p> <p>Where the cost of direct action would amount to less than £500.00</p>

**This page is intentionally left blank**

## Initial Equalities Screening Record Form

<b>Date of Screening:</b> 18/08/2015	<b>Directorate: Environment Culture &amp; Communities</b>	<b>Section: Planning &amp; Transport Planning Enforcement</b>
<b>1. Activity to be assessed</b>	Adoption of a Local Enforcement Plan (Planning)	
<b>2. What is the activity?</b>	<input checked="" type="checkbox"/> Policy/strategy <input type="checkbox"/> Function/procedure <input type="checkbox"/> Project <input type="checkbox"/> Review <input type="checkbox"/> Service <input type="checkbox"/> Organisational change	
<b>3. Is it a new or existing activity?</b>	<input checked="" type="checkbox"/> New <input type="checkbox"/> Existing	
<b>4. Officer responsible for the screening</b>	Max Baker	
<b>5. Who are the members of the screening team?</b>	Max Baker / Ben Temple	
<b>6. What is the purpose of the activity?</b>	The purpose is to provide a strategy on how the Council will deliver its enforcement function under the Town and Country Planning Regime.	
<b>7. Who is the activity designed to benefit/target?</b>	Developers, landowners, and members of the public by providing an open and transparent process on how the Council's investigate allegations on breaches of planning control and set out how the Council will seek remedies for breaches found to exist, or take formal enforcement action.	
<b>Protected Characteristics</b>	<b>Please tick yes or no</b>	<b>Is there an impact?</b> What kind of equality impact may there be? Is the impact positive or adverse or is there a potential for both?  If the impact is neutral please give a reason.
<b>8. Disability Equality</b>	Y   N <input type="checkbox"/> <input checked="" type="checkbox"/>	Neutral/None
<b>9. Racial equality</b>	Y   N <input type="checkbox"/> <input checked="" type="checkbox"/>	As above
<b>10. Gender equality</b>	Y   N <input type="checkbox"/> <input checked="" type="checkbox"/>	As above

<b>11. Sexual orientation equality</b>	Y	N <input checked="" type="checkbox"/>	As above	As above
<b>12. Gender re-assignment</b>	Y	N <input checked="" type="checkbox"/>	As above	As above
<b>13. Age equality</b>	Y	N <input checked="" type="checkbox"/>	As above	As above
<b>14. Religion and belief equality</b>	Y	N <input checked="" type="checkbox"/>	As above	As above
<b>15. Pregnancy and maternity equality</b>	Y	N <input checked="" type="checkbox"/>	As above	As above
<b>16. Marriage and civil partnership equality</b>	Y	N <input checked="" type="checkbox"/>	As above	As above
<b>17. Please give details of any other potential impacts on any other group (e.g. those on lower incomes/carers/ex-offenders) and on promoting good community relations.</b>	N/A			
<b>18. If an adverse/negative impact has been identified can it be justified on grounds of promoting equality of opportunity for one group or for any other reason?</b>	N/A			
<b>19. If there is any difference in the impact of the activity when considered for each of the equality groups listed in 8 – 14 above; how significant is the difference in terms of its nature and the number of people likely to be affected?</b>	N/A			
<b>20. Could the impact constitute unlawful discrimination in relation to any of the Equality Duties?</b>	Y	N <input checked="" type="checkbox"/>	N/A	
<b>21. What further information or data is required to better understand the impact? Where and how can that information be obtained?</b>	N/A			



22. On the basis of sections 7 – 17 above is a full impact assessment required?	Y	N <input checked="" type="checkbox"/>	Full assessment not required as no potentially negative impacts identified.
23. If a full impact assessment is not required; what actions will you take to reduce or remove any potential differential/adverse impact, to further promote equality of opportunity through this activity or to obtain further information or data? Please complete the action plan in full, adding more rows as needed.			
<b>Action</b>	<b>Timescale</b>	<b>Person Responsible</b>	<b>Milestone/Success Criteria</b>
24. Which service, business or work plan will these actions be included in?	Planning & Transport		
25. Please list the current actions undertaken to advance equality or examples of good practice identified as part of the screening?	The Enforcement service is moving towards a more template correspondence approach. This means that increased use of plain English, and less technical jargon can be used by default, so that the correspondence is understandable by more parties likely to encounter the service.		
26. Chief Officers signature.	Signature:		Date:

When complete please send to [abby.thomas@bracknell-forest.gov.uk](mailto:abby.thomas@bracknell-forest.gov.uk) for publication on the Council's website.

**This page is intentionally left blank**

**TO: EXECUTIVE  
20 OCTOBER 2015**

---

**CONTROL OF HORSES ACT 2015  
Director of Environment, Culture & Communities**

**1 PURPOSE OF REPORT**

- 1.1 This Act amends the Animals Act 1971 to provide additional legal provisions to address a practice commonly known as fly-grazing. The Act provides a new power for Local Authorities to detain horses which are grazing in a “public place”. This is power not a duty placed upon the Local Authority (LA) and it may exercise that power as it feels necessary and appropriate. This power is not available to Town or Parish Councils.
- 1.2 This report outlines the circumstances that have led to this change in the law and the potential implications for the Council should it decide to use the power.

**2 RECOMMENDATION**

**2.1 That the Executive:**

- i) **delegates powers to the Director of Environment, Culture and Communities authorising him to undertake all Council functions arising from the Policy annexed to this report;**
- ii) **approves the Policy document attached to the report as Annex A, and notes that;**
- iii) **the service responsible for the management of the land will be responsible for implementing the actions and any subsequent costs incurred.**

**3 REASONS FOR RECOMMENDATION**

- 3.1 Fly grazing has increased significantly nationally in recent years. The change to the legislation provides Councils with more effective ways of dealing with such activity in public spaces; however it also exposes Councils to potentially significant costs associated with the removal, treatment, care and subsequent disposal of horses. The majority of local incidents occur on private land and the Council must be careful not to get itself dragged into funding the removal of horses from land where there is an absent owner or an owner who is not prepared to take action themselves. The Policy sets out a position which is defensible for public spaces but also clearly sets out our position where private land is involved.

**4 ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 The Council could agree to have no policy but in such circumstances it may find that it is the subject of legal challenge by people impacted by fly grazing upon public space where they perceive the Council has failed to take reasonable action to avoid foreseeable consequences. This might be through horses attacking people in a public area, preventing the use of a public right of way or causing a hazard upon the highways. The Policy sets the framework within which the Council will guide its decisions and actions.

## **5 SUPPORTING INFORMATION**

- 5.1 There has been a tradition and in recent times a growing trend to graze horses in empty fields and on public land. This practice is commonly known as fly-grazing. On the face of it this may seem inconsiderate but it rarely results in serious damage to the land. Landowners have had under the Animals Act 1971 civil powers to seek the removal or possession of these horses after a 14 day period has elapsed. Unless the landowner has a pressing need to remove the horses often they leave them where they are as there were very limited options for onward disposal.
- 5.2 Such action can give rise to issues because often the land does not have an adequate water supply, a sufficient food supply or on occasions sufficient security to restrain the horses and prevent their escape onto public highways. Experience shows that the owners of the horses often do not make adequate efforts to provide additional food or water or check on the horses regularly. The health and fitness of the horses often becomes a growing animal welfare issue, which can lead to suffering and death.
- 5.3 The public has become increasingly alert to the need to care for fly grazed horses. In 2014 the RSPCA nationally received over 22,000 calls on matters relating to fly grazed horse welfare. Recent publicity within Bracknell Forest on Twitter and Facebook shows that this Borough periodically suffers from this practice.
- 5.4 To date the Council has adopted an assisting role to both the RSPCA who take an animal welfare lead under the Animal Welfare Act 2006, and Thames Valley Police who assist them and also have a duty if the horses have escaped on to the public highway. The new legislation enables the landowner, including a Local Authority (LA) to take action much quicker and have more options for the disposal of any horse should the animals not be claimed or removed by the owner following the initiation of a legal process. This approach need not therefore change.
- 5.5 The previous legislation required the landowner to give Notice for the removal of the horses to its owner. Ownership would then pass after 14 days if by that time the horses have not been claimed and removed. This can now be completed within 96 hours. Previously disposal of horses was only through public auction or market and they could not be gifted to another person. Such restrictions made it difficult to move quickly and they also provided a lack of incentive for landowners unless there were pressing reasons to take action. The new provisions allow for sale, gifting, or destroying humanely.
- 5.6 Whilst these new provisions are better, experience shows that unless damage is being caused to the land, or the land cannot be used for an intended purpose, there will continue to be little incentive for a landowner to seek an early removal of the horses especially if the costs incurred to affect this are unlikely to be met by disposal options. In such circumstances it is highly likely that if welfare issues do arise landowners and the general public will look more to the Council for a solution, hence the proposed Policy. It is felt it important to make clear to the general public that the Council only has responsibility for "public places" which in this Borough will include Town or Parish land, highways and their verges. Horse welfare issues on private land will continue to be a responsibility for the RSPCA.
- 5.7 The costs involved in making assessments of the health and well being of such horses, taking possession, their transportation to a place of safety, after care, compliance with horse passport legislation and their onward disposal are likely to be very high. As an example various Police Forces have entered into agreements with

third parties for horses to be removed when found loose on public highways and in 2014 it is reported that Surrey Police had an arrangement in place to deal with 70 horses at a cost to them of £122,000. The Police are looking for Councils to engage with them in funding a similar arrangement across the South East but early indications are that many authorities have a limited appetite for such an arrangement.

- 5.8 Experience tells us that the vast majority of horses found fly grazed with the Borough are piebald and when it has been possible to establish ownership they have been owned by Gypsy families. The incidents of fly grazing could reduce especially if landowners and the Council make it clear that they are both willing and committed to full utilisation of the powers. If the Policy is agreed, officers will work with others to ensure the existence of the new Policy is known locally.
- 5.9 Where a decision is taken to transfer ownership of the horses found upon public space in the first instance the Council will seek to transfer them to a suitable animal organisation that would be responsible for the ongoing welfare of the horses, together with the financial costs to remove them from the location. A list of potential organisations will be developed from the outset and relationships developed to ensure effective communication. If no organisation is willing to take ownership then arrangements should be made to have them collected by an abattoir and any income received should be used to offset the costs incurred by the Council. If any excess funds are generated they would be paid to the owner of the horses should they come forward.
- 5.10 Issues around fly grazing are similar to those around unauthorised encampments and do require careful management acting within a clearly defined structure and decision making process. Therefore the proposed Policy for dealing with such matters has been drawn up which is similar in format to that for unauthorised encampments. It is suggested that Regulatory Services, as with Unauthorised Encampments, be delegated the role to manage the Council response for incidents and similarly the landowner. The Service that has landownership responsibility for public land should be responsible for the implementation of the process and meet any costs associated with that action.

## **6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS**

### Borough Solicitor

- 6.1 The relevant legal issues are addressed within the main body of the report.

### Borough Treasurer

- 6.2 There is the potential for significant costs to be incurred as a result of implementing this new legislation. This situation will be monitored closely and any budgetary issues arising will be reported where necessary.

### Equalities Impact Assessment

- 6.3 Experience has shown that where ownership of horses has been established the vast majority of horses found fly grazed within the Borough have been the property of families of Romany, Irish or British Gypsy origin. Such groups due to their ethnic and travelling heritage have a level of protection offered by the Equality Act 2010 (race being a protected characteristic of the Act) and the practice of keeping horses and grazing them on public land has been a tradition associated with that heritage for many years. Government Guidance issued shows that consideration must be given

to this protected status when making decisions upon the eviction of unauthorised encampment of such groups from public land. The application of this law to remove horses from public land will likely impact predominately upon this protected group and as such attempts will be made to develop effective communication with that community to try mitigating and reducing the impact that the application may have.

#### Strategic Risk Management Issues

- 6.4 The potential financial costs to the Council through the seizure of horses is significant, probably £1,500 to £1,750 per horse. Full recovery of those costs from either the owner or through the sale of the horse is very unlikely to be achieved. The risks associated with such action should therefore be carefully considered and other options explored before implementing the removal of horses. There is also a significant reputational risk to the Council if it is seen not to be using a power it has been given to protect the safety of the public or protect the welfare of an animal upon public land. These matters were previously the sole responsibility of the Police for horses escaping on to a highway from either public or private land, or the RSPCA for the animal welfare considerations. There is an expectation from both organisations that local authorities will be contributing to the solution and the financial burden of the problem going forward. Partnership arrangements with Local Authorities will be sought by both those organisations.

## **7 CONSULTATION**

### Principal Groups Consulted

- 7.1 Not applicable

### Method of Consultation

- 7.2 Not applicable

### Representations Received

- 7.3 Not applicable

### Background Papers

Control of Horses Act 2015

### Contacts for further information

Steve Loudoun  
Chief Officer: Environment & Public Protection  
01344 352501  
[steve.loudoun@bracknell-forest.gov.uk](mailto:steve.loudoun@bracknell-forest.gov.uk)

Robert Sexton  
Head of Regulatory Services  
01344 352580  
[robert.sexton@bracknell-forest.gov.uk](mailto:robert.sexton@bracknell-forest.gov.uk)

## Annex A

### **BRACKNELL FOREST COUNCIL STATEMENT OF POLICY IN RELATION TO CONTROL OF HORSES ACT 2015**



This Policy sets out the approach that will be taken by Council when horses are suspected of being fly grazed on public space or private land. The Policy reflects the new discretionary powers to the Council available within this Act as both a regulatory authority and a landowner.

#### **Legal Definitions**

**Fly Grazed:** Horses left to graze on a piece of private land or public space without the permission of the owner or Local Authority.

**Public Space:** Any common land or town or village green, and any highway (and the verge) of any Highway)

#### **Overview**

1. Responsibility for making and implementing decisions on 'fly grazed' issues is delegated to the Director of Environment, Culture and Communities who is authorised to undertake all Council functions arising from this policy
2. This Policy provides the framework to guide officers in deciding how to deal with fly grazing issues. It is to be read in conjunction with any agreement with Thames Valley Police, Royal Society for the Prevention of Cruelty to Animals and other organisations or charities that might be engaged.
3. The Council will at all times act in a humane and compassionate fashion. Each case will be considered in its own right. In making decisions the officers will balance the relative weight given to the legislative responsibilities that rest with the Council.

#### **The Council's responsibilities as a landowner – approach to be taken**

4. Where horses are being fly grazed on public space the council will take all practical measures and employ the full provisions of the legislation and give due notice to the owner of the council's intentions should they not remove the horses from the land within the minimum period permitted in the legislation (96 hours). During this period the Council will consider the need to provide for basic welfare care if there is evidence that the horses are suffering. Where there is evidence of a serious welfare issue consideration will also be given to the need to take possession of a horse under the welfare provisions and remove them prior to the expiry of 96 hours.
5. Once the legislative period has expired the Council will take legal ownership of the horses and appropriate measures will be taken to remove and dispose of them as quickly as possible and with the least cost to the public purse.

#### **Responsibilities as a Regulatory Authority – approach to be taken**

6. The Council has no power to take action where horses are located upon land other than public space.
7. In such circumstances the Council will subject to available resources do no more than to attempt to identify the owner of that land, inform them of the incident and advise them of the legal options available.

**This page is intentionally left blank**



TO: EXECUTIVE

---

**LOCAL SAFEGUARDING CHILDREN BOARD ANNUAL REPORT 2014/15**  
**Independent Chair Local Safeguarding Children Board**

**1 PURPOSE OF REPORT**

- 1.1 The final draft of the Local Safeguarding Children Board (LSCB) Annual Report 2014/15 regarding the effectiveness of safeguarding and child protection practice in Bracknell Forest is provided to the Councils' Executive for information.

**2 RECOMMENDATION**

- 2.1 **The Executive is asked to note the report (attached as annex 1) and the key messages arising from it.**

**3 REASONS FOR RECOMMENDATION**

- 3.1 Working Together to Safeguard Children (updated March 2015) provides the statutory framework for the safeguarding responsibilities of those working with children and young people, including the responsibilities of the LSCB. Working Together requires the LSCB Chair to publish an annual report on the effectiveness of child safeguarding and promoting the welfare of children in the local area. The annual report should cover the preceding financial year, and should be submitted to the Chief Executive, Leader of the Council, the local Police and Crime Commissioner and the Chair of the Health and Wellbeing Board.

**4 SUPPORTING INFORMATION**

- 4.1 Statutory regulation supporting the implementation of Section 14 of the Children Act 2004 requires that the central focus of the LSCB is to:

- Ensure the effectiveness of local services safeguarding and child protection practice.
- Co-ordinate services to promote the welfare of children and families.

In addition Regulation 5<sup>1</sup> of the Local Safeguarding Children Boards Regulations 2006 sets out the following specific LSCB roles and functions that support the objectives set out below:

- Developing policies and procedures for safeguarding and promoting the welfare of children in the area of the authority.
- Communicating to persons and bodies in the area of the authority the need to safeguard and promote the welfare of children, raising the awareness of how this can best be done and encouraging them to do so.
- Monitoring and evaluating the effectiveness of what is done by the authority and their Board partners individually and collectively to safeguard and promote the welfare of children and advising them on ways to improve.
- Participating in the planning of services for children in the area of the authority.

---

<sup>1</sup> <http://www.legislation.gov.uk/ukxi/2006/90/regulation/5/made>

- Undertaking reviews of serious cases and advising the authority and Board partners on lessons to be learned
- 4.2 Regulation 6 provides for the inter-agency LSCB Child Death Review process, with Regulation 5 (3) providing for the LSCB to have discretion in respect of its engagement in any other activities *“that facilitates, or is conducive to, the achievement of its objectives”*.
- 4.3 The report summarises the main areas of activity in the last year, some areas to note are:
- Ongoing management oversight by Council Members and Senior Officers of the roles, responsibilities and key issues regarding safeguarding activity and impact. This includes the LSCB Independent Chair attending a meeting bi-annually with the Director Children, Young People and Learning, The Lead Member for Children, Young People and Learning and Chief Executive. The Leader of the Council also joins this meeting annually.
  - Agreement across the six Berkshire Unitary Authorities to take a lead on a specific sub group to ensure consistency and accountability for each area of work identified. Bracknell Forest LSCB has the Pan Berkshire lead for the Section 11 Sub Group.
  - Increased focus on the role of the LSCB in performance monitoring and seeking further information / action where concerns have been identified.
  - The continued high level of participation from Bracknell Forest Council in relation to reviewing the progress made across all departments of the Council in implementing and reviewing the Section 11 safeguarding self assessments.
  - The positive developments in working with Involve and delivery of a number of workshops with the Voluntary and Community Sector.
  - The development of the Learning and Improvement Framework and focus on working with partners in reviewing cases where multi-agency learning was evident. The roll out of a series of learning events to ensure practitioners have been able to hear about the reviews and take away key messages for practice.
  - The high level of engagement with young people regarding CSE through an event led by the Youth Council, and engagement of partner agencies in a joint event which focused on CSE, learning from Serious Case Reviews where CSE was a key factor. The outcomes of both events fed into a review of the CSE Strategy.
  - Continued focus on CSE by working to develop a profile of CSE, and undertaking further multi-agency audits.
  - During 2014/15 over 1360 individuals attended safeguarding courses commissioned by the LSCB for staff and volunteers across the Borough and offered generic learning in respect of safeguarding children and specific courses.
  - The oversight of the LSCB on a wide range of activity underpinning safeguarding across the Council and with partners, including a number of presentations during the LSCB Forum on issues such as managing allegations against the workforce, Young Carers and the impact of the new Care Act.
  - Progress noted against all areas of the targeted priorities of the LSCB Business Plan.

- 4.4 The report identifies targeted priorities for the new Business Plan for 2014- 2017 which in addition to the original priorities include two new priorities. The seven priorities for the coming three years are:

TP 1	To support further implementation of the framework for early help, and evaluate its impact on families
TP 2	Reduce the impact of domestic abuse on children, young people and families
TP 3	Reduce the impact of substance and alcohol misuse on children, young people and families
TP 4	To further develop the co-ordination of protection and support to young people at risk of child sexual exploitation
TP 5	Develop a greater understanding of neglect and reduce the impact this has on children, young people and families
TP 6	Reduce the impact of parental mental illness on children and young people
TP 7	To increase the understanding of the harm associated with the misuse of technologies, it links with bullying and the further development of proactive strategies to support children / young people and their families

- 4.5 The report provides a range of key messages which are aimed at those responsible for key partnerships and strategic planning across all organisations working with children, young people and families. It is expected that these organisations will take on board the messages and ensure they are embedded within policy and practice where relevant and appropriate.
- 4.6 The report identifies a number of key messages for partners and stakeholders for consideration. Those reading the report may wish to consider these messages and ensure they are addressed at the appropriate level.

#### Safer Workforce

Those providing services to children, young people and families, or those planning provision should:

- regularly assess workforce capacity and identify strategies to ensure their workforce is adequately equipped to fulfil their safeguarding responsibilities
- ensure that there is an awareness of the requirements of safe recruitment and a clear understanding of the management of concerns/allegations against staff working with children
- provide professional development that addresses the need for inter-agency learning in addition to specific competences in respect of individual \ organisational responsibilities
- ensure that staff receive supervision that provides adequate support to ensure they carry out their duties within the challenging context of child protection

### Information Sharing

Those providing services to children, young people and families, or those planning provision should ensure:

- that they have understood and endorsed the LSCB's Information Sharing Protocol staff and volunteers have understood the requirements of [Working Together](#) (HMGov, 2015) and [Information sharing Advice for practitioners providing safeguarding services to children, young people, parents and carers](#) ([https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/419595/Working\\_Together\\_to\\_Safeguard\\_Children.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419595/Working_Together_to_Safeguard_Children.pdf))
- staff challenge practice that does not reflect the above agreements/guidance and if necessary escalate such concerns using the processes established within the LSCB's [Inter-Agency Guidance](#) ([http://berks.proceduresonline.com/chapters/p\\_resolution\\_prof.html](http://berks.proceduresonline.com/chapters/p_resolution_prof.html)).

### Assessment and analysis of risk

Those providing services to children, young people and families, or those planning provision should ensure:

- children/young people are seen and engaged in activities that verify their wellbeing in spite of assurances provided by others
- the needs and capabilities of parents/carers are informed by reliable information provided by all those involved with the family and wherever possible information gathered is validated using reliable sources of information
- where assessment takes place historical information informs professionals understanding of the accumulative impact of adversity and resulting trauma and should fully inform decision making

### Strengthening Partnerships

Those providing services to children, young people and families, or those planning provision should ensure:

- *the ongoing commitment of sufficient resources to support delivery of the LSCB Business Plan and the core requirements as prescribed within statutory guidance*

## 5 EQUALITIES IMPACT ASSESSMENT

- 5.1 The LSCB does not work directly with children, young people and families. Its main function as a Board is to ensure the effectiveness of safeguarding of partner agencies. Within these functions the LSCB would address any equalities issues that arose in the course of its activity.

## 6 STRATEGIC RISK MANAGEMENT ISSUES

- 6.1 This report provides an account of the LSCB activity in the past year. Within this account the report provides a list of key messages which are designed to provide

Unrestricted

partner agencies with some focus on areas of development which may help to reduce the risk of harm to children and young people in the future.

Contact for further information

Alex Walters, Bracknell Forest LSCB Independent Chair

[alex4.walters@btinternet.com](mailto:alex4.walters@btinternet.com)

Jonathan Picken LSCB Business Manager

[Jonathan.picken@bracknell-forest.gov.uk](mailto:Jonathan.picken@bracknell-forest.gov.uk) 01344 354012

**This page is intentionally left blank**

Bracknell Forest Local Safeguarding  
Children Board

# Annual Report

April 2014 to March 2015



# Chairs Foreword

The Local Safeguarding Children Board (LSCB) is a strategic partnership bringing together organisations with a collective responsibility to safeguard and promote the welfare of children and young people.

As the Independent Chair of the Bracknell Forest LSCB I am delighted to present this Annual Report for the period 1 April 2014 to 31 March 2015.

As with previous years reports I have set out to describe the achievements and the challenges for the Board and its partners in ensuring the ongoing improvement of safeguarding practice for children and young people across the borough and for our young residents who receive specialist services provided outside of the area.

While the LSCB has continued to make progress in addressing safeguarding issues for our children and young people, we are not complacent and recognise the importance of ensuring this is sustained even through periods where demands increase but funding and resources are limited.

The LSCB Business Plan was a key document for the Board and guided its work during the year. As a result much of our activity was focused on ensuring we were able to address the targeted priorities identified while still fulfilling our core statutory responsibilities.

This progress was achieved through continued partnership working which research suggests, and we believe is at the heart of successful initiatives to address some of the challenges that many families face on a daily basis.

Working Together to Safeguard Children (HMGov, 2015) demonstrates the Government's commitment to strengthening the role of LSCBs in monitoring and scrutinising the effectiveness of local safeguarding arrangements. LSCBs are now subject to external scrutiny of their effectiveness with our key partner agencies also being held to account through similar processes of inspection.

This Annual Report provides evidence of the learning and the associated progress that was been made during 2014/15. The report highlights partner's contributions to developing a culture of constructive challenge and one that supports continuous improvement.

As the Chair of the LSCB I should state my gratitude to all those who are involved in the Safeguarding Children Board and in particular to all those in the workforce who have demonstrated their steadfast dedication and commitment, to protecting children and young people and improving their life chances.

**Alex Walters**  
**Independent Chair, Bracknell Forest Safeguarding Children Board**



# Contents

<b>1</b>	<b>Introduction</b>	
1.1	About Bracknell Forest	Page
1.2	Vulnerable Children and Young People	
1.3	About the Local Safeguarding Children Board	
1.5	Regional Collaboration across the Thames Valley	
<b>2</b>	<b>Learning and Improvement Framework</b>	
2.1	Monitoring of Safeguarding Standards (Pan Berkshire Agencies)	
2.2	Voluntary and Community Sector Engagement	
2.3	Individual Case Reviews	
2.4	Auditing the effectiveness of local arrangements	
2.5	Child Deaths	
2.6	Learning and Improvement Sub Group Achievements	
2.7	Performance Monitoring and Reporting	
2.8	Involvement of Children Young People and Families	
<b>3</b>	<b>LSCB Sub-Groups</b>	
3.1	Missing Children and Child Sexual Exploitation	
3.2	Training and Professional Development	
3.3	Early Intervention	
3.4	Policies and Procedures	
<b>4</b>	<b>LSCB Targeted Priorities</b>	
3.2	Additional Areas of LSCB Activities and Challenge	
3.3	Financial Information	
<b>4</b>	<b>Summary and Key Messages to Partners and stakeholders</b>	
	Appendix A – LSCB Structure Chart	
	Appendix B – LSCB Membership	
	Appendix C – Record of LSCB challenge	
	Appendix D – Area of Performance Management	

# 1. Introduction

Bracknell Forest Local Safeguarding Children Board (LSCB) have published this Annual Report to give those working with, and planning services for children, young people and their families an overview of the LSCB, its achievements and the challenges that have been identified for its work in the future.

Part 1 of this report provides information about the wider environment in which children develop and gives the context to the work of the LSCB. Links to our website and other important documents are provided for those wishing to access more detailed information.

The second part of the report describes the work undertaken during the year to ensure partners have collaborated to prevent harm and ensure children and young people received early help, targeted services and steps taken to protect the most vulnerable children from further harm.

This report is shared widely with key partners and stakeholders including; the Children and Young People's Strategic Partnership, Community Safety Partnership, Thames Valley Police and Crime Commissioner, the Health and Wellbeing Board, the Family Justice Council and Bracknell Forest Partnership. Where relevant, specific recommendations have been made to these groups in order that we maintain a coherent and coordinated approach to the planning of services and ensuring their effectiveness.

## 1.1 About Bracknell Forest

Bracknell Forest lies west of London, at the heart of the Thames Valley and within the county of Berkshire. Bracknell was originally developed as a 'new town' and since its inception the population has grown continuously.

Although Bracknell Forest is one of the least deprived areas of the country and is ranked 291 out of 326 local authorities in England on the Index of Multiple Deprivation (2010), these headline figures mask significant pockets of deprivation that undoubtedly impact children and their families.

Information about Bracknell Forest can be found on the Joint strategic Needs Assessment website, this provides a comprehensive overview of Bracknell Forest at ward and borough level (<http://jsna.bracknell-forest.gov.uk/bracknell-forest-profile/ward-profiles>).

Six wards in the borough have child poverty figures above the South East average of 14.6%, and one ward is above the England average of 20.1%<sup>1</sup>.

The 2011 Census showed that 84.9% of the population of Bracknell Forest was 'White British' and the BME population was 15.1%. The location of the Ghurkha regiment at the Royal Military Academy in Sandhurst has led to a significant settled Nepali community in the Borough.

---

<sup>1</sup> % of Children in low-income families, DWP 2011

Since 2001 the proportion of school pupils from minority ethnic groups has increased steadily from 6% to just over 19.5%. By January 2015, 11.3% of pupils in the Borough had English as an Additional Language (EAL) and 82 different languages were spoken in our schools, although many are only spoken by a very small number of pupils.

The latest population estimate for the Borough suggested that there had been a rise of 3% since 2010 to 116,567<sup>2</sup>.

24% of these residents were identified as being aged 0-17years and the proportion of those aged 0-14 years continues to be higher than the national average.

The percentage of pupils at the Early Years Foundation Stage achieving a good level of development increased during the year and was 65%, compared to 60% nationally during 2014.

In 2014, 68.3% young people within the Borough achieved 5 + A\* to C grades in GCSE, and 57.0% achieved 5+ A\* -C including English and mathematics. Although not as high as previous years, these are above the England and South East averages for attainment.

The number of Bracknell Forest students who took A level examinations in 2014 increased to 414 (366 in the previous year). 99% of these resulted in a pass grade, with the average points score increasing to 773.

Approximately 17,226 pupils are now on roll in primary, secondary and special schools in Bracknell Forest, although there is some cross-border movement of pupils between Bracknell Forest and neighbouring authorities, primarily Wokingham, Windsor and Maidenhead, Hampshire and Surrey.

## 1.2 Vulnerable Children and Young People

The experience of the most vulnerable children/young people living in the Borough is in sharp contrast to the majority of our 27,500 children and young people (24% of the total population) who our local research suggests are happy, healthy and achieving well. <http://www.bracknell-forest.gov.uk/survey-of-cyp-2013-report.pdf>

It is this small minority of children and young people for whom partner agencies have specific responsibilities to provide a coordinated response to prevent harm, address known risks and to support those affected by abuse and neglect.

The information below identifies the numbers of children who have received support from Children's Social Care during the year 2014/15 and those who have received early help through a Common Assessment Framework (CAF or Family CAF), or a referral to the Early Intervention Hub (more information on early help is included later in this report). <http://www.bracknell-forest.gov.uk/commonassessmentframework>

---

<sup>2</sup> Source: Population Estimates Unit, ONS: Crown Copyright 2013

## Protecting Children/Young People from Significant Harm:

The number of children subject to a Child Protection Plan at 31 March 2015 was 122 (an increase from 108 in 2014), this was at the rate of 45.0 per 10,000 under 18 population.

68 of these plans were made under the category of neglect, which continues to be the highest category of need.

There has been a reduction in the number of plans made under the category of emotional abuse and 25 plans were in place under this category on 31 March 2015 compared to 37 in 2014.

Analysis undertaken suggests this may have been in part due to the focused work on domestic abuse and the local Domestic Abuse Perpetrators Service (DAPS).

Children subject to plans under the category of sexual abuse rose to 12 on 31 March 2015 (an increase from 2 in 2014), and a category of multiple abuse was 15 on 31 March 2015 (an increase from 4 in 2014).

While a number of factors may have led to the increase in plans to address sexual abuse, the recent publicity in respect of 'celebrity' and high profile Child Sexual Exploitation cases is thought to have had a significant influence.

## Looked After Children:

The number of children looked after by the local authority at 31 March 2015 was 104 (a reduction from 113 in 2014), this was at the rate of 38.4 per 10,000 population.

61.3% of children looked after remained in stable placements which they had been in for two years or more, and is a marked improvement on the previous year where 51.6% of children were reported to be in stable placements.

13.5% of children looked after had three or more placement moves within the year, this is largely similar to 2014 (13.3%), whilst the figures show a slightly higher % rate in actual numbers, there was in fact one less child experiencing a placement move this year.

## S17 Child in Need:

At the end of March 2015, 554 children in the Bracknell were receiving support from Children's Social Care under Section 17 of the Children Act 1989 (Child in Need). This number has remained similar over a two year period and was 555 in 2013.

## Early Help Assessment (CAF):

At the end of March 2015, 349 CAF assessments had been completed within the Borough; this included 108 Family CAF assessments.

Referral to the EI Hub is the main outcome for CAF assessments, along with a number of multi-agency responses.

266 CAF reviews were completed in 2014/15 which is a positive increasing trend and follows the promotion of reviews within CAF training and also endeavouring to support the review process through visits to schools.

## Early Intervention Hub:

At the end of March 2015, 352 referrals had been taken to the Early Intervention Hub for a multi-agency discussion. Nine of these cases were 'stepped up' to Children's Social Care and 113 cases were 'stepped down' from Children's Social Care for ongoing support at Tier 2. <http://www.bflscb.org.uk/sites/default/files/bf-lscb-thresholds.pdf>

## 1.3 About the Local Safeguarding Children Board (LSCB)

In April 2006, the LSCB was instituted as a statutory board and became an established multi-agency forum bringing together senior managers from a broad range of organisations working together to promote the welfare of, or protect, children and young people in Bracknell Forest.

Partners are individually and collectively held to account by the Independent Chair of the LSCB who ensures the regulatory role of the LSCB as described in statutory guidance Working Together to Safeguard Children (HMGov 2015) is fulfilled.

Statutory regulation supporting the implementation of Section 14 of the Children Act 2004 requires that the central focus of the LSCB is to:

- Ensure the effectiveness of local services safeguarding and child protection practice.
- Co-ordinate services to promote the welfare of children and families.

In addition Regulation 5<sup>3</sup> of the Local Safeguarding Children Boards Regulations 2006 sets out the roles and functions that support the above aims.

## 1.4 How did the LSCB Operate?

The LSCB met every 2 months during 2014/15 and was responsible for:

- Ensuring compliance with the statutory functions required of the LSCBs set out in Working Together to Safeguard Children (HMGov, 2015)
- Monitoring progress against the Business Plan.
- Scrutinising and challenging partners and sub group activity. (see appendix C)
- Monitoring Serious Case Review and Individual Management Review action plans.
- Receiving and commenting on partner's annual reports on safeguarding activity.
- Developing the use of shared resources across partner agencies to enable the LSCB to carry out its duties and processes efficiently.
- Agreeing and managing the LSCB and Partnership Forum agenda.

The LSCB Partnership Forum met three times during 2014/15 and involves a wider group of partners focused on:

---

<sup>3</sup> <http://www.legislation.gov.uk/ukxi/2006/90/regulation/5/made>

- The views of children/young people in relation to safeguarding issues and the services provided to them and their families
- Developments within the work of organisations that impacted on the role of partner agencies and their ability to effectively safeguarding children/young people
- Sharing information and informing all partners on strategic developments
- The consideration of national developments, local initiatives and associated learning
- Support for partners in their effective communication of safeguarding 'messages' within their own agency and within multi-agency settings
- Participating in a rolling programme of workshops designed to extend members knowledge and understanding of specific issues to inform strategic governance and prepare for Announced Inspection

### LSCB Sub Groups

The LSCB Sub Groups (see Appendix A) reported directly to the LSCB throughout the year. The primary function of the sub-groups was to undertake activities to meet the statutory functions of the LSCB and the agreed local strategic priorities identified within the Business Plan.

A number of these sub-groups are jointly commissioned by the six LSCBs located within Berkshire and held to account through clear reporting requirements, with additional oversight of other LSCB Independent Chairs within Berkshire. During the year all sub-groups reviewed their terms of reference; progress made and highlighted outstanding challenges to the LSCB.

### LSCB Independent Chair

Throughout the year the Chair worked closely with all LSCB partners, and played a key role in holding agencies to account. The Chair provided an effective link between the LSCB and a range of regional and national strategic activity and developments.

The Chair is a member of the National Association of Independent LSCB Chairs and is the South East regional lead, chairing their regional network meetings and also sits on its national Board of Directors. As a result the Chair is able to represent local views at regional and national level and to bring in new and developing ideas to inform local developments and ideas.

### Local Authority Governance

The Chief Executive of the Local Authority is required to hold the Chair to account for the effective working of the LSCB. This was achieved in a number of ways:

- During the year the Chief Executive was represented at both the LSCB and its Partnership Forum by the Director for Children, Young People and Learning.

- The LSCB Chair maintained regular contact with the Chief Executive through correspondence and twice yearly meetings with, the Lead Member for Children Young People and Learning, the Director for Children, Young People and Learning and the Chief Officer for Children’s Social Care in attendance.
- The Leader of the Council also attends these meetings annually and receives regular briefings / updates from the Chief Executive.
- Reports providing an objective view of the effectiveness of local safeguarding arrangements were presented to these meeting by the Chair and were in turn shared with members of the LSCB. During the year the Chair also met with an officer from the Office of the Police and Crime Commissioner.

### Outcome:

As a result of these meetings the Chair has successfully raised the profile of a number of key safeguarding issues and has also secured additional resources for the LSCB, which include permanent funding for the LSCB Business Manager post to increase capacity and permanent funding to support performance and quality assurance activity.

## LSCB Membership

Membership of the LSCB was reviewed during the year to ensure representation from all statutory partner agencies as well as that from other agencies with a significant contribution to make in supporting local safeguarding priorities. The Chair has addressed the gaps in membership and the Board is now strengthened by adult mental health services, and voluntary/community sector representation at the Board and Partnership Forum.

A list of members of the LSCB is set out in Appendix B.

The technical expertise offered by ‘professional’ members of the Board’s Partnership Forum has been complimented by Lay Member representation for some years. As a result the independence afforded through this function was developed during the year and the same contribution is now made at the LSCB and will be extended to the Board’s Learning and Improvement Sub Group.

## Outcome:

The revised membership of the LSCB reflects the way that agencies work together and the addition of adult mental health services in particular strengthen the joint work between adult and children's services, enabling a greater focus on key issues that adversely impact on children, including adult mental health, substance and alcohol misuse and housing conditions.

The addition of Involve (formerly BFVA) has enabled the LSCB to work more closely with the Voluntary and Community Sector, raising awareness of safeguarding and the work of the LSCB.

During 2014/15 the LSCB has been supported by:

- Business Manager (26 hours a week)
- Partnership, Performance and Project Officer (9 hours a week)
- Quality Assurance Officer (18.5 hours per week)

N.B: as of April 2015 the Business Manager hours increased from 26 to 32, and the Partnership Performance Project Officer post and the Quality Assurance post were combined to a single post of LSCB Performance and Project Officer working 29 hours per week.

## 1.5 Regional Collaboration across Thames Valley

Agencies from across the Thames Valley area have continued to work collaboratively in order to address the risks to children and young people. However, reorganisation and change within agencies have presented significant challenges in ensuring this approach remained feasible and continued to be an effective model for meeting the collective and individual requirements of the six LSCBs. The regional oversight of this work is maintained through an Independent Chairs and Business Managers Forum and progress is regularly reported directly to one of the LSCBs with an allocated 'host' role.

## Outcome:

Regional collaboration has ensured that some key priority areas of the LSCB's have been sustained and fulfilled key statutory functions of the LSCB, examples of this include the work of the Child Death Overview Panel (CDOP), and the Sexual Advice Referral Centre (SARC).

# 2. Learning and Improvement Framework

During 2014/15 the LSCB built on the work of its previous Quality Standards Sub Group to embed its new Learning and Improvement Framework.



As a result the Board established processes to ensure learning from a range of activities improved practice and therefore outcomes for children. During the year the LSCB did this by:

- Developing an inter-agency Learning and Improvement Sub Group to over see the implementation of the new strategy
- Ensuring a 3 year programme of Safeguarding Standards / Section 11 self-assessments was undertaken of agencies to enable the LSCB to be assured individual organisations routinely identified areas of good practice and those requiring improvement
- Commissioning multi-agency audits and scrutinising partner's individual quality assurance activities to determine whether good practice and identified improvements have been implemented and were consistently applied
- Receiving child protection incident notifications and determining methodology to ensure learning took place and led to improvements in practice; and where necessary undertaking Serious Case Reviews
- Reviewing of all unexpected child deaths
- Routinely reviewing performance management data and information provided by partner agencies
- Developing more robust approaches to receiving feedback from frontline staff, families and children / young people

## 2.1 Monitoring of Safeguarding Standards (Pan Berkshire Agencies)

Bracknell Forest LSCB has an established strategy to support organisations working with children/young people and their parents/carers to undertake self-assessments in relation to the safeguarding standards set out within Section 11 of the Children Act 2004/s175 Education Act 2002. This work has been ongoing for some years and has successfully established a culture of self audit and periodic review.

In more recent years it was recognised that a number of agencies had regional functions and that it would be more efficient if these agencies were to receive a single combined request from the LSCBs based within Berkshire. This led to the creation of the Pan Berkshire LSCB S11 sub group that has coordinated requests to agencies and provided analysis of returns and progress made

Regular progress reports are made by the sub-group to the LSCB's, providing an assurance of the S11 Self Assessment process and outcomes. There have been challenges in undertaking this work within the limited resources available and the group is reviewing its function and considering alternative ways of working and modernisation of its systems in order to support more robust analysis.

During the year the subgroup also worked to:

- Complete the audit cycle and raised appropriate challenges where necessary
- Renew its membership incorporating professional views from the broader spectrum of agencies working with children and families

- Develop a clearer line of accountability and reporting directly to Bracknell Forest LSCB as the 'host' Board
- Modernise the key audit tool and systems that better reflected the responsibilities of agencies and that provided an overview summary of performance
- Streamline the work of the S11 panel to ensure better engagement with partner agencies
- Secure ongoing administrative support for the panel

Some key issues identified include:

- Understanding of 'safeguarding supervision' continues to vary across the children's workforce and opportunities exist for further exploration of multi-agency supervision or case discussion. As a result, detailed analysis was undertaken of practice within the Borough. Some good examples of supervision practice were identified, and further work is now planned to further strengthen such supervision across partner agencies.
- While safer recruitment training is available for staff within partner agencies, it would seem that some employers struggle to identify courses locally that have sufficient capacity. As a result the content and delivery of such courses delivered by the LSCB has been reviewed and attempts made to secure resources to increase the number of events planned for 2015/16.
- The quality and format of the S11 Submissions provided by Local Authorities were variable. Locally, Bracknell Forest engaged positively in this process and following a review of its action plan provided detailed information enabling the Board to be assured of the efforts being made to strengthen its safeguarding activities. As a result the local authority remains committed to safeguarding and continues to demonstrate management oversight at a corporate level.
- Although organisations did have a named senior person responsible for safeguarding, in some cases there appeared to be insufficient understanding of the actual range of responsibilities this entailed and how this influenced operational practice. As a result the LSCB has undertaken targeted work to raise awareness of roles and responsibilities and will continue to do this through 2015/16.
- The group noted that some larger partner organisations have increased the number of 'in house' training events for staff and as a result highlighted the need for a review of the current inter-agency training programme to consider the appropriate balance between single and inter-agency learning events. As a result partner agencies were engaged in a training needs analysis that will inform partner future planning and a revised pathway for accessing different levels of inter-agency training.
- Intelligence shared by agency representatives showed that there continues to be some confusion in regard to obtaining Disclosure and Barring Scheme checks as part of their safer recruitment processes (particularly for those in smaller voluntary organisations) and that employers need to ensure greater clarification is in place to inform safer recruiting practice. Within the Borough the LSCB has sought to address this within Voluntary and Community Sector forums, and through workshops held at the LSCB Partnership Forum. Details of the latest guidance have also been made available on the Board's website with changes communicated to partners through regular electronic updates.

## Challenges during the period

- The sub group continues to refine its work but noted there have been some ongoing challenges, including: prioritisation and reorganisation within partner agencies, which has resulted in further 'churn' within the membership of the group and led to the appointment of a new chair.
- Securing Police and Children's Social Care representation remains a challenge that resulted in escalation to the LSCB Independent Chair's Forum.
- Ensuring sufficiently strong links between learning from s11 audits and the newly established Learning and Development sub-groups structures.
- Securing consistency in the quality and format of organisations self audit methods.
- Changes in the commissioning and governance arrangements in health and developing approaches that enable scrutiny of GP practices across Berkshire.

## Outcome:

The S11 Sub Group have developed an automated tool to support partners in undertaking their self audits and refined their methodology to ensure sufficient scrutiny of the information provided by organisations operating across the 6 LSCBs.

The Group has also engaged directly with agency representatives to offer support and guidance in respect of any improvements required.

## Voluntary and Community Sector and Community Engagement

An action identified in previous LSCB Annual Reports identified the need for further work to be done in order to develop better links with the voluntary, community and faith groups to ensure minimum safeguarding standards were in place and understood by their staff/volunteers.

A good deal of progress has been made in strengthening links between the LSCB and this sector and through the development of Involve (formerly Bracknell Forest Voluntary Action), a series of events were sponsored by the LSCB and have helped build on the more limited engagement secured in previous years.

Initial improvements in communicating key safeguarding messages have been strengthened through the use of social media, newsletter distribution and a programme of planned community events. In addition targeted community consultations have been designed to further support of the Board's ongoing problem profiling with respect to Child Sexual Exploitation (CSE).

Officers of the Board have also met with representatives from the Christian and Muslim Communities, and continue to consult with representatives from the Borough's Inter Faith Forum to ensure more is done to engage individuals and groups within the Borough.

## Outcome:

During 2015/15, the LSCB worked more closely with Bracknell Forest Voluntary (BFVA) during their transition to become 'Involve', sponsored community events and established targeted consultations to support the Board's work in profiling the extent of CSE within the Borough

Voluntary and Community Sector organisations are now routinely represented on the LSCB and relevant sub groups which has enabled the sector to contribute to the delivery of the Board's responsibilities.

## 2.2. Individual Case Reviews: Serious Case Reviews (SCRs)

Although no SCR's were commissioned by the LSCB during the year, criminal proceedings continued in regard to the serious unexplained injuries of a young child who was the subject of a SCR during 2013/4. Due to these ongoing proceedings, the LSCB has not been able to publish the findings from the review but has continued to disseminate the learning established and review the actions of partner agencies required to make improvements.

The LSCB has also co-ordinated a number of events to support partner agencies in disseminating this learning and the recommended improvements outlined by the review.

In addition, the content and delivery of the inter-agency training continues to be reviewed and updated to reflect the learning from local case review activity and national SCR publications.

## Outcomes:

***The LSCB has co-ordinated and delivered a number of events to support partner agencies in disseminating this learning and the recommended improvements outlined by the review. This means that a range of staff have had the opportunity to attend learning and participate in inter-agency learning.***

***Staff attending fed back that they found the opportunity to meet with and talk to colleagues from a range of agencies to be beneficial in informing their knowledge and professional practice.***

***Following these successful events, the LSCB has a regular programme of learning and improvement workshops in place.***

## 2.3. Review of Safeguarding Incidents and Case Reviews

During the year the LSCB's Learning and Improvement Sub-Group were notified of the following cases in which learning was identified:

**Case 1:** involved a young person who it was alleged had sexually assaulted and exploited a number of fellow pupils. Although this case did not meet the criteria for a Serious Case Review, the school were keen to review how they had responded to the concerns raised, identify learning and to make any improvements necessary. The Board were assured that this work was undertaken promptly and were kept informed of the actions taken to learn from this case and strengthen the schools policies and procedures.

**Case 2:** involved the serious self-inflicted injury of a young person and although this did not meet the criteria for a Serious Case Review, a partner agency that had significant involvement with the family undertook a thorough review of their involvement. This was subsequently shared with the Learning and Improvement subgroup. As a result the LSCB was assured that an appropriate response had been made.

**Case 3:** involved notification of a case in which a young person from outside of the Borough had allegedly been involved in a serious assault of a young person residing in the Borough. As a result, the LSCB in the area the alleged perpetrator normally resides have subsequently commissioned a Partnership Learning Review and the LSCB has worked with local partner agencies to support this process and ensure any learning identified informs the LSCB's understanding of any improvements that may be required.

**Case 4:** involved a number of children who had been the victims of sexual assaults at the hands of a perpetrator residing within the Borough. Although this case did not meet the threshold for a Serious Case Review, a review of practice was undertaken separately by two partner agencies with improvements having been subsequently identified and shared with partner agencies through the Learning and Improvement sub group.

## 2.4. Auditing of the effectiveness of Local Arrangements

In addition to the above case reviews, during 2014/15 the Learning and Improvement sub group reviewed its programme of audit and scrutiny work established during 2013/14 and ensured that the learning was documented and shared with partner agencies. Analysis of the methods used also informed the subsequent planning of the current programme of audits for 2015/16.

There were 3 multi-agency audits undertaken in 2014/15 with some aspects ongoing into 2015/16 and reflected the targeted priorities agreed by partners of the LSCB.

### 2.4.1 Child Sexual Exploitation

In 2013 the LSCB commenced on a programme of activity to better understand the profile of CSE across the Borough and commissioned an in-depth audit of three case files randomly selected from a group of young people identified as being vulnerable to CSE.

In addition to the information provided by partner agencies, the LSCB was able to engage directly with one of these young people and held a separate learning event with front line staff involved in their case.

In 2014 the LSCB embarked on a further programme of activity with partner agencies being asked to identify children/young people they considered to be at possible risk of CSE, those who had been exploited, the context and locations associated with CSE in the Borough and information about those suspected of perpetrating such abuse.

The work was informed by consultations with frontline staff and an engagement event involving young people from a range of schools across the Borough. This event was sponsored by the LSCB, but directly facilitated by young people from the Youth Council and enabled information to be shared as well as young people views to be elicited. Feedback from young people attending this event included the following key messages:

- Young people have better information on CSE that is helpful, but there needs to be more including information about the law and better communication between staff and parents
- Schools need to help teach what consent means in order to help breed a culture where consensual sex is expected
- Young people want to talk about their feelings
- Although it can be shocking, more open discussions about relationships and exploitation from different perspectives are needed in year 9-11 although some felt this should be addressed in primary schools
- There needs to be more safe places for young people to go to (e.g. drop in centres) and increased police patrols

In spite of the recent efforts made to promote awareness of CSE and associated safeguarding messages, the above feedback from the young people clearly indicated the need for further work to be undertaken across the Borough to ensure that safeguarding messages continued to be promoted outside of the key events already in place.

While no new information was received in respect of children/young people thought to be at risk of, or suffering from CSE, the details of two alleged perpetrators was gathered and shared with relevant agencies.

Information collected from these events has also informed the Board's understanding of the cross border challenges of a small unitary authority and the potential risks for our children/young people when they travel to neighbouring areas where the risks of CSE may be higher.

The LSCB facilitated a further inter-agency case file audit of six cases in which children/young people had been absent/gone missing and a further audit of five cases where concerns had been raised about the risk of CSE.

Emerging themes include:

- The importance of early help and timely independent return interviews
- The risk of drift in cases where there were concerns for children/young peoples mental health and interventions delayed while they waited for specialist assessments
- Insufficient understanding of children/young people's vulnerability where complex issues may not have yet been adequately resolved
- The increased risk to pupils excluded from education
- Agencies policies in respect of the retention of records seemed to prevent workers accessing potentially important historical information
- Ongoing challenges as to how important information is shared within and between partner agencies
- The importance of disrupting CSE and need to strengthen the focus of all partners on the alleged perpetrator and steps taken to deter them
- Whether some of the cases had been held too long by partners before a comprehensive assessment had been undertake.

All of the issues identified through these processes are being actively considered by the CSE Strategy Group and will inform the refresh of the CSE Strategy and Action Plan for 2015/16.

#### 2.4.2. Early Help

During 2014/15, the Sub-group considered reports completed following an audit of Early Help cases and the 'Step Up' and 'Step Down' process. These cases were randomly selected from a sample provided by the Common Assessment Framework (CAF) Co-ordinator and were audited using a newly established process which ensured that the views of both practitioners and their managers informed the sub groups learning.

The following key findings were shared with partner agencies:

- The quality of record keeping was considered to be either good
- The CAF should not be seen as a substitute for referrals into CSC where significant concerns exist
- The need to ensure a focus was maintained in respect of fathers' involvement
- The Practitioners experienced difficulties in accessing specialist help when the child did not meet the thresholds for specific service provision
- Reports demonstrated a clear focus on the child, but showed less understanding of impact of the wider family environment
- The audit demonstrates effective and positive interventions by practitioners and that the Step Down process had worked well in the cases selected

- The lack of early intervention in some cases was a concern identified by the group, although the challenges of delivering services to families who moved frequently were acknowledged

### 2.4.3 Children subject to Child Protection Plans (for Neglect)

This audit was undertaken to consider the issue of neglect which remains the major reason for children becoming subject to Child Protection Plans.

The audit examined plans in place for six children whose ages ranged from pre-birth to 14 years old and consisted of four boys and two girls. The audit also explored the child's daily experience of neglect, parental and environmental risk factors, the help offered through the Child Protection Plan and the way in which the plan had progressed by the Core Group.

Themes identified within the audit included:

- **Early Identification /criteria for making a CP Plan**  
Partner agencies identified and referred concerns about neglect, but there was no evidence of planning for 'step down' to the Early Intervention Hub when plans ended.
- **Quality of CP Plans**  
The child protection plans audited were of good quality, although it was felt that improvements could be made to the format of plans and Core Group minutes. While all cases required an element of parenting work, resources available for intensive parenting support appeared to be limited and the panel questioned whether all voluntary sector services were known by workers.
- **Progressing CP Plans in Core Groups**  
The audit demonstrated that professionals were able to identify indicators of neglect, but Core Groups appeared to have limited options to effecting change when parental behaviour was entrenched or they did not engage. The audit also suggested that improvements were needed to ensure all Core Groups progressed actions in a timely way, ensured better attendance, and that management oversight included monitoring of progress and staff supervision.
- **Outcomes for children when CP Plan ended**  
The audit noted good practice in respect of therapeutic support to help children manage the emotional impact of neglect and/or parental substance misuse.

As a result of the recommendations made following the above audits, action plans were agreed and will continue to be monitored by the Learning and Improvement Group (LISG) in 2015/16.



## 2.4.4 Individual Agency Audits

In addition to the inter-agency analysis undertaken by the sub group, further audits were undertaken by the Local Authority in respect of joint working between Children's Social Care staff and their colleagues in local Police Child Abuse Investigation Units, Community Mental Health and Substance misuse services.

As a result examples of good practice were shared with the LSCB, as were areas requiring further improvement. The use of multi-agency supervision involving mental health and children's services was reported to be a positive example of facilitating closer working relationships between those from different disciplines.

Colleagues within the authorities Performance and Governance department now provide the LSCB with routine analysis of factors associated with cases being taken to Child Protection Conferences and have also helped its understanding of professional attendance which is to be extended to Strategy Meetings during the coming year. As a result further reviews are planned in respect of Strategy Meetings and will help ensure effective multi-agency working.

It is hoped that the routine analysis of referrals recently established by staff within the Community Mental Health services will help improve professionals understanding of the needs of young children whose parents/carers have mental health difficulties and promote a systemic approaches to providing effective help and further promote the concept of 'think family'.

During the year, the LSCB has used learning gleaned through the range of learning and improvement activities to challenge partners to ensure better communication and the early sharing of information. An example of this related to the domestic abuse notifications and the information required by partners to ensure help is offered at an early stage. As a result GPs now received such notifications, although the sub group's work continues to seek assurance that all relevant services are made aware of such risks to children including those based within Early Years Services.

## National and Regional Learning

During the year, the subgroup considered the findings contained within the Annual Report of the National Panel of Independent Experts on Serious Case Reviews (NPIESCR) and the DfE funded research Barrier to learning from serious case reviews. Subsequently the LSCB jointly facilitated a Pan Berkshire strategic learning workshop. This event specifically focussed on the learning neighbouring LSCBs had derived from SCRs and their experiences of using different methodologies. The NPIESCR were subsequently invited to attend a future meeting of the group to further consider the context in which the sub group operates.

## 2.4.6 Staff Survey/Consultation Activity:

### 1. Safeguarding Supervision Survey.

Supervision processes within partner agencies has also been addressed by the LISG Sub group through a recent staff survey. The results of this survey will be available in July 2015.

## 2. SCR/Partnership Review survey.

During the year the LISG Sub Group identified the need to strengthen the systems in place to ensure actions identified within SCRs are robustly monitored and also undertook to consult with staff involved in SCRs/ Partnership Reviews previously commissioned.

Findings from the survey undertaken show that when compared to other methodology used, the 'Welsh Practice Review' methodology was favoured by staff. However, they also clearly indicated that they valued the learning events held by the Board as part of the 'SILP' SCR commissioned. Findings also showed the need for improved communications within such reviews and in particular that provided to them by their employers and the LSCB.

### 2.5 Child Deaths and the Child Death Overview Panel

Working Together (HMGov, 2015) outlines the statutory responsibility of the LSCB for ensuring that a review is undertaken of each death of a child, normally resident in their area, and this is undertaken by an independent Child Death Overview Panel (CDOP). Locally this service is jointly commissioned in partnership with our five neighbouring LSCBs.

The analysis provided by the CDOP follows a separate but related process in which an initial 'Rapid Response' is made by a team of key professionals who come together for the purpose of enquiring into and evaluating each unexpected death.

CDOP membership is drawn from organisations represented on the LSCB, but has the flexibility to co-opt other relevant professionals where necessary and that are accountable to the LSCB Chairs.

The key purpose for reviewing child deaths is to learn lessons and reduce child deaths in the future. However, the panel also identify areas in which all professionals, including healthcare and social care professionals can learn and improve the care they provide to children in order to help reduce the rates of child deaths.

As part of its function it routinely collects data on the following risk factors; maternal obesity, maternal smoking, co-sleeping, smoking parent/carer, domestic abuse, IVF, alcohol, late bookings and consanguinity of parents.

The LSCB is regularly updated on the work undertaken by the CDOP and has been reassured that it is operating effectively in identifying the key priorities for action to prevent child deaths. It is encouraging that the number of child deaths (shown in the table below) has continued to fall across the six areas in question.

2012/13	2013/14	2014/15
57	60 (of these 5 related to child deaths in Bracknell Forest)	50 (of these 2 related to child deaths in Bracknell Forest)

Due to the small number of child deaths during the period and out of respect for the privacy of their families, details of their individual circumstances are not reported here. However, none of the children who died within the Borough were subject to child protection plans or any statutory orders at the time of their deaths and the learning in regard to the broader themes emerging from the work of the CDOPs is available at: <https://www.gov.uk/government/collections/statistics-child-death-reviews> and <http://www.berkshirechilddeath.org.uk/>

## Key Learning

The following learning identified by the CDOP demonstrates its proactive attempts to avoid future deaths of children across the area:

- The development of an App containing advice relating to asthma
- Delivery of a targeted PSHE programme to increase awareness of consanguinity related deaths and other culturally harmful activities
- Continued promotion of safe sleeping advice
- Promotion of the latest recommendations for improving the health of women prior to pregnancy to reduce pre term births (OAHSNM)

Contributing to and being informed by learning from across the UK remains an important aim for the LSCB and during the year a subgroup of the CDOP prepared a paper for a national conference based on child deaths in relation to congenital anomalies. The panel have also sought assurance that work on reducing pre term births is also a regional health priority. As a result Thames Valley Children's and Maternity network has promoted training to increase awareness of the optimum way to take measurements during pregnancy. This is one of many further actions that the Oxford Health Sciences Academic network will take forward which aims to help set professional standards with the aim of achieving consistent screening and treatment in all hospitals in the Thames Valley.

The panel has responded to further accidental drowning's during the year and as a result has disseminated advice from the Health and Safety Executive to LSCB across the region. Follow up work with the Environment Agency has also promoted improved signage at a range of bridges where young people are known to play/swim.

The panel have also shared learning from the Thames Valley Cancer Network on culturally appropriate ways of marking children's deaths and circulated this to social care, health and education staff.

## Outcomes:

Reducing rates of neonatal deaths remains a priority for the CDOP. As a result increased efforts are being made to ensure that agencies are able to address household risk factors such as infections in low birth weight babies and smoking.

## 2.6 Learning and Improvement Sub Group Key Achievements

In summary, as part of the implementation of the Board's new Learning and Improvement Framework, the LISG established a programme of routine scrutiny of partner agencies S11/safeguarding standards self audits and has increasingly challenged areas in need of improvement.

The sub group also increased the frequency of CDOP reporting and ensured that partner agencies were made aware of the key messages identified from this work. The subgroup also received and approved a review of the Rapid Response protocol supporting the initial actions taken following the unexpected death of a child and these improvements, together with other learning were the subject of an LSCB Forum workshop in September last year.

Learning activities during the period also indicated ongoing confusion in some areas regarding information sharing. As a result, the sub group escalated concerns to the LSCB and a review of local agreements was commissioned. This review has resulted in a refreshed protocol being drafted and will be circulated in due course seeking partner agency endorsement.

The sub group have also sought to improve the dissemination of learning through the existing inter-agency training and have continued to strengthen liaison with those designing and delivering courses locally.

During the year the sub group received information regarding the inspections of local GPs practices and the findings of the Care Quality Commission. The initial cohort inspected provided good evidence of robust practice safeguarding practice; however subsequent inspections have raised concerns which are being robustly addressed.

### Challenge during the year

As is evident from the above information the LISG sub group has achieved much during the year with relatively little capacity. As a result, partner agencies have been under pressure to respond to an increased number of demands linked to this work and it has been necessary for the Officer of the LSCB and its Independent Chair to challenge a number of agencies to ensure they provided the information / support required.

## 2.7 Performance Monitoring and Reporting

The LSCB has monitored a range of data and performance indicators throughout the year, a full list of the areas monitored can be found in appendix D.

During 2014/15, Bracknell Forest LSCB has sought to improve the information it gathers in respect of partner agencies performance and commissioned a revised data set to strengthen its scrutiny of this area of work. As a result the Board has developed a format that will help partners refine the information they provide, and both challenged and supported them in establishing systems to provide data that has not previously been available and to provide a contextual narrative.

The monitoring of data has allowed the LSCB to actively question and challenge data and performance where information suggests there may be a cause for concern, or further clarification may be needed.

Some examples of queries raised in 2014/15 include:

- **First time entrants to the Youth Justice System:** Following a reduction over the last three years there was a slight increase in the numbers of young people entering the youth justice system. The number of first time entrants to the Youth Justice system increased by 23% from 26 to 32 between 2013-14 and 2014-15.

Although there has been a rise this year the numbers continue to be low and continues to show the success of the focus and resources into early intervention work with young people at risk of offending. The Youth Offending Prevention Service works with young people following the early signs of the risk of offending and deters them from going on to becoming offenders in the criminal justice system.

- **The impact of homelessness:** There was an increase of 33% in the number of homeless children and young people (from 88 to 117) between Q4 2013-14 and 2014-15. The LSCB requested further information on this and analysis shows this is mainly due to loss of rental tenancies as a result of private landlords giving notice or increasing rents.

During 2014/15, the Council increased their supply of temporary accommodation by purchasing a further four properties using funding via the capital programme, and leasing a further five properties from private landlords.

- **Young Carers:** There are 160 young carers currently known to Bracknell Forest Council (compared to 151 last year), and of these 56% are female and 44% male. Nearly a quarter (24%) have their own diagnosis of a medical or special need, over three-quarters (77%) are caring for an adult and nearly half (48%) are caring for a brother or sister (some are caring for both). 16% are aged between 7 and 9 years old, 44% between 10-13 years old and 40% between 14 and 17 years old.

It is estimated that there is likely to be twice as many young carers in the Borough and following the implementation of the Local Authority's 'Strategy for Young Carers 2013 – 2017', the numbers already identified is expected to increase. The LSCB will continue to monitor the number of young carer's, but more importantly receive assurance as to the support they receive and the impact of the care they provide on their health and wellbeing.

- **Private Fostering:** Despite the efforts of the Local Authority and partner agencies to accurately identify private fostering arrangements the numbers of cases reported to them remains very small.

In March 2014 the number of children known to be privately fostered was only three and by March 2015 the number was two (with one that ended during the year).

The LSCB is aware that it is very unlikely that this represents the true extent of such arrangements for children/young people in the Borough. As a result this remains an

area that the LSCB will continue to scrutinise and proactively raise awareness of with partner agencies.

- **Sexual offences against u18 year olds:** Between Jan-Mar 2015 there were 44 sexual offences recorded against under-18 year olds. This was an increase from the previous three quarters in which such offences totalled 45. The total for the year was 89 compared to 2013-14 where the number was 67. However, this increase is probably largely due to the new National Crime Recording Standards which required that Police recording altered and that all reports are 'crimed' before any investigation is started.

The LSCB is aware that most child victims do not report such offences and while such data is important the findings of research in regard to the true prevalence of sexual abuse is equally important to informing our appreciation of the likely scale of such harm.

The LSCB also receives a six monthly report from the Manager of the Child Protection Conference Chairs which provides an analysis of the conference activity and analysis of the key presenting factors; the combination of Neglect, Domestic Abuse and Drug/Alcohol in particular appear to continue to present a major risk in the lives of the children and young people subject to such plans.

The report also provides evidence of how well agencies are working together and are engaged in the child protection process.

The LSCB will continue to monitor performance information using the new reporting format that has been developed.

## 2.8. Involvement of Children/Young People and Families

The LSCB continues to encourage partner agencies to ensure children/young people are consulted and/or involved in any area of their work that might impact on their lives. The Board is aware of the ongoing work within local youth services to engage with schools, youth groups and the youth parliament and the progress being made to improve the use of information technology and social media.

### Agency activity to involve children, young people and families

The LSCB has retained an oversight of a range of activity across partner agencies that seek to include the voice of the child / young person.

This includes:

- The annual report of the IRO which demonstrates the involvement of children, young people and families in their LAC review process. Child participation is 100% and there are a range of creative ways in which participation is encouraged.
- The Children in Care Council (called SiLSiP in Bracknell Forest) has played an active role in planning and developing services.

Supported by a Participation Officer SiLSiP present information to the Corporate Parenting Panel, they have an opportunity to meet with the Director and Lead Member of Children's Services, and in 2013/14 they developed a training package called "Do They Know", aimed at practitioners and managers at all levels; it has been delivered by looked after young people to members of the Corporate Parenting Panel, to the Director of Children, Young People and Learning and other senior managers and a range of practitioners. The training continues to be rolled out and there has been interest from other authorities in the training. It is also now identified as a good practice example on the National IRO website.

- The annual report of the Statutory Complaints function which provides an overview of the number and type of complaints made against Children's Social Care under either the Corporate or Statutory Complaints Procedure. The LSCB has noted that in the year 2014/15 there were three complaints made by children and young people and one involved the use of an advocate, which was a very positive process and managed well between the Investigating Officer, Independent Person, the Advocate and the young person.
- Targeted activity with children and young people in schools includes the use of the Lobster DVD developed by young people on the subject of domestic abuse.
- Ongoing delivery of Chelsea's Choice; a drama production for young people in Secondary School about the risks of Child Sexual Exploitation.
- A campaign led by Bracknell Forest Community Safety Partnership (CSP), targeted at primary school pupils across the borough. Six schools have already taken part in a pilot of Digiduck's Big Decision Workshop, in which year one children (aged five and six) build on their understanding of jokes and how they can sometimes be hurtful. Another six borough primary schools will be welcoming Digiduck into classrooms this term.
- Each Child Protection Conference provides an opportunity for parents and professionals attending to complete an evaluation form about their experience of the conference.

These are completed regularly by participants and feedback is reported to the LSCB through the CP Chair reports and continues to inform development and improvement in CP Conferences. Work is underway to look at how children and young people can be more involved including the use of advocacy in conferences.

In order to ensure more systematic support for the involvement of children/young people in the work of the LSCB, the Partnership Forum committed to redesign its agenda to ensure that children and young people can directly and indirectly engage with its members. This approach ensures that at each meeting of the Forum, time is ring-fenced to ensure members consider the views of children/young people whether or not they physically attend. This has included presentations on Young Carers, SiLSiP and the children in care charter and the sharing of issues raised by focus groups facilitated by the LSCB on child sexual exploitation.

## 3. LSCB Sub Groups

In addition to the work outlined within section 2 of this report the following sub groups also link to and support other core functions of the Board and reflect the agreed priorities set out within its Business Plan.

### 3.1 Missing Children and Child Sexual Exploitation Strategic Sub Group

The CSE Strategic Sub Group was developed during 2013/14 and has continued to expand its terms of reference to include oversight of missing children. Members of the sub group have worked hard over the past year to ensure that all partners appreciate the importance of CSE and that it is a targeted priority for the LSCB.

During 2014/15 the Strategic CSE Group reviewed and updated the CSE Strategy and working closely with the CSE and Missing Children Operational Group to ensure further improvements were made to the responses in those cases where children had been missing.

The CSE and Missing Children Operations Group, is Co-Chaired by Bracknell Forest Children's Social Care, and Thames Valley Police, and meets on a monthly basis to consider, and risk assess referrals made to group by agencies using a screening tool developed in conjunction with neighbouring LSCBs. Multi agency commitment to this work remains high and at the end of March 2015 a data evaluation demonstrated that an average of 15 children and young people were being discussed at each meeting during the year. The CSE/ Missing Operations group identifies important themes that emerge within the local area and the recent appointment of a dedicated specialist worker has resulted in improved responses being made to the early screening that forms part of the independent 'return interviews' offered to those who have been missing and to the wider intelligence being elicited by young people. There has been challenge from the LSCB to ensure that these arrangements for undertaking independent return interviews are in place, are robust and analysis leads to improvement in practice.

The sub group have escalated concerns in relation to young people who appear to be traveling between sexual health services in order to avoid the attention of professionals and the need for staff within such services to be extremely vigilant. These issues will all be taken forward by the Strategic Group during the next period. Children/young people missing from Education was also raised as an area of concern and as a group, as a potential increased risk. As a result, the council now has a Children Missing Education group which meets quarterly to monitor and address these issues.

Throughout 2014/15, the CSE/Missing Strategic Sub Group considered reports from the CSE Operations Group and updates from partner agencies on progress towards achieving the aims of the CSE Action Plan. The group also considered the messages from research, recommendations from SCRs and published reviews which were also shared with members of the LSCB and its Partnership Forum. As has been mentioned previously, the engagement of frontline staff within the LSCB's ongoing programme of problem profiling also provided the opportunity for an external expert to share learning from other areas of the UK. A similar workshop was held offering senior managers the



opportunity to consider the legislative and policy requirements associated with CSE and the importance of leadership in ensuring robust systems were in place to protect this group of children and young people.

### Outcomes:

The LSCB's ongoing programme of problem profiling child sexual exploitation also provided the opportunity for an external expert to meet with frontline staff and senior managers to share learning from other areas of the UK.

Although much progress has been made during the year, the sub group was also required to challenge partners due to the low take up of the training made available by the LSCB. A subsequent review of the training pathways available to staff was undertaken and the group endorsed a more comprehensive programme of training, which subject to the available funding will provide professional development opportunities to both junior and the most senior staff alike. In turn the LSCB has challenged partners as to the sustainability of the current training without increased funding.

Increased scrutiny of partner's responses to Missing Children and CSE is planned for 2015/16 by way of an inter-agency audit of cases. This will focus on children have been missing and a separate cohort of those thought to be at risk of CSE and it is hoped that this will provide a more independent examination of individual and organisations and further insight into inter-agency working.

In order to ensure they are informed of the latest developments in this area of work members of the sub group have attended a number of regional and national events during the year and the Sub Group expanded its membership to incorporate a wider range of services that play an important role in tackling CSE. Improved links with the Voluntary and Community sector were made through representation from Involve (formerly Bracknell Forest Voluntary Action) and as previously mentioned plans are now in place for local groups to contribute directly to the ongoing profiling of CSE across the Borough.

The CSE Strategy can be accessed at: <http://www.bflscb.org.uk/sites/default/files/safeguarding-children-and-young-people-from-sexual-exploitation-strategy.pdf>

### 3.2 Training and Development Group (East Berkshire)

Bracknell Forest LSCB commissions multi-agency training through Bracknell Forest Council and has a strong track record of providing professional development opportunities to a diverse workforce, including staff from both statutory and voluntary agencies.

In January 2015 the existing Pan Berkshire collaboration was reviewed and although links are maintained between neighbouring Boards, it was recognised that planning across so many LSCBs was not a sustainable model. As a result Strategic and Operational planning for staff in the Borough is now overseen on an East Berkshire basis.

However, learning from quality assurance activities and reviews/serious case reviews continues to be shared between LSCBs and planning is in place to facilitate joint seminars that further build on the messages disseminated within core training.

The delivery of training is co-ordinated by staff within Bracknell Forest Council, with the overall strategy being managed via a newly established East Berkshire LSCB Sub Group from January 2015. During 2015 work has been done to further develop the analysis of the learning/training needs of the workforce across the Borough and has also included organisations that cover a number of LSCBs. Despite underdeveloped approaches to training needs analysis, scrutiny of S11 audits would appear to suggest compliance with required training, and indicative feedback from agencies at L&D Sub-group meetings provides positive assurance from partner agencies. However, empirical evidence would provide a more robust demonstration of this hence the prioritisation of activity in 2015-16.

Locally, the training provided is detailed in the LSCB's Training Calendar, which is disseminated across partner agencies and available on the LSCB website. It details a comprehensive range of training available across the scope of universal, targeted and specialist safeguarding training. Details of training can be accessed at:

[www.bflscb.org.uk/training](http://www.bflscb.org.uk/training)

### **Activity**

During 2014/15 over 1360 individuals attended safeguarding courses commissioned by the LSCB for staff and volunteers across the Borough and offered generic learning in respect of safeguarding children and specific courses covering:

- Common Assessment Framework
- Children with Disabilities
- Safer Recruitment
- Parental Mental Health
- Domestic Abuse
- E Safety
- Child Sexual Exploitation
- Substance Misuse
- S47 Investigations
- Neglect

In addition to these locally run events staff were also able to access training in other areas provided by neighbouring LSCBs.

The provision of Specialist Training in relation to specific topics, compliments the core Universal and Targeted Training provided through a rolling programme of inter-agency training. Throughout the year most LSCB training has been oversubscribed and in the few cases where numbers have been low the LSCB has provided a challenge to its partners and supporting them to improve their marketing of such events.

Where demand outstripped capacity it has been necessary for some staff within larger partner agencies to receive single agency training. As a result the newly established East Berkshire consortia is reviewing its strategy and evaluating capacity in order to ensure it can continue to promote inter-agency training as its preferred approach for the majority of staff.

The use of E-Learning for CSE was also reviewed during the year and as a result the sub group subsequently challenged the provider previously commissioned as no management information was available to evaluate its effectiveness. As a result a new provider was commissioned and it is intended that the use of this approach will be integrated into the planning for our 2015/16 programme of training. The available management information, together with improved evaluation of other courses will strengthen the LSCB's understanding of how such activities impact on practice and therefore the protection of children / young people.

The Training and Development Strategy has been revised by using examples from good and outstanding LSCBs across the country as well as the previous Berkshire strategy. This has been rewritten and released for comment and will be passed to all LSCBs for formal approval at the next available opportunity.

Securing representation on the sub group from all partner agencies has also proved increasing difficult during the year and as a result concerns were escalated to the Independent Chairs of local LSCBs who in turn have challenged partners.

#### **Outcome:**

Over 1360 staff and volunteers benefited from Training and Development opportunities provided through the LSCB, with 852 staff attending Universal training, 351 attended Targeted training and 160 accessed Specialist courses.

Issues identified through serious case and other learning activities have been incorporated into relevant training provided ensuring that learning and development opportunities offered are up to date and relevant.

### **3.3 Early Intervention Group**

The Early Help Group has maintained an overview of early help activity and some of this is summarised below:

The CAF continues to be a key tool to identify and assess needs to support early help. At the end of March 2015, 349 CAF assessments had been completed; this includes 108 Family CAF assessments.

Comparative data within the South East region suggests that Bracknell Forest has the highest rate of completion of CAF's (based on 13 out of 19 authorities).

The Early Intervention Hub continues to experience a high volume of referrals, at the end of March 2015, 352 referrals had been taken to the Early Help Hub for a multi-agency discussion. Nine cases were stepped up to Children's Social Care and 78 cases were stepped down from Children's Social Care for ongoing support at Tier 2.

Children's Centres provide a key element of early help for very young children and during the year the registration of 0-4 year olds registered was 79.4% (three of the centres individually had exceeded the 80% target).

Children's Centres continue to provide a wide range of activities that focus on early help, including targeted work on school readiness, supporting 2 year olds who meet the criteria for vulnerable child funding, family outreach support, Freedom Programme targeting early domestic abuse, Solihull Parenting programmes and the Young Parents Group.

A Family Intervention Team was established in September 2014 following an extensive review of parenting support across the Children, Young People and Learning Department. This team has been developed to re-focus on early help support and now works with families to reduce the risk of an escalation onto higher level statutory services.

The Youth Service has been through a period of significant change and is now delivering more targeted support for vulnerable young people. Support offered includes alcohol and substance misuse teaching sessions and direct work with young people. Attendances at sexual health clinics have remained high and the rolling rate of teenage conception for under-18s in December 2013 was suppressed as it was less than five.

The group has been working on a review of the Early Help Strategy and a new strategy has been completed and will be published in the summer of 2015.

Following the publication of a new threshold document a poster and short guide were developed to provide a quick reference for practitioners on thresholds; these have been widely circulated and are also available on the LSCB website: <http://www.bflscb.org.uk/links-and-publications>

The Group also received the first set of audits on early help, and an action plan has been developed to address the findings. A programme of early help audits is planned to begin in the autumn of 2015.

Bracknell Forest was one of nine local authorities to participate in the Local Authority Research Consortium (LARC) with LARC 6 focused on issues of neglect and how we can encourage family and local communities to take a more active role in identifying early indicators of neglect. The findings from the report published in April 2015 will be used to further develop local responses to neglect. The full report can be accessed at: [http://www.nfer.ac.uk/publications/LRCN01/LRCN01\\_home.cfm](http://www.nfer.ac.uk/publications/LRCN01/LRCN01_home.cfm)

### 3.4 Policies and Procedures Group (pan Berkshire)

The Group meets on average four times a year and following the agreement for each of the Berkshire LSCB's to host one of the Pan Berkshire Groups the Policies and Procedures Group is hosted by Slough LSCB.

During the year the group provided oversight of the online guidance jointly commissioned on a Pan Berkshire basis and highlighted the need for this to be reviewed ahead of its renewal in the autumn of 2015.

During the year the group also undertook a review of its terms of reference and although a new chair was appointed early in 2014, the Group has continued to be less stable than was hoped. As a result of the delayed progress in this work LSCB's raised concerns about the effectiveness of the current arrangement and have instigated a review of how the online guidance is commissioned and jointly overseen. A mixed range of activity has been undertaken during the year and a key focus of the group has been in ensuring that the policies and procedures on the system were reflective of the revised Working Together Guidance. Discussion and comparison has taken place across the six Berkshire authorities including an analysis of the similarities and differences in content.

New procedures for responding to CSE including a Pan Berkshire CSE Indicator Tool were completed and implemented during the year, providing consistent guidance for all agencies.

Membership of the Group has been challenging and this has been effected the capacity to progress some areas of work. The issues were robustly addressed and raised with the Regional Independent Chairs and positive action is being taken to ensure the Group is able to deliver its priorities.

## 4. LSCB Targeted Priorities

During the year the LSCB revised its Business Plan and as a result of consulting with children/young people, staff and members of the Board identified two additional priority areas which were felt to be important in safeguarding children and young people within the Borough.

These were to ensure effective oversight of the work of partner agencies to:

### **Targeted Priority 1**

Support further implementation of the framework for early help, and evaluate its impact on families

### **Targeted Priority 2**

Reduce the impact of domestic abuse on children, young people and families.

### **Targeted Priority 3**

Reduce the impact of substance and alcohol misuse on children, young people and families

### **Targeted Priority 4**

Reduce the impact of parental mental illness on children and young people

### **Targeted Priority 5**

Develop a greater understanding of neglect and reduce the impact this has on children, young people and families

### **Targeted Priority 6**

To further develop the co-ordination of protection and support to young people at risk of child sexual exploitation

### **Targeted Priority 7**

To Increase the understanding of the harm associated with the misuse of technologies and further develop proactive strategies to support children / young people and their families

#### **TP 1: Support further implementation of the framework for early help, and evaluate its impact on families**

The LSCB contributed to the development of “*Creating Opportunities – Positive Futures, a prevention and early intervention strategy for children, young people and families in Bracknell Forest 2012 – 2014*” and has continued to monitor early help as a targeted priority area. This strategy is in the process of being reviewed and is scheduled to be presented to the Board in July 2015.

The work undertaken by the LSCB in regard to CSE has also highlighted the need for the development of the Early Help Strategy to help colleagues working with the youngest children to develop interventions that help better equip parents with strategies to prevent children becoming vulnerable to exploitation.

As previously suggested the Local Authority Research Consortium’s work locally in respect of neglect also supports the focus on families and local communities to take a more active role in identifying early neglect and will be used to further inform local responses to neglect.

#### **TP 2: Reduce the impact of domestic abuse on children, young people and families**

The Domestic Abuse Forum Sub Group reports to the Community Safety Partnership which has a lead in the development and implementation of the Domestic Abuse Strategy. The LSCB monitors progress through a regular report on progress presented to the LSCB and through ongoing audit and quality assurance activity.

#### **Examples of work undertaken in 2014/15 include:**

- Delivery of training
- Providing the PICADA (Positive Intervention for Children Affected by Domestic Abuse) programme
- Providing IDVA (Independent Domestic Violence Advisor) and Outreach support through Berkshire Women’s Aid and hosting a Women’s Aid pilot project aimed at younger children
- Introduction of a second tier perpetrator programme (Plain Talking) which supplements the existing Domestic Abuse Perpetrator Service (DAPS)
- Providing a Sanctuary Scheme (additional security in the homes of victims)
- Working with the Royal Military Academy to ensure systems were in place to tackle Domestic Abuse

- Promoting positive relationships to children, young people, parents and carers through the 'Lobster' drama initiative /Stepping Up programme/Face Front Theatre productions
- Undertaking a publicity campaign
- Employment of a DA Co-ordinator

However, in line with other areas of abuse 2014/15 saw an increase in levels of domestic abuse. The level of domestic abuse recorded crime increased by 12% to 570 cases when comparing figures for the previous year. Domestic abuse non-recorded crime (i.e. where a crime has not been committed but the incident has been reported to the police) also increased by 2% to 1548 cases during the year.

During the same period the number of referrals to MARAC (Multi Agency Risk Assessment Conference) decreased (by 24%) during the year to 93 and is below the SafeLives recommended number of 180 who it is suggested should be referred to the MARAC. As a result the LSCB is monitoring progress against this measure and understands that further analysis is to be completed in order to verify the accuracy of the estimated target.

The number of children in the household of those cases discussed has also decreased to 93, although this includes some double counting in respect of the repeat cases. Over half (52%) of cases continue to be referred to the MARAC by the Police, with 38% being referred by the IDVA (Independent Domestic Violence Advisor). The low level of other partner agencies referrals is also an area subject to ongoing monitoring by the Board.

The Domestic Abuse Service Co-ordination (DASC) oversees all the ongoing work that is in place with a cohort of medium risk cases where children are on Child Protection Plans or are CIN and where there are high repeat rates of domestic abuse. DASC ensure referrals for support to victims are made to Berkshire Women's Aid as well as to services for perpetrators of DA. Despite the challenges outlined above, an independent evaluation of project by Cambridge University showed that although work with perpetrators and victims may not reduce the number of domestic abuse incidences, the severity of the abuse itself was lessened.

Domestic abuse has remained a key feature in respect of cases coming to the attention of Children's Social Care. In addition to the Probation Service's 'Integrated Domestic Abuse Programme' (IDAP), the specialist Domestic Abuse Perpetrator Service (DAPS) have continued to support the work co-ordinated by the Local Authority in respect of families where children were the subject of Child Protection Plans. The DAPS worked with 32 men during 2014/15 and work also commenced during this period to establish a brief early intervention service 'Plain Talking'. It is intended that this new service will provide a confidential and anonymous helpline for anyone concerned about their violence and/or abuse towards a partner or ex partner.

The impact of DA on children/young people is well documented and the longer term impact of the work being co-ordinated across the borough will continue to be the subject of further evaluation. As a result Domestic Abuse remains a priority for the LSCB.

### **TP 3: Reduce the impact of substance and alcohol abuse on children, young people and families.**

Work undertaken to address substance and alcohol misuse issues is coordinated by the Drug and Alcohol Strategy Group which covers both adult and young people within its remit and reports in to the Community Safety Partnership.

In Bracknell Forest approximately 45% of adults presenting for drug and / or alcohol treatment\* in had childcare responsibilities. The percentage of parents in treatment in Bracknell Forest is significantly higher than the national average.

There were 198 parents/carers in treatment for opiate use (58), non-opiate drug use (29), alcohol use (89) and a combination of alcohol and non-opiate use (22) in Q4 2014-15. There were 113 new presentations (for parents/carers) in this quarter.

The LSCB has received reports which describe the operational links between Children's Social Care and the substance misuse services and mental health services- (please see below) to ensure a "think family" approach to safeguarding children where parents are engaging in substance misuse.

There were 74 young people in treatment for the year 2014-15. 50 of them were new presentations. The number of planned exits was 23 (62%) which is a 4% drop against the previous year (66%). There has been a significant reduction on the percentage of young people presenting with Amphetamine as a drug of choice. In Q4 this year it was 35% compared to 47% in Q3 and 53% in 2013-14.

### **TP 4: Reduce the impact of parental mental illness on children and young people**

In common with other areas of the country, work undertaken by the LSCB highlighted the vulnerability of some children/young people whose parents have mental health problems.

During the year work has progressed to promote greater liaison between Children's Social Care, Community Mental Health Services (CMHT) and professionals working in substance misuse services. As a result quarterly meetings between the 3 services now take place and have embraced the recommendations within 'What about the Children?' (Ofsted, 2013).

CMHT now monitor the number of children of adults receiving services and joint case file audits have been undertaken and learning shared with the teams involved and weekly CMHT multi-agency meetings also promote attendance by professionals from other disciplines. A newly appointed worker from CMHT now spends one day a week within the substance misuse service, offers a monthly consultation to CSC workers to discuss joint cases and all new workers are encouraged to spend time in each other's services as part of their induction.

Perinatal cases are now prioritised and seen within 5 days and if parent appear unable to cope with children or there is deterioration in their health a joint visit between CMHT and CSC staff is now recommended.



As a result of the development work undertaken safeguarding children is now a standing item within staff supervision and a named child protection professional is available to all staff needing safeguarding advice.

The following areas have been identified for ongoing development:

- Continued Joint liaison meetings between CMHT, CSC and SMART
- Review of consultation processes for young people and parents and carers and a systematic process for collating their views and feeding into the service development
- To undertake a review of the outcomes from CMHT monthly case discussions with CSC
- Child Sexual Exploitation training to be mandatory for all CMHT staff
- LSCB Targeted Safeguarding Children Training to be mandatory for all CMHT staff

CMHT to explore their current referrals to CSC and compare these to previous years contacts in order to identify any learning. However, CMHT waiting times for treatment and numbers waiting have risen and this has been identified as risks and shared with the LSCB.

#### **TP 5: Develop an understanding of neglect and the impact this has on children, young people and families.**

During 2014/15 the LSCB built on the work of a task and finish group set up to undertake some research about neglect and its impact locally.

The publication of the Council's "Really Useful Guide to Neglect" and development of the LSCB training further strengthened practice and was further informed by messages from research and learning from serious case reviews.

- As mentioned previously scrutiny of this area of work was provided through an inter-disciplinary case file audit and highlighted a number of areas of good practice as well as those where improvements could be made-see section 2.3.
- Monitoring of the categories of children subject to a Child Protection Plan shows that at the end of March 2015 of the 122 children subject to a child protection plan 68 (56%) were under the category of neglect and has therefore continued to remain high in recent years.
- Improved integration of the work undertaken previously in respect of neglect within the Board's work on Early Intervention will improve oversight of the work being undertaken by partners.
- The LSCB sought additional funding from DfE as part of its Innovation programme to provide dedicated support for innovative work to examine further the interventions that would appear most effective and if successful support practitioners in there implementing these.

#### **TP 6: To work with partner agencies to develop a strategy for the coordination and Provision of support to young people at risk of child sexual exploitation**

The issue of CSE is covered in a number of areas of this report and will remain a key priority for the LSCB.

The CSE Strategy Group has continued to develop and implement its CSE Strategy and will seek to further develop work locally in light of local and national learning.

- The recent review of the Pan Berkshire screening tool will ensure greater consistency across the Borough and local region.
- Members of the inter-agency CSE Operations Group have ensured plans are in place for all children/young people at risk of CSE and will continue to monitor those who are reported missing. Further development of work to ensure that those missing from education and from care are monitored will be the subject of greater scrutiny by the LSCB.
- Improved CSE training is currently being delivered and improved e-learning modules have been commissioned and are being rolled out. However, resourcing of the current programme will not be sustained in the coming year and funding of the proposed pathway is need as a matter of urgency.
- Work continues to ensure greater awareness of CSE amongst young people in schools through drama productions and the LSCB is keen to see that this is extended to parents and carers.
- Police disruption of perpetrators activities has been successful in a small number of cases and the LSCB would like to see responsibility for this being shared more fully across partner agencies.

The LSCB plans to coordinate further 'problem profiling' of CSE within the local community within Bracknell Forest in the hope that this will further inform our local strategy which aims to, *Prevent* CSE, *Identify* victims/perpetrators and ensure successful *Prosecution* of those who commit/facilitate such crimes.

The LSCB is aware of the risk of children/young people being trafficked and it is hoped that the improvements made within the work of the CSE Operation Group will enable better information sharing to inform a more accurate understanding of this. However, the LSCB has requested that better links are made between regional organisations and that knowledge gleaned within each LSCB better informs the planning of their work locally.

Strengthening the links between key strategic groups within the Borough has continued during 2014/15 and the formation of a 'Joint Working Protocol' agreed by the Safeguarding Adults Protection Board, Health and Wellbeing Board and the Children and Young People's Partnership ([www.bfsapb.org.uk/sites/default/files/bracknell-forest-joint-working-protocol.pdf](http://www.bfsapb.org.uk/sites/default/files/bracknell-forest-joint-working-protocol.pdf)) further underpins this joint commitment to co-ordination and strategy planning.

**Targeted Priority 7: Increase the understanding of the harm associated with the misuse of technologies and further develops proactive strategies to support children / young people and their families.**

The work of the E Safety Sub Group is overseen by the Community Safety Partnership and has worked to further develop the following areas of activity:

- **Communication and Awareness Raising**  
To ensure that all children, young people, vulnerable adults and the wider community are equipped with the knowledge and skills to ensure safety online and when using other forms of communication technology.
- **Education and Training**  
To ensure that all people who work with children, young people and other vulnerable groups in the community have access to good quality procedures and effective training to safeguard those at risk and are made aware of their responsibilities to ensure that technology is appropriately safeguarded.
- **Monitoring and Reporting**  
To ensure that consistent systems and services are in place to prevent the community from becoming victims, ensure that minimum standards are met and enable reporting.
- **Responding to Specific Incidents**  
To ensure that all victims are protected and given an appropriate level of support, and to encourage and support the identification and prosecution of offenders.

Internet safety and the misuse of technologies is a continually-evolving threat to children and young people and an area that has been prioritised by both the Community Safety Partnership (CSP) and LSCB.

Anecdotal evidence from practitioners in the borough suggests that children and young people are participating in extremely concerning behaviour online with little regard for, or understanding of the implications and repercussions in both the short and long term. This local anecdotal evidence suggests that what is happening in Bracknell Forest is reflective of the picture emerging from national research.

The E-Safety Sub Group carried out extensive research on current online trends and risks that young people were taking to inform its 2014/15 action plan. As a result of this research the following areas of concern were identified:

- Young people giving out personal information
- Webcam abuse (as opposed to young people meeting strangers in the 'real world')
- Younger and younger children accessing the internet
- Easy, unregulated access to online pornography and its impact on healthy relationships (i.e. consensus that the majority of young males felt they learnt more from watching pornography than they would in Sex Education at school, resulting in sexual expectations in relationships changing and young people feeling pressurised)
- Pressures for sending and exchanging sexually explicit images, these images going viral and extreme cyber-bullying as a result

These areas of concern were shared within a workshop at the LSCB Forum during the year and the findings and recommendations from the following publications were also disseminated:

- 'Emerging Patterns and Trends Report #1: Youth-Produced Sexual Content', *The Internet Watch Foundation (IWF) in partnership with Microsoft, (March 2015)*
- 'Young People, Sex and Relationships: The New Norms' *Institute for Public Policy Research, (August 2014)*
- 'For Adults Only? Underage access to online porn' *A research report by the Authority for Television On Demand (ATVOD), (March 2014)*
- 'Basically... porn is everywhere: A Rapid Evidence Assessment on the Effect that Access and Exposure to Pornography has on Children and Young People' *Office of the Children's Commissioner (2013)*

### 3.2 Additional Areas of LSCB activity and challenge

During 2014/15 there have been a number of local issues brought to the attention of the LSCB where the LSCB has applied additional scrutiny and requested reports /information to provide further assurance. These are captured in a Challenge log which is an agenda item for each LSCB meeting-examples include:

#### Poor housing and poverty

The LSCB has remained appraised of the impact of poverty and the challenges many families face particularly in respect of the costs associated with local housing.

It continues to be of concern that children/young people face adversity linked to homelessness and poverty and is aware of the increased vulnerability that such circumstance can cause.

#### Culturally Harmful Behaviours

The LSCB is mindful that within communities some individuals/families may participate in practices that are harmful to children / young people. It continues to require partners to remain vigilant as to these apparently infrequent but significantly harmful incidences.

The issues of Forced Marriage and Female Genital Mutilation are not commonly reported within Bracknell Forest and as a result staff may not develop experience of managing such complex cases. In an attempt to support partners in maintaining awareness of these issues, the inter-agency guidance issued by the Board contains specific reference to local procedures, and links to both national guidance and fact sheets.

In addition to the Government's guidance distributed in the previous year the LSCB circulated copies of 'Tackling FGM in the UK, Intercollegiate recommendations for identifying, recording and reporting', published by a number of the Royal colleges. As a result of proposals made within last years annual report an East Berkshire FGM Steering Group led by health colleagues has undertaken analysis of the situation locally and continues to share learning emerging with members of the Board

#### Child Sexual Abuse and Exploitation

As has been demonstrated earlier in this report, much has been done to raise awareness of the harm associated with CSE and the robust responses needed to prevent such abuse and where it has occurred to provide appropriate support.

However, the recent increase in case of child sexual abuse has highlighted the need for partner agencies such as the police to be able to respond swiftly and sensitively to the victims affected. The LSCB together with neighbouring Boards has challenged ion Thames Valley Police and the Police and Crime Commissioner to ensure resources are made available and it is hoped that they will be able to consider increased prioritisation of safeguarding children within their future resources in the coming year.

### Looked After Children and the role of the Independent Reviewing Officer

In last years report the LSCB identified the crucial role of the Independent Reviewing Officer (IRO) and the effectiveness of arrangements for Bracknell's looked after children .This years report identified examples of good practice, but also key challenges that have also been demonstrated within the more recent findings of the CSE audits detailed earlier in the report.

It is encouraging that additional resources were secured to manage the increased workload associated with this service enabling an additional part time IRO post and increased management oversight of the service.

As a result work was undertaken to ensure children could access their IRO more easily and to improve the involvement of their parents in the review process. During the year, the service also reviewed its work, undertook an audit of its recording and engaged in internal peer review activity. Learning gleaned through the work of the IROs was shared with a wide range of professionals across the Borough and contributed to regional and national development of policy and practice.

Analysis of the data reported into the LSCB was informed by the views of IROs and their contribution to the Board's programme of audit has supported a number of areas identified as being in need of improvement.

### The Management of Allegations against staff/volunteers and the role of the Local Authority Designated Office.

The Local Authority Designated Officer (LADO) plays a crucial role in provides advice and guidance to employers and other individuals/organisations that have concerns relating to adults who work with children and young people. The LADO overseeing this work is a qualified and experienced social worker and therefore compliant with the recent changes in statutory guidance.

The procedures they support apply where a person who works with children whether in a paid or voluntary capacity) has:

- behaved in a way that has harmed a child, or may have harmed a child
- possibly committed a criminal offence against or related to a child
- behaved towards a child or children in a way that indicates they may pose a risk of harm to children

During the year the LADO has continued to raise awareness of employers to the potential risks posed by those they may employ and to understand their responsibilities in respect of safer recruitment and the procedures they should have in place for handling allegations against staff. Through their contribution to inter-agency training and the facilitation of a LSCB workshop, the LADO helped managers clarify the distinction between an allegation, a concern about the quality of care/practice and more general complaint.

The dissemination of such learning has helped implement changes Government guidance (as outlined in Working Together 2015 and 'Keeping Children Safe in Education', updated in 2015) and that partners share concerns without delay and in a coordinated manner.

During 2013/14 the LADO identified a number of areas (highlighted below) in which they have since facilitated the following areas of improvement:

- **To ensure all partner agencies have procedures in place to manage allegations.**

The LSCB's S11 audit tool has been updated to include a question about allegations and safer recruitment and is now being used to ensure a better understanding / overview of how this is understood and managed by organisations.

- **For the LADO to continue to contribute to training of managing allegations and to promote awareness of procedures for managing allegations with partner agencies.**

The LADO has worked with the LSCB to deliver Safer Recruitment Training and to establish a new course which will also combine a focus on managing allegations.

- **For the LADO service to continue to strengthen links with key LSCB partner agencies and private sector employers and organisations to ensure there is a continued awareness about the thresholds and process for managing allegations.**

Work continued during the year to strengthen links with partner agencies and the LADO met with the Licencing team, school transport coordinator, independent providers, safeguarding leads for sports groups, the Chair of the CSE operational group and the Adult Safeguarding Manager. The LADO and their deputy have also attended the schools designated leads meeting and a GP training event.

- **For the Berkshire LSCB procedures to be revised in line with the London LSCB procedures and to agree criteria and outcome categories for managing all allegations.**

During the year work was completed to address the above recommendation and has been forwarded to the Pan Berkshire Policy and Procedures Sub Group for approval.

## Complaints Report

Children's Social Care Complaints Services performs an important role in assuring the quality of response to children and young people, or parents and carers who make complaints. LSCB oversight of this work helps ensure continuing development and review of the service and learning for all partner agencies. In addition to reporting to members of the Board, the Complaints Manager has regular meetings with senior managers in Children's Social Care, and provides training for new Social Workers on the complaints process. Findings from complaints are considered in the development of policies and procedures and help ensure an ongoing culture of learning.

Out of the total of 47 complaints that were received during the year, 15 complaints were deferred / declined, 11 were investigated under statutory procedures and 21 were investigated under the Council's corporate procedures. As a result 32 of the 47 complaints received were investigated.

The nature of these complaints included concerns about:

- Assessments / investigations
- Communication
- Staff decisions / conduct
- Standard of service
- Eligibility criteria

While reports to the LSCB enabled scrutiny of such complaints, the Board also noted the positive feedback received such as that from one parent who stated “Your outstanding Social Worker helped me move out of a bad situation and has improved me and my daughter’s lives. I can’t thank you enough”.

There were 181 such compliments recorded during the year which is an increase on the previous year where only 91 compliments were recorded. The compliments covered both Children’s Social Care activity and activity within Strategy, Resources and Early Intervention services. The comments recorded came from range of individuals who had contact with the Council, either as service users or professionals with 3.9 compliments being received for every 1 complaint.

#### Children/Young People at risk of Radicalisation

Throughout the year the LSCB has disseminated information to partners about the importance of early identification of children at possible risk of becoming radicalised. Practical work continues via the Boroughs Community Safety Partnership to raise awareness within schools and colleges and at a strategic level to monitor levels of risk and work with the LSCB to raise awareness of the proposed new duties contained within the Counter-Terrorism and Security Bill.

In conclusion, preventing the above factors impacting on children within the Borough will continue to be strengthened through the strong partnerships and early help developed by the Board.

The LSCB will seek to continue to improve its oversight of core safeguarding processes such as assessment, planning and intervention within the context of inter-agency collaboration.

Throughout the year the LSCB was made aware of partner contribution to these processes and was able to challenge issues such as agency attendance at Strategy Meetings, Child Protection Conferences and Core Groups where necessary. The improved analysis of these core functions also provides the LSCB with important data in respect of parental factors and circumstances that lead to abuse and neglect. As a result these inform other strategies such as the work undertaken in regard to early help discussed previously in this report.

Strengthening a ‘Signs of Safety’ ethos within Child Protection Conferencing has been a focus in 2014/15 and will be fully launched by September 2015.

Through improved feed back from children/young people and their families/carers the Board’s is better informed of the impact services are having and this feedback is underpinned by the efforts made to promote participation at all stages of these processes, including that provided by staff themselves who embraced improvements to improve their reporting.

Improving the data and information provided by partner agencies continues to help the LSCB analyse areas in which it requires professionals to consider the current effectiveness of their interventions and to collaboratively consider innovative developments.

Information such as that below is routinely informing the LSCB's work and will continue to be refined during the coming year.

### 3.3 Financial Information

The budget is monitored by the Business Manager and reports are provided to the LSCB. The majority of the budget is spent on staffing to support the work of the Board.

The LSCB budget 2014-2015 was made up of contributions from the Local Authority, the CCG, Police, Probation, Broadmoor, CAFCASS and Berkshire Healthcare NHS Foundation Trust.

Supplies and services include expenditure for the cost of an Independent Chair, updates to the Child Protection Procedures and the costs associated with administering the LSCB training programme and the annual conference. This also covers any printing costs for publicity materials and leaflets.

In addition a small amount is spent under to cover the hire of meeting rooms, refreshments and venues for LSCB activities and meetings.

The LSCB has discussed the lack of capacity within the pooled LSCB budget and the Chair has formally written to the Chief Executive of each statutory partner organisation to raise the concern that the current LSCB budget needs to increase as it has remained the same for the last 5 years and has requested a proportionate 22% increase in funding for 2016/17.

<b>LSCB Partner</b>	<b>Contributions 2014/15</b>
Bracknell Forest Council	£51,840 (+ £22,000 for QA Officer)*
Thames Valley Police	£2,050
Clinical Commissioning Group (on behalf of the health economy)	£20,500
National Probation Service	£1,025
Broadmoor	£550
Heatherwood and Wexham Park Trust	£1,025
Berkshire Healthcare Foundation Trust	£1,025
CAFCASS	£500.00
Grant	£7,300
Total	£85,800 (+ £22,000 for QA Officer) £107,800



<b>LSCB Expenditure</b>	<b>Amount</b>
Salary Costs – Business Manager, QA Officer, Partnership Performance Officer.	£67,476 (inclusive of QA Officer post)
Independent Chair	£17,000
Supplies and Services: Includes costs for: Training SCR / Partnership Review Printing / Room bookings / refreshments Procedures updates Involvement of Children and Young People.	£23,324
<b>Total</b>	<b>£107,800</b>

## 4. Summary

The strength of partnership working throughout this report is evident and many of the achievements of the last year could not have been made without the continued support and hard work of the LSCB and Forum members. However, it is clear that as pressures have increased on partner agencies it has become more difficult to secure the high levels of engagement required. As a result this area has become one in which the Chair has been required to make a number of challenges to ensure the Board remains effective.

Like partner agencies, the work of the LSCB has continued to increase in recent years and remains very broad. The support required to ensure that the LSCB operates effectively and can fully embrace its increased responsibilities, will in turn require sufficient resources that have yet to be secured. As a result this remains a central risk to the sustainability of the Board's work moving forward. Keeping children and young people safe remains a core function for the LSCB and although on occasions this aspiration is challenged our role is to ensure that their protection remains a priority and is "everybody's business". This report has highlighted areas of good practice undertaken by very committed professionals as well as areas requiring improvement and further development. As a result we continue to work to ensure that all those who come into contact with children and young people have the relevant knowledge, experience and support to enable them to fulfil their roles and responsibilities.

To become more effective we will also need to continually review, and evaluate the work that is done by, or on behalf of our partners and ensure we achieve a balance of appropriate support and robust challenge in order that all parts of our local system operate as effectively as each other.

### Key Messages

#### Safer Workforce

Those providing services to children, young people and families, or those planning provision should:

- regularly assess their workforce capacity and identify strategies to ensure their workforce is adequately equipped to fulfil their safeguarding responsibilities
- ensure that there is an awareness of the requirements of safe recruitment and a clear understanding of the management of concerns/allegations against staff
- provide professional development that addresses the need for inter-agency learning in addition to specific competences in respect of individual \ organisational responsibilities
- ensure that staff receive supervision that provides adequate support to ensure they carry out their duties within the challenging context of child protection

## Information Sharing.

Those providing services to children, young people and families, or those planning provision should ensure:

- that they have understood and endorsed the LSCB's Information Sharing Protocol staff and volunteers have understood the requirements of Working Together (HMGov, 2015) and Information sharing Advice for practitioners providing safeguarding services to children, young people, parents and carers ([https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/419595/Working\\_Together\\_to\\_Safeguard\\_Children.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419595/Working_Together_to_Safeguard_Children.pdf))
- staff challenge practice that does not reflect the above agreements/guidance and if necessary escalate such concerns using the processes established within the LSCB's Inter-Agency Guidance ([http://berks.proceduresonline.com/chapters/p\\_resolution\\_prof.html](http://berks.proceduresonline.com/chapters/p_resolution_prof.html)).

## Assessment and analysis of risk

Those providing services to children, young people and families, or those planning provision should ensure:

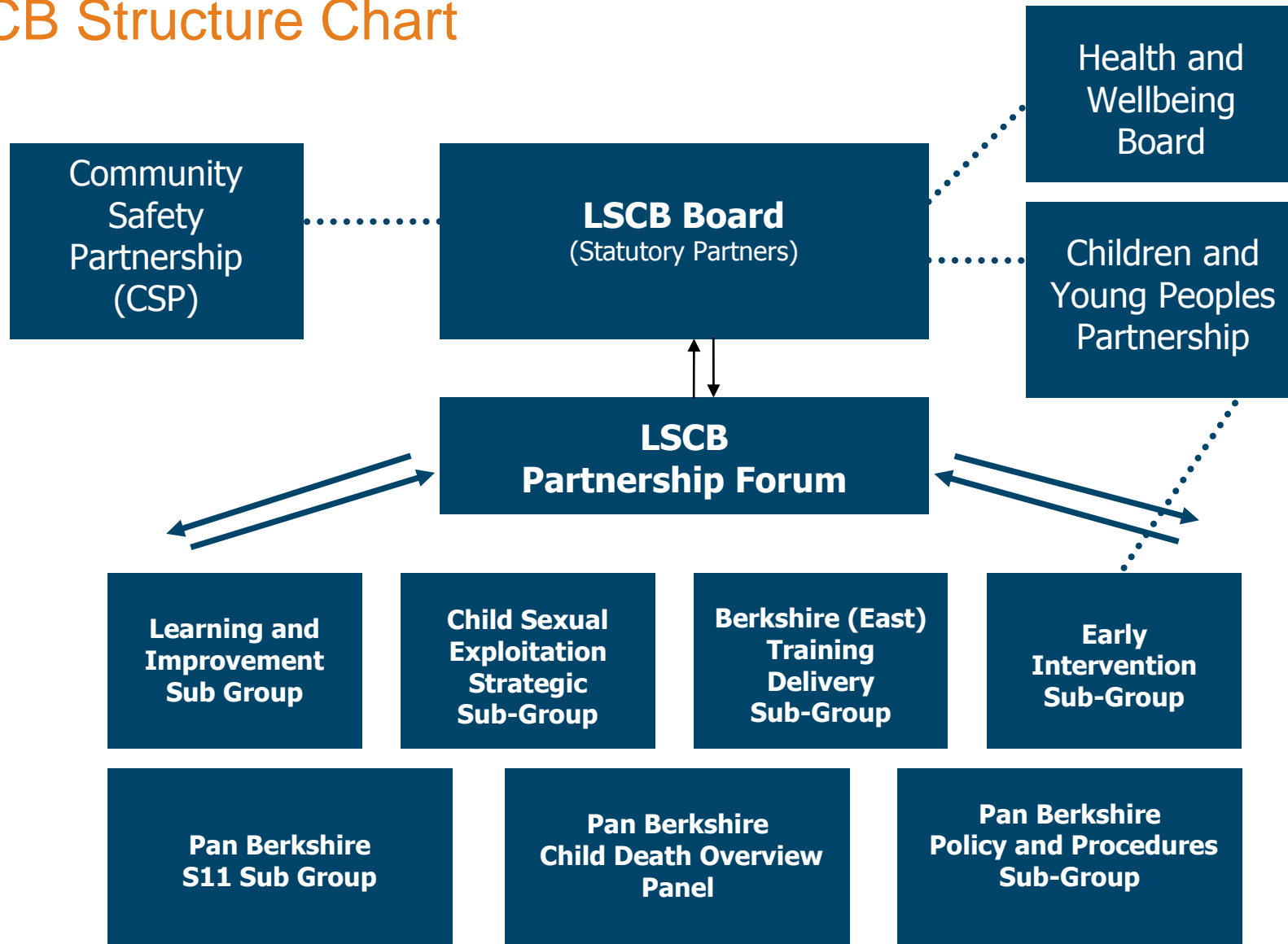
- children/young people are seen and engaged in activities that verify their wellbeing in spite of assurances provided by others
- the needs and capabilities of parents/carers are informed by reliable information provided by all those involved with the family and wherever possible information gathered is validated using reliable sources of information
- where assessment takes place historical information informs professionals understanding of the accumulative impact of adversity and resulting trauma and should fully inform decision making

## Strengthening Partnerships

Those providing services to children, young people and families, or those planning provision should ensure:

- *the ongoing commitment of sufficient resources to support delivery of the LSCB Business Plan and the core requirements as prescribed within statutory guidance*

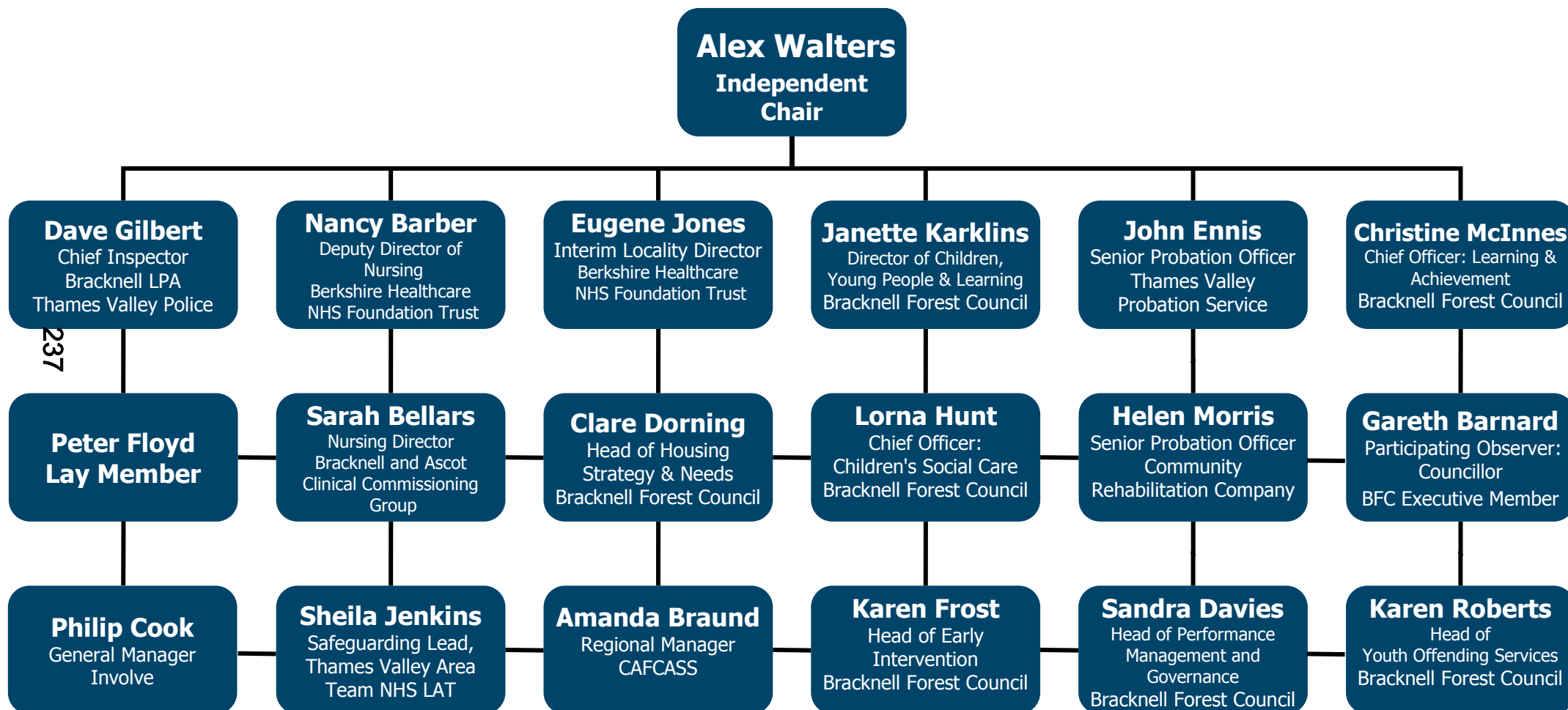
# LSCB Structure Chart



236

*\*Throughout the year a number of inter-agency 'Task and Finish' groups supported the work of the above Sub Groups supporting the LSCB's commitment to continued improvement.*

# Bracknell Forest LSCB Board



[www.bflscb.org.uk](http://www.bflscb.org.uk)

For further information please contact: Bracknell Forest Local Safeguarding Children Board, Time Square, Market Street, Bracknell, Berkshire. RG12 1JD. Telephone: 01344 352000 Email: [enquiries@bflscb.org.uk](mailto:enquiries@bflscb.org.uk)

Record of LSCB Challenge 2014/15		
RAG RATING	Concern / risk identified	Action / Update
	The Need to strengthen strategic oversight of inter-agency training	Agreement to disbanding of pan Berks group and creation of East and West sub groups.
	Need to improve governance of Pan Berkshire sub groups	Creation of a hosting protocol with clarity around roles and responsibilities of host LSCBs and sub group chairs.
	Insufficiency of LSCB budget	Request from Chair to CEOs of all statutory partners requesting increased support for 16/17.
	Concern re impact of homelessness on children and young people	Challenge to partners and detailed report received by LSCB
	Concerns raised re missing children and arrangements for undertaking return home interviews.	Detailed report of improvements made presented to LSCB
	Concern re output from Pan Berkshire Children with Disability Sub Group	Raised at Thames Valley Chairs, agreed not fit for purpose and further survey needed.
	Request for confirmation of safeguarding responsibilities within new Probation service provision.	Letters from Chair to NPS and CRC and representation and assurance received.
	Concern re CAMHS provision and request for update from Berkshire and national reviews.	Report on CAMHS from HWB on LSCB agenda 28/11/14
	Concern re support to young adults subject to CSE post 18-to be raised at Adult Safeguarding Board	Adult representation secured on CSE strategy Group and CSE transition pathway developed.
	Training information from all partners to inform TNA	Partners challenged and a further request made for data.
	CAMHS challenged re release of report following a serious safeguarding incident	Report/assurance received by the group on Areas of learning and improvement were identified.
	Agreement needed on how to share information around children securely with schools	The formalisation of data sharing protocols with schools would be discussed at the LSCB Chairs' meeting in June 2015

	Challenge to partners regarding delay in updating of action plans	Improved information received from some partners.
	Partners challenged regarding sharing of single agency auditing activity information from all partners	Improved information received from some partners.
	Challenge re the use of Risk Management Panels	RMP to no longer take place.
	Concern over working arrangement in relation to children with mental health problems	
	Failure of neighbouring LSCBs to endorse a Pan Berks CSE Screening Tool.	Eventually agreed
	Delay in LSCBs facilitating Pan Berks CSE Forum. Risk of broad intelligence learning and improvements not being shared	Issues has been escalated to IC's meetings on a number of occasions - Meeting now scheduled
	Pan Berks (PB) organisations request for fewer meetings / PB wide sub group. Risk of local focus being lost and progress on outstanding issues being impaired.	Group rejected request. Issue relates to above proposal which enables local focus to be maintained <b>and</b> PB wide collaboration to be further developed.
	Agencies challenged due to poor return of audits. Risk of LSCB / Partners not having full understanding of CSE in the Borough.	Chair challenge to partner agencies who had not responded. Analysis of those returns is the subject of a current review of progress via sub group.
	Partner's website does not have sufficient content relating to safeguarding and CSE.	Following challenge by the group, improvements were made.
	Risk that systems are not sufficiently robust for children absent / missing. Analysis of current arrangements and information sharing needed.	Group agreed to monitor and receive more detailed analysis as to the significance of the issue.
	E-Learning package unable to provide any management information to support its evaluation.	The group agreed that a new provider should be commissioned.

	Risk that LSCB cannot implement proposed CSE training pathway as there is no dedicated funding to support its implementation.	Raised at LSCB and is now the subject of a wider review of training and professional development
	Concerns raised with LSCB regarding missing persons (from residential unit) in Bracknell	Police have been in liaison with the provider in question, reviewed practice and report no ongoing concerns.
	Failure of Schools to complete CDOP Form B risks inadequate information being made available on which judgements can be made.	Agreement that Schools needed to notified about the importance of this information - awaiting update from CDOP.
	Concerns raised due to delays in securing a paediatric post-mortem and skeletal survey examination in the region. The impact on families was a concern and the quality of medial evidence was a risk identified by the group.	This issue has been raised locally, regionally and most recently via a letter to the Department of Health.
	The lack of 24/7 Children's Community Nursing Services in some areas was the subject of a challenge by the panel and escalated to the CCG.	Panel escalated this issue to the CCG. Outcome is not yet known.
	Panel members raised serious concerns about recent guidance issued by the Department of Health aimed at schools, parents and pharmacists as to recognition of an asthma attack. The panel fear it may place children at risk.	Panel have written to Department of Health and a regional working group is to follow up on work in this area.



Appendix D (Data report to be added)

**This page is intentionally left blank**

TO: EXECUTIVE  
20<sup>TH</sup> OCTOBER 2015

---

## **INVEST TO SAVE: LED STREETLIGHTS**

**Director of Environment, Culture and Communities / Borough Treasurer**

### **1 PURPOSE OF REPORT**

- 1.1 To agree an £7.3 million investment which ensures all of the borough's street lights are LED and capable of being controlled from a central computer within a three year period. The project offers further efficiencies which will form part of any future budget proposals put forward by Environment, Culture and Communities.

### **2 RECOMMENDATION(S)**

- 2.1 **A supplementary capital approval of £7.3m for the Streetlight LED project be sought from Council on 25 November to allow the replacement programme to begin in March 2016.**
- 2.2 **That column replacement continue to be funded from Local Transport Plan capital grant for the duration of this project.**

### **3 REASONS FOR RECOMMENDATION(S)**

- 3.1 The investment in LED lighting will reap significant financial savings and the earlier we can take these benefits the better. LED lighting will also significantly improve the Council's carbon footprint thereby contributing to the Council's aspirations in terms of climate change.

### **4 ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 The only realistic option is to continue with the current strategy of replacing lighting with LED on an ad-hoc basis which will take decades to complete resulting in the Council needlessly wasting money on energy costs over a lengthy time period and in so doing unnecessarily adding to CO2 emissions.

### **5 SUPPORTING INFORMATION**

- 5.1 In recent years, the CMT have had previous reports relating to the desirability of installing LED lights as a means of saving money and reducing CO2 emissions. While at each previous stage the financial case for the investment has been superficially strong, backed up by the prevalence of other authorities adopting this approach, it was not felt the project plans or financial case was robust enough to approach the Executive with a view to making such a significant investment in street lighting. However, it is now believed that the project plan and financial case presented in Appendix 1 is a robust proposal which should give the Executive sufficient assurance to support the investment. Given the detail in the Appendix, only a summary of the project and benefits is presented in this report.

- 5.2 Bracknell Forest has approximately 14,500 street lights on the network. They consume about £550,000 worth of electricity each year, require about £70,000 of routine maintenance involving bulk lamp changes and cleaning each year, and such is the generally poor condition of the stock also need about £112,000 of reactive maintenance to replace suspect poles and failed lamp units. Much of the problem derives from Bracknell being a New Town in that the majority of street lamps were originally erected within a short time span and therefore it is unsurprising that many are failing, or anticipated to fail, around the same time too. Consequently, while this project shows a return on investment and stands in its own right, in reality the Council would be spending this level of resource on replacement columns in any case over the next 10 years which is an unavoidable cost.
- 5.3 The project seeks to replace all of the old units with an LED solution within a two or three year window. The sooner this can be done the sooner the Council can benefit from the maximum reduction in energy and maintenance costs. It is also proposing to connect all lights to the existing Central Management System (about 2,000 of our existing lights are already connected) which allows further efficiencies in operational and maintenance terms. The business case assumes a level of “dimming and trimming” of street lights but does not assume part night lighting if, for example, the Council was to choose to switch off some lights between 12 midnight and 5am. It has not been included because of the necessary policy discussions and public consultation that would be required if this were to be considered, but if the Council was to adopt this policy a further £2m could be saved over 25 years with an average of just under £80,000 per annum.
- 5.4 Our highways and street lighting contractor Ringway would undertake the project. They bring considerable expertise to the project having just completed a street lighting PFI in Hounslow. Confidence is high therefore that the project can be complete in the timescales identified and within budget.

#### Value for money

- 5.5 The existing contract with Ringway, which includes a comprehensive street lighting specification based on the national Specification for Highway Works, was only recently competitively tendered. The documents were deliberately drafted to include a mechanism to procure large scale capital projects without the delay/expense of spot tendering but this option exists if the Council does not believe it is achieving value for money. The process is termed NEC3 Option C Target Costing.

Option C Target Costing enables the Council to agree the most current and therefore most competitive prices and programme timings utilising Ringway’s experience and construction knowledge from the early design stage. The early involvement of contractors has been shown to bring efficiencies to both the client and contractor and is cited as best practice. The Target Cost mechanism includes a risk-sharing and cost management incentive designed to minimise cost and time overruns. Critically, the Option C Target Costing process is totally transparent which, when combined with the expertise and market awareness of Council officers (an intelligent client), results in both parties fully understanding the risks involved meaning these are not speculative but fully informed ensuring the Council is not paying a financial premium for risk.

Ringway have a proven track record in transforming borough-wide street lighting systems through their PFI contracts and their 'buying power', in the LED market, will work to the Borough’s advantage. Consequently, Officers believe utilising Ringway as the contract offers the best solution to providing value for money combining as it

does a baseline cost which has only recently been market tested together with fully transparent negotiations on the target cost. These negotiations have in the background as a healthy “tension” the option of spot tendering should the Council not be satisfied about value for money.

Conversely, it is not felt to be a financially or operationally astute alternative to undertake an EU procurement for this work.

To tender a project of this scale will require a full EU procurement process which will delay the project start by up to 18 months or at the very least by 12 months. New documents will have to be drafted, tenderers selected and returned documents assessed. How the Borough chooses to manage the inherent risks in a project of this scale will affect the prices returned. There is no guarantee that tendering the project will return prices any more competitive than those already available through our contract with Ringway and given that risk would be have to be priced in the process means that costs are likely to be higher. The costs of LED lights are typically decreasing which the Council benefits from under Option C Target Cost, whereas in a tender situation the cost would be locked in at a higher price. An alternative supplier to Ringway would be required to set up an operational base in the borough, again highlighting the probability of increased costs. The procurement process does not enable us to involve contractors at the early design stage and the ability to reduce costs by agreement before work starts is unavailable.

There are operational issues to reflect upon also in terms of how the work is procured. Should another contractor win the bid the Council will face an increasing management burden co-ordinating routine street lighting maintenance activities by Ringway together with a replacement programme provided by others. There will be ongoing management issues to resolve as the end of contract works defect correction period will extend for at least 12 months, and possibly longer, beyond the time of installation of the new units – effectively the Council will have 2 contractors maintaining our lighting stock with the inherent risks that that brings.

We estimate the potential cost of delaying the project will accumulate to £300k a year, based on current electricity prices alone. We are unable to estimate how Ringway may revise their routine maintenance charges if they are to manage LED units installed by others when the project is complete.

Consequently, for the reasons cited above, Officers strongly believe that value for money is best achieved by adopting the Option C Target Cost methodology permitted within the Highway Maintenance and Street Lighting contract we have with Ringway.

### CO2 emissions

- 5.6 The Council is committed to reducing wastefulness in all its forms in order to contribute to a more sustainable future. The installation of LED street lights will significantly reduce the Council’s carbon footprint. It is estimated that 2857 tonnes of CO2 will be saved each year, equivalent to the annual emissions from about 285 homes or 570 local residents.

### Timing

- 5.7 It is proposed that the Executive request Council on 25 November 2015 to consider a supplementary capital approval. This timing optimises the installation operation since

there is currently a three month lead-in for LED lamps meaning that installation could begin in February/ March 2016. The electricity company base their charges to us on the inventory we submit and the hours of burning and this inventory is reviewed on an annual basis. It therefore makes sense to complete the installation as soon as possible.

- 5.8 The Executive is therefore asked to review Appendix 1 and agree to support the bid for a supplementary capital approval.

## **6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS**

### Borough Solicitor

- 6.1 The proposed procurement may be carried out by means of a call off under the Highway Maintenance contract with Ringway. No significant legal issues arise from the matters discussed in this report.

### Borough Treasurer

- 6.2 Whilst the investment appraisal undertaken by Ringway at Appendix 1 is robust from a commercial perspective, it does not take into account the peculiarities of local government finance and the way in which the capital investment and anticipated savings will impact upon future Council budgets. The impact of the above approach is to reduce the potential revenue savings in the years shortly after replacement, but over the life of the asset cumulative savings in excess of £8m can be anticipated (Appendix 2), with annual savings peaking at £618,000 in Year 25. Irrespective of which approach to investment appraisal is used the financial case for investing in replacement LED street lights is strong.
- 6.3 The investment appraisal also provides two options for the overall level of capital investment. The first option assumes capital expenditure of £8.4m, to include the replacement of 2,000 concrete or mild steel street lighting columns. Prior to this proposal the Council's intention was to replace these columns using capital grant provided by the DfT for Local Transport Plan schemes. Were the Council to continue funding the replacement columns using this grant the overall level of additional capital expenditure required would fall to £7.3m. For the purposes of the figures below it has been assumed that the Council will use the Local Transport Plan capital grant as this maximises the overall revenue benefit.
- 6.4 The most significant differences between the figures included in Ringway's investment appraisal and those outlined in the table below are:
- No savings in carbon tax have been assumed. There is no budget for carbon tax within the Council's financial plans and the timing and basis on which it will be introduced remains uncertain.
  - Financing costs are calculated using the statutory basis (known as the Minimum Revenue Provision), requiring the capital investment to be written off over the estimated life of the asset (in this case 25 years) with interest calculated using the outstanding balance.

**REVENUE IMPLICATIONS OF CONVERSION TO LED LAMPS AND COLUMN REPLACEMENT**  
**£7.3m Capital Investment**

	2016/17 £'000	2017/18 £'000	2018/19 £'000	2019/20 £'000	2020/21 £'000
Energy Saving ( Inflation as per DECC)	163	422	459	479	492
Routine Maintenance	12	56	57	59	60
Reactive Maintenance/Less CMS Annual Management Fee	0	73	76	79	82
<b>GROSS SAVING</b>	<b>175</b>	<b>551</b>	<b>592</b>	<b>617</b>	<b>634</b>
<u>Financing Costs</u>					
Interest (25 Year PWLB Loan)	64	187	240	230	220
Minimum Revenue Provision (25 Years)	0	146	292	292	292
<b>FINANCING COSTS</b>	<b>64</b>	<b>333</b>	<b>532</b>	<b>522</b>	<b>512</b>
<b>NET SAVING</b>	<b>111</b>	<b>218</b>	<b>60</b>	<b>95</b>	<b>122</b>
<b>Annual Incremental Impact</b>	<b>-111</b>	<b>-107</b>	<b>159</b>	<b>-35</b>	<b>-27</b>

Equalities Impact Assessment

6.5 None required

Strategic Risk Management Issues

6.6 Without this proposal, the Council would be faced with similar capital investment costs but over a lengthy period since the majority of lamp columns are in need of replacement and therefore in the long term the expenditure is unavoidable. Failing to proceed with the project will expose the Council to increasingly high energy costs which will put additional risk on the Council's financial strategy whereby proceeding with the project will ease the Council's long term financial issues.

6.7 The investment appraisal uses the DECC (Department for Energy and Climate Change) estimates for energy price increases over the next 10 years and a modest estimate of 3% thereafter. In order to assess the financial risk the proposal has been remodelled using different assumptions for energy inflation. The table below repeats the net savings from 6.4 above and compares them with the savings that would be achieved under varying inflation assumptions. Even if energy inflation is 0% over the entire period the financial case for investment remains positive.

## Net Savings 2016/17 to 2020/21

	2016/17 £'000	2016/17 £'000	2016/17 £'000	2016/17 £'000	2016/17 £'000
DECC Inflation	111	218	60	95	122
0% Inflation	111	173	-22	-8	7
6% Inflation	111	205	35	76	118
8% Inflation	111	216	55	106	160

## 7 CONSULTATION

### Principal Groups Consulted

7.1 None

### Method of Consultation

7.2 Not applicable

### Representations Received

7.3 Not applicable

### Background Papers

Bracknell Forest Street Lighting CMS and LED Implementation Plan

### Contact for further information

Vincent Paliczka, Environment, Culture and Communities - 01344 351750  
[vincent.paliczka@bracknell-forest.gov.uk](mailto:vincent.paliczka@bracknell-forest.gov.uk)

Alan Nash, Corporate Services – 01344 352180  
[Alan.nash@bracknell-forest.gov.uk](mailto:Alan.nash@bracknell-forest.gov.uk)



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

**This page is intentionally left blank**

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

**This page is intentionally left blank**

TO: THE EXECUTIVE  
20 OCTOBER 2015

---

**PROPOSED CONSULTATION ON THE FUTURE PROVISION OF SERVICES  
Director of Adult Social Care, Health and Housing**

**1 PURPOSE OF REPORT**

- 1.1 The purpose of this report is to present evidence to members which suggest the potential re-commissioning of services provided at the BFC owned Heathlands Residential Care Home and Day Centre for people with Dementia.
- 1.2 To obtain agreement to consult on the future of Heathlands Residential Care Home and Day Care Centre for People with Dementia with a view to re commissioning all services currently provided in the independent sector.

**2 RECOMMENDATION**

- 2.1 That the Executive approve the proposal to consult on the future of services currently provided at Heathlands Residential Care Home and Day Care Centre for People with Dementia being re commissioned in the independent sector.**

**3 REASONS FOR RECOMMENDATION**

- 3.1 As people with dementia continue to be supported to live in the community for longer, increasingly, therefore, when people with dementia move into a care home setting their needs are more complex and often can only be met through nursing care. There has, therefore, been an increase in the number and proportion of nursing care placements being commissioned as opposed to residential care placements.
- 3.2 Bracknell Forest Council, in partnership with the Clinical Commissioning Groups, will continue to commission services that support a shift away from residential care to personalised social care in community settings, supporting people to live independently and safely to deliver the principles within Bracknell Forest Joint Commissioning Strategy for Dementia 2014-2019.
- 3.3 The necessary investment required to undertake a major refurbishment/ re development and bring Heathlands up to standard would not be economically viable, and would also mean people would need to be moved for a period of time which would create unacceptable disruption to their lives.

**4 ALTERNATIVE OPTIONS CONSIDERED**

Option 4.1

**4.1 Do Nothing – no change**

This option would keep Heathlands as it is. It would not resolve the issue of Heathlands being unable to meet satisfactory standards in the future. It would compromise Bracknell Forest Council's ability to maintain high standards of care. Also, the needs of people requiring a residential care home setting are increasing

which requires different facilities to those of Heathlands. The cost of maintaining an aging building would continue to increase and we would end up with the need to consider re provision at some point in the future. There is an inherent risk that deterioration in a critical factor within the building may result in people being placed unacceptably at risk. As personalisation and choice for individuals drives the care market the development of other facilities in the area will mean Heathlands will not be as attractive and occupancy is likely to fall placing greater pressure on its viability.

#### Option 4.2

- 4.2 **Refurbish/ re develop Heathlands** and invest in a major re development programme to bring Heathlands up to a modern state. A range of refurbishment issues already exist the two most significant being:

The boilers were replaced in 2010 but the pipework and radiators that the service is largely original to the building and therefore nearly fifty years old, and needs to be replaced. This will cost in excess of £250K. Moreover, this work can only take place if the building is emptied on a phased basis.

The roof tiles will need to be replaced in the coming years, and an initial estimate of the cost of this is in excess of £200K.

The layout is unsuitable with none of the 38 rooms having ensuite facilities, or sufficient space within any rooms for ensuite facilities to be installed. The current facilities would not meet modern registration standards if Heathlands was a new facility. Upgrading these would involve knocking down walls, changing the layout, and reducing capacity. The cost of upgrading these has not been estimated as even obtaining an estimate would be expensive due to the need to draw up detailed building plans. However, it is clear that the upgrade cost would be very significant.

Also, the kitchen facilities need updating and once again there is no cost estimate for this in place.

None of these capital costs have been budgeted for.

#### Option 4.3

- 4.3 **To sell or lease Heathlands to another provider.**

This would be difficult due to the limitations and constraints of the building and the investment required to address these issues and secure a market position.

## **5 SUPPORTING INFORMATION**

### 5.1 National and Local Context

5.1.2 Social Care in England is rapidly changing. People want control and independence over their lives. New services are being developed to meet their individual needs and to respond to the implications contained in the Care Act. Increasingly people moving into care homes require more complex and nursing care that can only be achieved to the highest standards in more modern and purpose built buildings.

5.1.3 There are 750,000 people living with dementia in the UK, two thirds of whom live in their own home. Bracknell Forest Council aims to build resilient communities,

including dementia friendly communities, with a commitment to develop sustainable cost effective community support, and provide good quality residential and nursing home services.

- 5.1.4 Many people are now living longer and therefore people are at risk of developing dementia as they get older. The average life expectancy in Bracknell Forest is higher than the national average with the most notable projected population increase being in people aged over 65. The prediction is therefore that locally there will be a significant increase in the number of people with dementia over the next five years which will place greater demand on resources. However, the department has demonstrated its success over recent years in supporting people with dementia to remain longer in their own home. This has resulted in a reduction in the number of people with dementia being admitted into residential care.
- 5.1.5 Bracknell Forest offers a mixed economy of care and a range of supported options for people requiring care and support .People are being supported to remain in their own home longer and this is their preferred choice. There is a range of community domiciliary services to meet the needs of older people through commissioning 5000 hours of domiciliary care a week in the independent sector, the use of live in carers is increasing, and the Clement House development will provide extra care housing. The Council commission day care support for older people. There is also support for carers through voluntary sector grants and commissioning Carers support through Berkshire Carers Service. There has been a 31% increase from 2013/14 in the number of people receiving home care. At the same time the number of people requiring nursing care placement has remained static, with a fall in the number of residential care placements.
- 5.1.6 Only a small proportion of these services for older people are directly provided by the Council. Heathlands Residential Care Home and Day Centre together with a joint funded community and bed based reablement service. There are currently 17 people permanently placed in Heathlands who would need to be placed in another home. Current new developments in the market are that there is a 60 bedded residential care home being built in Crowthorne, completion Spring 2016.and a 64 bedded care home is being built in Bracknell Town.
- 5.1.7 Bracknell Forest Council has to identify how to deliver significant savings following changes in funding for local government. Consideration must therefore be given to how resources are used, both revenue and capital, and focus on those services that deliver the best outcomes for people and value for money. At the same time the needs and welfare of people living in Heathlands is a priority, as are the future needs of older people with dementia in Bracknell Forest which is linked into the availability, quality and market capacity, now and in the future.
- 5.1.8 The Council continues to be responsible for the safety and well being of people placed in the independent sector and robust internal Care Governance procedures ensure close monitoring of these services together with proactive safeguarding. At the same time there is a specific programme which is being offered to care homes in the care home sector through the Better Care Fund called the Care Home Quality Project. The aim is to deliver significant improvements to care delivery and care practice.

## 5.2 Heathlands

- 5.2.1 Heathlands is registered with the Care Quality Commission as a 37 bedded residential care home for people with dementia. There is a day centre on the same

site that offers 12 places a day for people with dementia together with a carers drop in service.

- 5.2.2 Heathlands is a 1970 building and was built at a time when the spacial standards were different to today. It therefore presents restrictions as to the ability to ensure it can provide a suitable environment going forward. Newly registered care homes have larger rooms and ensuite facilities. Heathlands with its layout, small rooms and corridors is not the best environment to support people with dementia. People with dementia benefit from buildings which are simply laid out.
- 5.2.3 Heathlands will not meet the current standards for residential care homes contained in the CQC Guidance for Providers on meeting the Regulations – (Section 15) March 2015. The building does not meet the standards of accommodation that supports dignity in care. The importance of the physical environment is well documented by the Joseph Rowntree Foundation in their 2009 report on Older People’s vision for Long Term Care. With regard to the physical environment Heathlands will not meet the future needs and expectations of older people that can be found in newly built or modernised care homes without extensive investment on modernisation.
- 5.2.4 Heathlands has been operating with a number of vacant beds since mid 2014 and as 1<sup>st</sup> June 2015 the home was operating at less than 50% occupancy. It was evident that over period of time there were at least 12 people living in Heathlands whose needs were very complex and they had become appropriate for nursing care. These people have been appropriately transferred over a period of time into placements more able to meet their needs. Currently there are 17 people permanently placed in Heathlands. These people, over time, would be likely to be moving out of Heathlands, if and when their needs cannot be met. The cost of a placement is £693 a week. Heathlands is currently accepting respite care and will be supporting, in the short term, winter pressures.
- 5.2.5 The Day Centre on the same site and managed by the Registered Manager of Heathlands operates 7 days of the week and has 370 places available each month (approximately 12 places a day). The cost of a day is £ 52.70 which includes transport lunch and tea. There is also a drop in service at £6 an hour with £3 for lunch. Attendance has dropped by 40% over the last 12 months.
- 5.2.6 Comparable day services at Sandhurst Day Centre and Age Concern also accept people with dementia. Sandhurst opens 5 days of the week, offers 35 places at £12 a day, and has capacity for 10 more. Age Concern opens 4 days of the week, has 22 places, with availability, and charges £28 a day.

### 5.3 Legal Implications

- 5.3.1 There is an obligation to consult on the proposal before a decision is reached and that the responses to the consultation are conscientiously considered in the decision making process.

### 5.4 Financial Implications

- 5.4.1 The cost of closure is likely to be significant. Although redeployment opportunities will be explored, there is a potential redundancy and pay in lieu of notice (PILON) cost of approximately £400K. If suitable redeployment opportunities are found, the redundancy and PILON costs fall. With savings estimated to be at least £500K per year the pay back period is approximately 10 months. It is normal practice for the



Council's Structural Changes Fund to meet the redundancy costs, but the PILON costs will impact on the Department's revenue savings in the first year

- 5.4.2 The unit cost of a bed at Heathlands is an estimated £1,116 per week, due in part to the high vacancy rate. This compares with the Bracknell Usual rate for purchasing residential care for a person with dementia of £517.99. In the event that a decision was made to close Heathlands it is unlikely that this rate could be achieved when moving 17 people at once, however it is considered prudent that a £375K saving would still be achieved.
- 5.4.3 The unit cost of a place in the day centre is an estimated £74 per day. As with the residential home, the high unit cost is due in part to capacity not being fully utilised. Comparable day centre places can be purchased for significantly less than £74 per day, and it is considered prudent that a saving of £125K would be achieved on commissioning the service externally.
- 5.5 Human Resources
- 5.5.1 There has been a commitment to ensuring staff working in Heathlands have training, expertise and knowledge to enable them to support people with dementia. A management development programme is in place to ensure effective management.
- 5.5.2 A total of 38 permanent staff would be affected and redundancies may apply as there would be limited scope for redeployment.

## **6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS**

### Borough Solicitor

- 6.1 The legal issues are addressed within the report and in view of the proposed recommendation together with the alternative options as outlined, there is a legal obligation to consult.

### Borough Treasurer

- 6.2 The cost of this proposal - that is, to consult on the future of Heathlands Residential Home and Heathlands Day Centre – can be met from existing budgets.

### Equalities Impact Assessment

- 6.3 A full Equalities Impact Assessment will be carried out in due course to accompany any future report to the Executive following a decision on the agreed option for consultation

### Strategic Risk Management Issues

- 6.4 It has been identified that there is a need for a major works programme which needs to be undertaken specifically with regard to the whole central heating system, roofing, and upgrading of kitchen facilities and there is risk that further deterioration may cause a failure of these critical features. This could lead to non-compliance with Care Quality Commission regulations.

- 6.5 Risk to the reputation of the Council associated with movement of frail people with dementia to independent sector homes would be mitigated by a robust assessment and support service.
- 6.6 There are risk associated with changes in terms of staffing and continuing to run services. However the cost of no changes to the Council would be very significant and would require mitigating action elsewhere.

#### Head of Human Resources

- 6.7 Any proposals affecting the employees of Heathlands will be dealt with under the Council's Organisational Change Protocol. Once the public consultation is complete and an Executive Decision is made, if that decision involves the future of the employees at Heathlands a further 30 day consultation will need to take place. At the end of that it may be necessary to put the workforce "At Risk" and this will trigger work on Redeployment and/or Redundancy. The timetable will be structured in accordance with the protocol and it will need to go to the Local Joint Committee of the Trades Unions and the Employment Committee for approval to use funds for Redundancy. Every effort would be made to redeploy as many staff as possible.

## **7 CONSULTATION**

#### Principal Groups Consulted

- 7.1 n/a

#### Method of Consultation

- 7.2 n/a

#### Representations Received

- 7.3 n/a

## **8 CONCLUSION**

- 8.1 This report deals with one of the most difficult decisions the Executive has to take and the decision to consult on re commissioning Heathlands is a serious proposal with wide ranging implications. However, the current model of service at Heathlands does not support the Councils' ambitions to deliver sustainable, high quality, value for money services for the future.
- 8.2 There are identified potential risks in planning a consultation of this nature:
- Uncertainty for individuals and their families/supporters
  - Uncertainty for staff
  - Effect on stability of care home market
- 8.3 However, without consultation a decision on the future of Heathlands cannot be made.

Contact for further information

Mira Haynes, Adult Social Care, Health and Housing - 01344 351599  
[Mira.Haynes@bracknell-forest.gov.uk](mailto:Mira.Haynes@bracknell-forest.gov.uk)

Angela Harris, Adult Social Care, Health and Housing - 01344 351784  
[Angela.Harris@bracknell-forest.gov.uk](mailto:Angela.Harris@bracknell-forest.gov.uk)

**This page is intentionally left blank**