

# Swindon Borough Council

## Cabinet

**Wednesday, 22 April 2020**

Virtual meeting - LiveStream

At 6.00 p.m. or at the Conclusion of the Cabinet Open Forum

### **Conservative Councillors**

David Renard (Chair)

Oliver Donachie

Brian Ford

Dale Heenan

Russell Holland

Mary Martin

Cathy Martyn

Maureen Penny

Gary Sumner

Keith Williams

**Committee Officer:** Douglas Campbell (Telephone 07779 413886)

email: [committeeservices@swindon.gov.uk](mailto:committeeservices@swindon.gov.uk)

Swindon Borough Council can be contacted at the Civic Offices, Euclid Street, Swindon, SN1 2JH  
(Telephone 01793 445500)

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## **AGENDA**

### **NOTE:**

Please follow the following link to view the meeting:

[https://teams.microsoft.com/l/meetup-join/19%3ameeting\\_NWNmNGNiMmUtOTewNS00MzQ0LThiMGEtN2U1MGUyYzMxZDE1%40thread.v2/1d56-4698-b344-1b99964f6878%22%2c%22Oid%22%3a%228aaf762d-2921-4fb5-a9f6-f56bf988cbf6%22](https://teams.microsoft.com/l/meetup-join/19%3ameeting_NWNmNGNiMmUtOTewNS00MzQ0LThiMGEtN2U1MGUyYzMxZDE1%40thread.v2/1d56-4698-b344-1b99964f6878%22%2c%22Oid%22%3a%228aaf762d-2921-4fb5-a9f6-f56bf988cbf6%22)

In light of the current the Covid-19 Coronavirus, there will not be Open Forum before this Cabinet meeting for Cabinet Members, please email [committeeservices@swindon.gov.uk](mailto:committeeservices@swindon.gov.uk) and we shall pass them to the relevant committee.

This is a temporary arrangement only.

**1. Apologies for Absence.**

**2. Declarations of Interest.**

Members are reminded that at the start of the meeting they should declare any known interests in any matter to be considered, and also during the meeting if it becomes apparent that they have an interest in the matters being discussed.

**3. Public Question Time.**

For this meeting, any public questions must be sent to

CommitteeServices@swindon.gov.uk no later than 17:00 on Tuesday 21st April 2020. The question and any response will be read out by the Cabinet meeting but there will not be an opportunity for a supplementary question at this meeting. The question and response will be posted on the Council's Committee information page alongside the Minutes.

This is a temporary measure only.

4. **Minutes.** (Pages 5 - 14)  
To receive the minutes of the meeting held on 5<sup>th</sup> February 2020.
5. **Budget Management Update (March)** CDFA (CM: RH) **All Wards** (Pages 15 - 20)
6. **Capital Programme Monitoring 3rd Quarter 2019/20** CDFA (CM: RH) **All Wards** (Pages 21 - 42)
7. **Affordable Housing Programme** DH (CM: CM) **LE; LF; WP** (Pages 43 - 52)
8. **Town Centre Movement Strategy** SMTPD SWM (CM: MP) **CE; ET; GP; MW; RC** (Pages 53 - 116)
9. **Swindon Local Transport Plan Implementation Plan 2020/21** HHT (CM: MP) **All Wards** (Pages 117 - 146)
10. **Heritage Action Zone** HP&RS, HPA (CM: DH, GS, KW) **CE; MW; RC** (Pages 147 - 158)
11. **Reference from the Health and Wellbeing Board - Homeless Prevention and Reduction Strategy (Minute for Confirmation)** CLO (CM: CM) **All Wards** (Pages 159 - 190)
12. **Amendments to the Constitution and Delegated Decision-making** CLO (CM: DR) **All Wards**  
(Report to follow)

**Date of Despatch:** 22 April 2020

**Key:**

**Officers:**

CE	-	Chief Executive
CDASSH	-	Corporate Director Adult Social Services and Health
CDCH	-	Corporate Director Communities and Housing
CDCS	-	Corporate Director Children's Services
CDFA	-	Corporate Director of Finance and Assets (Section 151 Officer)
CLO	-	Chief Legal Officer (Monitoring Officer)

**Wards**

None

**Cabinet Members Responsible for the Service Area concerned:**

DR	-	David Renard	Leader of the Council and Chair of Cabinet
RH	-	Russell Holland	Deputy Leader of the Council, Vice-Chair of Cabinet, and Cabinet Member for Commercialisation, Education and Skills

OD	Oliver Donachie	Cabinet Member for Economy and Place
BF	- Brian Ford	Cabinet Member for Adults and Health
DH	- Dale Heenan	Cabinet Member for the Town Centre
MM	- Mary Martin	Cabinet Member for Children's Services
CM	Cathy Martyn	Cabinet Member for Housing and Public Safety
MP	- Maureen Penny	Cabinet Member for Highways and the Environment
GS	Gary Sumner	Cabinet Member for Strategic Planning
KW	Keith Williams	Cabinet Member for Corporate Services and Operational Excellence

**Quorum:** The quorum for this meeting is 3 (one of whom shall be the Leader, the Deputy Leader, or a person nominated by the Leader to deputise in her/his absence).

**Diversity Impact Assessments** Diversity Impact Assessments (DIA's) are important to ensure the services we deliver are helping us to meet our vision to make Swindon an equal society ; we are also required by the Equality Act 2010 to demonstrate the equality analysis we have undertaken to support decision making, DIAs are our method of doing this.

Diversity Impact Assessments produced in respect of items to be considered at this meeting can be inspected via the following link:

[http://www.swindon.gov.uk/info/20029/people\\_and\\_communities/309/diversity\\_impact\\_assessments](http://www.swindon.gov.uk/info/20029/people_and_communities/309/diversity_impact_assessments)

**Public Question Time** - Swindon Borough Council remains committed to increasing its accountability to the public and to promoting active citizenship. 15 minutes will be allowed at the start of all Council meetings for questions to the Chair from the public about the work of the Committee (except for confidential matters, and matters relating to planning and licensing applications). We will give priority to those who submit questions in writing at least two days before the meeting. Questions must be relevant, clear, and concise. You may not use Public Question Time as an opportunity to make speeches or statements.

Questions in writing should be sent to the Committee Officer whose contact details appear on the agenda above or to the Chief Legal Officer, we will publish it, along with the answer, alongside the Minutes. The process associated with asking a public question is set out in the "Public Question Time at Council

Meetings Protocol and Guidance" available on the Council's Website.

(<http://www5.swindon.gov.uk/moderngov/ecCatDisplay.aspx?sch=doc&cat=13338&path=0>) or from the Committee Officer named above.

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**CABINET**

**WEDNESDAY, 5 FEBRUARY 2020**

PRESENT:- Councillors David Renard (Chair), Brian Ford, Dale Heenan, Russell Holland, Cathy Martyn, Maureen Penny, Gary Sumner and Keith Williams

Apologies for absence were received from Councillors Oliver Donachie and Mary Martin

Councillor Jim Grant attended the meeting in respect of Minutes 63, 64 and 65, Councillor Jane Milner-Barry attended in respect of Minutes 63 and 64, and Councillor Bob Wright in respect of Minute 63.

**59. Declarations of Interest.**

Councillor Dale Heenan declared a personal but non-prejudicial interest in Minute 69 (A sustainable future for the Community Meals Service) in that his sister worked in the service affected.

Councillor David Renard declared a personal and prejudicial interest in Minute 72 (Wichelstowe Joint Venture – NHBC Guarantee) in that he is a Council-appointed member of the Joint Venture Board.

Councillor Keith Williams declared a personal but not prejudicial interest in Minute 70 (Transfer of Parish Services to Parish Councils) in that he is chair of West Swindon Parish Council's Leisure and Amenities Committee.

**60. Minutes.**

Resolved – That the minutes of the meeting held on 4<sup>th</sup> December 2019 be confirmed and signed as a correct record.

**61. Public Question Time.**

Mr Mark Smart, Chair, Reach Arts submitted a written question on proposed funding cuts to Reach Interactive Arts in the 2020/21 Budget, to which Councillor Dale Heenan, Cabinet Member for the Town Centre, provided a response that is published on the Council's website alongside the Minutes. Mr Smart asked a supplementary question on the same topic, to which Councillor Heenan responded at the meeting.

Mr Jacob Tyrell, a Trustee of Prime Theatre, submitted a written question on proposed funding cuts to Prime Theatre in the 2020/21 Budget, to which Councillor Dale Heenan, Cabinet Member for the Town Centre, provided a response that is published on the Council's website alongside the Minutes. Mr Tyrell asked a supplementary question on the same topic, to which Councillor Heenan responded at the meeting.

Ms Shahina Johnson MBE, CEO & Artistic Director, Create Studios, submitted a written question on proposed funding cuts to Create Studios in the 2020/21 Budget,

to which Councillor Dale Heenan, Cabinet Member for the Town Centre, provided a response that is published on the Council's website alongside the Minutes. Ms Johnson asked a supplementary question on the same topic to which Councillor Heenan responded at the meeting.

Mrs Karen Davison-Renouf, Old Town resident, submitted a written question about Council spending to support the Corn Exchange redevelopment, to which Councillor Dale Heenan, Cabinet Member for the Town Centre, provided a response that is published on the Council's website alongside the Minutes. Mrs Davison-Renouf asked a supplementary question on the same topic, to which Councillor Heenan undertook to provide a written response within 10 working days.

## **62. Exempt Items - Exclusion of Press and Public.**

Resolved – That, in accordance with Section 100A(4) of the Local Government Act 1972, the public be excluded during the discussion of the matters referred to in the item listed below, on the grounds that it involves the likely disclosure of exempt information, as defined in the respective paragraph of Part 1 of Schedule 12A of the Act, and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Item Nos.	Paragraph No.	Minute Nos.
16	3	73

## **63. Budget 2020/2021 and Beyond (Minute for Confirmation)**

Councillor Russell Holland, the Cabinet Member for Finance, Education and Skills along with the Corporate Director of Finance and Assets (Section 151 Officer) submitted joint report proposing a Budget for 2020/21 and setting out the financial context for 2021/22 and beyond. It was noted that, under the Council's Constitution, the Cabinet is required to recommend a budget to Council as part of its formal Council Tax Setting responsibilities.

Councillor Holland introduced his report setting out the implications of the delay in having government grants confirmed owing to the General Election, the continuing demographic pressures, and the desire to provide long-term support for arts groups that would be addressed in a proposed amendment to Appendix 3. He explained that the Council had received a grant of £60k, which had allowed officers to make new proposals to assist the arts groups that had previously expected an £80k cut. Councillor Holland also informed Cabinet of statutory changes imminent regarding the Dedicated Schools Budget. He reminded Members that the budget itself would not be determined until Council on 20<sup>th</sup> February 2020.

Councillors Dale Heenan, Jim Grant, Jane Milner-Barry, and Bob Wright asked a range of questions about the budget covering:

- Whether austerity is continuing for local government and the role of central government in funding the projected increased demand for adult social care,
- How the proposed budget changes might affect services for the vulnerable,
- Why Cabinet Members had not brought forward earlier the savings identified in this budget.
- How Cabinet might work with non-executive members to identify ways to

- support cultural groups and activities.
- The use of borrowing to support council and public sector schemes.
- The proposed support for the literature festival.
- What alternative proposals had been submitted during the three months since Cabinet approved the consultation budget.

Councillor Holland responded at the meeting.

Resolved –

- 1) That the medium term financial context and impact on Swindon of the draft Local Government Finance settlement be noted;
- 2) That the projected out-turn for 2019/20 be noted;
- 3) That Members note the consultation feedback summarised in Appendix 2,
- 4) That the detailed Dedicated Schools budget for 2020/21, based on a provisional funding envelope of £198.28m be noted;
- 5) That, in line with the requirements of the Local Government Act 2003, the Corporate Director of Finance and Assets' confirmation of the robustness of the estimates underlying the recommended Budget and adequacy of reserves in the context of the earmarked reserves and proposed budget risk contingency be noted.
- 6) That the medium term financial strategy, set out in Appendix 5 be endorsed;
- 7) That the specific reserves held in support of the 2020/21 Revenue Budget set out in Appendix 4 be agreed;
- 8) That it be agreed that the proposed Dedicated Schools Budget (DSG) budget deficit should be recovered from within DSG income;
- 9) That the Corporate Director of Finance and Assets be authorised to balance any changes between the provisional and final local government finance settlements by adjusting the Budget Risk Contingency;
- 10) That an updated Appendix 3 with adjusted funding for cultural groups be submitted to Full Council.

Minute for Confirmation by Full Council

- 11) That Council be recommended, subject to any changes resulting from the Government's announcement of the final local government finance settlement for 2020/21,
  - a. To set the 2020/21 Budget at £149.074m;
  - b. To increase the Council Tax by 3.99%, comprising 1.99% for the basic amount of Council Tax and a specific adult social care precept of 2%, and;
  - c. To determine that the proposed increase in the basic amount of Council Tax for 2020/21 is not excessive in accordance with Schedule 5 of the Localism Act 2011 and therefore does not trigger the requirement for a referendum.

The reasons for the decision and alternative options are as set out in the report to the meeting.

#### **64. Capital Programme 2020/2021 (Minute for Confirmation)**

Councillor Russell Holland, the Cabinet Member for Finance, Education, and Skills along with the Corporate Director of Finance and Assets, submitted joint report to provide an update to the Capital Strategy and report new capital investment requirements through to 2024/25.

Councillor Holland introduced the joint report and proposed the following additional recommendations and amendments:

- Add: 2.1.4 To approve a £4.8m virement from the budget allocated to the proposed Swindon Museum and Art Gallery to Junction 15 M4 from the 2019/20 capital programme.
- Add: 2.5 Subject to 2.1.4 above being approved at Full Council, to authorise the CEO in consultation with the Cabinet Member for Strategic Planning to agree terms with SWLEP and Highways England and then for the Chief Legal Officer to enter into appropriate agreements.
- In recommendation 2.3, replace Thamesdown Avenue with Thames Avenue”

Councillor Gary Sumner, Cabinet Member for Strategic Planning, spoke in support of the additional recommendations regarding the money for work at Junction 15, which was necessary to address traffic flow issues now. Councillor Maureen Penny, Cabinet Member for Transport and the Environment, asked that it be noted that she would be bringing a proposal to install automatic number plate recognition in car parks, which would cost approximately £500K, to Cabinet in March 2020 for consideration.

Councillors Jim Grant and Jane Milner-Barry asked a series of questions about the plans for a new museum and art gallery along with how £400k allocated for improvements to the current building would be ring-fenced and what those works might be. Councillor Dale Heenan, Cabinet Member of the Town Centre, responded at the meeting.

Resolved – (1) That Council be recommend to (Minute for Confirmation):

- (a) approve the additions to the Capital Programme and funding sources for the schemes set out at Appendix 1 to the main report;
- (b) approve that further updates to the Capital Programme can be approved by Cabinet within the approved capital financing revenue budget and prudential indicators; and
- (c) approve the Capital Strategy attached at Appendix 2 to the main report; and
- (d) approve a £4.8m virement from the budget allocated to the proposed Swindon Museum and Art Gallery to Junction 15, M4.

(2) That Cabinet noted the impact on long-term borrowing of the approvals sought in this paper as set out at paragraph 3.9 of the main report;

(3) That a budget for £24,922 in 2019/20 funded from S106 contributions for speed reduction measures on Thames Avenue as set out at paragraph 3.6 of the main report be approved;

(4) That it be approved that the schools capital funding is distributed as detailed in paragraph 3.17 of the main report.

(5) That, subject to 2.1.4 above being approved at Full Council, the Chief Executive be authorised in consultation with the Cabinet Member for Strategic Planning to agree terms with Swindon and Wiltshire Local Enterprise Partnership and Highways England and then for the Chief Legal Officer to enter into appropriate agreements.

The reasons for the decision and alternative options are as set out in the report to the meeting.

## **65. Treasury Strategy Statement 2020/21 (Minute for Confirmation)**

The Cabinet Member for Finance, Education, and Skills along with the Corporate Director of Finance and Assets submitted a joint report Treasury Management

Strategy for 2020/21, including Prudential Indicators up to 2024/25, the Annual Investment Strategy, and the Minimum Revenue Provision Policy Statement.

Councillor Holland introduced the joint report, setting out its importance in underpinning valid revenue and capital budgets. Councillor Jim Grant asked about the level of reserves and their adequacy, to which the Councillor Holland and the Corporate Director of Finance and Assets responded at the meeting.

Resolved – That Cabinet recommends Full Council approves the Treasury Management Strategy, Minimum Revenue Provision Policy and Prudential Indicators, as set out in Appendix 1 to the joint report.

The reasons for the decision and alternative options are as set out in the report to the meeting.

## **66. Housing Revenue Account - Rents and Charges 2020/21**

The Cabinet Member for Housing and Public Safety along with the Corporate Director, Communities and Housing submitted a joint report setting out the proposed rents, service charges, support charges for 2020/21 and proposed Housing Revenue Account (HRA) budget for 2020/21.

Councillor Martyn introduced the joint report and summarised the different channels the Council had used to promote the consultation among tenants. However, she drew Cabinet's attention to the low response rate and the lack of a majority view for either option hence the report was recommending a rent increase. Councillor Martyn informed colleagues about the continued repayment of the HRA debt, the relocation of staff from Waterside to Hillmead, the ongoing consequences of the Government's decision to impose year-on-year reductions in the levels of rent and how this has affected the volume of repairs and acquisitions undertaken.

Resolved – (1) That Cabinet recommends that Full Council approves the proposed average social rent for Housing Revenue Account (HRA) dwellings for 2020/21 of £81.25 per week (52 week basis), which is an increase of 2.7%, be approved. This will be an average increase of £2.14 per week (on a 52 week basis). The range of increases are shown in paragraph 3.8 of the joint report.

(2) That the Director of Housing be authorised to seek authority from the Secretary of State to extend permission to provide a budget of £200k within the HRA for payments to Council's tenants under the Discretionary Housing Payments scheme in 2020/21 as detailed at paragraphs 3.23 of the joint report.

(3) That the housing related support charges for 2020/21 and service charges for 2020/21 as outlined in Appendix 2 be approved.

(4) That the leaseholder service charges are set for 2020/21 as shown in Appendix 3 be approved.

(5) That based on the proposals within this report, the Housing Revenue Account (HRA) proposed budget 2020/21, shown in Appendix 4, be approved and that the HRA Capital Budget and Funding as shown in Appendix 5 be approved.

(6) That the draft 3 year capital projects and planned maintenance programme be approved at an indicative funding level of £15.5m (2019/20 prices) for 2020/21 Appendix 6.

(7) That the Director of Housing be authorised to undertake a new acquisition programme and approve the acquisition programme budget of £4m for 2020/21 in

accordance with paragraph 3.19 of the joint report, to include the purchase of 1-4 bedroom properties to help meet priority housing needs arising from homelessness and clients supported by Adult Social Care..

(8) That it be approved that rents charged on General Fund properties be increased in line with the Government's Direction on the Rent Standard 2019 also applied to Housing Revenue Account rents. This allows for rent increases of up to the CPI for the September of the preceding financial year, plus 1%. Increases for 2020/21 will therefore be capped at 2.7%. Service charges for General Fund properties, as shown in Appendix 7.

(9) That the charges for Private Sector Leased (PSL) accommodation for those accepted as homeless once published by the Government and as set out in Appendix 7 be approved.

(10) That it be agreed that any underspend or overspend on the 2019/20 Housing Revenue Account be managed through the general revenue reserves.

The reasons for the decision and alternative options are as set out in the report to the meeting.

## **67. School Admission Arrangements 2021-22 and Home to School Transport Policy**

The Cabinet Member for Children's Services and the Commissioner Education Place Planning and Admissions submitted a joint report seeking Cabinet's agreement to approve for all admissions in Swindon from September 2021:

- a) The co-ordinated scheme of admission arrangements for the normal point of entry for all primary schools and secondary schools.
- b) The co-ordinated In Year admission arrangements for all primary schools and secondary schools.
- c) The admission numbers and arrangements for Community and Voluntary Controlled schools for all admissions from September 2021.

This report also seeks Cabinet's agreement to approve the Mainstream Home to School Transport Policy for 2021-22.

As the Councillor Mary Martin was unable to present, Councillor Russell Holland, the Cabinet Member for Finance, Education, and Skills introduced the joint report, noting that these policies were statutory requirements. Councillor Holland drew Members' attention to the council's high success rate in placing children at one of their most preferred schools.

Resolved - (1) That the co-ordinated scheme of admission arrangements (Appendix 1a and 1b) for the normal point of entry (Reception Year, Year 3 and Year 7) for all primary schools and secondary schools in Swindon for all admissions be approved and be implemented from September 2021 for all applicants;

(2) That the co-ordinated In Year admission arrangements (set out at Appendix 4), for all primary schools and secondary schools in Swindon for all admissions be approved and be implemented from September 2021 for all applicants;

(3) That the admission numbers and arrangements for Community and Voluntary Controlled schools (Appendix 2) for all admissions be approved and be implemented from September 2021 for all applicants and that it be noted that no opposition from Schools was received;

(4) That the Mainstream Home to School Transport Policy (Appendix 5) for all admissions be approved and be implemented for all applicants for 2021-22.

The reasons for the decision and alternative options are as set out in the report to the meeting.

#### **68. Swindon Pay Policy Statement (Minute for Confirmation)**

The Cabinet Member for Corporate Services and Organisational Excellence along with the Director Human Resources & Organisational Development submitted a report as the Localism Act 2011 requires local authorities to agree and publish a Pay Policy Statement by 1st April each year. The joint report sets out the Council's Pay Policy Statement for 2020 / 2021 for consideration by Cabinet, prior to referral to Full Council for approval.

Councillor Williams introduced the joint report, reminding Members that this was a statutory requirement. Councillor Williams drew attention to the detailed information in the appendix about staff, ethnicity, grades, and pay. Councillor Russell Holland, Cabinet Member for Finance, and Skills, spoke in support of the recommendations noting that report refutes misconceptions about the number of staff and levels of pay.

Resolved – (1) That the review of Council's Pay Policy Statement for 2020 / 2021, as set out in Appendix 1 to the report, be noted.

(2) (Minute for Confirmation) That the Pay Policy Statement be recommended to Council for approval, and, if approved, that the Director of Human Resources & Organisational Development be authorised to update the salary information on 1<sup>st</sup> April 2020 prior to publication.

The reasons for the decision and alternative options are as set out in the report to the meeting.

#### **69. Transfer of the Community Meals Service to AGE UK Wiltshire**

The Cabinet Member for Transport and the Environment along with the Head of Streetsmart submitted a joint making a recommendation to secure a sustainable future for the Community Meals service, which is currently provided by the Council. The report provides Cabinet with an update from a proposal contained within the February 2019 Cabinet Budget report 'Community Meals – Preferred option to transfer operation to new provider currently running similar services elsewhere in the country' (Cabinet Minute 56 2018/19) refers.

Councillor Penny introduced the joint report noting how the Council had come to be responsible for the service when the initial provider was unable to make it viable. She added that while the service was valuable, the Council was also unable to cover its costs, hence it sought alternative provision. Councillor Brian Ford, Cabinet Member for Adults and Health, spoke in favour of the recommendations noting that officers in his portfolio area were consulted and supported the proposals.

Resolved – (1) That the business transfer of the Council's community meals service to Age UK Wiltshire (AGUKW) be approved.

(2) That the Corporate, Director Communities and Housing in consultation with the Chief Legal Officer (Monitoring Officer) and the Corporate Director of Finance and

Assets (s.151 Officer) be authorised to proceed with the next steps to appoint Age UK Wiltshire and to enter into a Business Transfer Agreement.

(3) That the Chief Legal Officer (Monitoring Officer) in consultation with the Corporate Director Communities and Housing and the Corporate Director of Finance and Assets (s.151 Officer) be authorised to complete all necessary documentation to transfer the operation including staff by means of a Business Transfer Agreement on such terms as she considers appropriate to protect the Council's interests

(4) That the Director of Human Resources and Organisational Development be authorised to plan and undertake a TUPE consultation exercise with all relevant staff, recognising that under the proposals staff engaged on those services will transfer to the new operator.

(5) That it be authorised that £50k of one-off resources to be earmarked to fund the costs of any necessary legal, property and other transaction costs to support the conclusion of the negotiations and completion of the relevant contractual documentation.

The reasons for the decision and alternative options are as set out in the report to the meeting.

(Councillor Dale Heenan, Cabinet Member for the Town Centre, left the room for the discussion of this item having declared a personal but not prejudicial interest.)

## **70. Transfer of Parish Services to Parish Councils**

The Cabinet Member for Transport and the Environment along with the Head of Streetsmart submitted a joint report recommending that Swindon Borough Council (SBC) begin a process to terminate the Service Level Agreements with four Parish Councils, which provide for SBC to deliver certain StreetSmart Services to those Councils. In addition, it seeks authority to enter into agreements with those Parish Councils to TUPE transfer the SBC staff to the respective Parish Councils.

Councillor Penny introduced the joint report and summarised how there had been consultation with the parish councils affected. Councillor Penny stated that it was no longer possible to achieve economies of scale with the current delivery model.

Councillor Keith Williams, Corporate Services and Operational Excellence, declared a personal but non-prejudicial interest in the report in that he was chair of West Swindon parish council's Leisure and Amenities Committee; however, he elected to remain in the meeting.

The Leader of the Council invited Mr Chris Watts, Chair of Central Swindon South Parish Council to speak. Mr Watts expressed the parish's support for taking responsibility for the staff but noted that the title did not accurately reflect the fact that Borough had already devolved the responsibility for the work.

At the request of the Chief Executive, the Leader requested that the recommendations be amended to delegate authority to the Corporate Director of Finance and Assets, to which Members gave their consent.

Resolved – (1) That the Cabinet Member for Finance, Education, and Skills and the Cabinet Member for Transport and the Environment, in consultation with the



Corporate Director for Finance and Assets to be authorised confirm the cost implications of the future pension and redundancy costs set out in the body of the report.

(2) That the Corporate Director for Finance and Assets be authorised in consultation with the Cabinet Member for Transport and the Environment along with Cabinet Member for Finance, Skills and Education:

- (a) subject to 2 above, to terminate the service level agreements with Central Swindon South Parish, Central Swindon North Parish, West Parish and St. Andrews Parish Councils and
- (b) Subject to (a) above, to commence the TUPE transfer process for all affected SBC staff to the respective Parish Councils in order for the Parish Councils to self-deliver these services.

The reasons for the decision and alternative options are as set out in the report to the meeting.

## **71. References from Other Council Bodies - Health and Wellbeing Board**

The Cabinet Member for Adults and Health along with the Chief Legal Office submitted a joint report asking Cabinet to note the Swindon findings from the Bath & North East Somerset, Swindon, and Wiltshire (BSW) report considered Health and Wellbeing Board held on 9<sup>th</sup> October 2019, endorse the recommendations and adopt the BSW Suicide and Self-Harm Prevention Strategy 2019 -2023.

Councillor Brian Ford introduced the joint report and drew Members' attention to the wide range of actions being proposed that would help to reduce the incidence of suicide further. Councillor Dale Heenan, Cabinet Member for the Town Centre asked if training would be provided to Members to promote awareness. Councillor Ford gave an undertaking that he would request that this be one of the scheduled Member Training Sessions, which he hoped would be supported by the political Party Groups.

Resolved –That Cabinet note the Swindon findings, endorse the Health and Wellbeing Board's recommendations of 9<sup>th</sup> October 2019, and adopt the BSW Suicide and Self-Harm Prevention Strategy 2019 -2023.

The reasons for the decision and alternative options are as set out in the report to the meeting.

## **72. Wichelstowe Joint Venture - NHBC Guarantee**

In the Leader's absence for this item, Councillor Holland, Deputy Leader of the Council and Cabinet Member for Finance, Education, and Skills, took the chair.

The Cabinet Member for Strategic Planning and the Corporate Director of Communities and Housing submitted a joint report setting out the benefits and risks of the Council of providing an indemnity to the National House Building Council (NHBC) in relation to housebuilding and sales activity undertaken by Wichelstowe LLP (JV).

Councillor Gary Sumner advised Cabinet that approving the recommendation would

help to avoid higher costs from the development.

Resolved – That the Chief Legal Officer be authorised, in consultation with the Corporate Director of Communities and Housing and the Cabinet Member for Strategic Planning to complete the necessary contractual arrangements with the JV and the NHBC on the terms as set out in the body of the report

The reasons for the decision and alternative options are as set out in the report to the meeting.

(The Leader of the Council declared a personal and prejudicial interest as a Council-appointed member of the JV Board and left the meeting for the duration of this item. The Chief Executive and the Corporate Director of Finance and Assets as fellow appointees to the JV Board also left the meeting.)

### **73. Land in Central Swindon**

The Leader of the Council resumed the chair.

The Cabinet Member for the Town Centre and the Head of Town Centre development submitted a joint report seeking authority to acquire land in Swindon Town Centre as identified in the main body of the report.

Councillor Dale Heenan drew Members' attention to the updated information that he had tabled at the meeting.

Resolved – (1) That, subject to approval of capital programme by Council in February 2020, the Council be authorised to acquire land set out in Appendix 2 to the main report from the party, and for the consideration, identified at Appendix 1 to the main report, and that the purchase is to be funded through borrowing, on terms agreed by the Head of Property Assets in consultation with the Head of Town Centre Development.

(2) That the Council be authorised to enter into a Funding Agreement to secure up to £5m of capital grant for up front infrastructure delivery to service land on terms agreed by the Head of Town Centre Development and the Corporate Director of Finance and Assets, in consultation with the Chief Legal Officer and the Cabinet Member for Town Centre, as detailed at paragraphs 3.15 to 3.18.

(3) Subject to approval of capital programme by Council in February 2020 that the Corporate Director of Finance and Asset be authorised, in consultation with the Cabinet Member for Town Centre, to approve 'top up' capital funding, paid for through authorised borrowing, to complement the grant funding at recommendation (2) above.

The reasons for the decision and alternative options are as set out in the report to the meeting.

## Budget Management 2019/20

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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Authors: Cabinet Member for Finance, Education and Skills  
Corporate Director of Finance and Assets

Wards: All

Parishes Affected: All

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### **1. Purpose and Reasons**

- 1.1 This report presents the 2019/20 revenue budget forecast out-turn.
- 1.2 The effective management of financial resources through robust financial management processes underpins the Council's ability to achieve its plans and priorities.

### **2. Recommendations**

Cabinet is recommended to:

- 2.1 Note the 2019/20 revenue budget forecast out-turn for each service area set out in Table 1 and Appendix 1.

### **3. Detail**

General Fund Forecast Out-turn for 2019/20

- 3.1 The position at the end of January is that the General Fund is forecast to be overspent by £348k which is an improvement of £1.1m since the last report.
- 3.2 The main changes are:-
  - 3.2.1 An increase in pressures relating to placements in Children Services, primarily due to an emergency placement (£142k), this has been mitigated through a reduction in forecast staff costs across the service arising from a combination of staff turnover and availability of agency staff;
  - 3.2.2 An underspend on vehicle financing costs due to timing of the fleet replacement programme being later than assumed in the budget (£140k);
  - 3.2.3 An improvement in the income forecasts for car parking and bus lane enforcement (£210k), this has mitigated a pressure from recharges to Highways projects (132k);
  - 3.2.4 Further release of developer contributions to match costs incurred (£350k);
  - 3.2.5 A further reduction in the budget risk contingency reflecting savings delivery and the overall forecast out-turn (£500k).

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Further information on the subject of this report can be obtained from Mick Bowden on Direct Dial No. 07392 109917 or Email [mbowden@swindon.gov.uk](mailto:mbowden@swindon.gov.uk)

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- 3.3 Based on the current rate of improvement it is expected that the final position will be within budget.
- 3.4 The budget and projected out-turn by Department is set out in Table 1 below, with a more detailed analysis is set out in Appendix 1.

Table 1 – General Fund Out-turn By Department

Department	Budget 2019/20 £'000	Full-Year Projected Outturn £'000	Projected Variance £'000	Movement since the last report £'000
Adult Services	61,105	61,517	412	35
Children Services	42,760	43,933	1,173	88
Communities and Housing	25,580	26,479	899	(540)
Economy	1,240	1,162	(78)	(5)
Resources	11,812	9,754	(2,058)	(701)
<b>Total General Fund</b>	<b>142,497</b>	<b>142,845</b>	<b>348</b>	<b>(1,123)</b>

## Housing Revenue Account (HRA)

- 3.1 The position at the end of January is continues to forecast an underspend of £268k, with no net change since the December position.
- 3.2 Whilst the net change in the overall forecast is zero, there is an underlying pressure associated with clearing the repairs backlog (£92k). This pressure has been mitigated by a net saving across the Supervision and Management function of as a result of reduced spend on contracts, savings from staff vacant posts and additional rent income.

## Dedicated Schools Grant (DSG)

- 3.3 The position at the end of January is that the DSG is forecast to be overspent by £1.78m. This is a favourable movement of £7k since the last report.
- 3.4 The main changes are:-
- 3.4.1 An improvement following an update to the forecast for a number of Post 16 learners as the cost of their new placement is now known (£35k);

Further information on the subject of this report can be obtained from Mick Bowden on Direct Dial No. 07392 109917 or Email mbowden@swindon.gov.uk

# Budget Management 2019/20

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- 3.4.2 An improvement in the funding recouped following permanent exclusions of pupil's as a flat rate has been agreed for Secondary age pupils (£30k);
- 3.4.3 These underspends mitigate a new pressure due to increased demand for High Needs top ups for pupils (£50k) and a net increase in costs for pupils in placements outside of Swindon (£9k).

## 4. Alternative Options

- 4.1 This report does not include any proposals requiring a decision and therefore there are no alternative options to be considered.

## 5. Implications, Diversity Impact Assessment and Risk Management

### Financial and Procurement Implications

- 5.1 The current forecast overspend on the General Fund is £348k and management teams continue to work on actions to mitigate this pressure. Based on the current rate of improvement in the projected overspend position and the ongoing work across all service areas to identify further savings it is expected that the final outturn for 2019/20 will be delivered within budget.
- 5.2 The forecast overspend on the DSG is £1.78m. This pressure will be managed within the DSG.
- 5.3 The HRA is currently forecasting an underspend of £268k. The HRA is ring-fenced and therefore any variances at year end will be managed within the HRA.

### Legal and Human Rights Implications

- 5.4 All legal and human rights considerations have been taken fully into account in compiling this report. It is considered that the recommendations of this report are compatible with Convention rights.

### Climate Change Impact

- 5.5 As the recommendation is only to note the current financial position, Officers believe that there is no expected effect on the Council's carbon footprint.

### All Other Implications (including Staff, Sustainability, Health, Rural, Crime and Disorder)

- 5.6 There are no such direct implications.

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Further information on the subject of this report can be obtained from Mick Bowden on Direct Dial No. 07392 109917 or Email [mbowden@swindon.gov.uk](mailto:mbowden@swindon.gov.uk)

# Budget Management 2019/20

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## Diversity Impact Assessment

- 5.7 A Diversity Impact Assessment (DIA) has not been done as this report is reporting performance in the financial year and does not make any recommendations to reprioritise the future funding of services.

## Risk Management

- 5.8 None other than those highlighted in the body of the report. Individual schemes will have individual Risk Assessments and DIAs.

## **6. Consultees**

- 6.1 The Corporate Director of Finance and Assets (Section 151 Officer) and Chief Legal Officer (Monitoring Officer) are consulted in respect of all reports.

## **7. Background Papers**

- 7.1 None

## **8. Appendices**

- 8.1 Appendix 1 – Forecast Out-turn by Department 2019/20

## **9. Key Decision/Decision in Cabinet Work Programme**

- 9.1 This is not a key decision and is included in the Cabinet Work Programme for March 2020.

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Further information on the subject of this report can be obtained from Mick Bowden on Direct Dial No. 07392 109917 or Email [mbowden@swindon.gov.uk](mailto:mbowden@swindon.gov.uk)

Fund	Tier 1 Pillar	Tier 2 Function	Budget 2019/20 £'000	Full-Year Projected Out-turn £'000	Projected Variance £'000	Movement since last report £'000	Commentary on Reasons for Variance
General Fund	Resources	Finance, Property & Audit	(1,994)	(4,171)	(2,177)	(632)	Additional income from Barnfield Solar Farm (£60k), further release of contingency (£0.5m). The balance relates to vacancy savings and a net increase in commercial rent income.
		Human Resources and Organisational Development	2,273	2,154	(119)	0	
		Digital Services and Corporate Programmes	7,213	7,474	261	(10)	
		Performance, Communications, Legal and Democratic Services	4,320	4,297	(23)	(59)	
	Economy		<b>11,812</b>	<b>9,754</b>	<b>(2,058)</b>	<b>(701)</b>	Vacancy savings
		Strategic Growth	615	577	(38)	(5)	
		Town Centre	625	585	(40)	0	
	Children Services		<b>1,240</b>	<b>1,162</b>	<b>(78)</b>	<b>(5)</b>	Further increase in the pressure for SEND team (£99k). This is partially mitigated by savings from vacancies in Educational Psychologist team (£28k) and other minor variances.
		Routes to Employment & Libraries	2,025	1,971	(54)	26	
		Skills & Attainment	2,118	2,752	634	73	
		Children, Families and Community Health Services	38,617	39,210	593	(11)	
	Adult Services		<b>42,760</b>	<b>43,933</b>	<b>1,173</b>	<b>88</b>	There has continued to be increased demand for Older People services that in the main is being mitigated through close working with Health colleagues and strength based conversations. The increased year end projection is due to continued use of agency staff whilst the service area tries to recruit permanent staff to vacant posts.
		Adults	60,780	61,537	757	35	
		Public Health	325	(20)	(345)	0	
	Communities and Housing		<b>61,105</b>	<b>61,517</b>	<b>412</b>	<b>35</b>	Underspend on vehicle financing costs due to the timing of the fleet replacement programme being later than assumed in the budget (£140k) plus improved salary forecast in grounds service
		Streetsmart and Supported Employment	15,318	16,078	760	(190)	
		Housing Services	(321)	(330)	(9)	(4)	
		Highways & Transport	6,919	7,747	828	(103)	
		Planning, Regulatory and Heritage Services	1,331	641	(690)	(268)	
		Facilities Management	2,333	2,343	10	25	
			<b>25,580</b>	<b>26,479</b>	<b>899</b>	<b>(540)</b>	Pressure arising from additions to the property cleaning contract (£57k) partly mitigated by additional external income forecast for security and vacancy saving (£32k).
General Fund Total			<b>142,497</b>	<b>142,845</b>	<b>348</b>	<b>(1,123)</b>	

Fund	Tier 1 Pillar	Tier 2 Function	Budget 2019/20 £'000	Full-Year Projected Out-turn £'000	Projected Variance £'000	Movement since last report £'000	Commentary on Reasons for Variance
Health	Health Adults	Health Adults	0	0	0	0	CCG commissioned services, any underspends return to CCG.
	Health Children's	Children's Health Delivery Services - CCG Funded -	1,341	1,246	(95)	(19)	
		Children's Health Delivery Services - CCG Funded -	(1,341)	(1,246)	95	19	
		Children's Health Commissioning -	2,466	2,371	(95)	(19)	
		Children's Health Commissioning - Income	(2,466)	(2,371)	95	19	
Health Total			0	0	0	0	
Dedicated Schools Grant	DSG Commissioning	DSG Skills and Attainment	79,858	78,217	(1,641)	(7)	Saving due to reduction in commitment for Post 16 placements for leavers and reduction in contract costs (£35k), increased recoupment of funding following permanent exclusions (£30k). Partially offset by pressures relating to increased demand for High Needs top ups £50k and increased costs for an External Placement £8k
Dedicated	DSG	DSG Skills and Attainment	(79,858)	(76,433)	3,424	0	
Dedicated Schools Grant Total			0	1,783	1,783	(7)	
Housing Revenue Account	Housing Revenue Account	Supervision & Management	(36,234)	(36,483)	(249)	(92)	A £50k pressure on Council Tax for void properties has been offset by vacant post savings £70k, additional rent income £30k, reductions in printing costs £12.4k and contract savings of £30k  Additional materials costs due to increased responsive repairs, partly offset by equipment savings in Grounds Maintenance of £27.9k
		Special Services	668	580	(88)	0	
		Repairs	10,780	10,849	69	92	
		HRA Capital Financing	24,786	24,786	0	0	
Housing Revenue Account Total			0	(268)	(268)	0	



## Capital Monitoring Quarter 3 2019/20

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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Authors: Cabinet Member for Finance, Education and Skills  
Corporate Director of Finance and Assets

Wards: All

Parishes Affected: All

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### **1. Purpose and Reasons**

- 1.1 This report presents the third quarter's monitoring position for the Council's capital programme and some proposed changes to the programme.
- 1.2 The effective management of financial resources through robust financial management processes underpins the Council's ability to achieve its plans and priorities.

### **2. Recommendations**

Cabinet is recommended to:

- 2.1 Note the forecast capital expenditure set out in Table 1 & 2 and Appendices 1 and 2;
- 2.2 Note the variances detailed at paragraphs 3.2;
- 2.3 Approve the changes detailed at paragraph 3.3; and
- 2.4 Note the new reporting requirements regarding the 2019-20 Community Infrastructure Levy (CIL) publishing requirements detailed at paragraph 3.4 and the contents of Appendix 3.

### **3. Detail**

Capital Programme – 2019/20 monitoring

- 3.1 Table 1 below shows the current status of the 2019/20 capital budget and forecast outturn position. The significant budget movements are detailed in paragraph 3.2 below. Table 2 shows how the capital programme is being funded. The capital programme report includes items that were agreed at Council on 20<sup>th</sup> February 2020 (draft Council Minute .80, 2019/20 refers)

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Further information on the subject of this report can be obtained from Ian Burbidge on Direct Dial No. 07769 281641 or Email [iburbidge@swindon.gov.uk](mailto:iburbidge@swindon.gov.uk)

# Capital Monitoring Quarter 3 2019/20

Cabinet

Date: 22<sup>nd</sup> April 2020

Table 1 - Budget Forecasts and Variances

Service Area	Total Scheme Budget £000's	Projected Out-turn £000's	Projected Overspends £000's	Projected Underspends £000's
Resources	79,735	79,735		
Economy	131,328	131,328		
Children Services	31,642	31,558		(83)
Adult Services	15,587	15,587		
Communities & Housing	141,602	142,282	680	
<b>Total General Fund</b>	<b>399,894</b>	<b>400,490</b>	<b>680</b>	<b>(83)</b>
HRA	73,736	73,736		
Completed Schemes	46,272	45,954		(319)
<b>Total Existing Programme</b>	<b>519,902</b>	<b>520,180</b>	<b>680</b>	<b>(402)</b>

Table 2 - Capital Programme funding

	Total Funding Required £000's	Funded to 31/3/19 £000's	Funding still required £000's	Additional Funding Required £000's	Revised Total Funding £000's
Capital Receipts	7,294	5,014	2,280	(650)	6,644
Section 106 Deposits	24,361	7,474	16,887	650	25,011
Grant Funding	180,173	38,427	141,746	(83)	180,090
Revenue Contributions	2,054	127	1,927		2,054
HRA balances	78,752	24,629	54,123		78,752
Salix funding (Interest free loan)	6,972		6,972		6,972
Invest to save borrowing repaid from future revenue budgets	5,916		5,916		5,916
Increase in Borrowing Requirement	214,380	47,012	167,368	361	214,741
<b>Total to be financed</b>	<b>519,902</b>	<b>122,683</b>	<b>397,219</b>	<b>278</b>	<b>520,180</b>

## Projected Variances

- 3.2 Cabinet is asked to note the following new variances to projects within the capital programme. Appendix 1 contains a summary of the current capital programme & Appendix 2 contains the details of the individual schemes in the capital programme, together with their forecast closing position.

Further information on the subject of this report can be obtained from Ian Burbidge on Direct Dial No. 07769 281641 or Email [iburbidge@swindon.gov.uk](mailto:iburbidge@swindon.gov.uk)

# Capital Monitoring Quarter 3 2019/20

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- 3.2.1 Line 60 – EOTAS – overspend of £17k as a result of additional work required to ensure appropriate security and safeguarding measures were in place at the school. In addition there were some additional costs related to installing the IT infrastructure. The additional cost will be met from underspends elsewhere in the children's services capital programme.
- 3.2.2 Line 62 – Bridlewood Primary – underspend of £100k. The scope of the scheme was amended resulting in a saving.
- 3.2.3 Line 139 – Wellington Street Improvement Scheme – increase in projected overspend of £31k to £141k. As reported last quarter there were a number of factors that resulted in an increase in the cost of the scheme. Potential mitigations to the overspend are being sought with partners involved in the project.
- 3.2.4 Line 141 – Mead Way – underspend of £21k. This project has not yet been put out to tender and this figure represents the project team's assessment of the likely outturn position. This will be kept under review and updated once tender prices are known.

## Variations to current approvals

- 3.3 Cabinet is asked to approve the following changes to the existing programme:
  - 3.3.1 £650k of developers' S106 contributions is due to be received from the Badbury Park development, which is for the off-site provision of sports facilities (including formal sports pitches, changing rooms and car parking) subject to a scheme being identified.
  - 3.3.2 It is proposed to use this funding towards the Moredon Recreation Multi Sports Hub which is already in the approved capital programme (line 146 Appendix 2). This scheme is currently funded through a combination of S106, grant and capital receipts. Utilisation of the additional £650k of S106 would release an equivalent amount of funding available for future purposes.
  - 3.3.3 Officers have been in discussion with Highways England around funding arrangements for highways works at Junction 15 of the M4. Highways England will be delivering the scheme, but as part of the arrangements, Swindon Borough Council will receive £5m of growth and Housing Fund grant which will be paid onto the Highways England delivery team as work is undertaken.
  - 3.3.4 The Government department that is awarding the funding is being disbanded from the end of March 2020 and it is important therefore that the agreement is signed in advance of this deadline in order to

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Further information on the subject of this report can be obtained from Ian Burbidge on Direct Dial No. 07769 281641 or Email [iburbidge@swindon.gov.uk](mailto:iburbidge@swindon.gov.uk)

# Capital Monitoring Quarter 3 2019/20

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guarantee these funds are paid to the Council and are available to fund the works.

## Community Infrastructure Levy (CIL) Monitoring 2019/20

- 3.4 The amendments to the CIL Regulations that came into force on 1st September 2019 introduced a new Regulation 121A that set out a new requirement for the Council to publish an Annual Infrastructure Funding Statement (AIFS). This is to be published by 31st December 2020. Appendix 3 sets out the matters to be included in the AIFS.

## **4. Alternative Options**

- 4.1 Cabinet could choose not to approve the proposed additions to the capital programme.

## **5. Implications, Diversity Impact Assessment and Risk Management**

### Financial and Procurement Implications

- 5.1 The general fund is currently projecting a reduction in the reported overspend of £350k last quarter to £278k against the existing approved capital budget.
- 5.2 There is an £83k net underspend in the Education element of the Children's Services capital programme. This funding is ring fenced grant and therefore will be redirected to other projects required by Education.
- 5.3 Officers have identified £650k of new s106 funding that can be applied to reduce the use of capital receipts.
- 5.4 There is an underlying budget pressure in Communities & Housing of £680k. Budget managers are exploring options to address £110k of the overspend on Wellington Street. This would leave a further borrowing requirement of £570k, offset by underspends of £319k on the completed stronger together project, leaving £251k to be funded. This would increase annual capital financing costs in future years by £20k. Should the mitigating action be unsuccessful this would rise to £29k per annum (based on a typical 25 year repayment profile).
- 5.5 These proposals include seeking authorisation to enter into an agreement with Highways England for £5m of grant funding towards work on Junction 15 of the M4. This funding will be held by the Council and paid over to the Highways England delivery team as work is completed and the Council is therefore effectively only acting as banker in this transaction.

### Legal and Human Rights Implications

- 5.6 All legal and human rights considerations have been taken fully into account in compiling this report. It is considered that the recommendations of this report are compatible with Convention rights.

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# Capital Monitoring Quarter 3 2019/20

Cabinet

Date: 22<sup>nd</sup> April 2020

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## Climate Change Impact

- 5.1 The proposals would not bring a change in service delivery and Officers believe that there is no expected effect on the Council's carbon footprint.

## All Other Implications (including Staff, Sustainability, Health, Rural, Crime and Disorder)

- 5.2 There are no such direct implications.

## Diversity Impact Assessment

- 5.3 A Diversity Impact Assessment (DIA) has not been done as this report does not make any new recommendations that would affect services.

## Risk Management

- 5.4 None other than those highlighted in the body of the report. Individual schemes will have individual Risk Assessments and DIAs, these can be obtained from the project managers.

## **6. Consultees**

- 6.1 The Corporate Director of Finance and Assets (Section 151 Officer) and Chief Legal Officer (Monitoring Officer) are consulted in respect of all reports.

## **7. Background Papers**

- 7.1 None

## **8. Appendices**

- 8.1 Appendix 1 – Capital Programme Overview  
8.2 Appendix 2 – Detailed Capital Budget  
8.3 Appendix 3 - Overview detail of S106 and CIL Reporting Requirements

## **9. Key Decision/Decision in Cabinet Work Programme**

- 9.1 This is a key decision and is included in the Cabinet Work Programme for March 2020.

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Appendix 1 - Capital Programme Overview

Fund	Tier 1 Pillar	Tier 2 Function	Function Ref	Heads of Service	Project Budget £'000	Project Actual Spend £'000	Projected Out-turn £'000	Projected Variance £'000	Projected Variance - last report £'000	Movement since last report £'000
Capital	Resources	Digital Services & Corporate Programmes Property & Assets Performance, Organisational Improvement & Communications	PFW11	Sam Mowbray	6,982	1,416	6,982			
			PFW12	Rob Richards	71,578	3,752	71,578			
			PFW13	Sam Mowbray	1,175	589	1,175			
	Economy	Strategic Growth Town Centre			79,735	5,756	79,735			
			PFW22	Philippa Venables	101,399	24,394	101,399			
			PFW24	Emma Gee	29,929	8,677	29,929			
	Children Services	Routes to Employment & Libraries Skills & Attainment Children, Families & Community Health Services	PFW30	Sally Burnett	131,328 235	33,071	131,328 235			
			PFW31	TBC	30,171	23,373	30,088	(83)		(83)
			PFW32	Lee-Anne Farach	1,236	247	1,236			
	Adult Services	Adults			31,642	23,620	31,558	(83)		(83)
			PFW40	Angela Plummer	15,587	1,381	15,587			
	Communites & Housing	Streetsmart & Supported Employment Highways & Transport Planning, Regulatory & Heritage Services	PFW50	Ian James	17,411	5,751	17,411			
			PFW52	Tim Price	111,343	35,984	112,023	680	670	10
			PFW58	Richard Bell	12,848	4,919	12,847		(1)	1
	HRA	HRA Capital Financing			141,602	46,653	142,282	680	669	11
PFW90			Mike Ash	73,736	24,820	73,736				
				73,736	24,820	73,736				
Completed Schemes	Completed Schemes (GF & HRA)	PFW99	Various	46,272	44,972	45,954	(319)	(319)	0	
				46,272	44,972	45,954	(319)	(319)	0	
				46,272	44,972	45,954	(319)	(319)	0	
Grand Total					519,902	180,274	520,180	278	350	(71)

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Appendix 2 - Detailed Capital Programme

Line Ref	Description	Budget Manager	Total Budget	Spent to 31/3/19 £'000	2019/20 Spend to date £'000	Forecast 2019/20 Spend £'000	Forecast 2020/21 Spend £'000	Forecast 2021/22 Spend £'000	Forecast 2022/23 Spend £'000	Forecast 2023/24 Spend £'000	Forecast 2024/25 Spend £'000	Total Forecast Spend All Years £'000	Variance from Budget £'000
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Resources

Digital Services & Corporate Programmes

1	Data Centre	Philip Murkin	750				220	146	384			750	
2	IT security	Philip Murkin	250				50	50	50	50	50	250	
3	Avaya Telephony Stabilisation	Philip Murkin	330		179	330						330	
4	Contribution to superfast broadband	Vacant	240		240	240						240	
5	Skype for Business project	Philip Murkin	127	51		76						127	
6	IT Infrastructure	Philip Murkin	1,100	814	27	86	200					1,100	
7	HR & Finance System	Kim Chequer	3,500				3,500					3,500	
8	Corporate EDRMS	Philip Murkin	493		13	90		273	130			493	
9	Digital Strategy Seed Fund	Philip Murkin	100		0		100					100	
10	Council Chamber IT	Philip Murkin	92		92	92						92	
	Strand Total		6,982	865	550	913	4,070	469	564	50	50	6,982	

Digital Services & Corporate Programmes	PFW11	6,982	865	550	913	4,070	469	564	50	50	6,982	
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Property & Assets

11	Barbury Castle Toilets - new scheme	Rob Richards	100			100						100	
12	Headland Site Development	Rob Richards	514	14	(21)	499						514	
13	Removal Treatment of Asbestos in Council Buildings	Rob Richards	251		27	251						251	
14	General Enhancement Works Corporate Buildings	Kathy Sherratt	9,313		601	2,118	1,595	1,400	1,400	1,400	1,400	9,313	
15	Feasibility Studies	Rob Richards	233		56	233						233	
16	A419 Sound Barrier - Feasibility	Tim Mann	15			15						15	
17	Surplus Buildings Demolition	Helen Haines	484		9	242	242					484	
18	Village Centre Development	Rob Richards	520	449	57	71						520	
19	Redevelopment of Dorcan House / Eldene Shopping Centre	Rob Richards	575	331	11	244						575	
20	Equity Share Properties	Kathy Sherratt	250	144		53	53					250	
21	Health Hydro Improvements	Rob Richards	1,500			1,500						1,500	
22	Link Centre	Rob Richards	165		158	165						165	
	Strand Total		13,918	938	897	5,491	1,890	1,400	1,400	1,400	1,400	13,918	

Commercial Investments

23	IO Centre Investment	Jon Coates	16,540		6	16,540						16,540	
24	Cavendish Square Unit Shops	Jon Coates	1,920			1,920						1,920	
25	Kimmerfields - Zurich	Rob Richards	36,000				36,000					36,000	
24	Barnfield Solar Scheme	Ian Burbidge	3,200	1,874	37	995	332					3,200	
	Strand Total		57,660	1,874	43	19,455	36,332					57,660	

Property & Assets	PFW12	71,578	2,812	940	24,946	38,221	1,400	1,400	1,400	1,400	71,578	
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Performance, Organisational Improvement & Communications

25	Hay Lane Gypsy Site Drainage	Michael Ash	272	161	6	111						272	
26	Estates Rationalisation	Sam Mowbray	843	13	359	385	449	(4)				843	
27	CCTV	Mark Walker	60	50		10						60	
	Strand Total		1,175	225	364	506	449	(4)				1,175	

Performance, Organisational Improvement & Communications	PFW13	1,175	225	364	506	449	(4)					1,175	
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Resources Total		79,735	3,902	1,855	26,365	42,740	1,865	1,964	1,450	1,450	79,735	
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Line Ref	Description	Budget Manager	Total Budget	Spent to 31/3/19 £'000	2019/20 Spend to date £'000	Forecast 2019/20 Spend £'000	Forecast 2020/21 Spend £'000	Forecast 2021/22 Spend £'000	Forecast 2022/23 Spend £'000	Forecast 2023/24 Spend £'000	Forecast 2024/25 Spend £'000	Total Forecast Spend All Years £'000	Variance from Budget £'000
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Economy

Wichelstowe

28	District Centre	Rob Powe	15,254	10,176	2,000	5,078						15,254	
	<b>Strand Total</b>		<b>15,254</b>	<b>10,176</b>	<b>2,000</b>	<b>5,078</b>						<b>15,254</b>	

NEV

29	NEV Dft Business Case	Sam Howell											
30	Gablecross Junction	Sam Howell	8,412	902	251	2,355	4,136	1,019				8,412	
31	Package 2 - Nythe Road Junction and Piccadilly Roundabout	Sam Howell	2,930	199	196	323	2,408					2,930	
32	White Hart Junction	Sam Howell	30,104	1,593	1,401	9,800	18,711					30,104	
33	Southern Connector Road	Sam Howell	30,572	1,880	425	874	9,075	18,743				30,572	
34	Great Stall Bridge	Sam Howell	157	157								157	
35	Footpath 5	Sam Howell	250	67		183						250	
	<b>Strand Total</b>		<b>72,425</b>	<b>4,797</b>	<b>2,272</b>	<b>13,535</b>	<b>34,330</b>	<b>19,762</b>				<b>72,425</b>	

Other

36	Rapid Transit - QBC Wichelstowe, North and UTMC	James Jackson	8,920	4,023	1,125	2,000	2,897					8,920	
37	M4 Junction 15	Sam Howell	4,800				4,800					4,800	
	<b>Strand Total</b>		<b>13,720</b>	<b>4,023</b>	<b>1,125</b>	<b>2,000</b>	<b>7,697</b>					<b>13,720</b>	

<b>Strategic Growth</b>		<b>101,399</b>	<b>18,997</b>	<b>5,397</b>	<b>20,613</b>	<b>42,027</b>	<b>19,762</b>					<b>101,399</b>	
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Town Centre

38	Bus Boulevard - High Streets fund match funding (Cabinet March 19)	Emma Gee	5,000							5,000		5,000	
39	Kimmerfields enabling works	Emma Gee	9,500			2,500	1,500	5,500				9,500	
40	Mechanics Institute	Emma Gee	12	12	(0)							12	
41	Kimmerfields Compulsory purchase	Emma Gee	3,000	231	1,404	1,696	1,073					3,000	
42	No 3 Carriage works @ Railway Village	Emma Gee	1,323	1,275	24	48						1,323	
43	Aspen House	Rob Richards	339	236	23	103						339	
44	Faringdon Road 1-3	Emma Gee	1,247	1,183	52	64						1,247	
45	No 5 Carriage works @ Railway Village	Emma Gee	1,385	1,358	27	27						1,385	
46	No 11 Carriage works @ Railway Village	Emma Gee	1,223	80	651	1,087	56					1,223	
47	No 7 & 9 Carriage works @ Railway Village	Emma Gee	2,400	127	37	552	1,627	94				2,400	
48	Kimmerfields - site access road	Emma Gee	1,500	107	142	400	800	193				1,500	
49	Fleming Way Bus Boulevard	Philippa Venables	3,000	1,035	674	1,000	965					3,000	
	<b>Strand Total</b>		<b>29,929</b>	<b>5,644</b>	<b>3,033</b>	<b>7,478</b>	<b>6,021</b>	<b>5,787</b>		<b>5,000</b>		<b>29,929</b>	

<b>Town Centre</b>		<b>29,929</b>	<b>5,644</b>	<b>3,033</b>	<b>7,478</b>	<b>6,021</b>	<b>5,787</b>			<b>5,000</b>		<b>29,929</b>	
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<b>Economy Total</b>		<b>131,328</b>	<b>24,641</b>	<b>8,430</b>	<b>28,090</b>	<b>48,048</b>	<b>25,549</b>			<b>5,000</b>		<b>131,328</b>	
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Line Ref	Description	Budget Manager	Total Budget	Spent to 31/3/19 £'000	2019/20 Spend to date £'000	Forecast 2019/20 Spend £'000	Forecast 2020/21 Spend £'000	Forecast 2021/22 Spend £'000	Forecast 2022/23 Spend £'000	Forecast 2023/24 Spend £'000	Forecast 2024/25 Spend £'000	Total Forecast Spend All Years £'000	Variance from Budget £'000
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Children Services

Routes to Employment & Libraries

50	Libraries RFID	Alyson Jordan	149			149						149	
51	Library Shelving West Swindon	Alyson Jordan	15			15						15	
52	Library Management System	Allyson Jordan	71			71						71	
Strand Total			235			235						235	

Routes to Employment & Libraries	PFW30	235			235							235	
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Schools Maintenance

53	DFC Allocations to Schools	Helen Haines	218		218	218						218	
54	Healthy Pupils	Gareth Cheal	104		83	104						104	
55	Capita One education	Gareth Cheal	410			410						410	
56	Condition Works	Helen Haines	1,565		706	1,565						1,565	
Strand Total			2,297		1,007	2,297						2,297	

Schools New Build

57	William Morris Primary School	Gareth Cheal	8,900	2,924	5,253	5,956	20					8,900	
58	Oliver Tomkins Primary School and Nursery	Gareth Cheal	40	40								40	
Strand Total			8,940	2,964	5,253	5,956	20					8,940	

Non Schools Buildings

59	Plas Pencelli Lodge Extension	Nic Newland	264	264	(6)							264	
60	EOTAS	Nic Newland	2,711	2,711	17	17						2,728	17
Strand Total			2,975	2,975	11	17						2,992	17

Mainstream Schools Extension

61	North Swindon Primary School 1FE - Orchid Vale PFI Expansion	Helen Haines	3,510	3,481	50	29						3,510	
62	Bridlewood	Nic Newland	350	4	177	236	10					250	(100)
63	South Marston Primary School	Nic Newland	3,100			50	1,500	1,550				3,100	
64	Wanborough Primary School	Gareth Cheal	48	48								48	
Strand Total			7,008	3,533	226	315	1,510	1,550				6,908	(100)

Special Schools Extension

65	Crowdy's refurbishment	Nic Newland	6,136	5,944	0	192						6,136	
66	Brimble Hill	Gareth Cheal	101	1		100						101	
67	PRU Conversion - St Lukes	Gareth Cheal	225			225						225	
68	Capital Works - St Lukes	Ian Burbidge	775	371	271	404						775	
Strand Total			7,236	6,316	271	920						7,236	

Early Years

69	Early Years places - Tick Tock Nursery - Mobile Replacement	Nic Newland	144	144								144	
70	Early Years provision - Grow 2gether disadvantaged 2 Year Olds	Gareth Cheal	175	175								175	
Strand Total			319	319								319	

SEND Funds

71	Special Education Needs and Disability Capital Investment Fund	Gareth Cheal	1,396		498	744	326	326				1,396	
Strand Total			1,396		498	744	326	326				1,396	

Skills & Attainment	PFW31	30,171	16,107	7,266	10,248	1,856	1,876					30,088	(83)
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Children, Families & Community Health Services

72	Independent living units	Dawn Sexstone	120				120					120	
73	Children's ICS Project	Philip Murkin	1,116	185	62	599	333					1,116	
Strand Total			1,236	185	62	599	453					1,236	

Children, Families & Community Health Services	PFW32	1,236	185	62	599	453						1,236	
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Line Ref	Description	Budget Manager	Total Budget	Spent to 31/3/19 £'000	2019/20 Spend to date £'000	Forecast 2019/20 Spend £'000	Forecast 2020/21 Spend £'000	Forecast 2021/22 Spend £'000	Forecast 2022/23 Spend £'000	Forecast 2023/24 Spend £'000	Forecast 2024/25 Spend £'000	Total Forecast Spend All Years £'000	Variance from Budget £'000
	Children's Services Total		31,642	16,292	7,329	11,082	2,309	1,876				31,559	(83)

Line Ref	Description	Budget Manager	Total Budget	Spent to 31/3/19 £'000	2019/20 Spend to date £'000	Forecast 2019/20 Spend £'000	Forecast 2020/21 Spend £'000	Forecast 2021/22 Spend £'000	Forecast 2022/23 Spend £'000	Forecast 2023/24 Spend £'000	Forecast 2024/25 Spend £'000	Total Forecast Spend All Years £'000	Variance from Budget £'000
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## Adult Services

### Social Care IT

74	Estate Rationalisation - CSS systems upgrade	Angela Plummer	671	373	52	156	142					671	
	Strand Total		671	373	52	156	142					671	

### Housing & Supported Living

75	ASC & Health Community Equipment Store IT	Angela Plummer	250			250						250	
76	ASC Equipment	Angela Plummer	1,926			426	300	300	300	300	300	1,926	
77	H&SC Joint Working Projects	Angela Plummer	350	260		90						350	
78	Shared Living Accommodation	Angela Plummer	120			120						120	
79	Extra Care Sheltered Accomodation	Angela Plummer	153	41		112						153	
80	Disabled Facilities Grants	Damon Green	6,908		471	1,151	1,151	1,151	1,151	1,151	1,151	6,908	
	Strand Total		9,707	301	471	2,148	1,451	1,451	1,451	1,451	1,451	9,707	

### New Provision

81	Fessey Extension	Angela Plummer	5,000	4	30	100	2,450	2,446				5,000	
	Strand Total		5,000	4	30	100	2,450	2,446				5,000	

### Building Upgrades

82	Whitbourne / Fessy Renovations	Angela Plummer	210	124	26	86						210	
	Strand Total		210	124	26	86						210	

Adults		15,587	801	580	2,490	4,044	3,898	1,451	1,451	1,451	15,587	
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Adults Services Total		15,587	801	580	2,490	4,044	3,898	1,451	1,451	1,451	15,587	
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Line Ref	Description	Budget Manager	Total Budget	Spent to 31/3/19 £'000	2019/20 Spend to date £'000	Forecast 2019/20 Spend £'000	Forecast 2020/21 Spend £'000	Forecast 2021/22 Spend £'000	Forecast 2022/23 Spend £'000	Forecast 2023/24 Spend £'000	Forecast 2024/25 Spend £'000	Total Forecast Spend All Years £'000	Variance from Budget £'000
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Communities & Housing

Depot Improvements

83	Waterside Depot - Road Layout	Lance Greenhagh	5,900	5,245	293	655						5,900	
	<b>Strand Total</b>		<b>5,900</b>	<b>5,245</b>	<b>293</b>	<b>655</b>						<b>5,900</b>	

Non-HRA Vehicles

84	Vehicle & Plant replacement strategy	Ian McKinnon	9,873				2,080	875	2,338	4,475	105	9,873	
85	Waste collection vehicles	Ian McKinnon	888				888					888	
86	SCS Fleet Vehicles	Ian McKinnon	750	166	47	584						750	
	<b>Strand Total</b>		<b>11,511</b>	<b>166</b>	<b>47</b>	<b>584</b>	<b>2,968</b>	<b>875</b>	<b>2,338</b>	<b>4,475</b>	<b>105</b>	<b>11,511</b>	

<b>Streetsmart &amp; Supported Employment</b>	<b>PFW50</b>	<b>17,411</b>	<b>5,411</b>	<b>340</b>	<b>1,239</b>	<b>2,968</b>	<b>875</b>	<b>2,338</b>	<b>4,475</b>	<b>105</b>	<b>17,411</b>	
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Local Transport Plan - Maintenance

87	Abbey Farm Transport Projects	Philip Martlew	32			32						32	
88	Blunsdon High Street	Philip Martlew	68			68						68	
89	Rodbourne Road highways improvements	Philip Martlew	525				525					525	
90	School safe environment zones	Philip Martlew	500				100	100	100	100	100	500	
91	Traffic Signal LED conversion	Philip Martlew	193				193					193	
92	Thames Avenue Speed Reduction	Philip Martlew	25				25					25	
93	Highway Maintenance	Tim Mann	17,396		470	1,051	3,269	3,269	3,269	3,269	3,269	17,396	
94	Rights of way Improvement Plan	Tim Mann	121		16	121						121	
95	Structural Maintenance	Tim Mann	753		74	753						753	
96	Backlog/Routine Improvements	Tim Mann	262		75	262						262	
97	Road Markings	Tim Mann	39		1	39						39	
98	Cooperative Intelligent Transport Systems	James Jackson	238	125	40	112						238	
99	Pavement Condition Management	Tim Mann	305		8	305						305	
100	Passenger Transport	Tim Mann	4		12	4						4	
101	Sustainable Transport	Tim Mann											
102	Surface Water Management (SWP) Bruce St/Lagoon flood Mitigation & SWM Plans	Tim Mann	457		20	457						457	
103	Thamesdown Drive Speed Amelioration	Philip Martlew	273	231	5	43						273	
104	North Star roundabout and Cocklebury Roundabout Great Western Way	Tim Mann	1,669	4			1,665					1,669	
105	Transfer Bridges	Tim Mann	3,700	204			3,496					3,700	
106	Brimble Hill	Philip Martlew	84	84								84	
107	Regent Circus Improvements	Philip Martlew	167			167						167	
108	Oakhurst Way Pedestrian Crossing	Philip Martlew	73	38		35						73	
109	Greenbridge Road Mini Roundabout	Tim Mann	38	6		32						38	
110	Tadpole Farm Transport Projects	Tim Price	96		9	96						96	
111	Flemming Way & Whalebridge	Philip Martlew	238			238						238	
112	Ermin Street, Blunsdon	Philip Martlew	245			245						245	
	<b>Strand Total</b>		<b>27,501</b>	<b>692</b>	<b>729</b>	<b>4,060</b>	<b>9,273</b>	<b>3,369</b>	<b>3,369</b>	<b>3,369</b>	<b>3,369</b>	<b>27,501</b>	

Local Transport Plan - Integrated

113	Local Safety Schemes	Tim Mann	5,058		319	883	835	835	835	835	835	5,058	
114	Traffic Management	Tim Mann	187		38	187						187	
	<b>Strand Total</b>		<b>5,245</b>		<b>357</b>	<b>1,070</b>	<b>835</b>	<b>835</b>	<b>835</b>	<b>835</b>	<b>835</b>	<b>5,245</b>	

Maintenance

115	Non Highways Structures (Bridges within Parks)	Tim Mann	370		17	370						370	
116	Highways Maintenance - NON LTP	Tim Mann	721		190	721						721	



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117	Footway Maintenance	Tim Mann	357		(14)	357						357	
118	Flood Defence Grant	Tim Price	141	115		27						141	
119	Asset Liability Management (Moredon Road decommissioning)	Tim Price	155	104	10	51						155	
120	Concrete Column Replacement	Tim Mann	2,506			2,506						2,506	
121	Local Sustainable Transport Fund	James Jackson			8								
122	Highways Asset Management Grant Elements 1 and 2	Tim Price	217	217	2							217	
123	Strategic Highways Model update	Philip Martlew	400	334		66						400	
124	DfT Additional Highways Maintenance Funding 2018	Tim Mann	1,241	973	336	268						1,241	
125	Wanborough Footpaths Upgrade	Philip Martlew	121	121								121	
	<b>Strand Total</b>		<b>6,230</b>	<b>1,864</b>	<b>549</b>	<b>4,366</b>						<b>6,230</b>	

#### Car Parks

126	John Street car park demolition (Parade)	Tim Mann	700				700					700	
127	Union Square Phase One	Tim Mann	15,000	14,837		163						15,000	
128	Car park Lighting	Giles Davis	420			420						420	
129	Car Parks Major Maintenance	Tim Mann	749		57	749						749	
	<b>Strand Total</b>		<b>16,869</b>	<b>14,837</b>	<b>57</b>	<b>1,332</b>	<b>700</b>					<b>16,869</b>	

#### Street Furniture & Lighting

130	Street Lighting	Tim Mann	424		96	424						424	
131	Traffic Signals - NON LTP	Tim Mann	240		214	240						240	
132	Gateway signage (incl car park directions)	Philip Martlew	400	74	17	326						400	
133	LED Street Lighting	Tim Price	7,222	7	38	274	6,607	334				7,222	
134	Kingsdown Crossroads Traffic Signals	Philip Martlew	81	62	3	20						81	
	<b>Strand Total</b>		<b>8,367</b>	<b>143</b>	<b>367</b>	<b>1,283</b>	<b>6,607</b>	<b>334</b>				<b>8,367</b>	

#### Transport

135	Wichelstowe - J16 works	Tim Mann	12,840	11,913	303	1,487						13,400	560
136	Hodson Road embankment stabilisation	Tim Mann	349	28	67	321						349	
137	Wroughton Park and Ride	Tim Mann	120	88		32						120	
138	Wichelstowe Southern Access	Tim Mann	28,700	922	1,352	5,170	22,608					28,700	
139	Wellington Street Improvement Scheme	Syed Shah	852	364	627	629						993	141
140	Sheppard Street Improvements	Tim Price	23			23						23	
141	Mead Way Junction Improvements	Tim Mann	4,125	587	133	600	2,917					4,104	(21)
142	Town Centre Parking Strategy	Philip Martlew	50	4		46						50	
143	Tadpole Farm Rapid Transit Corridor	Philip Martlew	72			72						72	
	<b>Strand Total</b>		<b>47,130</b>	<b>13,907</b>	<b>2,482</b>	<b>8,379</b>	<b>25,524</b>					<b>47,810</b>	<b>680</b>

<b>Highways &amp; Transport</b>	<b>PFW52</b>	<b>111,343</b>	<b>31,443</b>	<b>4,541</b>	<b>20,490</b>	<b>42,939</b>	<b>4,538</b>	<b>4,204</b>	<b>4,204</b>	<b>4,204</b>	<b>112,023</b>	<b>680</b>
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#### Landscaping & Open Space

144	Play Areas	Martin Hambidge	784	784								784	
145	NEV GWCF	Russell Weymouth	247				247					247	
146	Moredon Recreation - Multi Sports Hub	Russell Weymouth	3,650	83	(6)	375	2,750	442				3,650	
147	Blunsdon MUGA	Russell Weymouth	348	10	10	338						348	
148	St Andrews - public open space	Ian Burbidge	190			190						190	
149	Mouldon Hill Country Park	Russell Weymouth	687		16	221	466					687	
150	St Marks Recreation Ground	Russell Weymouth	787	760	22	26						787	
151	Northern Development Area - Protected species reserve	Russell Weymouth	68	17		10	15	15	11			68	
152	Green Spine	Russell Weymouth	10	6		4						10	

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153	Tree and landscape improvements	Russell Weymouth	19	1		18						19	
154	Common Farm GWCF	Russell Weymouth	97		5	74	23					97	
155	East Wichel Major Open Space	Russell Weymouth	391	35	8	170	187					391	
156	Havelock Square	Russell Weymouth	908	871	(11)	37						908	
157	Great Western Community Forest	Russell Weymouth	322		45	160	100	62				322	
158	County Ground Athletics Track Resurface and Clubhouse	Russell Weymouth	1,323	553	710	770						1,323	
159	Angel Ridge Maintenance & Play Area	Rob Core	58	43		15						58	
160	Highdown Play Area	Russell Weymouth	39		0	39						39	
161	Pentylands Country Park	Russell Weymouth	35			25	10					35	
162	Landscape improvements ay Greenbridge & Blagrove	Russell Weymouth	258	222		25	11					258	
163	Spring Gardens Refurbishment	Russell Weymouth	106	31		75						106	
164	1 - 7 Purton Road	Russell Weymouth	79			79						79	
	<b>Strand Total</b>		<b>10,405</b>	<b>3,417</b>	<b>799</b>	<b>2,651</b>	<b>3,808</b>	<b>518</b>	<b>11</b>			<b>10,405</b>	

#### Heritage

163	Museum Artifacts Storage	N Western	200	65		135						200	
164	SMAG	Richard Bell	200	199		1						200	
165	Lydiard House - car park	Annie Griffin	150	4	34	146						150	
166	Lydiard House - Maintenance	Rob Richards	850	39			811					850	
167	Lydiard House - Pool	Annie Griffin	100			100						100	
168	SMAG Improvements (Apsley House)	Claire Andrews	400			400						400	
169	Wroughton War Memorial	Russell Weymouth	25	25								25	
170	WW1 Memorial Restoration Project	Ian Surtees	29	29								29	
171	STEAM - Operations & Retail Management System	Ian Surtees	39	37		2						39	
172	Reception remodelling at Steam Museum	Ian Surtees	17	16	1	1						17	
173	STEAM Museum Frontage Improvements	Ian Surtees	104	101		3						104	
	<b>Strand Total</b>		<b>2,114</b>	<b>514</b>	<b>35</b>	<b>788</b>	<b>811</b>					<b>2,114</b>	

#### Planning

174	Housing Renewal Grants	Damon Green	254		81	254						254	
	<b>Strand Total</b>		<b>254</b>		<b>81</b>	<b>254</b>						<b>254</b>	

#### Regulatory IT

175	Regulatory & Statutory Services Case Management System	Philip Murkin	75	38	35	38						75	0
	<b>Strand Total</b>		<b>75</b>	<b>38</b>	<b>35</b>	<b>38</b>						<b>75</b>	<b>0</b>

<b>Planning, Regulatory &amp; Heritage Services</b>	<b>PFW58</b>	<b>12,848</b>	<b>3,969</b>	<b>949</b>	<b>3,730</b>	<b>4,620</b>	<b>518</b>	<b>11</b>				<b>12,847</b>	<b>0</b>
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<b>Communities &amp; Housing Total</b>		<b>141,602</b>	<b>40,824</b>	<b>5,830</b>	<b>25,460</b>	<b>50,527</b>	<b>5,932</b>	<b>6,553</b>	<b>8,679</b>	<b>4,309</b>		<b>142,282</b>	<b>680</b>
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Line Ref	Description	Budget Manager	Total Budget	Spent to 31/3/19 £'000	2019/20 Spend to date £'000	Forecast 2019/20 Spend £'000	Forecast 2020/21 Spend £'000	Forecast 2021/22 Spend £'000	Forecast 2022/23 Spend £'000	Forecast 2023/24 Spend £'000	Forecast 2024/25 Spend £'000	Total Forecast Spend All Years £'000	Variance from Budget £'000
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## HRA

### Planned Maintenance Programme

176	Aids & Adaptations	Gerry O'Connor	1,560		636	1,560						1,560	
177	Bathrooms	Gerry O'Connor	1,709		68	1,709						1,709	
178	Central Heating	Gerry O'Connor	1,014		814	1,014						1,014	
179	Contingent Major Repairs	Gerry O'Connor	649		223	649						649	
180	Electrics	Gerry O'Connor	519		194	519						519	
181	Environmental & Communal Areas	Gerry O'Connor	224		135	224						224	
182	Exceptional Extensive	Gerry O'Connor	821		(686)	821						821	
183	External / Entrance Doors	Gerry O'Connor	7			7						7	
184	External Walls	Gerry O'Connor			70								
185	Improvements	Gerry O'Connor	2,584		99	2,584						2,584	
186	Kitchens	Gerry O'Connor	1,804		797	1,804						1,804	
187	Planned Maintenance	Gerry O'Connor	2,127		304	2,127						2,127	
188	Related Assets	Gerry O'Connor											
189	Roofs	Gerry O'Connor	2,203		417	2,203						2,203	
190	Windows	Gerry O'Connor	1,115		546	1,115						1,115	
191	HRA - Scooter stores sheltered	Gerry O'Connor	359		(1)	359						359	
192	Fire Safety - Residential Flats	Gerry O'Connor	603		(75)	603						603	
	<b>Strand Total</b>		<b>17,300</b>		<b>3,542</b>	<b>17,300</b>						<b>17,300</b>	

### Small New Build Schemes

193	Townsend House	Nick Kemmett	2,000	2,000								2,000	
194	Bembridge Cl / Sycamore Gr	Nick Kemmett	2,030	2,004	7	26						2,030	
195	Ventnor Close	Nick Kemmett	1,730		1	880	850					1,730	
196	Huntley Close	Nick Kemmett	1,400		4	700	700					1,400	
197	Ashley Close	Nick Kemmett	807			400	407					807	
	<b>Strand Total</b>		<b>7,967</b>	<b>4,003</b>	<b>11</b>	<b>2,006</b>	<b>1,957</b>					<b>7,967</b>	

### Queens Drive

198	Queens Drive	Nick Kemmett	30,500	886	785	1,295	11,099	11,086	6,134			30,500	
	<b>Strand Total</b>		<b>30,500</b>	<b>886</b>	<b>785</b>	<b>1,295</b>	<b>11,099</b>	<b>11,086</b>	<b>6,134</b>			<b>30,500</b>	

### Acquisitions

199	HRA Acquisitions Programme	Nick Kemmett	17,000	11,745	3,588	5,255						17,000	
	<b>Strand Total</b>		<b>17,000</b>	<b>11,745</b>	<b>3,588</b>	<b>5,255</b>						<b>17,000</b>	

### High Rise Blocks

200	Refurbishment High-Rise Blocks	Gerry O'Connor	100		3	100						100	
	<b>Strand Total</b>		<b>100</b>		<b>3</b>	<b>100</b>						<b>100</b>	

### Vehicles

201	HRA Vehicle Acquisitions	Gerry O'Connor	869		258	869						869	
	<b>Strand Total</b>		<b>869</b>		<b>258</b>	<b>869</b>						<b>869</b>	

<b>HRA Total</b>			<b>73,736</b>	<b>16,634</b>	<b>8,186</b>	<b>26,826</b>	<b>13,056</b>	<b>11,086</b>	<b>6,134</b>			<b>73,736</b>	
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Line Ref	Description	Budget Manager	Total Budget	Spent to 31/3/19 £'000	2019/20 Spend to date £'000	Forecast 2019/20 Spend £'000	Forecast 2020/21 Spend £'000	Forecast 2021/22 Spend £'000	Forecast 2022/23 Spend £'000	Forecast 2023/24 Spend £'000	Forecast 2024/25 Spend £'000	Total Forecast Spend All Years £'000	Variance from Budget £'000
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## Completed Schemes

### General Fund

202	Parcels 2 & 3	Paul Smith	974	974								974	
203	Housing Parcel Feasibility	Paul Smith	53	53								53	
204	Drakes Meadow Park	Jonathan Coates	5,789	5,789								5,789	
205	Cavendish Square Acquisition	Jonathan Coates	3,316	3,315		1						3,316	
206	NWOW IT	Rob Richards	574	544	26	30						574	
207	NWOW Co-Location	Rob Richards	671	671								671	
208	Barbury Castle Visitor Centre - old scheme	Rob Richards	27	27								27	
209	Office Accom - Wyvern House	Rob Richards	338	338								338	
210	Stronger Together	Rob Richards	319										(319)
211	Lysander House	Rob Richards	7,950	7,887		63						7,950	
212	Net Work Rail Land Purchase	Rob Richards	5,556	5,555		1						5,556	
213	Grounds Maintenance Equipment	Rob Core	962	822		139						962	
	<b>Strand Total</b>		<b>26,528</b>	<b>25,976</b>	<b>26</b>	<b>234</b>						<b>26,210</b>	<b>(319)</b>

### HRA

214	Sussex Square	Nic Newland	8,843	8,680	0	164						8,843	
215	Hawthorn, Gorse Hill	Nick Kemmett	4,845	4,715	8	130						4,845	
216	Royal British Legion, Penhill	Nick Kemmett	2,224	2,123	(6)	101						2,224	0
217	Cranmore Ave, Park South	Nick Kemmett	1,400	1,348	0	52						1,400	
218	Brookfield, Highworth	Nick Kemmett	566	566								566	0
219	Penhill United Reform Church	Nick Kemmett	1,866	1,551	(15)	315						1,866	
	<b>Strand Total</b>		<b>19,744</b>	<b>18,983</b>	<b>(12)</b>	<b>762</b>						<b>19,744</b>	<b>0</b>

<b>Completed Schemes Total</b>		<b>46,272</b>	<b>44,959</b>	<b>14</b>	<b>996</b>							<b>45,954</b>	<b>(319)</b>
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<b>Total GF</b>		<b>399,893</b>	<b>86,459</b>	<b>24,023</b>	<b>93,487</b>	<b>147,668</b>	<b>39,119</b>	<b>9,968</b>	<b>16,580</b>	<b>7,210</b>	<b>400,492</b>	<b>596</b>
<b>Total HRA</b>		<b>73,736</b>	<b>16,634</b>	<b>8,186</b>	<b>26,826</b>	<b>13,056</b>	<b>11,086</b>	<b>6,134</b>			<b>73,736</b>	
<b>Completed Schemes</b>		<b>46,272</b>	<b>44,959</b>	<b>14</b>	<b>996</b>						<b>45,954</b>	<b>(319)</b>

<b>Overall Total</b>		<b>519,902</b>	<b>148,052</b>	<b>32,223</b>	<b>121,309</b>	<b>160,725</b>	<b>50,205</b>	<b>16,102</b>	<b>16,580</b>	<b>7,210</b>	<b>520,181</b>	<b>278</b>
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## Appendix 3 - Overview detail of S106 and CIL Reporting Requirements

### The Amendment Regs. SCHEDULE 2 Regulation 121A Matters to be included in the annual infrastructure funding statement

#### **CIL Report**

- 1) The matters to be included in the CIL report are—
  - a) The total value of CIL set out in all demand notices issued in the reported year;
  - b) The total amount of CIL receipts for the reported year;
  - c) The total amount of CIL receipts, collected by the authority, or by another person on its behalf, before the reported year but which have not been allocated;
  - d) The total amount of CIL receipts, collected by the authority, or by another person on its behalf, before the reported year and which have been allocated in the reported year;
  - e) The total amount of CIL expenditure for the reported year;
  - f) The total amount of CIL receipts, whenever collected, which were allocated but not spent during the reported year;
  - g) In relation to CIL expenditure for the reported year, summary details of—
    - i) The items of infrastructure on which CIL (including land payments) has been spent, and the amount of CIL spent on each item;
    - ii) The amount of CIL spent on repaying money borrowed, including any interest, with details of the items of infrastructure which that money was used to provide (wholly or in part);
    - iii) The amount of CIL spent on administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that year in accordance with that regulation;
  - h) In relation to CIL receipts, whenever collected, which were allocated but not spent during the reported year, summary details of the items of infrastructure on which CIL (including land payments) has been allocated, and the amount of CIL allocated to each item;
  - i) The amount of CIL passed to—
    - i) Any parish council under regulation 59A or 59B; and
    - ii) Any person under regulation 59(4);
  - j) Summary details of the receipt and expenditure of CIL to which regulation 59E or 59F applied during the reported year including—
    - i) The total CIL receipts that regulations 59E and 59F applied to;
    - ii) The items of infrastructure to which the CIL receipts to which regulations 59E and 59F applied have been allocated or spent, and the amount of expenditure allocated or spent on each item;
  - k) Summary details of any notices served in accordance with regulation 59E, including—
    - i) the total value of CIL receipts requested from each parish council;
    - ii) any funds not yet recovered from each parish council at the end of the reported year;
  - l) The total amount of—
    - i) CIL receipts for the reported year retained at the end of the reported year other than those to which regulation 59E or 59F applied;
    - ii) CIL receipts from previous years retained at the end of the reported year other than those to which regulation 59E or 59F applied;

## **Appendix 3 - Overview detail of S106 and CIL Reporting Requirements**

- iii) CIL receipts for the reported year to which regulation 59E or 59F applied retained at the end of the reported year;
- iv) CIL receipts from previous years to which regulation 59E or 59F applied retained at the end of the reported year.

**Note:** *This is not dissimilar to the current mandatory CIL reporting Requirement*

- 2) For the purposes of paragraph 1—
  - a) CIL collected by an authority includes land payments made in respect of CIL charged by that authority;
  - b) CIL collected by way of a land payment has not been spent if at the end of the reported year—
    - i) Development (within the meaning in TCPA 1990) consistent with a relevant purpose has not commenced on the acquired land; or
    - ii) The acquired land (in whole or in part) has been used or disposed of for a purpose other than a relevant purpose; and the amount deemed to be CIL by virtue of regulation 73(9) has not been spent;
  - c) CIL collected by an authority includes infrastructure payments made in respect of CIL charged by that authority;
  - d) CIL collected by way of an infrastructure payment has not been spent if at the end of the reported year the infrastructure to be provided has not been provided;
  - e) The value of acquired land is the value stated in the agreement made with the charging authority in respect of that land in accordance with regulation 73(6)(d);
  - f) The value of a part of acquired land must be determined by applying the formula in regulation 73(10) as if references to N in that provision were references to the area of the part of the acquired land whose value is being determined;
  - g) The value of an infrastructure payment is the CIL cash amount stated in the agreement made with the charging authority in respect of the infrastructure in accordance with regulation 73A(7)(e).

### **S106 Report**

- 3) The matters to be included in the section 106 report for each reported year are—
  - a) The total amount of money to be provided under any planning obligations which were entered into during the reported year;
  - b) The total amount of money under any planning obligations which was received during the reported year;
  - c) The total amount of money under any planning obligations which was received before the reported year which has not been allocated by the authority;

### **Appendix 3 - Overview detail of S106 and CIL Reporting Requirements**

- d) Summary details of any non-monetary contributions to be provided under planning obligations which were entered into during the reported year, including details of—
  - i) In relation to affordable housing, the total number of units which will be provided;
  - ii) In relation to educational facilities, the number of school places for pupils which will be provided, and the category of school at which they will be provided;
- e) The total amount of money (received under any planning obligations) which was allocated but not spent during the reported year for funding infrastructure;
- f) The total amount of money (received under any planning obligations) which was spent by the authority (including transferring it to another person to spend);
- g) In relation to money (received under planning obligations) which was allocated by the authority but not spent during the reported year, summary details of the items of infrastructure on which the money has been allocated, and the amount of money allocated to each item;
- h) In relation to money (received under planning obligations) which was spent by the authority during the reported year (including transferring it to another person to spend), summary details of—
  - i) The items of infrastructure on which that money (received under planning obligations) was spent, and the amount spent on each item;
  - ii) The amount of money (received under planning obligations) spent on repaying money borrowed, including any interest, with details of the items of infrastructure which that money was used to provide (wholly or in part);
  - iii) The amount of money (received under planning obligations) spent in respect of monitoring (including reporting under regulation 121A) in relation to the delivery of planning obligations;
- i) The total amount of money (received under any planning obligations) during any year which was retained at the end of the reported year, and where any of the retained money has been allocated for the purposes of longer term maintenance (“commuted sums”), also identify separately the total amount of commuted sums held.

#### **Section 278 Highways Act 1980**

- 4) The matters which **may** be included in the section 106 report for each reported year are—
  - a) Summary details of any funding or provision of infrastructure which is to be provided through a highway agreement under section 278 of the Highways Act 1980 which was entered into during the reported year,
  - b) Summary details of any funding or provision of infrastructure under a highway agreement which was provided during the reported year.
- 5) For the purposes of paragraph 3—
  - a) Where the amount of money to be provided under any planning obligations is not known, an authority must provide an estimate;

### **Appendix 3 - Overview detail of S106 and CIL Reporting Requirements**

- b) A non-monetary contribution includes any land or item of infrastructure provided pursuant to a planning obligation;
  - c) Where the amount of money spent in respect of monitoring in relation to delivery of planning obligations is not known, an authority must provide an estimate.
- 6) Additional information on the Government's expectations for the monitoring and reporting of S106 developer contributions and CIL can be found on the UK Government's Planning Practice Guidance webpages. Links to the relevant pages are provided below:

<https://www.gov.uk/guidance/viability>

<https://www.gov.uk/guidance/planning-obligations>

<https://www.gov.uk/guidance/community-infrastructure-levy>

<https://www.gov.uk/guidance/publish-your-developer-contributions-data>

## Affordable Housing Development Programme

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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Author: Cabinet Member for Housing & Public Safety  
Director of Housing

Wards: Lydiard and Freshbrook, Liden, Eldene, and Park South, Walcot and Park North

Parishes Affected: Central Swindon South, West

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### **1. Purpose and Reasons**

- 1.1 The report sets out the current position of the Affordable Housing Development Programme and emerging projects and to seek approval for the Director of Housing to be authorised to use Housing Revenue Account resources to develop sites set out in the report.
- 1.2 This supports the strategic priorities of making the best use of Swindon's resources inside the Borough.
- 1.3 These developments links to Priority One to improve infrastructure and housing to support a growing, low carbon economy and Pledge 6f "Ensure that there is a range of good quality housing options in Swindon, including affordable opportunities to buy and rent".

### **2. Recommendations**

Cabinet is recommended to:

- 2.1 The Director of Housing is authorised to design and carry out a consultation to complete the construction of 64 units at Windmill Hill site at an estimated cost of £15.1 million
- 2.2 The Director of Housing is authorised to complete the construction of the Queens Drive Regeneration at a cost of £34 million
- 2.3 The Director of Housing is authorised to design and carry out a consultation on a development on land at Bromley Close.

### **3. Detail**

Windmill Hill

- 3.1 Approval for the allocation of the land at Windmill Hill was previously agreed at Cabinet (Cabinet Minute 51, 2019/20 refers)
- 3.2 Following further feasibilities an indicative scheme has been produced. The scheme comprises of 64 units. 15 x 1 bed flats, 15 x 2 bed flats, 7 x 1 bed bungalows and 27 x 3 bed houses.

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Further information on the subject of this report can be obtained from Mike Ash, Direct 01793 464402, mash@swindon.gov.uk.

# Affordable Housing Development Programme

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Date: 22<sup>nd</sup> April 2020

- 3.3 The total estimated cost is £15.1m. £10.9m of this is construction costs. The remainder is made up of client costs, design fees, site clearance costs and a HRA client contingency of £1.5m. The estimated cost also includes a provision of £0.98m to cover inflation based on BCIS Indices. The Building Cost Information Service, known as BCIS is a provider of cost and price information for the UK construction industry. The BCIS Indices are used for adjusting estimates and budgets to different dates.
- 3.4 The current Government Shared Ownership and Affordable Housing Programmes expires in March 2021, however the Government is highly likely to continue the programme beyond 2021. The Council will therefore apply for grant to develop these homes.
- 3.5 Subject to approval at Cabinet, a Planning Application will be submitted in February 2021, with approval in July 2021. Start on site is expected in December 2021, with completion in May 2023.
- 3.6 The table below shows the funding model and the payback period for the Windmill Hill development. The model requires additional funding in terms of the use of existing services and the conversion of existing social rented properties to affordable rents. This is due to rentals from the new units not being sufficient to cover the additional borrowing needed to build them.

HRA Reserves	£2,000,000.00
Homes England Grant & Sales	£4,873,100.00
Borrowing	£8,226,900.00
Total	£15,100,000.00
No.of conversions to Affordable Rent	40
Payback period in years	41

## Queens Drive

- 3.7 Approval for the regeneration of Queens Drive was previously agreed at Cabinet (Cabinet Minute 87 2017/18 refers).
- 3.8 The revised total estimated cost is £34m. £28m of this is construction cost. The remainder is made up of client costs, design fees, demolition costs and a HRA client contingency of £2m. The estimated cost also includes a provision of £1.5m to cover inflation (BCIS Indices)

Further information on the subject of this report can be obtained from Mike Ash, Direct 01793 464402, mash@swindon.gov.uk.



# Affordable Housing Development Programme

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Date: 22<sup>nd</sup> April 2020

- 3.9 The estimated cost has increased by £3.5m due to, compliancy with inflationary costs associated with the construction industry including the cost of materials, market forces relating to the shortage of skilled labour and changes to Part L and Part F of the Building Regulations for new dwellings. It should be noted that changes to the Building Regulations are designed to improve the energy efficiency of resident's homes and reduce household costs.
- 3.10 Subject to approval at Cabinet, preparation and evaluation work is expected to start at Queens Drive Phase 1A in March 2020, with contract works due to start May 2020 and a completion in August 2021. Queens Drive Phase 1B is expected to start on site in August 2021, with completion in May 2023.
- 3.11 Since the Cabinet Report we have revised the tenure mix based on Homes England advice, the funding available and the demand to deliver a diverse housing product. The table below shows the proposed tenure mix.

Landlord	Property Type	Units	Rent Type
SBC	1B Flat	41	Affordable
SBC	2B Flat	35	Affordable
SBC	2B House	5	Social
SBC	3B House	15	Social
SBC	4B House	12	Social
	2B House	10	Shared Ownership
	3B House	7	Shared Ownership
RentCo	1B Flat	11	Market
RentCo	2B Flat	13	Market

- 3.12 The previous proposed funding models relied heavily on charging affordable rents at 100% of the Local Housing Allowance, and a requirement to convert up to 138 pre-existing properties from social rents to the higher affordable rents. Without additional funding from either reserves or from additional conversions to affordable rents, this scheme would not be able to cover its costs within the timeframe of the HRA Business Plan. However, given a wider tenure mix, the use of varying levels of HRA reserves and varying numbers of conversions of rents from social to affordable rents within existing stock, the scheme can reach a payback period of between 30 and 40 years as shown below.

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# Affordable Housing Development Programme

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Financial Model	
Already Funded by Reserves	£2,000,000.00
HRA Reserves	£4,000,000.00
Right to Buy receipts	£2,640,000.00
Homes England Grant and Sales	£9,784,000.00
Borrowing	£15,576,000.00
Total	£34,000,000.00
No.of conversions to Affordable Rent	50
Payback period in years	38

## Bromley Close

- 3.13 Given its prominence and profile further design work is required to meet the expectations of such a high profile development. Subject to a positive consultation it is anticipated that a suitable design with full cost details will be brought back to Cabinet later this year.

## High-Rise update

- 3.14 Work continues in developing proposals for the two High Rise blocks in Park North. The Public consultation has now been completed and in the main, residents favour demolition and re-provision on site and in the immediate area where possible. It is anticipated that a further report will be available for Cabinet in June 2020

## **4. Alternative Options**

- 4.1 Cabinet has already agreed the redeveloping of Queens Drive, accepting that the existing accommodation is no longer fit for purpose and would require significant investment.
- 4.2 The Council could decide not to develop the sites for housing purposes. The decision not to agree the future development of these sites would have a

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# Affordable Housing Development Programme

Cabinet

Date: 22<sup>nd</sup> April 2020

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significant impact on the Council delivering a supply of Affordable Housing over the next 3 years.

- 4.3 Advertise the sites on the open market as an opportunity for residential development.

## **5. Implications, Diversity Impact Assessment and Risk Management**

### Financial and Procurement Implications

- 5.1 Of the projects outlined in this report, only the Queens Drive project had received previous Cabinet approval and was incorporated into the HRA Capital Budgets approved by Cabinet in February. Since the February report, further work on the Queens Drive project has resulted in a revision of costs resulting in an increased budget requirement of £3.5m bringing the total budget requirement to £34m.
- 5.2 Revisions to the total cost of the project in terms of both cost and the tenure mix will result in the borrowing for this scheme rising to £15.5m, the balance of the cost being met from grant funding, sales, right-to-buy-receipts and the use of £4m HRA reserves. The rents generated from this project will take approximately 38 years to repay the borrowing required for the scheme.
- 5.3 Windmill Hill is a new £15.1m scheme proposed for inclusion in the HRA capital programme. It will require £8.2m of additional borrowing, with the balance of the scheme being funded from sales and HRA reserves. As a result of using a lower level of reserves on Queens Drive, £2m reserves can be utilised on the Windmill Hill project, and the borrowing can therefore be repaid from rent income in approximately 41 years.
- 5.4 The developments have been assessed at an early stage, and can be delivered within significantly affecting the HRA business plan set out in February's Cabinet Report, drawing down HRA reserves to the minimum working balance of £4m as set out in the Business Plan.
- 5.5 Feasibility costs for the Bromley Close project and consultation will be met from within existing HRA revenue budgets until such time that the project receives formal Cabinet approval as a capital scheme.
- 5.6 Work for the projects will be tendered out in line with Council contract standing orders

### Legal and Human Rights Implications

- 5.7 Legal and Human Rights implications were taken into account in drafting this report. It is considered that the recommendations are compatible with Convention Rights.

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Further information on the subject of this report can be obtained from Mike Ash, Direct 01793 464402, [mash@swindon.gov.uk](mailto:mash@swindon.gov.uk).

# Affordable Housing Development Programme

Cabinet

Date: 22<sup>nd</sup> April 2020

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## Climate Change Impact

- 5.8 The recommendations would bring about a reduction in the Council's carbon footprint with the development of quality, modern and energy efficient homes.
- 5.9 The Council is committed to building sustainable, energy and thermally efficient homes that are resilient to climate change. It will achieve this by creating great places to live, in mixed and balanced communities and contribute towards the Council's ambition towards net zero carbon.
- 5.10 Whilst embracing the need for all new mixed tenure homes to move towards zero carbon, financial viability assessments show a need to balance this with the number of homes built and the level of affordable housing.
- 5.11 Notwithstanding the current constraints of the residential design and construction industry and supply chains. The Council has sought to establish the most cost effective approach to maximising the reduction of carbon in the design and construction approaches for new homes.

## All Other Implications (including Staff, Sustainability, Health, Rural, Crime and Disorder)

- 5.12 None

## Diversity Impact Assessment

- 5.13 A Diversity Impact Assessment has been carried out on the Housing Development Programme, and there are no adverse implications for consideration. A copy of the DIA is available from the report author.

## Risk Management

- 5.14 A risk register has been done for each project and forms part of the standard project management approach

## **6. Consultees**

- 6.1 The Corporate Director of Finance and Assets (s151 officer) and Chief Legal Officer (Monitoring Officer) are consulted in respect of all reports.

## **7. Background Papers**

- 7.1 None

## **8. Appendices**

- 8.1 Appendix 1 – Queens Drive Site Plan

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Further information on the subject of this report can be obtained from Mike Ash, Direct 01793 464402, mash@swindon.gov.uk.

# **Affordable Housing Development Programme**

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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## **9. Key Decision/Decision in Cabinet Work Programme and Forward Plan**

- 9.1 This is a Key Decision and is included in the Cabinet Work Programme for March 2020.

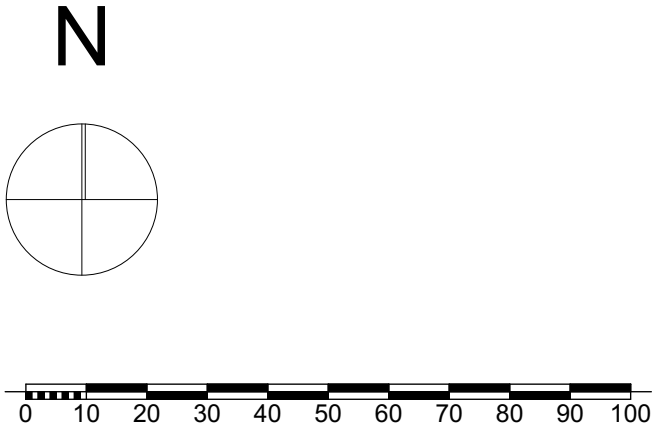
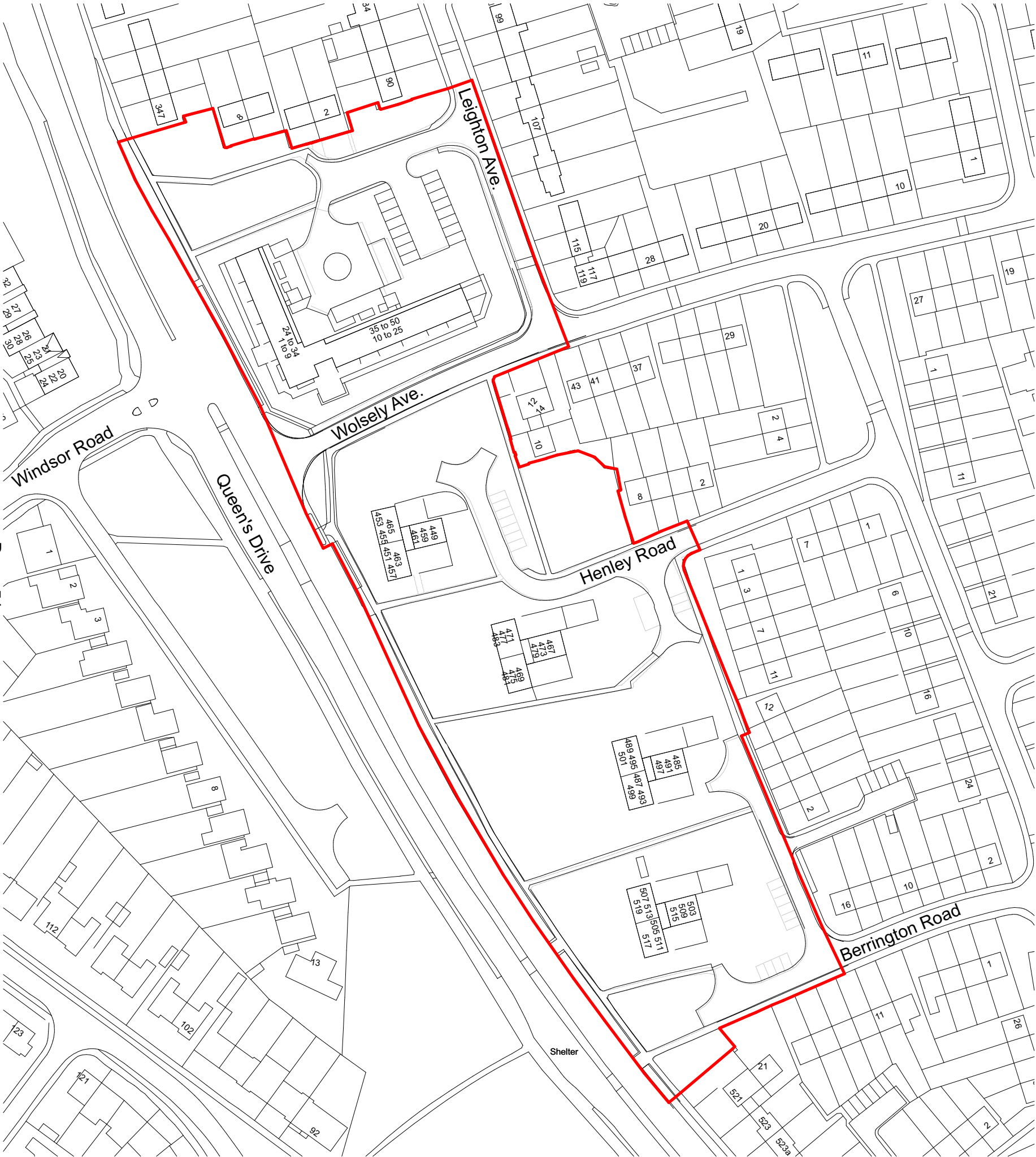
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NOTES

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REVISIONS

REV: DATE - DRAWN - CHECKED: NOTES  
P1: 21.03.19 - OPS - RW: Drawing Created



DRAWING TITLE

Site Location Plan

PROJECT

Queen's Drive, Swindon

CLIENT

Swindon Borough Council

SCALE 1:1250@A3

DATE March 2019



DRAWING NO. REV

QD1-QDA-V1-00-DR-A-0001 P1

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## Town Centre Movement Strategy

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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Author: Cabinet Member for Transport and the Environment  
Service Manager Transport Planning, Development and Street Works Management

Wards: Central, Eastcott, Rodbourne Cheney, Mannington & Western

Parishes Affected: Central Swindon North, Central Swindon South

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### **1. Purpose and Reasons**

- 1.1 The Town Centre Movement Strategy (TCMS) sets out a package of interventions (schemes) that between them will deliver improvements to movement into and within the Town Centre. The Strategy is evidence based and objectives led and contributes towards delivery of the Council Plan 2019-2020.
- 1.2 This report seeks Cabinet approval of the revised draft document following Consultation and authorisation to finalise the documents for adoption.
- 1.3 The recommendations relate in particular to Pledge 3 of the Council's Vision - to 'Refresh and implement the Masterplan for Swindon Town Centre, supporting our vision that Swindon is a vibrant, modern place'.
- 1.4 The Movement Strategy forms an element of the Town Centre Masterplan and responds directly to Pledge 3. *c) Delivering improvements to the strategic town centre transport network.*

### **2. Recommendations**

#### That Cabinet:

- 2.1 Notes the responses to the consultation as summarised in the body of the text and attached at Appendix 1, along with the significant amendments to the proposed strategy as a consequence of that consultation.
- 2.2 Agrees the form and content of the Town Centre Movement Strategy as attached at Appendix 2 and adopts it as a strategy.
- 2.3 Authorises the Head of Planning, Regulatory Services and Heritage to make any minor or typographical changes as may be necessary prior to publication.

### **3. Detail**

#### Background

- 3.1 In July 2019, Cabinet authorised Officers to undertake a Consultation exercise, inviting comment from a wide range of stakeholders on a draft of the Movement Strategy document (Cabinet Minute 20, 2019/20 refers). That Consultation ended in September 2019.

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Further information on the subject of this report can be obtained from Gerry Prodöhl, 07976 601395, gprodohl@swindon.gov.uk.

# Town Centre Movement Strategy

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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- 3.2 In the intervening period, the responses to the draft document have been collated and with the support of Cabinet Members, a revised document has been prepared. The revised document is attached at Appendix 2.

## Movement Strategy (Draft June 2019)

- 3.3 The draft of TCMS that was approved by Cabinet for the purpose of Consultation describes existing movement issues, a resultant set of objectives and 13 interventions (indicative schemes) to achieve the stated objectives. The document is supported by two appendices: an 'Option Identification & Assessment Technical Annex' and an 'Evidence Base Technical Annex', although these were not published as part of the consultation.

## Consultation Process

- 3.4 The Consultation process extended between mid-July and mid-September 2019. The process involved an online questionnaire; in parallel, a dedicated email address was created to receive comment. In addition, presentations were made to Borough and Parish Councillors, who were invited to two events held in the Council Chamber.
- 3.5 The online questionnaire attracted 25 public responses and the dedicated e-mail address was used by a wide range of stakeholders to make more general comment. The response to the Consultation is set out in the Consultation Report attached as Appendix 1. As well as responses to the questionnaire and the comments of Councillors, representations were made by Historic England, Swindon Bus, Stagecoach Buses, Swindon Cycling Campaign, Swindon Civic Voice, The Canal Trust, the Taxi Forum and the Motorcycle Action Group.
- 3.6 A wide range of comments were made by stakeholders, reflecting particular areas of interest. In general, there was support for the principles of a multi-modal transport strategy but concern that the strategy is car-based and not well aligned to either evidence or policy. The comments that were most widely repeated are:
- 3.6.1 The strategy appears to focus on road traffic and ignores a wider sustainability agenda;
  - 3.6.2 More needs to be done to support bus travel, walking and cycling;
  - 3.6.3 Place making is given little consideration;
  - 3.6.4 The concept of 'balanced streets' is supported in principle but not to the extent of a Ring Street; and
  - 3.6.5 Strengthening the car parking offer appears contrary to sustainable transport principles;
- 

Further information on the subject of this report can be obtained from Gerry Prodöhl, 07976 601395, gprodohl@swindon.gov.uk.

# Town Centre Movement Strategy

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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- 3.7 Whilst it is difficult to summarise the outcome of the Consultation, it is clear that the draft of June 2019 has drawn little support from any interested parties or from the public. A significant re-draft has therefore been necessary.

## Movement Strategy (Draft February 2020)

- 3.8 Responding to comments made during the Consultation process, TCMS has been significantly redrafted, drawing on comments made as part of the Consultation and the new draft is attached at Appendix 2. The document now sets out 25 proposed interventions that would respond to a wider transport agenda. The opportunity has been taken in parallel to refine and update the evidence base and to simplify the strategy objectives. The current draft retains the spirit of the earlier objectives but simplifies the wording. Data contained in the original two technical appendices has, where relevant, been incorporated into the document text, removing the need for the technical appendices and making the document self-contained.
- 3.9 Central to the Strategy are the 25 proposed interventions. The 13 interventions included within the 2019 draft are retained but simplified, clarified and supplemented with a range of other interventions that reflect suggestions made by Consultees. The interventions and the supporting text more appropriately responds to a wider sustainable mobility agenda.
- 3.10 The interventions remain sufficiently flexible in their detail that they can respond to changes in local circumstances, whilst being more clearly described and justified as part of a multi-modal strategy for movement.
- 3.11 A number of consultation responses suggested a stronger emphasis on the role of transport in wider issues such as air quality, health & wellbeing and social inclusion. As far as possible, the scope to support healthy living and social inclusion is recognised and supported. Air quality in particular is emphasised as an objective that transcends transport and whilst better air quality has been removed as a specific movement objective from the current draft TCMS, it remains a wider objective acknowledged within the Strategy, with a number of the interventions contributing to improvement in air quality.

## **4. Alternative Options**

- 4.1 The alternative to the adoption of TCMS would be to progress with no credible defined movement strategy for the Town Centre, responding reactively to opportunities for investment, whether these come from grant funding or through development contribution.
- 4.2 It would be possible to replace TCMS with a simpler Vision Statement that contains no specific schemes but the value of such a document would be extremely limited. There is an expectation now amongst stakeholders that the

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Further information on the subject of this report can be obtained from Gerry Prodöhl, 07976 601395, gprodohl@swindon.gov.uk.

# Town Centre Movement Strategy

Cabinet

Date: 22<sup>nd</sup> April 2020

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efforts made to adopt a meaningful and positive plan will be followed through and TCMS completed.

## 5. Implications, Diversity Impact Assessment and Risk Management

### Financial and Procurement Implications

- 5.1 There are no direct financial implications as a result of the recommendations in this report.

### Legal and Human Rights Implications

- 5.2 The Movement Strategy is a guide to future investment and any future investments will be considered in the usual decision making-process. There are no implications for legal or human rights.

### Climate Change Impact

- 5.3 The proposals would not bring a change in service delivery and Officers believe that there is no expected effect on the Council's carbon footprint.

### All Other Implications (including Staff, Sustainability, Health, Rural, Crime and Disorder)

- 5.4 The adoption of a more up-to-date movement strategy for the Town Centre will support more informed decision making by Officers and by Members. Impacts of individual schemes on Crime and Disorder will be assessed as part of their planning and design.

### Diversity Impact Assessment

- 5.5 A Diversity Impact Assessment (DIA) has been undertaken and a copy is available from the report author. The DIA has assessed the implications of the Movement Strategy for all those who might be affected and concluded that the policy document supports diversity by making mobility provisions for all sectors of the community.

### Risk Management

- 5.6 The Movement Strategy document is a vision/ambition document more than it is an action plan. As and when specific schemes materialise, their planning and design will include appropriate provision for the assessment of associated risks.
- 5.7 There is currently no budget assigned to the Strategy and a risk therefore that in the absence of other funding sources, the initiatives defined within the strategy will not be delivered.

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Further information on the subject of this report can be obtained from Gerry Prodöhl, 07976 601395, gprodohl@swindon.gov.uk.

# Town Centre Movement Strategy

Cabinet

Date: 22<sup>nd</sup> April 2020

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## **6. Consultees**

- 6.1 The Corporate Director of Finance and Assets (s151 officer) and Chief Legal Officer (Monitoring Officer) are consulted in respect of all reports.

## **7. Background Papers**

- 7.1 None

## **8. Appendices**

- 8.1 Appendix 1 – Consultation Report (20th February 2020)  
8.2 Appendix 2 - Town Centre Movement Strategy (Draft February 2020)

## **9. Key Decision/Decision in Cabinet Work Programme and Forward Plan**

- 9.1 This is a Key Decision and is included in the Cabinet Work Programme and Forward Plan for March 2020.

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# TOWN CENTRE MOVEMENT STRATEGY

## CONSULTATION REVIEW

### 1 Public Questionnaire

The online Questionnaire went live on 22<sup>nd</sup> July and closed on 15<sup>th</sup> September 2019. 25 questionnaires have been completed. The comments can be summarised as follows:

Agree	Disagree	No Opinion
Do you agree with the five overarching objectives?		
15	5	5
i. Many of the five objectives outlined are almost "wooly" in their description. "Safe and convenient routes [...] all modes" surely this is a given with any strategy and/or infrastructure project. What might read better is how this safety and convenience is going to be achieved. For example "Better understanding and definition of travel routes for certain modes. creating a network where one mode does not disrupt the operations of another" "Improve quality of experience in the Town Centre" ... literally means nothing and is subjective. Objectives need to be measurable, how could one measure the "quality of experience" ...expect through subjective opinion. ii. It assumes the town centre is the final destination of the traveller. It's focus is too concentric iii. You need to acknowledge the experience of those who already live in the Town Centre and improve it such as in the Railway Village and Broadgreen. You need to acknowledge the ease and alternative experience elsewhere and seek to match or improve upon this experience such as travel to the Orbital centre or Cirencester. iv. You need to think bigger, demolish the town centre and start again v. Not enough emphasis on making the end result an attractive place to live, work and enjoy life		
Do you agree with the six Priority Themes?		
16	3	6
i. I believe parking should not be a priority, with cars discouraged from going into the town center area. The other objectives I agree with. ii. You have reduced the effectiveness of the Towns Infrastructure by handing over the dual carriageways to buses, slowing traffic down, land grabbing Whale Bridge, closing off Fleming way with the result of pressure on smaller housing streets such as Crombey Street, Cambria Bridge, Aylesbury Street. You only have part answers whilst giving priority to private businesses in the form of Bus Companies. This is not a balanced approach whilst you have under utilised roads such as Faringdon Road. iii. No comment logged.		

Three interventions designed to support easier movement by cars within the town centre. Do you agree that these indicative schemes offer benefits by simplifying movement?		
12	7	6
<ul style="list-style-type: none"> <li>i. Intervention B - Whalebridge is good as is, although if Bus Boulevard happens then changes will be needed.</li> <li>Intervention C - Rings roads are not a good idea, it will segregate everything within from the other side, limiting growth and cutting off satellite businesses from the major footfalls.</li> <li>ii. It will be impossible for car drivers to gain access to the town centre. Which makes me think that SBCS plan is to totally exclude cars, and force people to use buses or taxis. Just make it as awkward as possible.</li> <li>iii. Intervention C will need strong enforcement of parking rules, as the roads are narrow in places, and illegally parked vehicles (and lorries loading/unloading) could cause major disruption. Junctions with the ring may also have added delays from traffic trying to enter the anti-clockwise lane of the ring.</li> <li>iv. Pedestrians will suffer on cycle routes as the cyclists do not consider pedestrians.</li> <li>v. The themes assume the solution is two way traffic on a central ring. This will create many more intersections and potential for traffic jam.</li> <li>vi. The obsession with Fleming Way is going to impact Manchester Road, increase pollution next to properties, leads to further rat run traffic.</li> <li>vii. Keep Fleming Way operational with a new design which takes advantage of the whole of the land space. The Buses can have one side of the dualled roads and other traffic can have the other side. The argument for improved connectivity between the Parade and has been lost as the Kimmerfield has not delivered the promises. The Zurich building whilst welcome has tethered the council to Zurich's demands to remain in Swindon.</li> <li>viii. Not enough benefit. Schemes to take through-traffic out of the town are needed,</li> </ul>		
Two interventions designed to improve access to bus services and limit the impact of buses on sensitive streets. Do you agree that these indicative schemes offer benefits to public transport users and town centre residents?		
16	5	4
<ul style="list-style-type: none"> <li>i. I don't believe Heritage Sites should be isolated from growth, development and traffic. Why hold onto the past when we can make room for the future.</li> <li>ii. Please see previous comments.</li> <li>iii. I agree with the proposals except for the Old Town part of Intervention E. I don't see how the Old Town Conservation Area can be addressed without significant detriment to bus users, given that Victoria Road bus stops (not just at Prospect Place) are well used.</li> <li>iv. There is no information given about redesign of the routes. The assumption is that all journeys must use the town centre. It is a profoundly unnecessary location for many travellers, who are travelling, let's say, between north Swindon and Old town.</li> <li>v. only part that 'benefits' public transport users is the new bus boulevard. No other information is given on how this will benefit anyone. The maps are terrible quality and unable to read. hopefully the full document will have readable maps.</li> </ul>		
Three Interventions to make walking and cycling to and within the Town Centre more attractive. Do you agree that these interventions should form part of the strategy?		
16	5	4
<ul style="list-style-type: none"> <li>i. All very well if we lived in a climate that lends itself to cycling and walking, which we don't. Not everybody is fit enough to comply.</li> <li>ii. I agree with the interventions in general, but not with mixing cyclists with a busy bus interchange at Fleming Way (Intervention F). This appears a dangerous proposal.</li> <li>iii. Only if separate provisions are made to protect pedestrians from cyclists as cyclists do not always consider pedestrians on combined cycle paths /pedestrian paths</li> <li>iv. People still need their cars.</li> <li>v. The plan is incomplete for cycling. You have missed out a whole section from the North through Whitehouse Bridges to the South. You are forcing many into difficult decisions such as riding on paths.</li> </ul>		



Three interventions designed to accommodate key traffic movements around the town centre). Do you agree that these measures will be effective and should form part of the strategy?			
	11	7	7
<ul style="list-style-type: none"> <li>i. Please see previous comments.</li> <li>ii. Congestion management has been proven to be ineffective, just increasing overall car numbers</li> <li>iii. A two way ring! With pedestrian crossings. Try approaching magic roundabout from drakes way at 8.45am in term time to understand what that will be like.</li> <li>iv. You need to consider reopening bus lanes to normal traffic such as Ferndale Road, Princess Street and instead switch to bus priority signalling and design. You also need to consider the damage by heavy traffic such as buses, some roads such as Church Place are being damaged by the council choices. There is space for a new road through Kimmerfield and Bridge Street will need to be broadened to accommodate future demand. Fleet Street could be reopened for some movements. The impact of the crossing between the Central Library and Morrisons is impacting traffic movements at the bottom of Victoria Hill.</li> <li>v. I do agree but nothing that states south of the railway line will help with the traffic flow. might need to consider this.</li> <li>vi. i doubt their effectiveness to resolve the traffic problems. Far more than cheap fixes are needed.</li> <li>vii. Capacity improvements will be aimed at prioritising vehicle movements on the primary highway network, when Great Western Way, County Road and the Magic Roundabout already cause severance for pedestrians and cyclists accessing the town centre. This severance which should be reduced, not worsened through capacity improvements aimed at vehicles. Currently crossing these roads as a pedestrian takes a long time as the traffic lights hold pedestrians for too long, and staggered road crossings make it even worse. I accept that the primary highway networks needs to be signalised for pedestrian safety, but staggered crossings and long delays after pushing the button to cross should be reduced through the interventions, to make it easier for pedestrians and cyclists to cross the primary road network and reduce severance.</li> </ul>			
Two interventions designed to make town centre car parks easier to use and easier to access. Do you agree that these indicative schemes offer benefits to car park users?			
	13	6	6
<ul style="list-style-type: none"> <li>i. How can I comment when the Report you refer to isn't available on your website. If it is, perhaps you should indicate where to find it.</li> <li>ii. Alternatives to car transport should be used and encourage more emphatically to prevent congestion. Provision for more/better car parking just acts to increase congestion</li> <li>iii. These are not benefits just ways to maximise revenue. Check out Canterbury councils latest technology for parking to see what is possible. Lower parking charges for up to 2 hr stays. Separate commuter parking from leisure parking</li> <li>iv. Your parking maps are incomplete. I am not sure if this is deliberate. You have also missed out the potential of on street parking on Commercial Road and elsewhere. What has happened to one of the most popular car parks off Commercial Road? I am unhappy with the direction of the questions as they are prescriptive about intention rather than improvements.</li> <li>v. if you consolidate parking into 'key areas' people will just park in the road, on yellow lines, as none of this is enforced within the town centre and connecting roads. the roads are full of random parked cars because people do not want to walk. Try and encourage people is one thing, but you also need to enforce the people who don't abide. good idea but the realistic need to be looked at</li> <li>vi. It is not evident that sufficient and convenient parking will be provided</li> </ul>			

## 2 E-Mail to Dedicated Postbox

14 emails were sent to the dedicated TCMS mailbox in the period up to 23<sup>rd</sup> September 2019. These include the representations of 1) Historic England, 2) the HAZ Project Officer, 3) Swindon Bus, 4) Stagecoach, 5) Swindon Cycling Campaign, 6) Swindon Civic Voice, 7) SBC Urban Design Team and 8) Councillor Bob Wright, which are reported separately below. The comments raised within the other six emails are summarised as follows:

- By email dated 15<sup>th</sup> September, a respondent suggests that trams are the only sustainable mode of transport in the town centre and a progression towards trams should be central to the strategy. The document fails to reference the reinstatement of the Canal and the benefits this can bring in terms of a walking route. The walking and cycling strategy fails to reference *'the existing unused subway that runs from Station Road to the edge of the North Star environs'*;
- Broad Street Area CC: by email dated 14<sup>th</sup> September - The Group comprises 15 members, who would have made representations had the consultation not been so *'confusing, long and vague'*. No further explanation was offered;
- An unnamed pensioner, a member of the Broad Street Area CC, commented as follows: Bring back the roundabout at Whalebridge. People who visit the Health Centre and park outside will find it difficult to get out of the street. When a system is working why change it;
- By email dated 10<sup>th</sup> September, a respondent raises general concerns that the document is without tangible content and fails to establish what is wrong before deciding what a holistic solution is. The respondent comments on the inadequacy of signage for cyclists and that a solution needs to be set out in greater detail. The document is difficult to read and the consultation process does not accord with government guidance on consultation. On specific elements of the draft document, the respondent comments as follows:
  - Questions relating to objectives and priority themes are too vague to be able to answer meaningfully;
  - Intervention A is not supported, Intervention B is supported and on Intervention C, it is supported but only on condition that it does not cause traffic gridlock;
  - On the bus interventions, these are not clear or specific enough to be able to comment on;
  - On walking and cycling, support the principle of improving the connection to the Western Flyer. Favour segregation of pedestrians and cyclists and generally better signing;
  - Greater efforts should be made to integrate pedestrian crossing green times, to avoid wasted green time to traffic;
- Wilts & Berks Canal Trust: Rod Hacker, Chair of the Swindon Branch, by email dated 15<sup>th</sup> September: I am very surprised to note that in the references to the various street improvements, particularly around the Farringdon Road and Railway Village areas, there is no reference to the protected line of the Wilts & Berks Canal through the town which is planned to pass along or across some of the roads. This must surely be considered in any such analysis both for the impact on road schemes and for the attractiveness and general improvement the scheme will make to the local environment. I do note that the removal of this protected line has been proposed unexpectedly in the ongoing consultation on the Local Plan Review Emerging Strategies. I wonder if the omission in the TCMS is intended to pre-empt the results of the other consultation?

- The Motorcycle Action Group: a memo attached to an email of 15<sup>th</sup> September makes the following comments. Supported by references, I summarise the key points:
  - The strategy to support non-car modes is supported but no consideration appears to have been given to motorcycles;
  - The role of two-wheelers is relieving congestion and air quality is recognised internationally and TCMS should give greater weight to the advantages of this mode of transport;

### 3 *Ward and Parish Councillors*

Presentations were given to Members in the Council Chamber on 6<sup>th</sup> and 7<sup>th</sup> August and on 3<sup>rd</sup> September. The following comments were noted:

Councillor Ford: Strongly support improvement to the cycle route network in the town centre. The plans within the document are too unclear.

The extent of modelling was debated generally, with Members wanting to understand the limits of the SATURN model and how it had informed the strategy. The timing of the VISSIM model was questioned too and the ability of it to inform TCMS.

The Taxi Forum asked for further details of the Station Regeneration Project. Officers advised that this was a strategic aspiration but that no details are yet available. The Forum representatives further questioned whether an increase in licensed taxis was reflected in the strategy.

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A representative of Swindon Cycle Campaign asked whether TCMS adequately responds to the imminent refresh of the LTP and the wider climate change agenda.

More recently, Councillor Donachie has asked to review the access and signage for the Bristol St car park and the network of roads around restricting traffic movements to the Workshed in London Street.

Councillor Wright, by email dated 17<sup>th</sup> September, submitted comments, which can be summarised as follows:

- Traffic flow should be directed to the most appropriate routes – larger highways with no residential frontage. Any proposals to increase traffic flow in Manchester Road West is a concern on air quality grounds;
- Goods vehicles servicing retail units in and around Manchester Road are causing problems for traffic and for pedestrians and cycles. Better planning for servicing should be considered and enhanced enforcement;
- A road connection between Whalebridge and Aylesbury Street should be included within the Kimmerfields proposals;
- All residential streets should be subject to a 20mph speed limit;
- Support for the proposals to remove buses from the Railway Village and a more comprehensive assessment of HAZ access needs;
- Current operations at bus stops and bus gates prejudice the free flow of traffic. Support the principles of selective detection at signals;
- Consider a Town Centre P&R site to reduce traffic moving to and from the Outlet Centre. Potential link to out of centre P&R sites;
- Residential development above car parks would support a more efficient use of land;
- The function of Station Road need to be considered carefully, given development proposals and the need to retain access to the HAZ;
- The effects of North Star need to be specifically addressed;
- Measures to support cycling from Whitehouse Road into the centre should be considered;

- Supports the principle of HOV use of bus lanes;
- Support for an additional crossing of the railway;
- Support for extra traffic lanes on GWW, Faringdon Road and Station Road;
- Support for reconfiguration of the streets surrounding Mechanics and Health Hydro;
- Wider footway on the north side of Station Road to enhance the setting of the Carriage Works and the HAZ generally;
- Open Fleet Street to bus movement;
- Objects to the closure of Islington Street at the Bus Boulevard. Concerns too for the effects of BB on the accessibility of Fleet and John Streets. General concerns about the effects of closing Fleming Way;

By email dated 26<sup>th</sup> September, South Swindon Parish Council submitted comments that can be summarised below:

- The ban on cycling in the pedestrianised centre is not referred to or reconsidered;
- The correlation between problems and solutions is poor
- No reference is made to planned bus lanes or selective bus detection;
- No solution is offered to the listed problem or limited rail crossings;
- The Parish Council is not supportive of Intervention C (Two-Way Ring Road), as it would (a) increase congestion locally, (b) increase traffic flow in some residential streets (incl. Manchester Road) and (c) removes the potentially benefits of bus lanes;
- The removal of bus services from the HAZ will reduce accessibility. If this is progressed, alternative routes will need to be equally beneficial to the community they serve.
- No reference is made to the need for cycle route improvements to the south east, on Commercial Road, Princes Street or into Old Town;
- The potential to connect NCR45 into the Town Centre should be considered;
- Better cycle provision is needed between Regent Circus and Newport Street, potentially onward to Pipers Roundabout;
- Segregation on cycles – from vehicles and from pedestrians – is recommended on major roads;
- Better cycle route signing is needed;

#### **4 Equalities Technical Group (ETG)**

GP met with the ETG on 6<sup>th</sup> August 2018 and presented the draft TCMS document. A number of comments were made on matters of presentation details but no other comments material to the content of the draft document.

#### **5 Swindon Cycle Campaign**

A presentation was given to SCC on 9<sup>th</sup> September. In response, SCC made a formal consultation response by memo dated 9<sup>th</sup> September. The comments made can be summarised as follows:

We support the objectives of: “... creating safe, convenient and user-friendly routes into, out of, within and through central Swindon”. And within this to:

- “... prioritise options for pedestrians and cyclists”, and to
- “... provide routes into, out of and through central Swindon by all modes”

Please note that in the Swindon Cycling Framework adopted by SBC in April 2016, there is an action item to *Review town centre cycling particularly the one-way system and access to rail / bus stations and generally improve permeability. Investigate use of pedestrianised areas.*

In the further development of the strategy, we suggest the following.

The cycling-related aims (embodied largely in the Priority Theme of Connected cycle network and walkable streets, see page 24) should be to:

- Create a single, legible, two-way ring of high quality segregated cycling provision around the town centre;
- Promote more walking and cycling to, and around the town centre for short and medium journeys, ensuring these modes are prioritised in the design and signposting of future streets.
- Reunite the town centre with North Star and Outlet Village through new footbridges and enhancement to existing tunnels, and also provide new links through development to create a finer grain of pedestrian movement.

These were developed in the report *Swindon Town Centre - a vision for cycling* commissioned by the Council and written by Sustrans in 2017. It also includes detailed suggestions for schemes which would meet these objectives.

Page 65 Interventions F and G do not between them deliver the objectives suggested above. Intervention F *does* connect up the ends of the flyers (and, if developed, should allow fully bi-directional travel). It does not however fully connect with the sketch of Intervention G, so gaps will remain, which will inhibit cyclists on many journeys. We suggest that Interventions F and G should be combined and re-designed with the objectives listed above. Ideas on how this may be accomplished are contained in the 2017 Sustrans report, and in a study commissioned by the Council from Atkins in 2017 (copy attached).

Intervention G suggests provision from Old Town to/from the main town centre. This, we believe, would develop into a well-used link and should connect with other town centre provision.

Intervention G is titled “Improve quality of secondary network”, with a description that says it will provide “Cycle priority measures to provide a fully connected secondary route cycle network ...”. As currently depicted it is not fully connected. It is not a “secondary” network, but an integral part of the overall network.

Intervention C, Town Centre ring for vehicles: It may be possible to provide a bi-directional ring for cyclists by the side of the vehicle ring. It may also be possible to provide this away from the vehicle ring, and this option is to be preferred if feasible. Cycling schemes may be easier and quicker to deliver. We suggest that cycling schemes should be prioritised, partly as a way of reducing traffic levels in the town centre.

One of the key features of the town centre area defined in the draft movement strategy is the severance caused by the railway line. Intervention H makes one suggestion for reducing this for pedestrians: a bridge near the railway station. This should also cater for cycling. Further suggestions for reducing severance are contained in the Sustrans report of 2017.

Cycle parking (covered, secure) should be provided at frequent points, and especially at key entry points to the town centre. Provision should be made for cycles adapted for people with disabilities, and for cycles with trailers.

Provision should allow both-way journeys on segregated provision. A suitable standard of provision should be defined. The plans for the Bus Boulevard have explicitly endorsed London Cycle Design standards. Other local authorities have adopted similar standards: for example, the Waltham Forest mini-Holland Design Guide. Swindon should adopt similar standards. Explicit account should be taken of the needs of people using cycles adapted for people with disabilities, and for cycles with trailers.

An order currently bans cycling in parts of the pedestrianised town centre. This should be reviewed, and marked provision made to allow cyclists into and through the pedestrianised area.

The SCC previously provided Officers with a copy of a dissertation written by one of its Members. Titled '*How Accessible is the Swindon Cycle Network to Disabled Cyclists?*', the document makes a number of recommendations but generally highlights the barriers to cycling by people with a disability. Making provisions for the movement and parking of adapted vehicles should be recognised within TCMS.

## **6 Bus Companies**

GP mailed both bus companies, offering a meeting to present TCMS. Swindon Bus accepted the invitation and GP met Paul Walker on 27<sup>th</sup> August. The representations made by both bus companies are summarised below.

### **6.1 Swindon Bus**

The bus company has submitted its comments in the form of a word document, dated September 2019. The comments contained therein can be summarised as follows:

- The document has little in terms of vision. It is unimaginative and is an opportunity missed to support mode shift and sustainable growth;
- Little regard paid to the role of buses, which have a central role to play in reducing congestion, improving air quality and accessibility for all;
- The proposals could create very serious operating and commercial difficulties for bus operators;
- The Local Transport Plan sets out aspirations for the development of the public transport network as a sustainable response to growing movement needs. TCMS as drafted shows no effort to prioritise buses as part of an emerging strategy for movement. TCMS should actively support, rather than marginalise, buses;
- The identified negative effects of buses (particularly within HAZ) are value judgements and without evidence;
- Opportunities should be taken to implement UTMC within the central area, specifically SBC and RTPI;
- Intervention C: Needs to reduce long circulatory routes for buses;
- Intervention D: No evidence of consultation here or any other real basis for the ambition. No evidence that this integrates with a future 'transport hub' strategy;
- Intervention E: Contrary to the LTP and significantly worsens bus accessibility. No evidence of the problem or potential for resolution;
- Intervention H: Supported in principle but needs more thought;
- Intervention I: Supported in principle but emphasise importance of UTMC;
- Intervention K: Supported in principle;
- Interventions L & M: Concerns that supporting car parking is contrary to wider objectives of mode shift away from cars. Appears to emphasise a car-based strategy;
- Table 4 is very subjective, of no value and should be removed;

## 6.2 Stagecoach

The bus company has submitted its comments, in the form of a word document, attached to an email dated 17<sup>th</sup> September 2019. The extensive comments can be summarised as follows:

- The bus company supports the broad objectives that the strategy is trying to secure and sees public transport as an essential element of the sustainable growth of the Town Centre;
- TCMS as drafted fails entirely to connect with LTP and with the Core Strategy and the principle of more sustainable transport patterns;
- Buses appear to be seen as a contributor to, rather than a solution for, poor air quality. This is wrong and only a significant move to public transport can facilitate air quality improvement;
- The principle of rationalisation of the town centre road network is supported and could enhance bus accessibility but the practicality of implementation is questioned. The thinking is quite strongly supported in principle;
- The rationalisation of movement at Whalebridge is strongly supported (on the presumption that this benefits buses);
- The option to implement two-way bus-only operation in Station Road would be facilitated, dramatically enhancing the accessibility of the train station. This would also enhance the TGV/NEV BRT schemes ;
- In general, TCMS is weakly evidenced;
- Concerns about making Holbrook Way two-way (exg bus lane) but agree that the matter needs to be revisited;
- Eliminating buses from the Railway Village will increase congestion generally;
- There is little ambition or clarity as to how better bus-rail interchange could be facilitated;
- Removing buses from the Railway Village, without alternative equal provision on Farringdon Road, can only reduce bus service attractiveness and damage wider objectives of delivering mode shift. This intervention is especially inappropriate and unacceptable;
- The integration of UTMC – specifically selective bus detection and RTPI – should strongly be considered with the overall objective of achieving mode shift;
- Measures to facilitate car parking align poorly with national and local policy and could undermine stated targets of reducing traffic in the town centre by 15%. As it stands, supporting parking is unlikely to impact TC footfall given more favourable parking offers out of town (eg Morrisons);

## 7 Taxi Forum

Two members of the Forum attended the Member presentation on 3<sup>rd</sup> September and expressed dissatisfaction at the level of consultation with them. No further submissions were made, although Officers did speak with one of the Forum members and that conversation has been reflected in the redraft of the document.



Members of SCV attended the Member presentation on 3<sup>rd</sup> September 2019 and made representations by email on 20<sup>th</sup> September. The comments can be summarised as follows:

- Would appreciate seeing reference to our own work over past 5 years re town centre circulation issues, in particular our report submitted to SBC 2 years ago;
- Believe that the TC circulation involves more area to the south than the map covers; our study identified the basis for the problems with Kingshill and through traffic across Old Town as being based in the lack of a proper alternative route to the south;
- Believe that the understanding of character and physical relationships among different areas of town is still insufficient to underpin circulation strategy as well as other social and economic issues; in particular this incomplete understanding is entangled with the various views of the character and function of the old town area. We have thinking to contribute based upon historic understanding of early, and pre- and post-war Swindon. We are not detailing information here, but will prepare a map for a meeting with officers in the first instance.
- We are firmly of the view that 2-way traffic from Park Lane along Faringdon Road must be achieved in order to completely free the GWR Village from through bus and commercial vehicles; we believe it is possible to relieve the Village of all through traffic, thus enabling this historic and valuable visitor amenity to be revealed and enjoyed by residents too.
- We welcome the move to an inner 2-way route; to our knowledge this has long been sought by older Swindonians and promoted by SCV; it would particularly benefit visitors. However, we would like to see more extensive re-design of circulation around Whalebridge roundabout, which has been a serious case of poor design inconveniencing many local drivers.
- We also believe along with many local people (many do not yet realise the character of the plan) for the 'Bus Boulevard (sic)'. We consider there is a case for this to be re-designed not as an obstacle to cross-town flow. We believe that both of these issues (bus boulevard and Whalebridge) are leftovers from the original Muse concept, introduced in response to their insistence, wrongly, and surviving without full understanding into the current strategy.
- They seem to focus on Kingshill and Railway Village as pollution hot spots. There must be more. What effect will electric vehicles have on this?
- If electric vehicles are to be introduced what effect will this have on road crossing as they are pretty near silent. Do we therefore need more official crossings?
- If we are increasing bike routes are they increasing secure storage areas?
- Will the bus route to hospital be prioritised so old/infirm do not have to endure bus change with significant walk or steps as at present?
- Improved route from Town Centre and Outlet/Steam. You have to walk the length of the structures to gain access – creating a “town side” entrance. What about a transport system?
- Parking affordability needs to be looked at ....rumour has it that residents are now subletting drives and garages because of cost for local workers.
- Has effect on feeder roads to GW Way been modelled eg Ferndale, Cheney Manor, Rodbourne, Gorse Hill.
- What about effect of school traffic – increase in peak times affects traffic flow.
- Removal of traffic crossover points ie Catherine Street?
- Increased use of “OAP” scooters....access to shops; stop off points; charging areas.



## 9 Heritage Action Zone Project Officer

By email dated 19<sup>th</sup> September, Karen Phiminster confirms support for the principles of TCMS, in particular those interventions that support HAZ Project 6, these being the removal of buses from the Railway Village and the improvement of the pedestrian experience in and around the Town Centre.

A number of amendments to wording are proposed, to give greater emphasis to HAZ. The proposed amendments appear at first glance to be positive additions to the text.

## 10 Historic England

By letter dated 23<sup>rd</sup> September, HE has made representations, which can be summarised as follows:

- The Strategy is supported in principle, as a framework for the delivery of HAZ objectives;
- Improving movement within and through the HAZ on foot is an aspiration of the HAZ but also contributing to the accessibility of the wider town centre. There is therefore an important synergy between the two;
- TCMS is welcomed, as it will support the delivery of Projects 6, 7, 8, 9 and 13 of the HAZ Action Plan (16 projects in total);
- The Strategic Overview (p24) is supported but needs to be resilient and flexible in meeting a wide range of regeneration objectives;
- The interventions (Section 5.1, p30) should be only a snapshot of potential schemes that secure better traffic management;
- Strategy benefits associated with health, social and economy should be considered to give a wider appreciation of benefits arising from investment;
- The use of materials in any physical intervention is critical for optimising the identity of the historic area;
- A signage regime for HAZ should reflect the branding of the area;

Reference is made to HE's '*Streets for All*' guidance, which should be referenced in any design proposals.

## 11 SBC Urban Design

By e-mail dated 13<sup>th</sup> September 2019, the Urban Design team has commented as follows:

- The document should have a stronger public realm/place-making focus. This is seen as a pressing 'quality' issue;
- The title and cover page of the document should be changed to incorporate reference to 'Place';
- A heavier emphasis should be given to the qualitative aspects of walkability;
- The Strategy should include an Urban Design analysis of the central pedestrian core area;
- Recommend a quality of life survey to establish the scope for improvement to the Town Centre routes and spaces;
- Walking routes are in places fragmented and this should be recognised as a problem;

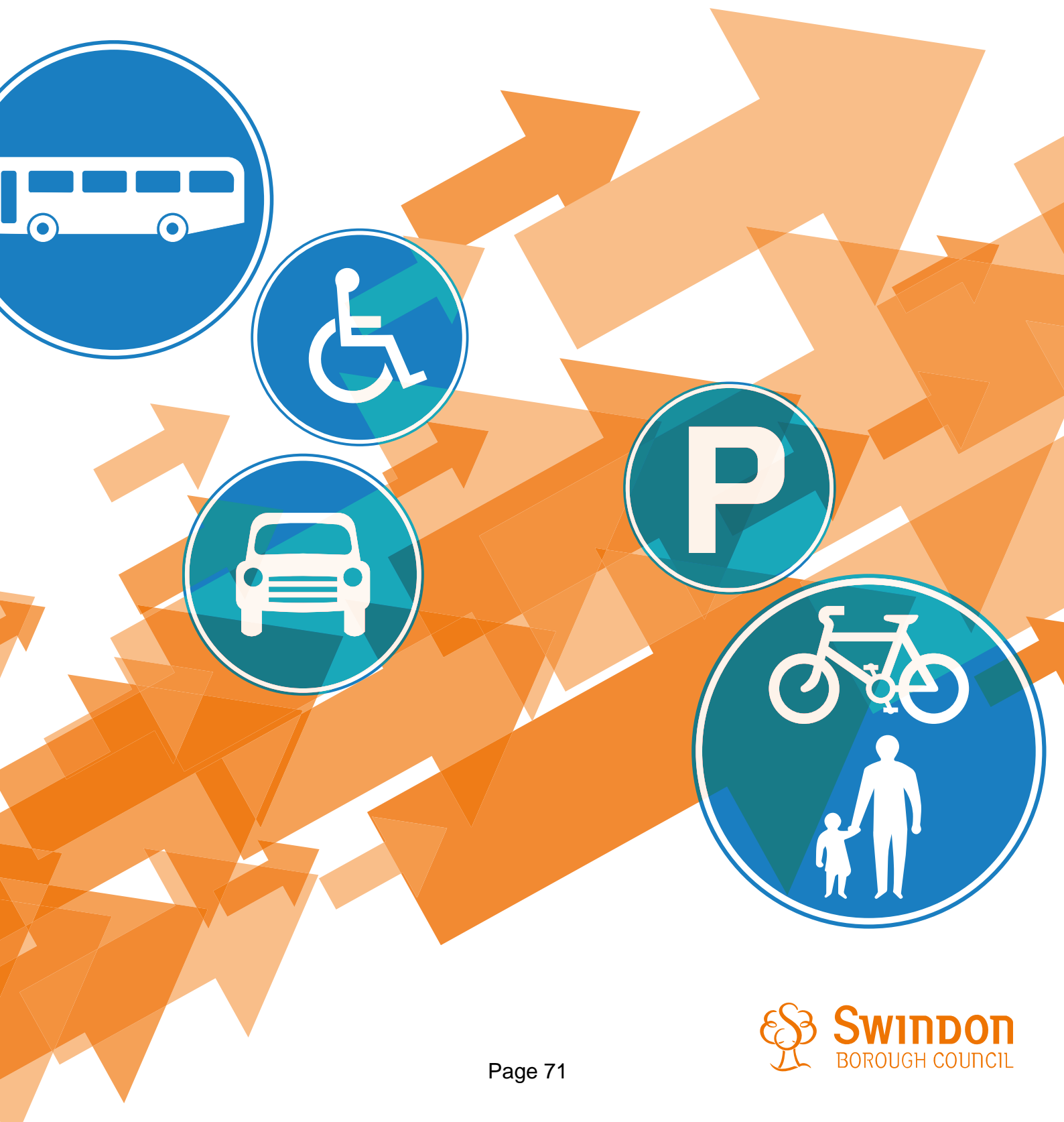
- Urban Realm issues that the TCMS could seek to address include:
  - Poor pedestrian connectivity beyond the primary retail core
  - Lack of civic-type spaces
  - Lack of landscaping
  - Lack of public seating opportunities
  - Lack of a connected cycle route across the centre
  - Busy gyratory road system and associated severance
  - A generally road-dominated environment

## 12 General

Many stakeholders – Civic Voice, the Swindon Cycle Campaign, Historic England, bus operators and SBC Urban Design – noted the absence of stakeholder engagement and/or recorded a request to be engaged in developing interventions and schemes. MAG too requested involvement in any future work.

# Swindon Town Centre Movement Strategy

Draft February 2020



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# 1. Introduction

## 1.1 Preamble

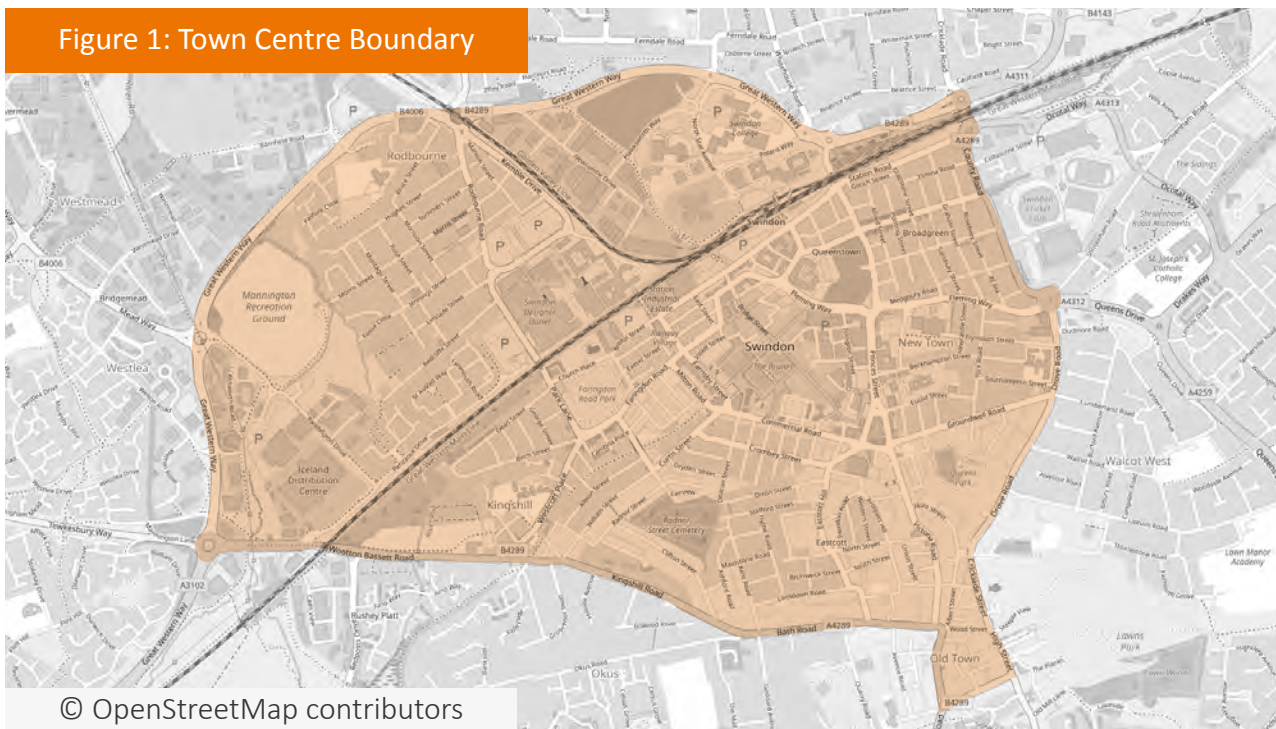
The Council's 'Vision for the Borough of Swindon' was adopted in 2015 and sets out key priorities for Swindon to achieve economic growth and in parallel, to regenerate cultural, housing, retail and leisure opportunities. Underpinning this vision are a set of priorities that include improvement in infrastructure and in the quality of public spaces.

Refreshed in 2018, the Council Plan 2019-2020 recognises the particular challenges facing the Town Centre and pledges to refresh and implement the Town Centre Masterplan, which sets out a number of significant development opportunities. In parallel, improvement in the town centre's transport network is pledged, recognising the role that safe and comfortable movement plays in facilitating regeneration.

Responding to that pledge, the Town Centre Movement Strategy (TCMS) set out here is a plan of action to deliver improvement in all elements of the Town Centre's movement system, from car parking to walking, driving to cycling and public transport. Sitting alongside a refreshed Town Centre Masterplan, the multi-modal transport strategy is intended to support and facilitate growth and regeneration of the central area.

The Strategy is evidence-based and objectives led, ensuring that it responds to current and anticipated issues in a way that delivers the widest possible benefits to the Town Centre. Comprising 25 individual but interconnected interventions, the Strategy is specific and defines tangible actions, whilst allowing sufficient flexibility in the detail of the individual schemes to enable them to be refined, evaluated and optimised through ongoing engagement with stakeholders.

Figure 1: Town Centre Boundary



## 1.2 Study area

For reasons of practicality, it has been necessary to identify a boundary of the area defined – solely for the purpose of this Movement Strategy – as the ‘Town Centre’. Shown on Figure 1, the limits of the area are defined by:

- B4289 / B4006 Great Western Way to the north and west;
- A3102 Wootton Bassett Road / Kingshill Road / Bath Road / Devizes Road to the south;
- A4259 / B4289 County Road / Drove Road / Cricklade Road / Newport Street to the east;

## 1.3 How the Strategy has been developed

The Movement Strategy is objectives led, those objectives informed by an established policy framework and by engagement with a range of stakeholders. The Strategy is however also evidence-based, reflecting our understanding of the existing and future transport issues as informed by travel data and by forecasts generated by the Swindon Traffic Model.

An assessment of the relevant policy

framework and alongside it a review of known transport issues has allowed Movement Strategy objectives to be identified that address both the aspirations of policies and the known transport system weaknesses. Those objectives have been bundled into themes to allow interventions to be identified that address specific themes, thereby responding to one or more of the objectives.

A series of 25 interventions (schemes) has been identified that will deliver the stated objectives. The interventions have been collated from previous studies and strategies, as well as adding new thinking and ideas in response to current policy and the latest understanding of existing issues. These interventions have been rationalised through a robust, objective-led process to ensure that the identification and assessment of interventions and formulation of conclusions and recommendations are clearly evidenced.

There are broader, Borough-wide transport planning initiatives that will have an impact on movement to and within the Town Centre, such as the Quality Bus Corridor and Park & Ride programs. The Town Centre interventions will support and as far as possible reflect those wider proposals.

This Strategy document has emerged following two years of assessment. It builds on the Draft Swindon Town Centre Movement Strategy 2019 that was the subject of extensive consultation in the Summer of 2019. The response to that Consultation by a wide range of stakeholders has been central to the formulation of this updated and final version of the Strategy.

### 1.5 The Structure of the Strategy

In establishing a Movement Strategy comprising 25 distinct but interconnected interventions (schemes), a number of steps have been taken. That process is described through the following document structure:

Section 2 of the document sets out the Policy framework of relevance to Town Centre movement, reviewing not just formal policies but also existing and emerging strategies that are relevant.

Section 3 presents a summary of the evidence reviewed in forming this strategy, including the transport networks, movements and future challenges specific to the Town Centre. It defines existing 'problems' and issues that

impact on movement, derived through both analysis of existing movement patterns but also through engagement with a range of stakeholders.

Section 4 sets out the TCMS objectives, linked to addressing the problems identified in Section 3 and the delivery of the wider vision and regeneration priorities for the Town Centre. The objectives are broken down into 'themes' to more easily identify groupings of interventions under headings that individually address one or more objectives but as a whole, address all objectives.

Section 5 presents the 25 indicative interventions at the heart of the Strategy, designed to secure the Strategy's objectives. Grouped under six themes, the interventions are improvement schemes designed to secure the relevant theme objective. In some cases the interventions overlap, either physically or in the way they achieve objectives that straddle different themes. Whilst being as specific as possible at this stage, the interventions are still subject to a process of 'optioneering' and evaluation and should therefore be taken as indicative.

By 2030, Swindon town centre will be the beating heart of the local community. Accessible thanks to modern, sustainable transport links, it will be a destination of choice for people to live, learn, work and play.

A rejuvenated Railway Heritage Quarter will showcase the best of our proud history and our innovative future. New and exciting commercial, cultural, and leisure quarters will bring stylish homes and a wealth of job opportunities complemented by great entertainment, shops and restaurants.

Together, these attributes will deliver all the hallmarks of a modern town centre and make Swindon an attractive place to invest and set up home and business.

Source: 'Swindon Town Centre Vision'







## 2. Policy Framework

### 2.1 Introduction

The objectives of the Movement Strategy are informed, in large part, by a broader policy and plans framework. Most relevant to the Town Centre is the policy framework defined by:

- The Council Plan 2019-2020
- The Local Transport Plan 2011-2026
- The Local Plan 2026 and emerging Local Plan 2036
- Parking Standards for New Development

### 2.2 The Council Plan 2019-2020

The Council Plan was adopted in September 2018 and sets out the vision for Swindon and the Council's priorities in working towards that vision. The stated priorities include the improvement of infrastructure to support a growing and low-carbon economy and clean and safe streets and improved public spaces as a means of enhancing the quality of life of residents and visitors.

To deliver those priorities, the Plan sets out 26 Pledges, most significant in this context being Pledge 3:

Refresh and implement the Masterplan for Swindon Town Centre, ... through:  
c) Delivering improvements to the strategic town centre transport network.

Of relevance too is Pledge 12, which seeks to 'promote healthy lifestyles for the population of Swindon.' The supporting text emphasises the role of active travel (walking and cycling) in a healthier lifestyle.

### 2.3 Local Transport Plan

The current Local Transport Plan (LTP3) was adopted in 2011 and sets out the Council's policies and strategy for investment in transport infrastructure for the period to 2026. The Plan's mission is to create "A safe, effective and fit for purpose transport network that supports Swindon's ambitions for town centre regeneration and economic growth whilst protecting and enhancing quality of life and the environment for the benefit of local residents, visitors and businesses".

Through the identification of transport challenges, the LTP has derived five policies, which have informed seven Plan objectives (outcomes). One of those Plan objectives is to deliver 'Improved Access to Swindon Town Centre'.

More specifically, the Plan identifies the central role of public transport and active travel modes (walking and cycling) in delivering sustainable regeneration of the town centre.

### 2.4 Local Plan 2026 and 2036

The Swindon Borough Local Plan 2026 sets out policies to guide the development of the Borough in the period up to 2026 and is currently in the process of review. In respect of the Town Centre, the emerging Plan contains policies supporting residential and leisure development, with the objective of encouraging and facilitating revitalisation of the central area. This movement away from a retail-dominated centre is intended to reflect a wider and unavoidable trend away from traditional town centre shopping.

Policies that support a greater Town Centre resident population and leisure facilities to support them can be expected to gradually

change patterns of movement away from in-commuting and towards movement within the town centre associated with a larger resident population. This changing pattern of movement increases the emphasis on active travel modes and the improvement in public realm that supports it.

## 2.5 Parking Standards

The Council's Parking Standards define the requirements for car, motorcycle and cycle parking in new developments and in so doing, have a broad influence on mobility patterns across the Borough. The Standards were adopted in 2007 and are currently undergoing review, with a view to adoption of new Standards in the Spring of 2020.

The Standards define minimum development parking requirements based on accessibility and a zoning system ensures that different parking standards apply based on the geographic zone (sector) within which any new development is situated. The Town Centre falls within Sector 1 of the existing and the emerging Standards. Currently the requirement for development-specific car parking is relaxed within Sector 1, reflecting its relative accessibility and the associated lower degree of car dependence. That arrangement is recommended to be retained within the new Standards. This approach to car parking in the Town Centre, which allows but does not require car parking, is intended to support the delivery of car-free development that might otherwise not be feasible if car parking was demanded. Recognising the accessibility of the Town Centre, the approach adopted in the Parking Standards will support a move towards reduced car ownership by those living in the central area.

## 2.6 Other Plans

In addition to the formal policy documents set out above, there are other plans and proposals that are of relevance to this Movement Strategy.

The **Town Centre Masterplan** comprises the emerging 'Swindon Town Centre Vision' statement and associated Delivery Plan, the latter adopted in December 2016. Together, these documents set out a strategy for the delivery of projects designed to tackle the town centre's most pressing problems. The Delivery Plan identifies a number of priorities for the Town Centre, including 'Connectivity and Accessibility'. More specifically, the Plan proposes to address challenges of connectivity and accessibility through (a) an improvement in public realm and (b) 'the unwinding of vehicle domination to improve accessibility'.

The **Town Centre Parking Strategy**, approved by Cabinet in April 2017, sets out a policy framework and an evidence base that together inform a strategy for public car parking in the Town Centre. The Strategy document proposes four Key Action Areas that between them will deliver a parking strategy that supports economic growth objectives:

1. Strengthen the Evidence Base & Develop Business Cases
2. Address Capacity Challenges and Better Use Car Parking Stock
3. Improve the Quality of the Car Parking Experience
4. Raise Car Parking Revenues

The fourth action area is one that lies outside the remit of the Town Centre Movement Strategy. The Movement Strategy however will incorporate the first three actions as part of a multi-modal strategy to accommodate future movement needs.

Proposals to improve the cycle route network across the Borough are set out within the [Swindon Cycling Framework \(2016\)](#) and in the emerging [Local Cycling and Walking Infrastructure Plan \(LCWIP\)](#).

The Cycling Framework, adopted in March 2016, includes within its stated aims an aspiration to “Double the number of bicycle trips (including leisure trips) to coincide with recommendations in the DfT’s Cycling Delivery Plan, by 2025.” Among the objectives identified to deliver the aims is a “Review of town centre cycling particularly the one-way system and access to rail/bus stations and generally improve permeability.”

The LCWIP, whilst still in draft format, identifies weaknesses and potential solutions to cycling within the Town Centre and these have informed our understanding of the issues and the planned interventions set out later within this document.

## 2.7 Air Quality Action Plan

The extent of poor air quality in Kingshill Road is such that an Air Quality Management Area (AQMA) was declared in February 2018. The Council’s [Air Quality Action Plan](#) was agreed by Cabinet in March 2019. It outlines the actions that the Council will take to reduce the concentration of pollution in the AQMA.

The [Air Quality Action Plan](#) identifies that traffic-related emissions are by far the greatest contributor to poor air quality on Kingshill Road and notes that a 30% reduction in traffic derived Nitrogen Dioxide would be necessary to bring air quality to an acceptable level. The Plan sets out a series of measures to achieve this, including traffic management initiatives but more significantly and more sustainably,

broader demand management interventions such as the promotion of active travel (walking and cycling) as an alternative to driving. The Plan concludes that reducing, rather than diverting, town centre traffic is the only sustainable solution to air quality challenges. The Action Plan’s stated priorities are:

1. To investigate sustainable options for reducing emissions from road vehicles on Kingshill Road; particularly in the uphill, South-East direction.
2. To facilitate a shift to more sustainable modes of travel, more active travel, better planned journeys, and more sustainable fuels.

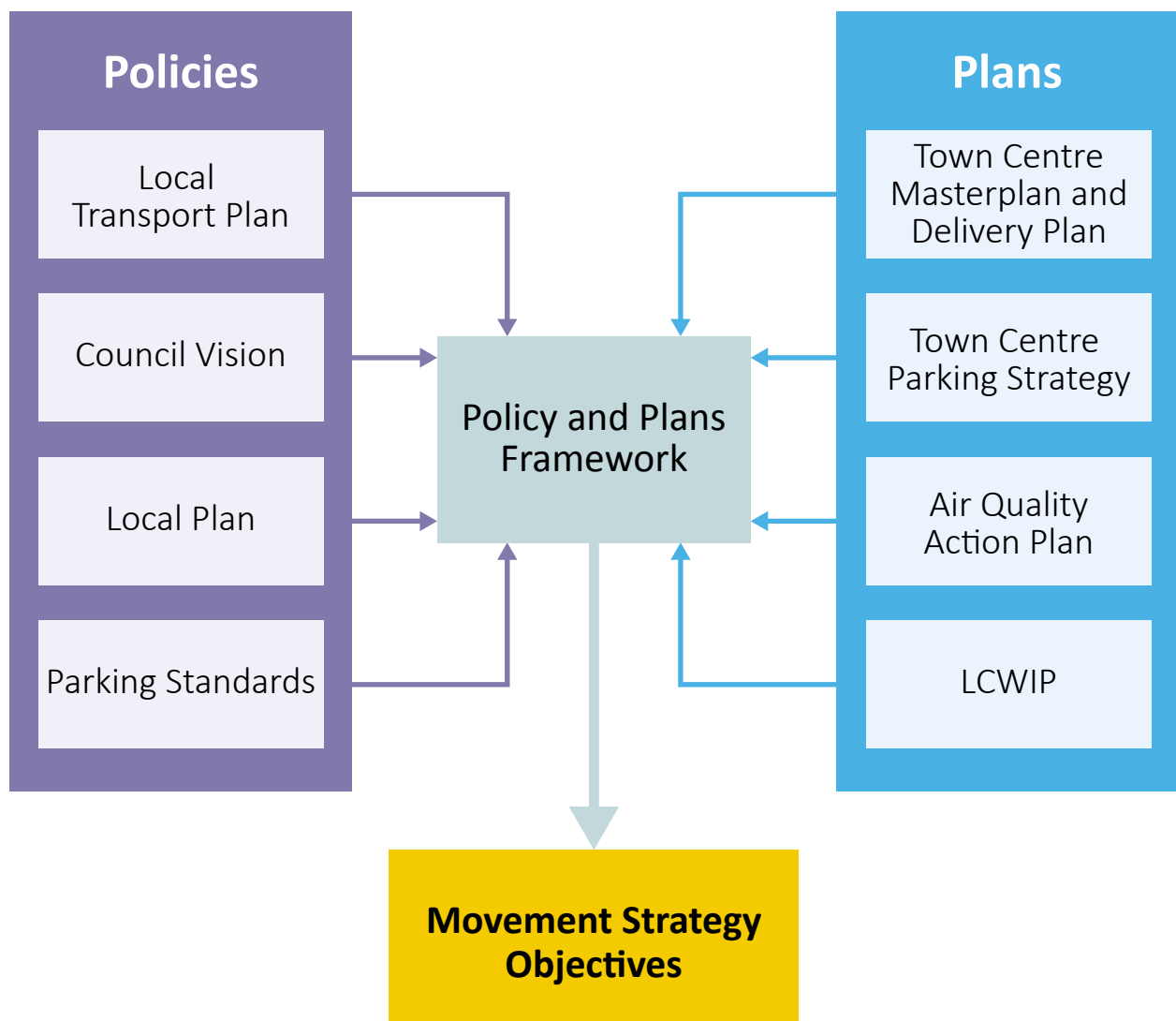
Work to address the air quality problems on Kingshill Road is ongoing and is therefore not a specific scheme included within the Movement Strategy. Many of the measures forming the Movement Strategy do however contribute to the two Action Plan priorities and therefore form a part of a holistic response to the air quality issue.

The Action Plan identifies that other areas in Swindon experience poor air quality, to a degree that they are approaching the levels that would trigger an AQMA. Reference is made in particular to Manchester Road and the Rodbourne Road/Iffley Road junction. Whilst these sites are not the subject of the [Air Quality Action Plan](#), measures identified as part of the Movement Strategy will contribute generally to a reduction in car-based emissions and thereby form part of a broader solution to air quality issues around the Town Centre.

## 2.8 Policy Overview

The policies and plans set out above provide a clear direction for the regeneration of the Town Centre and the movement network that facilitates it. That direction can be summarised as:

- Improving access to the Town Centre, specifically by active, more sustainable modes of transport;
- Within the town centre, improvements to public realm primarily through the rationalisation of vehicle movement corridors;
- Need to find an appropriate balance between ease of car access to the Town Centre car parks and the need to reduce congestion and improve air quality;
- Make better use of the available road network to improve legibility and reduce the dominance of car traffic;



## 3. Issues and Opportunities

### 3.1 Preamble

As well as reflecting wider objectives set out in a range of adopted policy and plans documents (Chapter 2), the objectives of the Movement Strategy are informed by existing and anticipated challenges and issues relating to movement. These challenges and issues show themselves anecdotally, in the everyday experience of stakeholders, as well as analytically as evidenced by technical data.

In terms of stakeholder experience, development of the strategy has involved brainstorming with a range of organisations, with elected Members as community representatives and- through a formal consultation process- with the public. Analytical evidence, in the form of highway network performance, has been gathered largely through interrogation of the Swindon Traffic Model but also through analysis of real-time delay information available online.

The Swindon Traffic Model (STM) forecasts traffic patterns in years 2021 and 2036 and provides an insight into highway operations in those scenarios, taking into account anticipated changes arising from general traffic growth and committed developments. The evidence derived from STM nevertheless provides a useful indication of existing and anticipated movement patterns into and around the Town Centre.

In this chapter of the Movement Strategy, we seek to collate evidence of transport problems and issues in order that they can – alongside

the policies and plans identified in Chapter 2 – inform the Strategy's objectives and thereby the proposed interventions.

### 3.2 The Highway Network

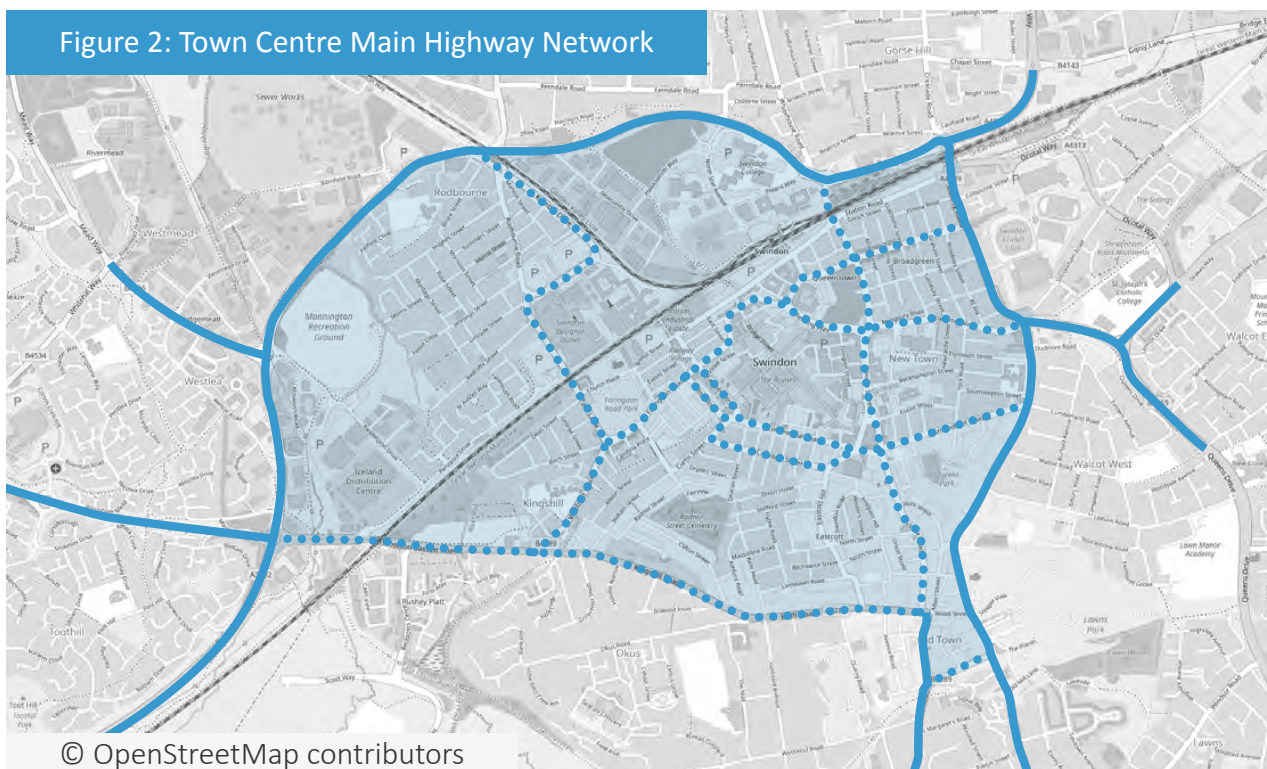
The main elements of the Town Centre highway network are shown on Figure 2. Great Western Way is the primary route to the north and west of the town centre, extending as far as Junction 16 of the M4 to create a western and northern bypass of the Town Centre. To the east of the central area, the A4289 County Road and B4289 Drove Road act as a primary road corridor and fulfil a similar strategic function.

The east-west A4289 Bath Road/Kingshill Road is an A-class road but is single carriageway and fronted by residential properties, so is considered to fulfil a secondary function within the highway network, despite its formal classification.

Within the Town Centre, there are a number of significant and locally strategic road corridors, including (a) the Kemble Road/Rodbourne Road/Park Lane/Westcott Place and (b) the Corporation Street/Princes Street/Victoria Road north-south corridors. The limited availability of railway crossings limit north-south permeability, focussing movements at a small number of crossing points.

The central road network includes a number of significant corridors made up of one-way streets, e.g. Commercial Road/Cromby Street, Station Road/Holbrook Way and Milton Road/ Farnsby Street. The one-way system maximises highway capacity but reduces ease of movement (legibility) and adds to the severance effect of highways within the central area.

Figure 2: Town Centre Main Highway Network



The Census of 2011 provides some information on patterns of movement by road, in the form of commuter journey origins and destinations. The available data suggests that there is a notably high level of driving out from Town Centre homes to the eastern fringes of Town and a large number of short car journeys within the Town Centre and in particular within Rodbourne. Commuter journeys into the central area are predominantly originating within Swindon, suggesting scope for public transport to be used as an alternative.

The Swindon Traffic Model indicates that traffic movement is concentrated on the primary routes and the Kingshill Road/Bath Road corridor. Significantly, there is little evidence of movement through the Town Centre, i.e. journeys crossing the central area. Those trips that are seen to cross the centre are shown to start and finish on the periphery of the centre, suggesting movement to and from employment areas outside the immediate Town Centre. As would be expected, car trips into

the centre are greatest in the weekday AM peak hour and car trips out greatest in the PM peak hour. Within the central area, significant flow levels are shown (and anticipated in the future) on Corporation Street, Westcott Place and Fleming Way, as gateways from the north, west and east respectively and on Farringdon Road and Cromby Street/Commercial Road as the links between them. Real-time journey information indicates the main congestion points on the Town Centre road network to be on the southern (the Wootton Bassett Road/Kingshill Road/Bath Road corridor) and northern (Great Western Way) boundary routes, as well as at the Magic Roundabout on the eastern boundary route. Within the central area, evidence of congestion is seen in Station Road and Westcott Place and occurs in the PM commuter peak only.

The Local Transport Plan is currently in the process of review and this has included an assessment of progress against specific targets defined within the existing Plan.



Available data analysed as part of the review appears to suggest that travel time into Swindon Town Centre by all modes of transport remains consistent with the patterns of 7-10 years ago. Whilst this suggests that congestion in the central area is not increasing significantly, it also shows that walking, cycling and bus journey times are not improving either. Driving remains the quickest option for access to the town centre and significantly, active travel modes (walking and cycling) are still not competitive options compared to the private car (for journey time).

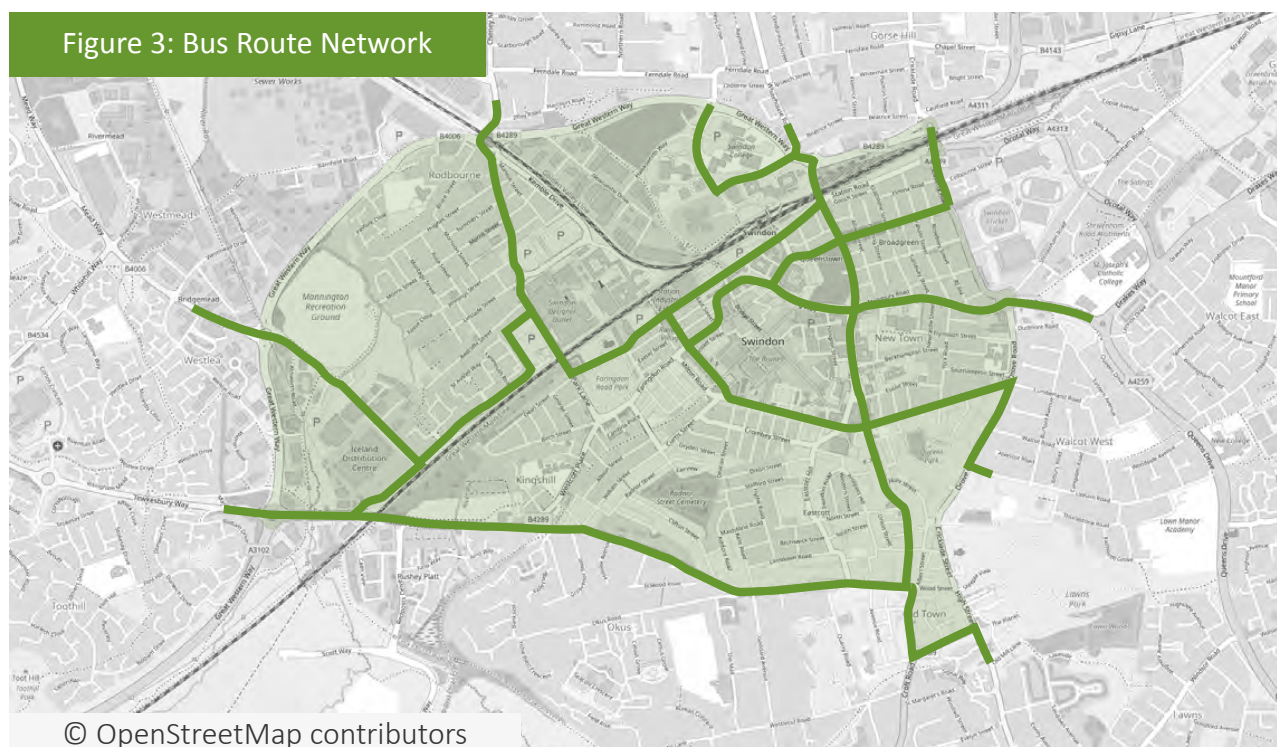
### 3.3 Public Transport

Whilst bus routes are not strictly fixed, there is an established bus route network within the Town Centre as shown on Figure 3.

The network is characterised by good levels of route ‘protection’ (in the form of bus priority measures) from the west but not so from the east, where buses compete for roadspace with general traffic.

Bus stops serving Borough-wide services are generally concentrated in Fleming Way, with inter-urban and regional services generally concentrated within the nearby bus station. The gradual move towards cross-town bus services is reducing the need for bus interchange within the Town Centre but there remains a physical disconnect between services based at the Bus Station and those serving Fleming Way. The Bus Station is an unattractive facility and not well connected to the heart of the town.

Analysis of bus timetables indicates that Town Centre bus movements are concentrated on a very narrow street network. Fleming Way and Manchester Road show highest bus flows of between 600 and 900 buses per weekday. Bus routes from the north and west cross the railway on the B4289 Park Lane, routing through the historic Railway Village and Emlyn Square, with flows of the order of 500 buses per day.



In terms of movement patterns, Census data shows a strong movement outward from the town centre to the employment sites on the eastern fringe of the town. In-commuting trips by bus originate throughout the wider urban area, with a notable number of trips from Highworth and from Royal Wotton Bassett.

It is worth re-emphasising the views emerging from the Local Transport Plan Review, which is suggesting that whilst Town Centre congestion is not increasing significantly, bus journey times are not improving and driving remains a quicker option for journeys to the town centre.

### 3.4 Cycling

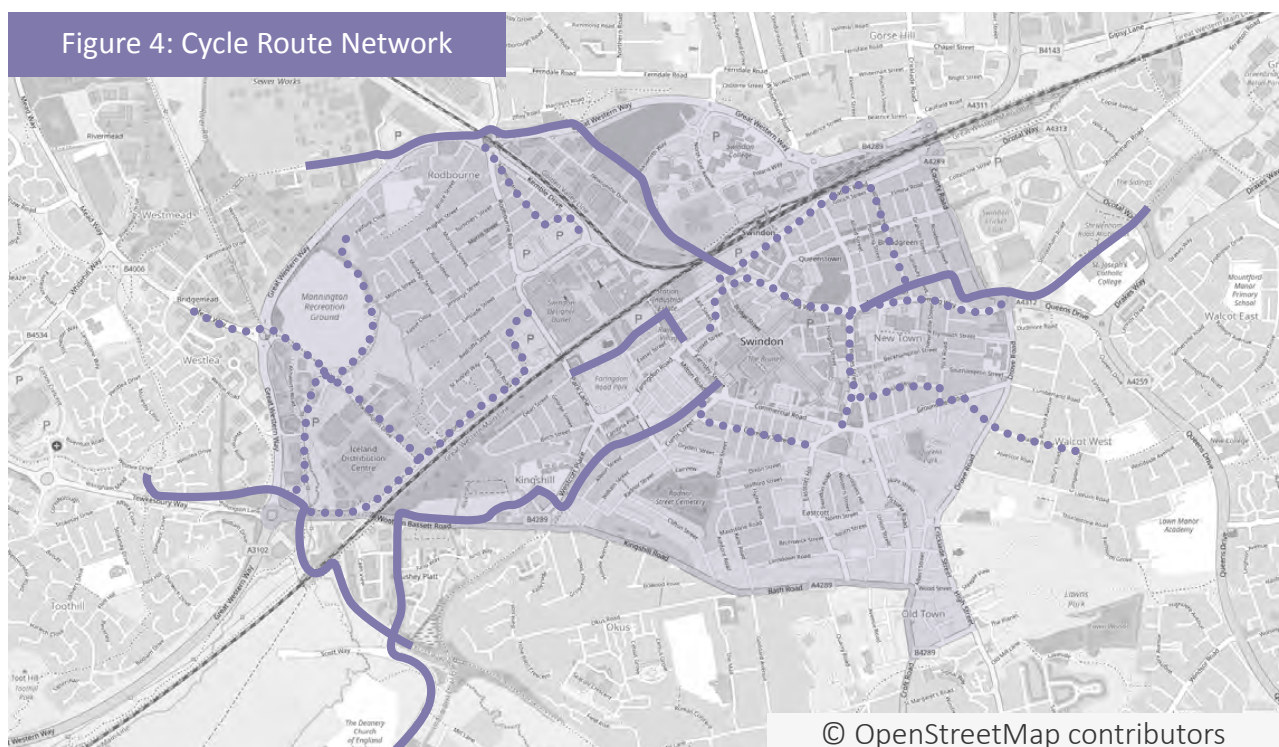
The Town Centre benefits from a somewhat fragmented cycle route network, as shown on Figure 4. The strategic ‘flyer’ routes from the west, south and east provide a good level of segregation from traffic as far as the edge of the town centre; there is no traffic-segregated route from the south-east. Within the Centre, identified cycle links correspond with key bus and traffic

routes. Routes are ‘on-carriageway’, with little or no dedicated provision for cyclists (e.g. cycle lanes).

Census data suggests that like bus trip patterns, there is a significant cycle movement from the Town Centre out to the employments areas on the eastern fringe of the town. The Eastern Flyer route provides a good quality segregated route for much of that journey, although there is very limited cycle provision (on- or off-street) away from the flyer route.

The Swindon Cycling Framework, adopted in March 2016, sets a context for cycling in Swindon, noting that levels of cycling to work and to school are above the national average:

“more than 4% of work trips in Swindon are made by bike, almost double the national average ... Much can be done to build on this success and create a ‘bicycle culture’ within Swindon and normalise cycling as an ‘everyday’ activity. Cycling to school is also on the rise – In 2007 5.5% of secondary pupils cycled to school in Swindon but this figure had reached almost 14% in 2011. This compares favourably to 3.2% nationally.”





A more detailed analysis of Census data presented in the Cycling Framework indicates the most significant origins of cycle trips to be Dorcan/Liden, Lower Stratton, South Marston, Westlea/Freshbrook and Haydon Wick. With the exception of Marston, primary destination are to the north and west, as would be expected given the severance effect of the M4 and A419.

Cycle parking in the Town Centre is, like the route network, fragmented. Whilst some significant formal provision is made in places (the Brunel Cycle Park), there is a lack of good quality parking for bicycles, particularly at the gateways to the pedestrianised central area.

### 3.5 Walking

Census data shows walking trips to be generally short distance trips between central locations and the adjacent areas; predominant origins of walking trips are Rodbourne, Gorse Hill, Walcot West, Okus and Lawns. Within the central area, there is also a strong movement between the Old Town and the 'New Town'.

Pedestrian gateways to the Town Centre tend to coincide with general traffic gateways and this is likely to encourage pedestrians to use alternative, less direct walking routes to and from the Centre. This may in part explain why for many short distance journeys into the Town Centre, driving is quicker than walking.

### 3.6 Car Parking

Car parking facilities are an important element of the transport system and issues relating to their effectiveness are therefore relevant to the Movement Strategy.

The Town Centre Parking Strategy highlights that there are (at December 2017) 20 public car parks within the central area offering 5,100 parking spaces. The car parks vary considerably in their scale, their accessibility and their relative attractiveness and as a result, levels of usage are not the same across all of the car parks. Data relating to occupancy is limited but where data is available, it suggests that the demand for car parking as a whole falls comfortably within the available capacity. More real data is necessary however to better understand the pattern of use of the town centre's parking stock.

The Parking Strategy acknowledges that there is 'room for improvement' in the quality of the parking facilities, both the ease of access to them (wayfinding) and their safety and cleanliness.

### 3.7 Other Relevant Issues

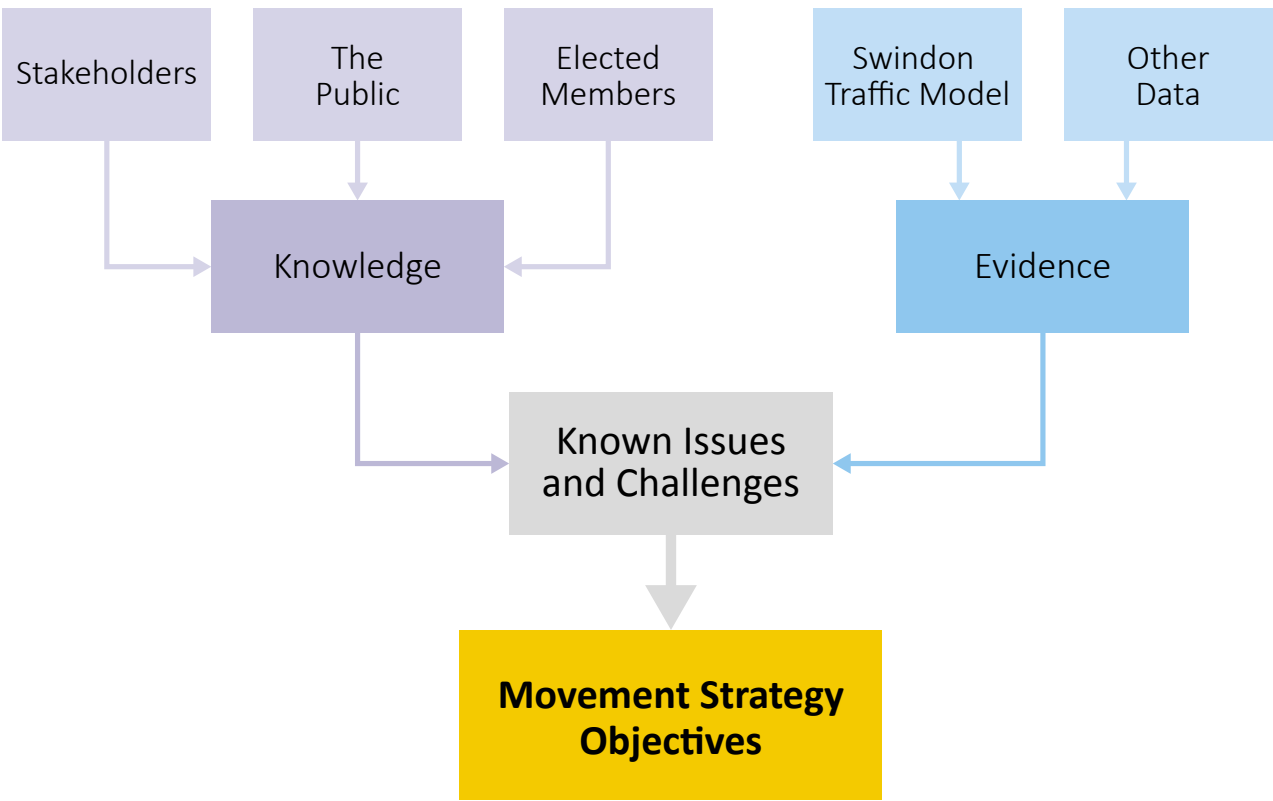
Poor air quality is a fundamental issue that transcends transport but is significantly influenced by it. As identified at 2.7 above, air quality is an issue at a number of places within the Town Centre and the interventions that form the core of this Movement Strategy aim to address it if not directly, then indirectly through the strategy's objectives, all of which support a move towards reduced reliance on travel by fossil-fuel burning vehicles.

On a separate but related matter, the ongoing review of the Local Transport Plan, in assessing new themes for inclusion within the next Plan, is highlighting the importance of good public realm as a contributor towards the shift towards walking as a more sustainable mode of transport. By making streets more attractive places, not only will walking be encouraged but the general attractiveness of the Town Centre as a place will be enhanced.

The Delivery Plan (2016) of the Town Centre Masterplan includes a Link & Place Analysis, assessing all Town Centre streets for their function as either primarily traffic carriers (links) or primarily walking routes and places where it is more comfortable to spend time (places). Whilst not immediately

suggesting that any of the Centre’s streets are inappropriately laid out or used, the analysis will support the refinement of a number of the proposed interventions presented later in this Strategy document.

The current review of the Local Transport Plan also identifies as a future theme a move towards electric vehicles and this theme is specifically recognised in one of the 25 interventions that constitute this Strategy.



### 3.8 Summary

The analysis of problems and issues set out above can be summarised as follows:

#### Highways

- Peak hour congestion on the Great Western Way;
- Heavy traffic flow on the Kingshill Road corridor with a consequent impact on air quality;
- The continuing demand for and attractiveness of short car trips into the centre;

#### Public Transport

- The lack of priority for buses on the eastern approaches to the Town Centre;
- Poor quality of the Bus Station and a disconnect with bus routes serving Fleming Way;
- Journey times uncompetitive with travel by private car;

#### Cycling

- Limited segregated provision for cyclists within the central area;
- No strategic cycle route into the Town Centre from the south-east;
- Poor cycle parking provisions at key Town Centre gateways;

#### Walking

- Pedestrian gateways to the Town Centre tend to coincide with general traffic gateways;

#### Car Parking

- Information about demand- and therefore

the degree (if at all) to which there is an oversupply of parking – is too limited to inform decisions about future provision;

- Driver information about car park locations and available capacity is limited and the quality of car parks is in some places poor;

#### Other Issues

- Poor air quality at a number of Town Centre locations;
- The need to improve public realm to create a sense of place within the Town Centre;
- The need to support the growth in demand for electric vehicles;

## 4. Objectives and Themes

### 4.1 Preamble

Arising from the assessment of the policy framework relevant to movement in the Town Centre (Chapter 2) and the analysis of the existing (and anticipated) conditions, as informed by evidence and by the experience of those who are most affected by those conditions (Chapter 3), a set of objectives for the Movement Strategy has been established. These objectives reflect the need for a **long-term, multi-modal, sustainable and equitable strategy** to accommodate movement into and within the Town Centre.

The identified objectives have been used to derive movement themes, which lend themselves to the definition of a series of interventions, grouped under those themes. The Interventions comprise the strategy for addressing the Town Centre's movement challenges.

## 4.2 Objectives

Six clear objectives emerge from the assessment of the aspirations for the Town Centre and the known challenges to movement and these are set out at Table 1.

A	Maximise Opportunities for Active Travel
B	Maximise Access to Public Transport
C	Facilitate Vehicle Movement Around the outside of the Central Area
D	Improve Access by Car whilst discouraging through-movement
E	Improve the quality of the Town Centre as a Place to live and work
F	Support those who need to drive by offering attractive and accessible car parking

Table 1: TCMS Objectives

The objectives are transport-specific and intended to contribute to, rather than directly deliver, wider objectives such as air quality improvement or other public health related objectives, economic objectives or objectives relating to social inclusion. These are very important issues and have nevertheless been at the forefront of the Council's thinking in developing the Movement Strategy. In their own way, the TCMS interventions respond to a sustainability agenda and in so doing, contribute towards improvements in air quality, public health and social inclusion as well as to mobility.

## 4.3 Priority Themes

To assist the derivation of the package of interventions designed to deliver the Movement Strategy's objectives, a series of themes have been identified, which articulate the objectives in a manner that allows interventions with common objectives to be grouped together. The six themes reflect six discreet elements of the movement system and are shown at Table 2.

1	Improved Environment for Walking and Cycling
2	Bus and Taxi Accessibility
3	Capacity of the Great Western Way Corridor
4	Rational Street Network
5	Improved Public Realm
6	Effective Car Parking

Table 2: TCMS Themes

The success of the Town Centre Movement Strategy will lie in the delivery of interventions across all of the themes. The movement 'system' is layered (multi-modal) and those layers often overlap and generally complement one another.



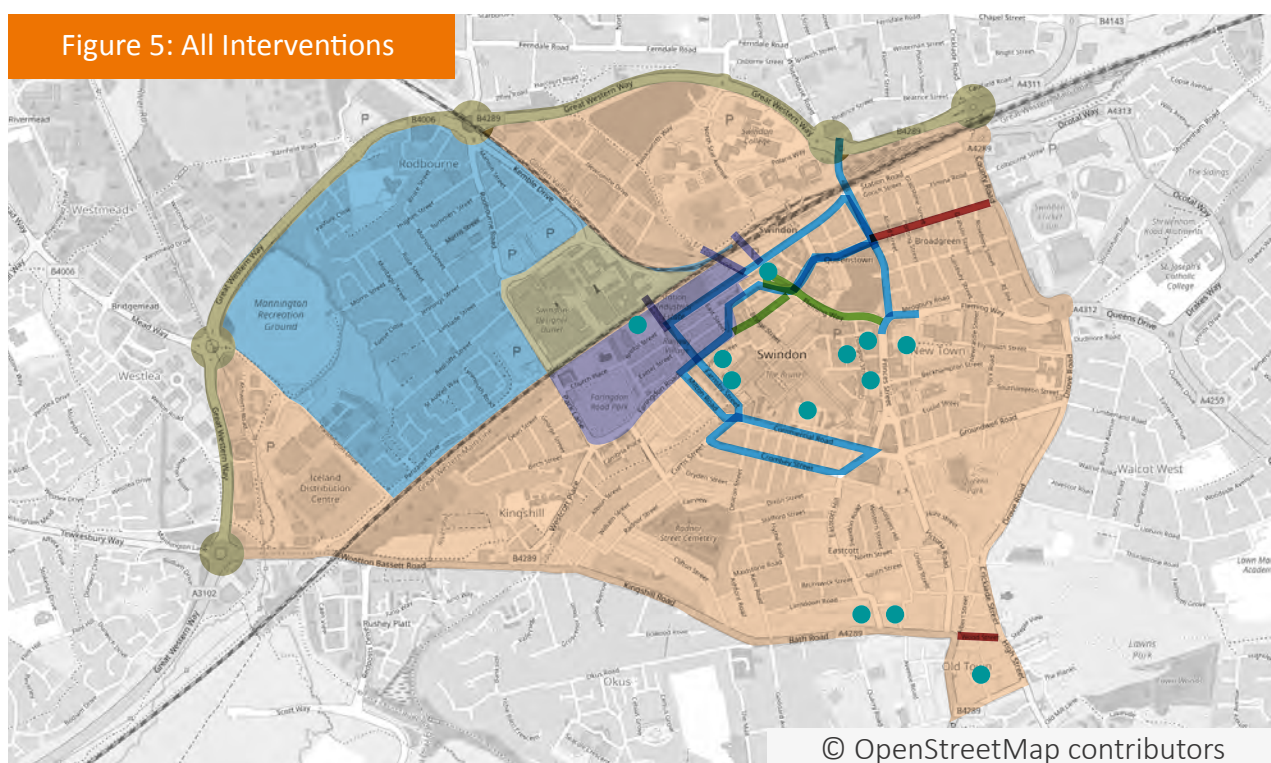


## 5. The Interventions

### 5.1 Preamble

25 interventions have been identified that will deliver the stated objectives of the Movement Strategy, grouped under the associated themes. The interventions are as specific as possible to guide their future design, whilst remaining flexible enough to allow refinement of the form of the intervention through the associated design, assessment and consultation process.

The interventions are intended, in combination, to address all of the objectives of the Movement Strategy by responding to all of the themes that emerge from those objectives. Whilst the interventions are grouped within themes, many of the interventions cross theme boundaries and contribute to multiple objectives. Each of the interventions can be delivered in isolation, delivering its own benefits whilst forming part of the wider strategy.



The proposed interventions are shown in overview in Table 3 below, grouped under the Priority Theme heading:

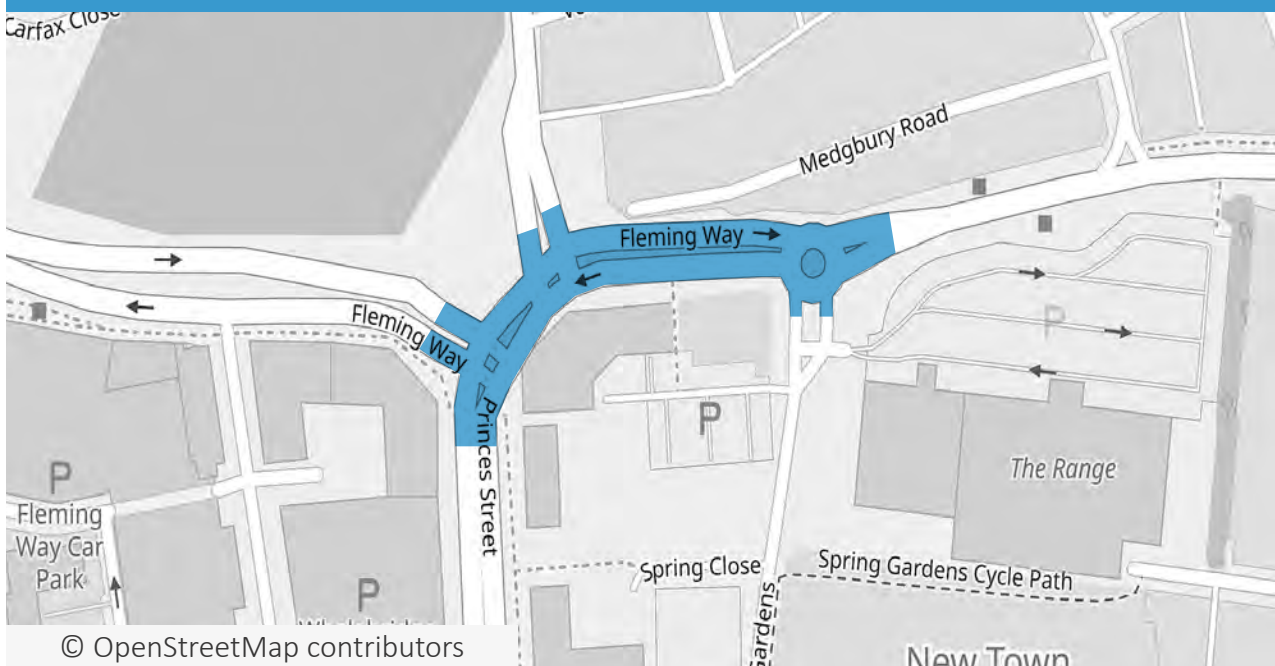
Priority Theme		Intervention	
1	Rationalise Street Network	A	Whalebridge Reconfiguration
		B	Rodbourne Area Action Plan
		C	Corporation Street Bottleneck
		D	Bus Boulevard Enabling Works
		E	Farnsby Street/Milton Road Corridor
		F	Station Road/Holbrook Way Corridor
		G	Commercial Road/Cromby Street Corridor
2	Maximise Bus and Taxi Accessibility	H	Fleet Street Bus and Urban Realm Enhancement
		I	Bus Boulevard
		J	RTPI and Selective Bus Detection
		K	Improve Taxi Rank Provision
3	Improved Walking and Cycling Environment	L	Heritage Action Zone Connectivity
		M	Cycle Parking Review
		N	Walking and Cycling Network Improvement
		O	Cross-Railway Connectivity
4	Improved Public Realm	P	Manchester Road Urban Realm Enhancement
		Q	Wood Street Urban Realm Enhancement
5	Effective Car Parking	R	Improve Evidence Base
		S	Strategic Capacity Assessment
		T	Improve car park quality and safety
		U	Enhance car park accessibility
		V	Increase public Electric Vehicle Charging Point supply
6	Maximise Capacity of Great Western Way Corridor	W	Event Management Plans
		X	Urban Traffic Management and Control (UTMC)
		Y	Localised Capacity Improvements

Table 3: TCMS Interventions

The following pages set out the 25 interventions in more detail, describing the scheme, the way in which it contributes to the Movement Strategy objectives and its relationship to other linked interventions.

The interventions define the Council's Plan for improving Town Centre movement. As funds become available, the interventions will progress through feasibility assessment, preliminary design, consultation, detailed design and implementation stages. Whilst consultation on individual schemes will form an important element of their design and delivery, we will – over and beyond the normal scheme consultation process – engage stakeholders, using their expertise in a range of specific areas to help in the preliminary design and evaluation of schemes.

## Theme: Rationalise Street Network



### A: Whalebridge Reconfiguration

#### Scheme Description

The junction of Corporation Street and Princes Street with Fleming Way (Whalebridge) is a staggered four arm junction, in part signal controlled and including protected pedestrian crossings on some arms. A number of turning movements are banned for all traffic and some movements are permitted for buses only. The pattern of banned movements gives rise to U-turning, including by buses and large vehicles, at the small roundabout junction immediately to the east. The pattern of banned movements at Whalebridge also encourages the use of Spring Gardens for southbound movement, rather than Princes Street as the preferred southbound movement.

Arising from the Bus Boulevard scheme (Intervention I), reconfiguration of the Whalebridge junction is being considered from the perspective of bus movement and changes are likely to form part of the associated enabling

works (Intervention D). Looking beyond the Bus Boulevard project and its enabling works, we will study the Whalebridge junction to establish the scope for broader reconfiguration of the complex junction to benefit pedestrians, cyclists and general traffic as well as buses.

#### Alignment with Objectives

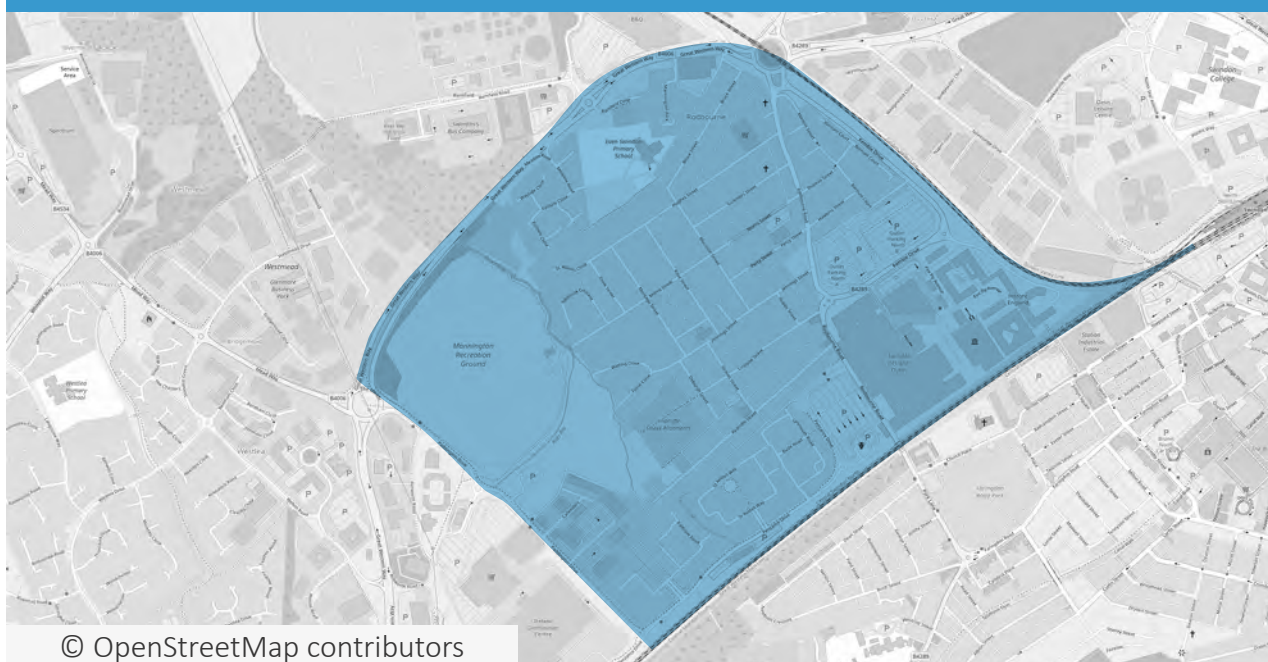
Changes to the layout and operation of the Whalebridge junction will be designed to remove the need for U-turning at the Spring Gardens roundabout and the attractiveness of rat-running in Spring Gardens. This will improve the legibility of the highway network, making it easier for drivers to negotiate (Objective D). Improvements in parallel to facilities for pedestrians and cyclists align with Objective A. Available opportunities to introduce new landscaping will contribute to Objective E.

#### Interdependencies

Whilst having a different target outcome, this Intervention will build upon the work undertaken as part of the Bus Boulevard (Intervention I) and the associated enabling highway works (Intervention D).



## Theme: Rationalise Street Network



### B: Rodbourne Area Action Plan

#### Scheme Description

The Rodbourne Area Action Plan seeks to deal with traffic issues within the wider Rodbourne area arising primarily in association with the Outlet Centre and events at the STEAM facility. Traffic attracted to these adjacent destinations gives rise to significant congestion and on-street parking pressures, exacerbated when major events at STEAM coincide with peak shopping activity at the Outlet Centre. The effects of congestion are most significant in Rodbourne Road itself but are not exclusive to the high street.

There are a number of interrelated issues that combine to cause the problems, such as car parking and junction bottlenecks and we continue to engage with the operators of the Outlet Centre and STEAM, as well as with bus operators, to investigate longer-term solutions to this long-standing issue. In the shorter

term, improvements to the junction between Rodbourne Road and the Great Western Way are being investigated to alleviate one of the most significant issues – northbound queuing in Rodbourne Road.

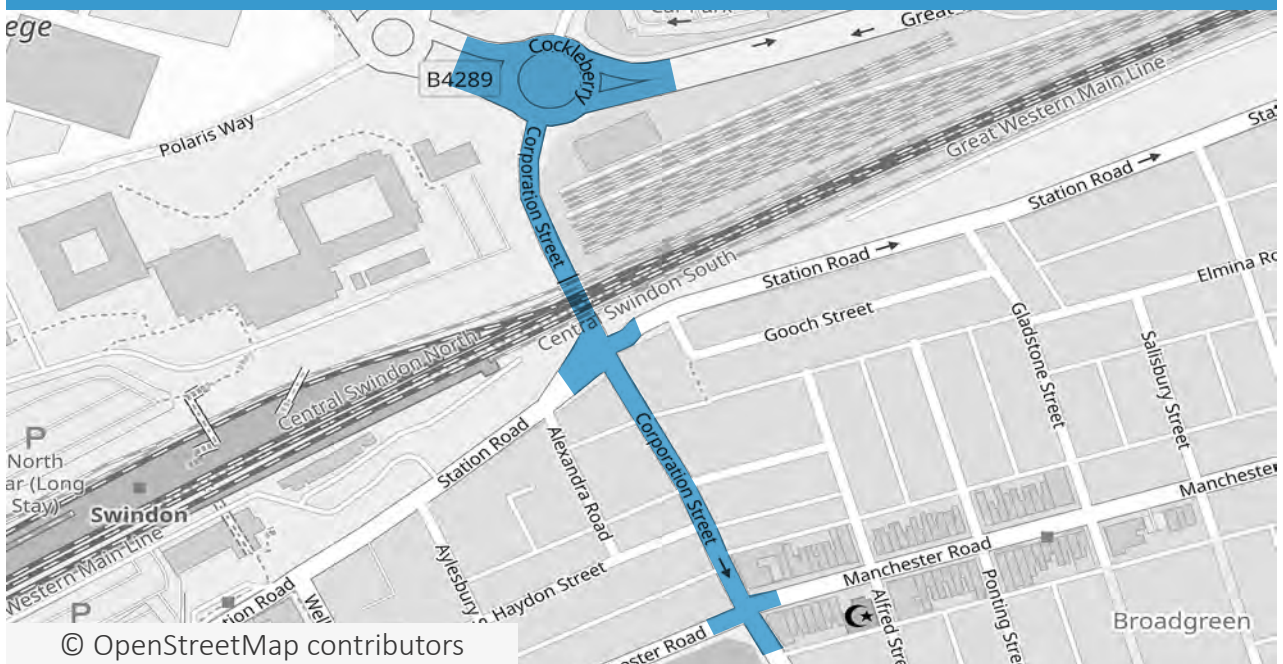
#### Alignment with Objectives

Movement issues within Rodbourne can be considered a small-scale replica of issues facing the Town Centre as a whole and the Action Plan is aimed at targeting to some degree all of the six objectives set out above. In particular however, the Plan seeks to contribute towards Objective C and Objective E.

#### Interdependencies with Other Interventions

Intervention W (Event Management) forms a subset of the Action Plan. Work to improve the Bruce Street Bridges junction of the Great Western Way also falls within Intervention Y and to some degree Intervention X.

## Theme: Rationalise Street Network



### C: Corporation Street Bottleneck

#### Scheme Description

Corporation Street connects with the Great Western Way (GWW) at Cocklebury Interchange and provides a northern gateway to the Town Centre, relying on one of the limited number of railway crossings. This makes it an important and attractive route into the central area from the GWW, albeit that the railway underpass severely restricts the capacity of the route.

Alongside the railway underpass, the junctions immediately to the south of the railway – Station Road and Manchester Road – add to the bottleneck effect that causes southbound queuing that contributes to congestion on the GWW. We propose therefore to study that part of the Corporation Street corridor between the GWW and Manchester Road to assess options to relieve the existing capacity bottleneck. Whilst the railway underpass is a significant constraint, improvement is thought to be

possible and options to reconfigure junctions and their signalling, to improve the capacity of north-south movement, will be the major element of this project. Improvement options will be carefully evaluated to ensure that the north-south movement across town to the A419 and the motorway is not encouraged. The scope to introduce bus priority measures and better walking and cycling facilities will be an important element of this work.

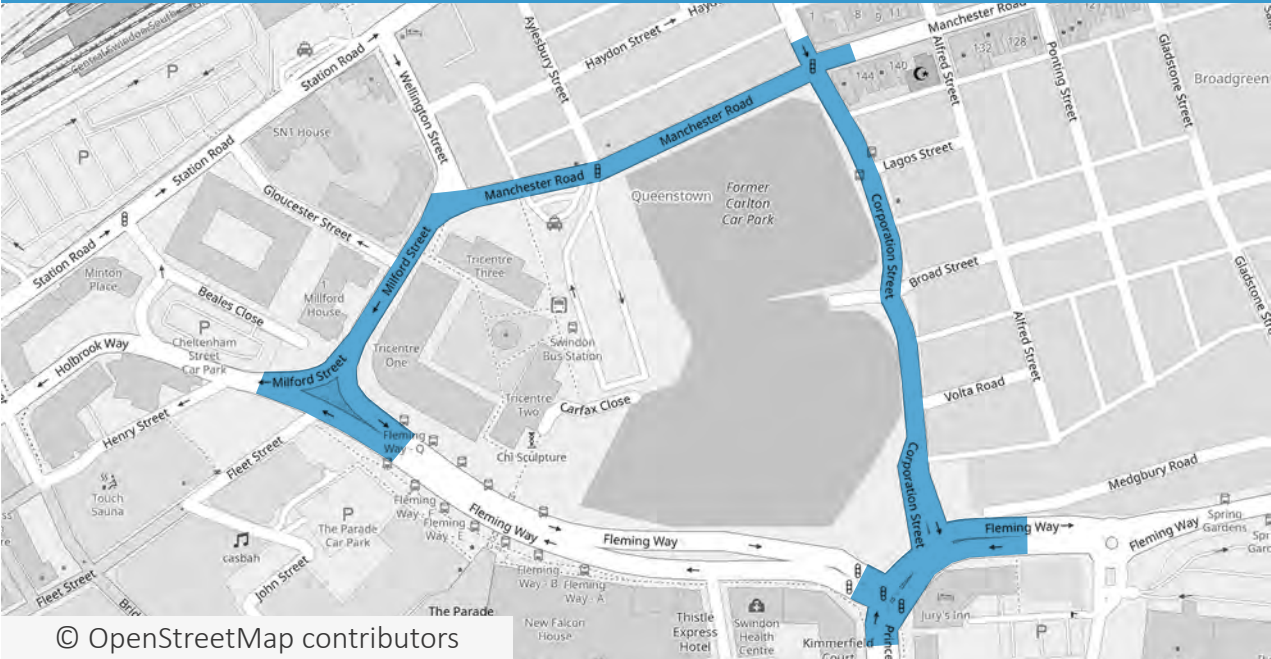
#### Alignment with Objectives

This intervention is intended to reduce congestion on the GWW (Objective C), whilst also improving access by car to the Town Centre (Objective D).

#### Interdependencies with Other Interventions

Reconfiguration of the Corporation Street/ Manchester Road junction will almost certainly be a requirement of the Bus Boulevard Enabling Works (Intervention D) and these interventions overlap at that point. Similarly this key junction forms the entrance to the eastern part of Manchester Road, the subject of Intervention P.

## Theme: Rationalise Street Network



## D: Bus Boulevard Enabling Works

## Scheme Description

The Bus Boulevard project (Intervention I) will see Fleming Way (between Milford Street and Princes Street) reconfigured to accommodate new bus stopping and interchange facilities, significantly enhancing the accessibility by bus of the Town Centre. To facilitate the scheme, general vehicle traffic will be removed from this short stretch of Fleming Way and Islington Street will be stopped up at Fleming Way. These changes to the local highway pattern and the associated rerouting of buses to access the Boulevard will change the pattern of vehicle flow, most significantly in Corporation Street, in Manchester Road West and in Milford Street. Changes to the layout of those streets and the junctions between them will enable the Boulevard scheme, by allowing the resulting diversion of traffic to be better accommodated by the network.

The enabling works are likely to include localised widening of Corporation Street to accommodate three lanes of traffic along its entire length and the reconfiguration of its junctions with Fleming Way and Manchester Road. Opportunities will be taken to improve facilities for pedestrians and cyclists.

## Alignment with Objectives

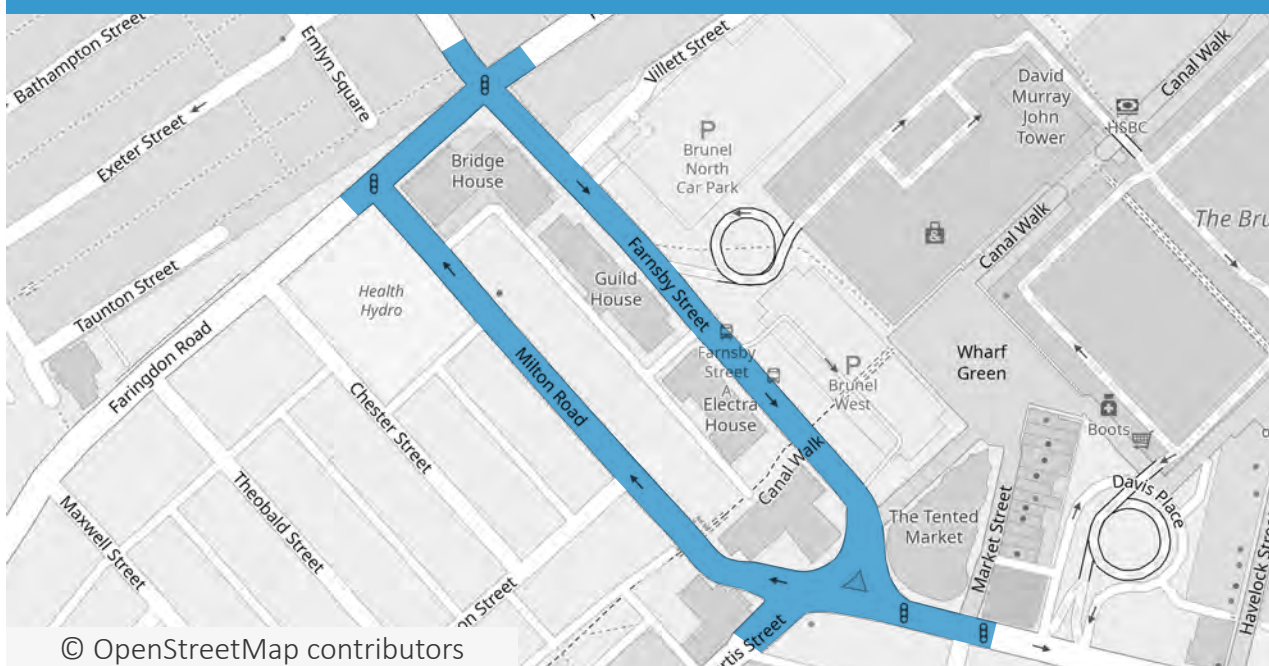
By facilitating the Bus Boulevard scheme, this intervention contributes directly towards Objective B.

## Interdependencies with Other Interventions

This intervention is directly connected with the Bus Boulevard (Intervention I) and one should ideally not be delivered without the other.



## Theme: Rationalise Street Network



### E: Farnsby Street/ Milton Road Corridor

#### Scheme Description

Between Faringdon Road and Commercial Road, Farnsby Street and Milton Road are two relatively wide one-way streets offering significant highway capacity between them. Farnsby Street has limited frontage activity and there is no on-street parking. It provides access to town centre car parking and is an important bus corridor; it is also crossed by the Southern Flyer strategic cycle route. Milton Road has more frontages and accommodates on-street parking but is not a bus route.

We will investigate options to make better use of these parallel streets by considering their combined function and capacity, with a view to making more rational use of the total streetscape that they offer between them. A scheme of rationalisation will look to retain the required highway capacity whilst using unnecessary traffic space for improved footways, cycle facilities and

landscaping. Significantly, the rationalisation of these two streets will allow the junctions at either end to be simplified, removing the dominance of roadscape and improving the urban realm at the Tented Market gateway to the pedestrianised zone. Reconfiguration of the large junction onto Faringdon Road will facilitate improved connectivity across the road and into the Railway Village.

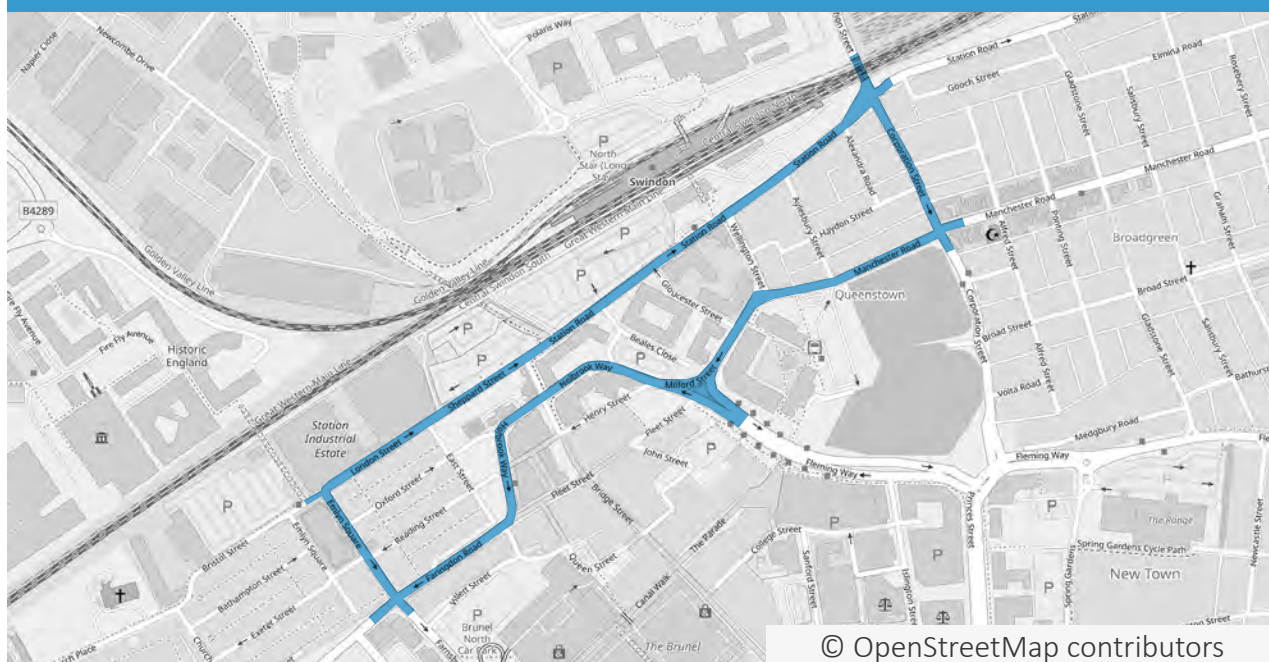
#### Alignment with Objectives

This intervention has many benefits and whilst it will support ease of movement on foot and by bicycle, it will also improve the experience for drivers by making the road network simpler (more legible). This intervention therefore contributes to a number of objectives, primarily Objective D but with associated contribution to Objective E – realising opportunities to give roadscape back to urban realm.

#### Interdependencies with Other Interventions

This intervention supports and to some degree overlaps with Intervention L (Heritage Action Zone Connectivity).

## Theme: Rationalise Street Network



### F: Station Road/ Holbrook Way Corridor

#### Scheme Description

Similar to Intervention E, this scheme involves the potential to make better use of these parallel streets by considering their combined function and capacity, with a view to making more rational use of the total streetscape that they offer between them. A scheme of rationalisation will look to retain the required highway capacity whilst using unnecessary traffic space for improved footways, cycle facilities and landscaping. The role of this corridor for bus and taxi movement, in particular services to the railway station, will significantly influence the consideration of options, as will the role of Station Road for movement into the Railway Village and onward to the Outlet Centre. Improvement of the pedestrian experience along this route is an objective of the Heritage Action Zone. As with Interventions E and G, the corridor could be improved in isolation as one element of a wider

strategy to rationalise a group of major highway corridors that serve the Town Centre and its car parks.

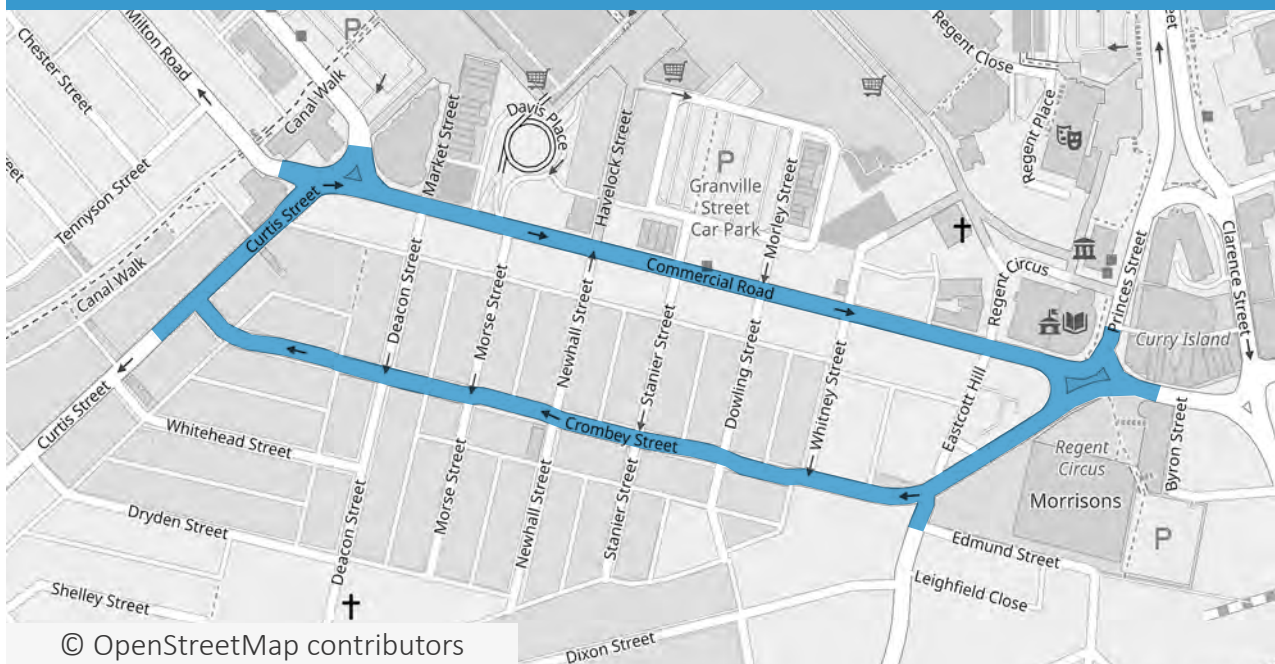
#### Alignment with Objectives

This intervention has many benefits and whilst it will support ease of movement on foot and by bicycle, it will also improve the experience for drivers by making the road network more legible. This intervention therefore contributes to a number of objectives, primarily Objective D but with associated contribution to Objective E – realising opportunities to give roadspace back to urban realm.

#### Interdependencies with Other Interventions

This intervention overlaps at its eastern end with Corporation Street North (Intervention C) and the two should ideally be considered in parallel. Station Road forms an important gateway on foot to the Heritage Action Zone (Intervention L).

## Theme: Rationalise Street Network



### G: Commercial Road/ Cromby Street Corridor

#### Scheme Description

This scheme is the third intervention (alongside Interventions E and F) that seeks to rationalise an existing major highway corridor now comprising two parallel one-way streets. Retaining highway capacity and improving highway legibility will be a pre-requisite of any scheme, which will in parallel look for improvement in bus, taxi and cycle accessibility, walking and the urban environment more generally. The viability of frontages on Commercial Road, who rely on easy access, will not be threatened. The intervention will include reconfiguration of key junctions to retain highway capacity but with improvement to pedestrian movement and the scope for bus priority also assessed. Any scheme will reflect the very different character of the two streets.

#### Alignment with Objectives

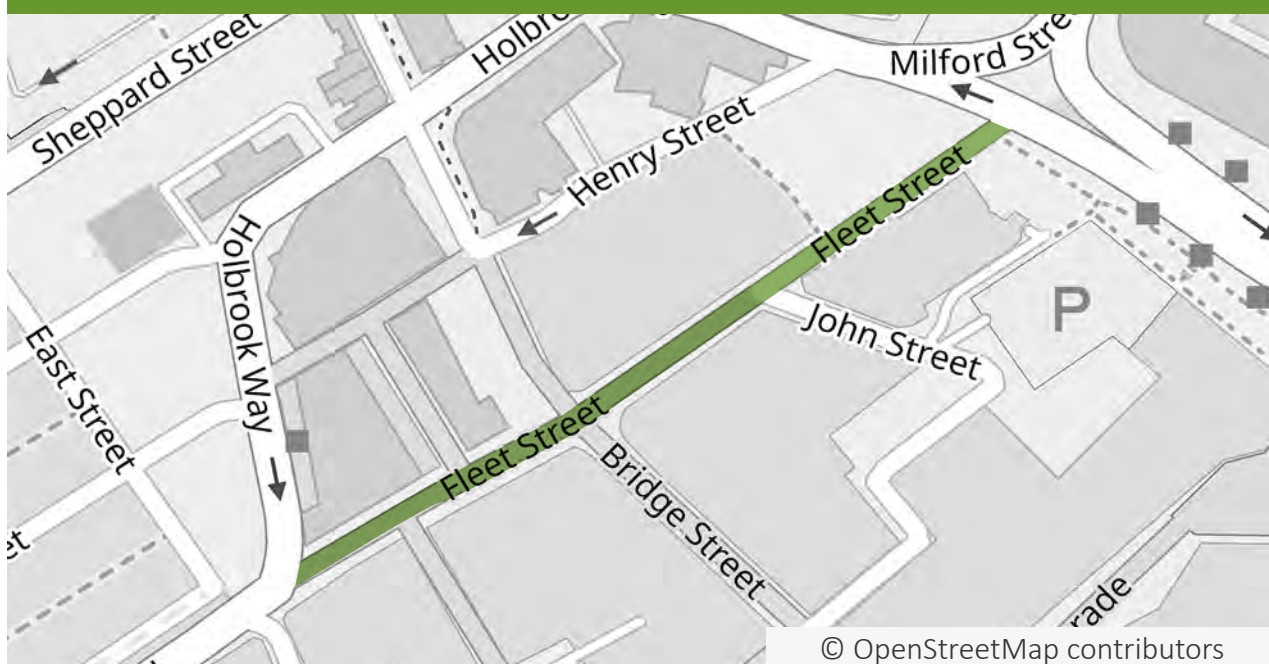
As with Interventions E and F, this intervention has many benefits. It will support ease of movement on foot and by bicycle and will also improve the experience for drivers by making the road network more legible. This intervention therefore contributes to a number of objectives, primarily Objective D but with associated contribution to Objective E.

#### Interdependencies with Other Interventions

The proposals for Commercial Street overlap with the proposals for the Farnsby Street/Milton Road corridor (Intervention E) and a consistent approach to the treatment of overlapping junctions will be necessary.



## Theme: Maximise Bus and Taxi Accessibility



### H: Fleet Street Bus and Urban Realm Enhancement

#### Scheme Description

The Bus Boulevard scheme (Intervention I) will improve bus interchange within the Town Centre and will necessitate some changes to service routing. Whilst not linked to the Bus Boulevard scheme, we will assess, with the bus operators and other stakeholders, the scope to introduce buses into Fleet Street, between Fleming Way and Holbrook Way. Retaining an attractive and safe pedestrian environment will be central to any proposals but initial studies indicate that a 3m corridor for buses can be accommodated without impacting on the streetscape or the safety of movement on foot. If appropriately designed, running low emission, single-deck buses through a street that will benefit most from an active frontage, will bring a degree of activity that will increase security and enhance the accessibility of the Town Centre.

The scope to introduce taxi services into Fleet Street will be considered, as will the scope to lift the restriction on cycling in this part of the pedestrianised area.

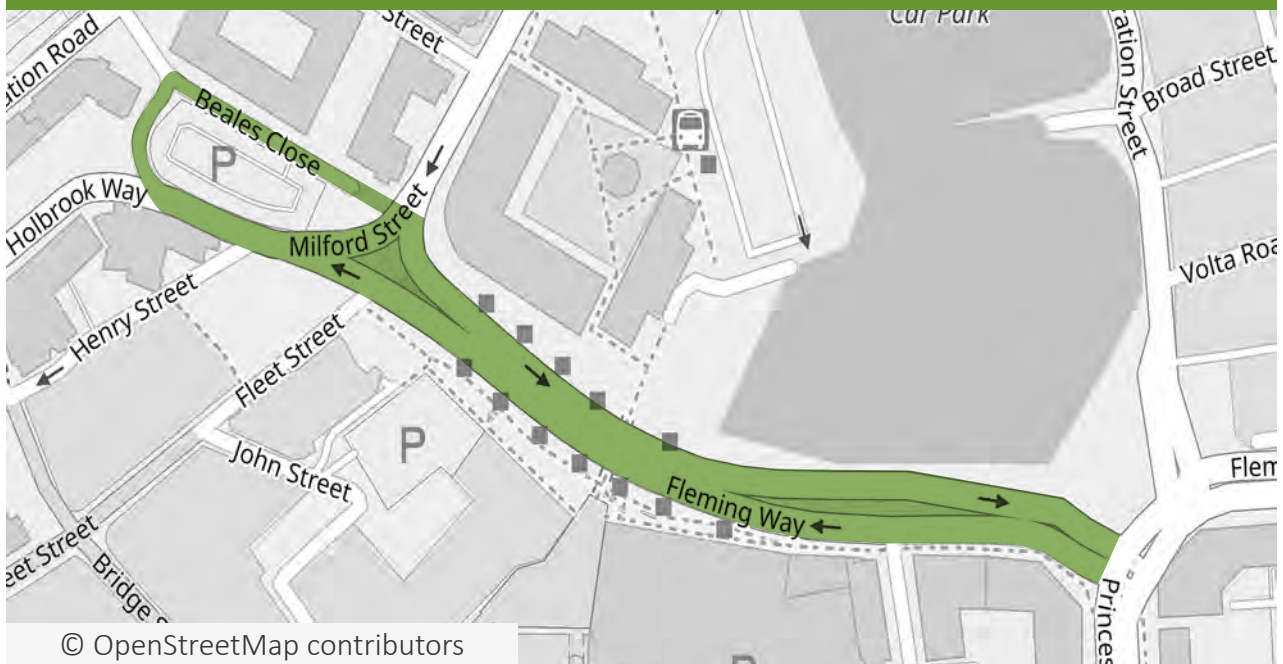
#### Alignment with Objectives

By delivering improved access to the Town Centre for bus passengers, this intervention directly contributes to Objective B. The associated opportunity to improve the attractiveness of Fleet Street responds directly to Objective E.

#### Interdependencies with Other Interventions

Introducing buses into Fleet Street will impact on the options considered for the Station Road/Holbrook Street corridor (Intervention F).

## Theme: Maximise Bus and Taxi Accessibility



### I: Bus Boulevard

#### Scheme Description

Town centre bus services (through and terminating services) now serve in part the bus station and in part Fleming Way, the latter accommodating a concentration of bus stops. This arrangement leads to a disconnect between services that weakens the offer to passengers. Furthermore, the existing bus station is in need of improvement in terms of its passenger environment and facilities. Addressing both of these weaknesses, it is proposed to construct a new bus stopping facility on Fleming Way that will accommodate all town centre bus services in one location, including town services, regional services and inter-regional services offered by National Express.

As well as providing a state-of-the-art bus facility, the Bus Boulevard scheme will deliver significant urban realm improvements, not least of which is the lowering of Fleming Way to allow the existing pedestrian subway to be replaced with a surface-level crossing.

The scheme offers significant scope for landscaping that will fundamentally change the environment in this part of the Town Centre.

To maximise the benefits to bus operations, general vehicle traffic will not be permitted to travel in this stretch of Fleming Way. Taxis will however be exempt from this restriction.

#### Alignment with Objectives

This intervention, through the delivery of improved bus facilities, directly addressed Objective B. The associated improvements to the urban environment will contribute significantly to Objective E.

#### Interdependencies with Other Interventions

The Boulevard proposals are reliant on a package of enabling highway referred to as Intervention D. Defining the eastern limits of the Boulevard, the Whalebridge junction (Intervention A) will require some level of reconfiguration as a direct result of the Boulevard scheme.



## Theme: Maximise Bus and Taxi Accessibility

### J: RTPI and Selective Detection

#### Scheme Description

The roll-out of Real Time Passenger Information displays at bus stops is being considered, pending a review of technical options and resources have not been available to move this forward. Opportunities to initiate selective detection of buses (and potentially taxis) have similarly failed to find resource to be taken forward. We propose to initiate a new multi-stakeholder working group to assess options and prepare a technical specification for a solution at key bus stops and junctions around the Town Centre.

The Working Group will be tasked with identifying both the form of technology used to deliver the necessary improvements in the passenger experience and the locations where it is to be employed.

#### Alignment with Objectives

This intervention is focused on improvement to bus services and therefore directly responds to Objective B.

#### Interdependencies

The Bus Boulevard (Intervention I) will include Passenger Information systems and the scheme's design will be informed by the output from this work.

### K: Improve Taxi Rank Provision

#### Scheme Description

Taxis play an important and valuable role within the Borough's transport system. They offer scope for movement for a wide range of journeys, including for those who do not have access to a private car and those who choose to live without a car. A successful taxi system is central therefore to supporting car-free living in the Town Centre. Through engagement with the Taxi Forum, we propose to review the location and quality of existing taxi ranks, to ensure that locations and design remain relevant to the needs of customers and the drivers who serve them. The scope of the scheme will include facilities for taxi parking and set-down arrangements.

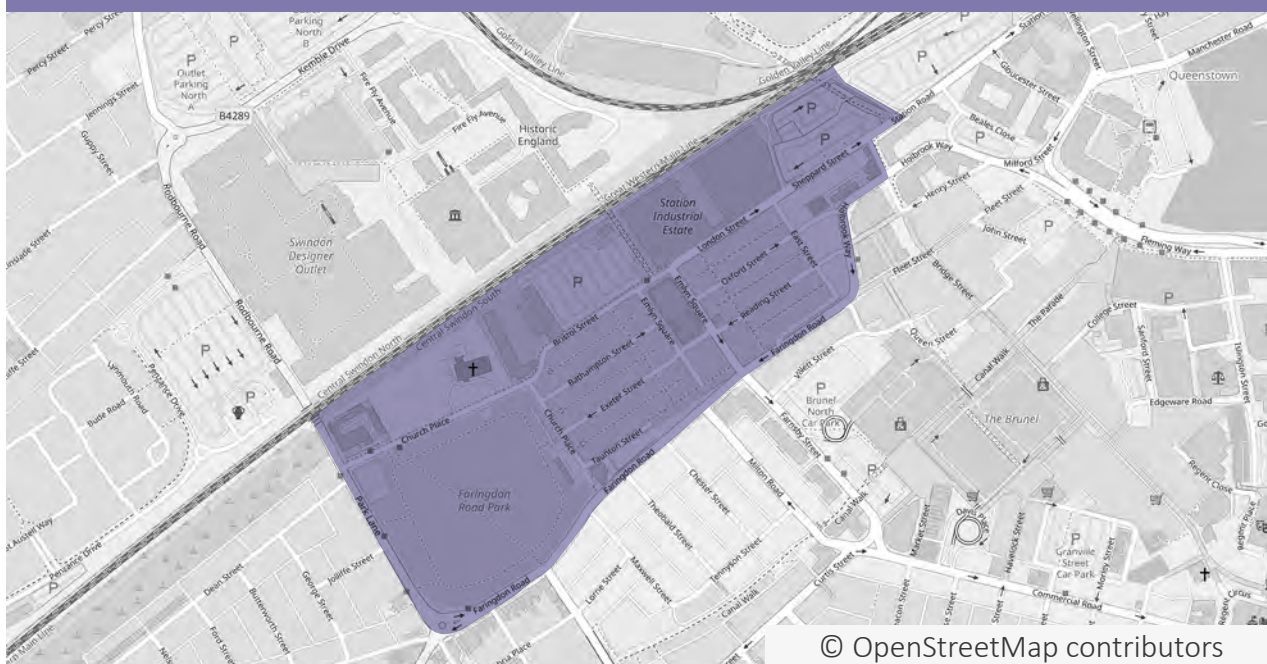
#### Alignment with Objectives

Taxis are an important element of the public transport system. Improving access to them supports Objective B.

#### Interdependencies

A number of highway schemes, including for example Interventions E, F, G and H and urban improvement schemes (Interventions P and Q) may include within them improved stopping and pick-up facilities for taxis.

## Theme: Improved Walking and Cycling Environment



### L: Heritage Action Zone Connectivity

#### Scheme Description

The Railway Village has been granted Heritage Action Zone (HAZ) status and an associated Historic England grant to support the delivery of an Action Plan for the HAZ that will deliver a number of objectives. Amongst the identified objectives for the Railway Village is an aspiration to increase its connectivity with the rest of the Town Centre, to be achieved through signage but more significantly, through the reconfiguration of streets and junctions to better connect the Village, on foot, with the heart of the central area to the southwest.

This project will focus on the Faringdon Road boundary of the Village, which is the cause of the most significant severance. Reconfiguration of the Faringdon Road junction with Milton Road will provide an enhanced gateway into the village, whilst also improving pedestrian access to the listed Health Hydro building.

Other proposals include the potential widening of the Station Road northern footway, which links the Village with the railway station.

#### Alignment with Objectives

These pedestrian network improvements respond directly to Objective A but also, less directly, to the broader town centre quality objective (Objective E).

#### Interdependencies with Other Interventions

Whilst the works to improve the HAZ gateways can be progressed independently, there are significant overlaps with proposals for Milton Road (Intervention E) and Station Road (Intervention F).

## Theme: Improved Walking and Cycling Environment

### M: Cycle Parking Review

#### Scheme Description

The attractiveness of cycling will be enhanced if at the end of journeys into the Town Centre, effective and attractive facilities for cycle parking are available. Working with the support of the Swindon Cycle Campaign, we will identify Town Centre 'gateway' locations, where demand for cycle parking will be concentrated. At those sites, cycle parking will be provided in accordance with a pre-defined specification, detailing the form of parking and associated shelter and security arrangements and electricity supply to charge electric cycles.

Recognising the needs of disabled cyclists, parking facilities will make provision for adapted cycles.

At gateway sites where cycle parking already exists, they will be upgraded to achieve the standards defined for new gateway sites. Retrofitting parking for adapted cycles will form part of that upgrade program.

#### Alignment with Objectives

Improving the safety and attractiveness of cycling as an active travel mode directly responds to Objective A.

#### Interdependencies

This intervention is linked to Intervention N, which seeks to improve cycle routes within the Town Centre and the accessibility of the gateway parking facilities, which will be an important cycle journey endpoint.

### N: Network Improvement

#### Scheme Description

Through the Local Cycle and Walking Infrastructure Plan (LCWIP) and in consultation with the Swindon Cycle Campaign, we will undertake an audit of the cycle route network within the Town Centre, identifying the scope to improve the network through works that include localised schemes to prioritise movement by bicycle. Where the identified network needs to be supplemented or changed, new infrastructure will be identified and the Borough Cycle Map updated accordingly. In a similar manner, an audit of the pedestrian route network will be undertaken, with a view to identifying the scope for improvements that will encourage walking into and within the central area. On the periphery of the Town Centre, improvement to the Old Railway Cycle Path will support improvement to air quality on Kingshill Road, whilst also increasing the accessibility of Old Town.

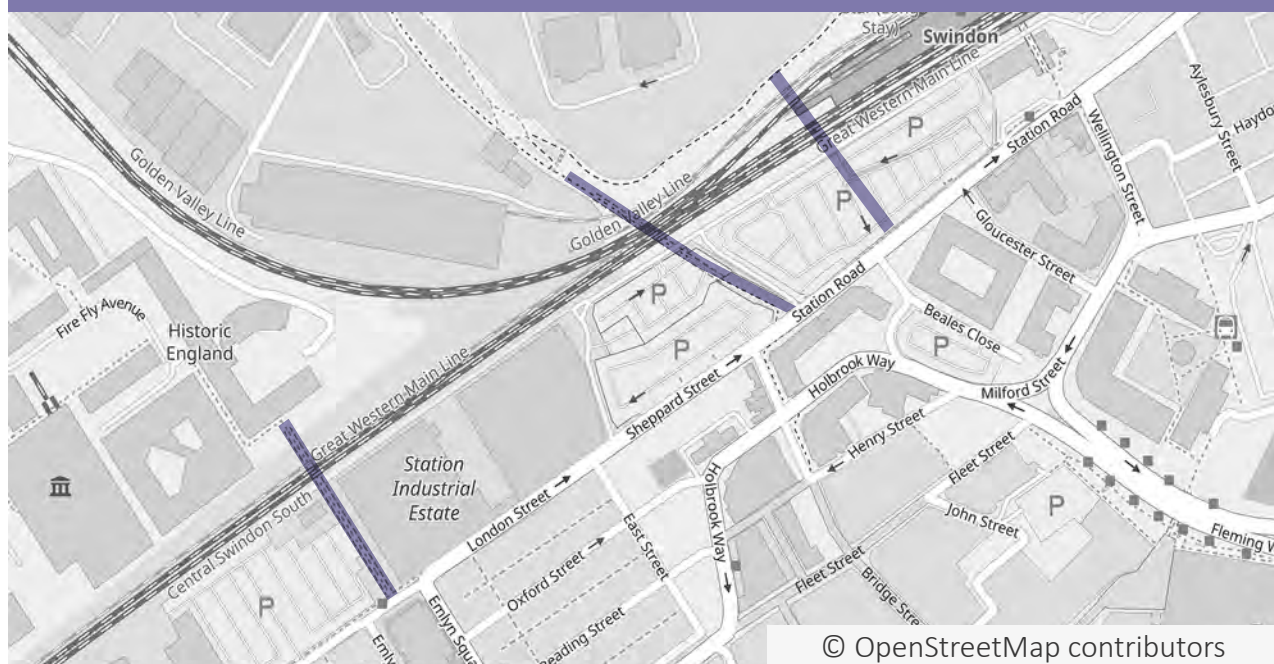
#### Alignment with Objectives

Improving the safety and attractiveness of active travel modes directly responds to Objective A. Improvements to the pedestrian environment will also support Objective E, which seeks to make the Centre a more attractive place to live and work.

#### Interdependencies

Intervention M complements this intervention by addressing the provisions for cycle parking. Measures to improve the Sheppard Street railway tunnel (Intervention O) – an element of the Western Flyer strategic cycle route – will contribute significantly to the same objective and forms a sub-element of this intervention.

## Theme: Improved Walking and Cycling Environment



### O: Cross-Railway Connectivity

#### Scheme Description

The elevated railway line creates a significant barrier to movement within the Town Centre. The London-Cardiff line effectively cuts the central area in two and the branch line to Gloucester further 'compartmentalises' land to the north of the railway. There are limited crossings of the railway available, for both cars and pedestrians/cyclists but these are infrequent and generally of relatively poor quality.

This intervention focuses on pedestrian and cycle movement across the railway and seeks to (a) improve existing pedestrian and cycle crossings and (b) investigate the scope for further crossings, with the overall objective of increasing the attractiveness of walking and cycling into the central area. Specifically we will assess the scope for improvement to the Bristol Street underpass, the Sheppard Street

underpass (forming also part of the Western Flyer cycle route) and working with Network Rail, the potential for a new subway west of the railway station. The redevelopment of Swindon railway station brings with it further options to introduce a new uncontrolled crossing of the railway line, although that is a longer-term aspiration.

#### Alignment with Objectives

Improvement to the convenience, quality and safety of walking and cycling responds directly to Objective A.

#### Interdependencies with Other Interventions

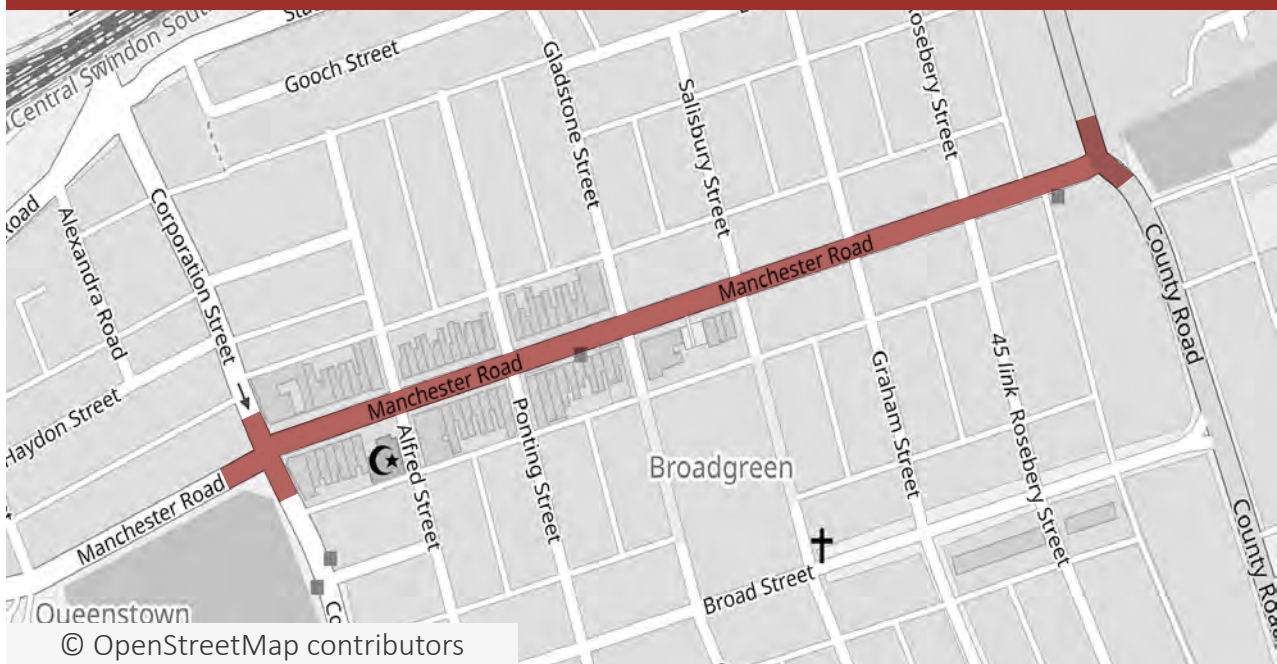
Intervention N involves more general improvement in walking and cycling infrastructure and will identify complimentary improvements, such as at the Cocklebury Interchange.







## Theme: Improved Public Realm



### P: Manchester Road Urban Realm Enhancement

#### Scheme Description

Manchester Road, between its junctions with County Road and Corporation Street, has a high-street character, with a range of retail and community outlets. As a result, there is a high level of pedestrian activity, short term informal car parking and vehicle servicing. The road is also an important and busy bus route and a significant highway corridor (see Figure 2). This dual function, as high street and movement corridor, gives rise to tensions arising from competing demands for limited highway space.

We propose to study the form and use of the street and by better understanding the available space and competing demands for that space, identify an optimum layout that best accommodates all of the functions of the street. The outcome will be an urban

environment scheme that improves the environment with better surface materials and landscaping, whilst making more defined provision for servicing and parking associated with the businesses along the road. The movement function of the road will be recognised and provisions for walking, cycling and bus users will be incorporated into the scheme.

#### Alignment with Objectives

This intervention is aimed primarily at Objective E but will contribute also to Objectives A and B.

#### Interdependencies with Other Interventions

Changes to the junction of Manchester Road with Corporation Street (Interventions C and D) will define a new entry into Manchester Road but the environmental improvement scheme is capable of implementation in isolation.

## Theme: Improved Public Realm



### Q: Wood Street Urban Realm Enhancement

#### Scheme Description

Wood Street is a one-way street that links High Street with Devizes Road but provides no highway function other than access. The street is characterised by a mix of shop and restaurant/café uses. During the day, it offers shopping opportunities and short-term on-street car parking supports that activity. In the evening, the street takes on a different character however, as pedestrian activity increases and taxi movement becomes a more significant element of the vehicle activity within the street. The street is also a significant urban realm asset and is used at various times for events, when it is pedestrianised for short periods.

We propose to review the nature of the use of the street, with a view to improving its 'place' function (see 3.7 above). The objective will be to reconfigure the streetscape to

increase its attractiveness to pedestrians, whilst retaining sufficient access function to serve the businesses that front the street. Facilitating taxi access is also an important aspect of any proposal. A range of options will be considered and consulted upon to ensure that an appropriate balance is reached between place and movement requirements of the street.

#### Alignment with Objectives

This intervention is targeted specifically at Objective E but makes some contribution to Objective A by seeking to make the street easier to negotiate for pedestrians and cyclists.

#### Interdependencies with Other Interventions

This intervention is independent of all other interventions and can be implemented in isolation without impact on its effectiveness or the effectiveness of any other interventions.



## Theme: Effective Car Parking

### R: Improve Evidence Base

#### Scheme Description

The Town Centre Parking Strategy of December 2017 concludes that there are significant gaps in understanding about the way in which existing car parks operate, in particular who uses them, for what purpose and for how long they stay. The Parking Strategy includes as a key action area, work to strengthen the evidence base, supporting better decision-making about the future of car parking in the Town Centre.

We will undertake a structured evidence gathering exercise, using a variety of techniques (including interviews), to secure a range of data that will be used to guide longer-term planning of the car parking stock.

#### Alignment with Objectives

This intervention will facilitate decisions about the improvement of the Town Centre car parking supply, directly supporting Objective F.

#### Interdependencies

This work will support other car parking actions, in particular Intervention S.

### S: Strategic Capacity Assessment

#### Scheme Description

The evidence gathering comprising Intervention R will inform an assessment of the future need for car parking in the Town Centre, with prediction of long and short stay parking reflecting other factors including regeneration proposals and wider changes in movement patterns.

The outcome of the study will be a target number of parking spaces, with differentiation between long and short term parking and spaces for Town Centre businesses. Capacity needs for a number of future horizon years will be highlighted. Recognising the potential loss of car parking associated with other Town Centre initiatives, the study will have due regard to changes in supply linked to other interventions.

Any identified excess of car parking represents an opportunity for better use of that land.

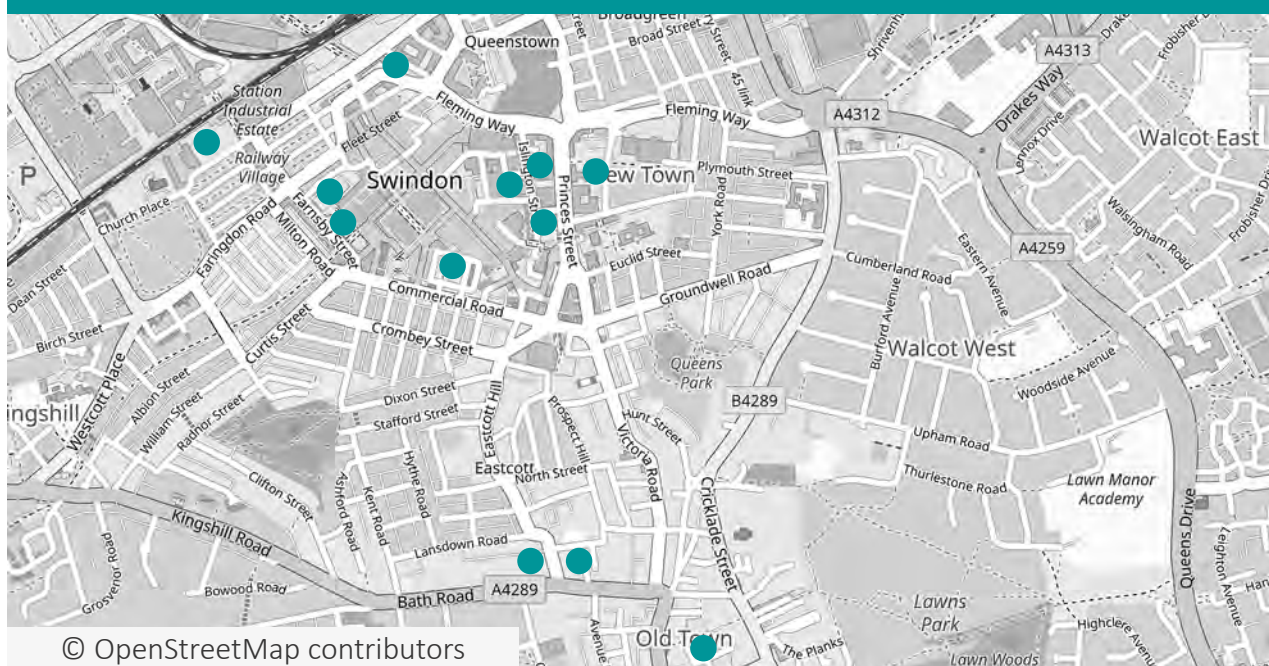
#### Alignment with Objectives

By establishing a target for the number of car parking spaces needed to accommodate future demand, this intervention support Objective F.

#### Interdependencies

This work is directly reliant on the output from Intervention R (Improve Evidence Base).

## Theme: Effective Car Parking



### T: Improve Car Park Quality and Safety

#### Scheme Description

The Town Centre now offers approximately 5,000 parking spaces in 20 public car parks, which vary considerably in their scale, their accessibility and their relative attractiveness. Whilst travel by car into the Town Centre is not encouraged, for some there will be no viable alternative and our objective is to ensure that our parking spaces are of a consistently high quality. This will not only make parking a safer and more comfortable experience but will reduce the occasions of people travelling unnecessarily long distances to reach more popular parking facilities.

We will audit all of our car parks for safety, attractiveness and useability. This will identify a series of improvements, from lighting to marking, payment systems, paintwork, signing and any other aspects that will improve the experience for car park users. We will also

review maintenance and security arrangements to establish the scope for improving the car park offer.

#### Alignment with Objectives

This intervention responds directly to Objective F.

#### Interdependencies with Other Interventions

Intervention U addresses routes to and from car parks and whilst these two interventions can be delivered independently, dealing with both in parallel will optimise the benefit to those who rely on our car parks.

## Theme: Effective Car Parking

### U: Enhance Accessibility

#### Scheme Description

Car parking can only play an effective role in the transport system if available spaces are easy to find and easy to use. We will review the routing of traffic to car parks as a basis for refreshing direction signing, introducing real-time, variable message signing where feasible, with a view to helping drivers locate available spaces.

In parallel, monitoring of occupancy will be introduced and pay-by-phone/app technology will be further exploited to support payment options that are most effective for users.

#### Alignment with Objectives

This intervention forms one of a number that will directly deliver Objective F.

#### Interdependencies

Ease of access to car parks and the associated reduction in unnecessary car movement due to searching will maximise the benefit arising from any and all of the Street Network proposals.

Ideally will be delivered in combination with Intervention T: Improve Car Park Quality and Safety.

### V: Increase Public Electric Vehicle Charging Point Supply

#### Scheme Description

The Borough Council strongly supports the adoption of electric cars and wishes to facilitate the growth in electric car ownership by making charging infrastructure available, especially to those who might not have access to charging facilities at their home. This will involve providing electric car charging points in streets and car parks accessible to all residents.

Working with power providers, we will identify locations for charging points and put in place the technology to allow those charging facilities to be easily used by qualifying residents.

#### Alignment with Objectives

By supporting primarily residents who do not have off-street parking, this intervention will increase travel mode choice for town centre residents, enhancing the attractiveness of town centre living (Objective E). Enabling ownership of electric cars aligns with broader policies relating to sustainable movement.

#### Interdependencies

Delivering charging facilities within public car parks contributes to the targeted outcome of Intervention T (Car Park Quality).





## Theme: Maximise Capacity of Great Western Way Corridor



### W: Event Management Plans

#### Scheme Description

The Retail Outlet Village at Rodbourne and the adjacent STEAM museum/event facility operate independently and during normal operation are the source of significant vehicle movements. At times of peak activity, such as shopping peaks or major events, vehicle activity increases and with it, associated congestion across a wide part of the highway network. When peaks in activity at the two establishments coincide, the impacts on the operation of the highway are particularly significant.

We will work with the management of both the Outlet Centre and the STEAM facility to develop one or more Event Management Plans that set out a program of actions to be implemented to manage movement to and from the area at times of peak demand. The Plans, once agreed by all parties, will provide a working document that set out procedures

to be initiated at particular times. The Plans will include measures such as improved public transport, localised traffic management measures and special parking charges but also other initiatives to manage the impacts of visitor traffic.

#### Alignment with Objectives

The Management Plans will reduce the negative impact of event traffic, responding to Objective E. Plan measures can also be expected to support walking and public transport for journeys to events, contributing also to Objectives A and B.

#### Interdependencies with Other Interventions

Whilst a Movement Strategy scheme, Event Management Planning also forms an element of the Rodbourne Area Action Plan (Intervention B).

## Theme: Maximise Capacity of Great Western Way Corridor



### X: Urban Traffic Management & Control (UTMC)

#### Scheme Description

The Great Western Way (GWW) forms the most significant Town Centre bypass and that critical function needs to be safeguarded and as far as possible strengthened. To do so, management of the corridor is necessary, alongside physical improvements at individual junctions (Intervention Y). Similar to the 'managed motorway' initiatives now being rolled out by Highways England, a UTMC system will allow strategic control of traffic signals and signing along the GWW corridor. Monitoring equipment will allow decisions about signal timings to be made in direct response to changing traffic patterns, allowing queues to be better managed for the benefit of the operation of the corridor as a whole.

Real-time flow and congestion information will be used to inform route signing, highlighting diversions when incidents occur.

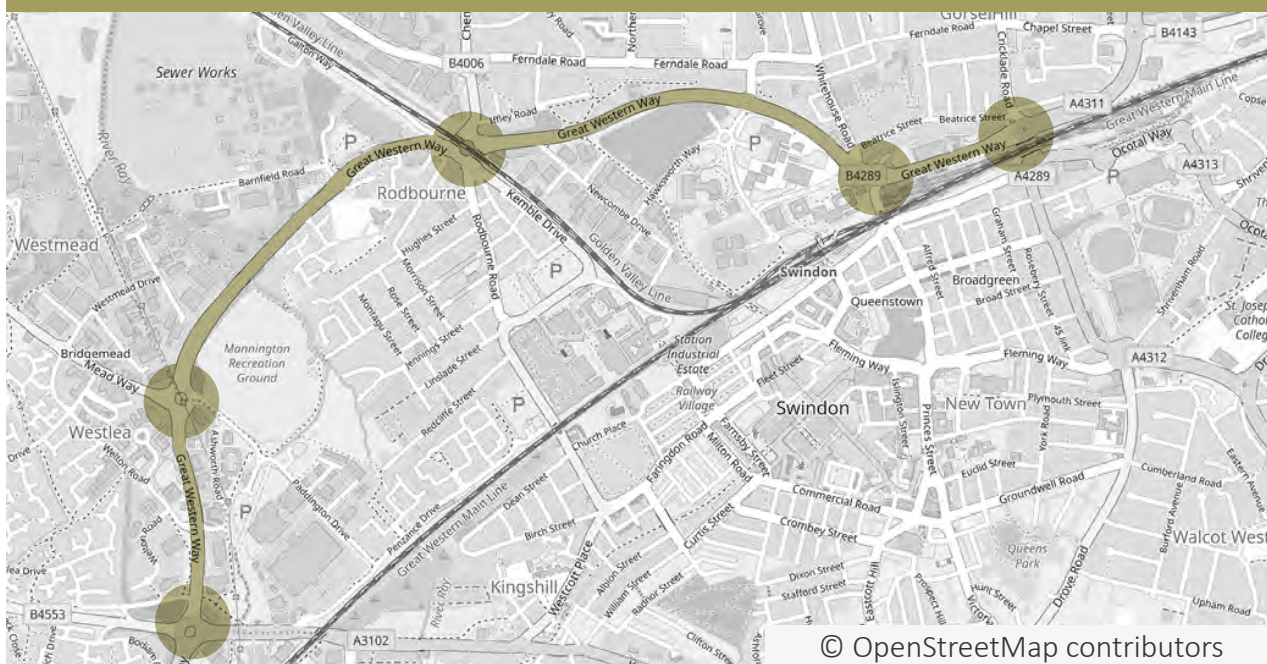
#### Alignment with Objectives

By facilitating vehicle traffic movement around the Town Centre, unnecessary vehicle movement within the central area will be reduced. This directly supports the stated Objectives C and D.

#### Interdependencies with Other Interventions

This Intervention supports and complements the work to improve particular junction bottlenecks (Intervention Y).

## Theme: Maximise Capacity of Great Western Way Corridor



### Y: Localised Capacity Improvements

#### Scheme Description

The ability of the Great Western Way to carry strategic traffic around the town centre is hampered by congestion at a number of junctions, particularly the Mead Way, Bruce Street and Transfer Bridges junctions. Without improvement to these junctions, there will continue to be pressure on movement through the central area.

Improvement options at a number of junctions around the Great Western Way corridor have been investigated in the past in the context of development schemes. In order to reinforce the role of the Great Western Way as a significant element of the Borough's highway network, a broader assessment of improvement options, offering long-term capacity benefits, will be undertaken by the Council. The objective will be to identify and implement improvements aimed at reducing queues and delays at the three bottlenecks.

Improvements will address not just increased vehicle traffic capacity but will also consider the ease of movement around and across the junctions on foot and by bicycle. Where appropriate, the scope to incorporate bus priority measures will be considered.

#### Alignment with Objectives

By facilitating vehicle traffic movement around the Town Centre, unnecessary vehicle movement within the central area will be reduced. This directly supports the stated Objectives C and D and indirectly, Objective E.

#### Interdependencies with Other Interventions

This Intervention supports and complements the UTM proposals (Intervention X). Where feasible, measures to facilitate prioritised bus movement will be incorporated (Intervention J).



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## Swindon Local Transport Plan Implementation Plan 2020/21

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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Author: Cabinet Member for Transport and the Environment  
Head of Highways and Transport

Wards: All

Parishes Affected: All

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### **1. Purpose and Reasons**

- 1.1 The report seeks approval for the adoption of the Local Transport Plan Implementation Plan for 2020/21 and for the Local Transport Plan Capital Programme budget apportionment for 2020/21.
- 1.2 The Local Transport Plan (LTP) is the principal means of delivering the Council's transport programme. It is the statutory document that contains the transport policies and programmes of the local transport authority. It is listed in Article 4 of the Council Constitution as a key document in forming the policy framework for the Council and it is subject to an annual report to the Cabinet in order to ensure transparency in the apportionment of the funding and aid the delivery of the programme.
- 1.3 The Local Transport Plan is the transport delivery plan for the wider strategic objectives of the Council. It supports and is consistent with the Vision for Swindon and the Council's planning policies; in particular the Local Plan and Central Area Action Plan. The Local Transport Plan has a key role in implementing the Corporate Plan's priorities and objectives, particularly in relation to the Vision for Swindon priorities.

### **2. Recommendations**

Cabinet is recommended to:

- 2.1 Approve the Local Transport Plan (LTP) Implementation Plan for 2020/21.
- 2.2 Approve the Local Transport Plan Capital Programme budget categories and total spend of £4.104 million for 2020/21, as detailed in Tables 1 to 7 of the Implementation Plan attached as Appendix 3.
- 2.3 Authorise the Head of Highways and Transport, in consultation with the Cabinet Member for Transport and the Environment to:
  - 2.3.1 Prioritise schemes in accordance with Vision for Swindon priorities,
  - 2.3.2 Approve scheme progression in accordance with the updated Protocol (attached as Appendix 2 and originally approved by the Cabinet in July 2010),

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- 2.3.3 Amend the Protocol to reflect changing job titles, organisational restructuring and improved input from and visibility to members
  - 2.3.4 Vary allocations between different budget categories,
  - 2.3.5 Approve variations in scheme costs,
  - 2.3.6 Add/substitute schemes, provided expenditure is contained within the approved total budget,
  - 2.3.7 Add additional schemes to the 2020/21 programme subject to receipt of the Pothole Action Fund allocation for 2020/21
  - 2.3.8 Progress delivery of the Local Highways Maintenance Challenge Fund schemes as set out in paragraph 3.18, including match funding of up to £0.97m of existing approvals within the capital programme, subject to a satisfactory review of the grant Terms & Conditions which have not yet been received by the Council
- 2.4 Authorise the Head of Highways and Transport, in consultation with the Cabinet Member for Transport and the Environment, to develop and submit a bid / bids during 2020/21 for relevant funding opportunities launched by Government, or other funding agencies, for transport schemes that will benefit Swindon and which are in accordance with Vision for Swindon priorities.
- 2.5 Agree to continue with the Highways and Transport Minor Works Requests process set out in Appendix 4.
- 2.6 Note progress on the review and refresh of the Local Transport Plan 3 document.

## 3. Detail

### Transport Strategic Overview

- 3.1 The current Local Transport Plan (LTP3) was approved by Cabinet on 9<sup>th</sup> March 2011 and by Council on 14<sup>th</sup> April 2011 (Cabinet Minute 94, 2010/11 and Council Minute 134 2010/11 refer). It sets out an overarching strategy document (covering the period 2011 to 2026) supported by nine thematic Supplementary Documents and an Implementation Plan.
- 3.2 The Local Transport Plan - LTP3 - is the delivery plan for the Council's wider Transport Strategy and supports and is consistent with the Council's planning policies; in particular the Local Plan and Central Area Action Plan as well as priorities around air quality, the local environment and quality of life.
- 3.3 A copy of the full Local Transport Plan Strategy document and supplementary documents is available on the Council's website. A summary document setting out the headline policies is included as Appendix 1.

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- 3.4 Transport patterns, demand and growth within Swindon have progressed significantly since 2011. Hence a review of the Council's transport strategy is required to tie in with these changes and also the Local Plan Review which is currently in progress. As indicated in the LTP Implementation Plan report considered by Cabinet on 20 March 2019 the existing LTP3 document is currently being reviewed and refreshed. Work is also underway on updating a number of other strategic plans which sit within the context of the LTP. These include the plans covering Road Safety and Network Management. Work around the review of the Town Centre Movement Strategy will be complete during 2020. This is the subject of a separate report to Cabinet.
- 3.5 An Implementation Plan is produced for each year, with indicative information for the following two years (a rolling three year programme) and is subject to annual approval by Cabinet.

## LTP Implementation Plan

- 3.6 At its meeting on 20<sup>th</sup> February 2020, Council approved the Capital Programme budget for 2020/21, (draft Minute 20, 2019/20 refers). This includes details of the overall Local Transport Plan grant funding for 2020/21 of £4,104k.
- 3.7 Allocation to both Maintenance and Integrated Schemes is detailed in Appendix 3.
- 3.8 The proposed Highways and Transport programme has therefore been developed within this total funding to ensure no further borrowing is required which would require a subsequent increase in debt charges.
- 3.9 The draft Implementation Plan for the period 2020/21 is included as Appendix 3, which sets out the proposed breakdown of the overall Highways and Transport capital budget across the different expenditure categories. In the absence of any firm funding notification beyond 2020/21 only an indicative allocation is shown for 2021/22 and 2022/23.
- 3.10 Individual schemes within the expenditure categories are authorised by the Head of Highways and Transport in consultation with the Cabinet Member for Transport and the Environment in accordance with the protocol first approved by Cabinet in July 2010 (Cabinet Minute 23, 2010/11 refers).
- 3.11 The latest version of the Protocol is included as Appendix 2. The Protocol will be further revised to reflect changing job titles, amendments arising from service efficiency driven re-organisations and improved input from and visibility to members. Schemes will be selected from the pool of schemes in each category up to the value of the available budget. Network deterioration and reprioritisation of schemes may create some changes in year and to future indicative programmes. It remains key to the Council's asset driven funding approach that

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maintenance schemes continue to be selected on a needs led basis in line with the Asset Management Strategy.

## Highway Maintenance

- 3.12 The Council is committed to the asset management principles set out in the Code of Practice (CoP), “Well Managed Highway Infrastructure” that came into being in October 2018. The Code’s aim is to deliver a more efficient and effective approach to the management of highway infrastructure assets through longer term planning and ensuring that standards are defined and achievable for available budgets. The individual asset allocations set out in Appendix 3 are influenced by a range of factors including the Performance Management Framework, a comprehensive review of asset data, consideration of lifecycle planning scenarios and customer feedback, in support of the Highway Asset Management Strategy approved by Cabinet in October 2015 and reviewed and updated in 2018. The programme is also developed in awareness of the wider ongoing programme of highway infrastructure schemes on the network.
- 3.13 The overall public satisfaction score for highways maintenance from the 2019 public satisfaction survey is the same as the national average of 51% and slightly improved from 2018 (49%).
- 3.14 Members should note that the Council’s capital grant settlement includes the maximum amount for authorities rated Level 3 through the DfT’s Local Highways Maintenance Incentive Fund. Level 3 is the highest level that an authority can achieve and ensures maximum grant funding is received from DfT. The authority has improved its asset management approach in recent years and maintained its Level 3 status since 2018. The DfT annual self-assessment questionnaire on which the bandings are based was submitted on 28<sup>th</sup> February 2020.
- 3.15 Indicative settlements received from government are adjusted in Swindon to reflect a greater emphasis on maintaining network condition. Appendix 3 tables 2 and 3 indicate the changes. Whilst the reactive element of network maintenance (repairing small potholes) is funded through revenue, there is scope for capital funding to contribute to routine maintenance through capitalised major patching support.
- 3.16 The DfT’s Pothole Action Fund remains in place until 2020/21 and it is anticipated that a similar allocation to that received in 2019/20 (£139k) would be provided to the Council when funding announcements are released at the start of the new financial year. Any amount would expect to be allocated in year through delegated authority to the Head of Highways and Transport in consultation with the Cabinet Member for Transport and the Environment.
- 3.17 The Council has approved a separate £7.2m project for the conversion of all street lights to LED. Work on site is due to commence imminently. A contribution

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from the street lighting allocation in Table 4 will be used to replace defective concrete or steel lamp columns as part of the conversion programme.

- 3.18 On 2<sup>nd</sup> March 2020 the Department for Transport (DfT) named Swindon Borough Council as one of 32 local authorities, which are set to benefit from £93.4m from the Local Highways Maintenance Challenge Fund. The grant funding, which totals £4.85m, cannot be used for ongoing repairs such as potholes. However, it will be used to carry out 21 major repairs on roads to the east of the town including significant repairs to Marlborough Road, the A361 Highworth Road, Queens Drive, Drakes Way and Oxford Road. Traffic signals will be upgraded at key junctions including at the Coate Water roundabout, the Great Western Hospital junction of the A4259 Marlborough Road, and the Frobisher Drive and New College junctions of Queens Drive. A significant proportion of the funding will also be spent on repairing and improving bridges and subways in Eldene, Dorcan and Covingham. This will involve waterproofing repairs and upgrading the cycleways within the underpasses. Some of the funding will be used to decommission two subways, including the one at Marlborough Road close to the Coate Water roundabout, which is prone to flooding. In addition to the £4.85m grant funding, the Challenge Fund project will be match funded by up to £0.97m of existing approvals in the capital programme. The grant terms and conditions have not yet been received by the Council. They will be reviewed and approved by the Head of Highways and Transport prior to starting the work programme.

## Integrated Schemes

- 3.19 Appendix 3, table 7 sets out the range of Integrated scheme headings (i.e. all those other than maintenance schemes) for 2020/21. In addition to the LTP programme there are schemes funded in whole or part by S106 developer contributions and Local Growth Fund relating to cycling, walking, public transport and traffic management.
- 3.20 In most cases it is not possible to list the exact schemes that will be completed as most are subject to a range of delivery risks and this allows the risks to the overall program to be managed effectively. Many involve consultation with the public, councillors and statutory bodies. Some require planning consent or are linked to other developments. Schemes that cannot be delivered in 2020/21 are likely to be carried forward to future years.

## Minor Works Requests

- 3.21 In addition to the approved annual programme of works Highways and Transport also receives a number of requests from Ward Members for minor works in their areas – usually arising from contact with local residents. In the previous LTP Implementation Plan report considered by Cabinet in March 2019 (Cabinet Minute 73, 2018/19 refers) Members agreed to continue with the annual Minor



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Works Request process on the same basis as set out at the Highways event for Councillors, which took place in September 2017.

- 3.22 To provide greater clarity and transparency for this process the details are set out in a briefing included with this report as Appendix 4.

## **4. Alternative Options**

- 4.1 The production of a Local Transport Plan is a statutory requirement for each local transport authority in England. Failing to produce and maintain a Local Transport Plan is not therefore an option. It is listed in Article 4 of the Council Constitution as a key document in forming the policy framework for the Council.
- 4.2 It is intended that LTP3 will be reviewed and refreshed during its life. There is therefore the option to review and refresh elements of the plan as appropriate.
- 4.3 An Implementation Plan associated with the statutory requirement for the Local Transport Plan is therefore also needed. Consistent with previous approaches an Implementation Plan has been prepared for 2020/21. The 2020/21 plan is presented to members at this time in order to maximise delivery time within year. Proposals for 2021/22 are expected to be brought forward in March 2021.
- 4.4 Alternative options to individual schemes within the Implementation Plan can be considered at the initial Business Case preparation stage. In so doing, there is a necessity to co-ordinate works with other supportive funding streams and strategic plans. Whilst, through consultation, specific schemes may change or be replaced the fundamental principles of delivering the Local Transport Plan Strategy approved by the Cabinet will be maintained.

## **5. Implications, Diversity Impact Assessment and Risk Management**

### Financial and Procurement Implications

- 5.1 The funding for the current proposed programme is met from LTP grant funding.
- 5.2 The Local Transport Plan Strategy document sets out the policy background for establishing the transport spending priorities of the Council to 2026. The overall Highways and Transport budget is subject to separate annual approval by Cabinet as part of the Council's overall Capital programme.
- 5.3 The Implementation Plan sets out a pool of schemes. The Local Transport Plan does not necessarily commit the Council itself to funding proposals contained within it. This will largely be dependent on the outcome of the funding settlements from central government and the availability of developer contributions and other grants and awards.
- 5.4 Contracts for works and services in the programme are procured in accordance with Council Standing Orders.

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## Legal and Human Rights Implications

- 5.5 The content of this report will not have a direct implication on human rights issues and it is believed to be compatible with Convention Rights.
- 5.6 There are no direct legal issues arising from the report. The production and adoption of the Local Transport Plan is a statutory duty covered by the Local Transport Act 2000 as amended by Part 2 of the Local Transport Act 2008. Local Highway Authorities have a duty of care under the Highways Act to maintain highways maintainable at the public expense.

## Climate Change Impact

- 5.7 The proposals would not bring a change in service delivery and Officers believe that there is no expected effect on the Council's carbon footprint.

## All Other Implications (including Staff, Sustainability, Health, Rural, Crime and Disorder)

- 5.8 A Strategic Environmental Assessment, Habitats Regulation Assessment and Health Impact Assessment have been carried out in accordance with legislative requirements. Consultation has taken place with the appropriate LTP statutory consultees. A Rural Supplementary document was produced as part of LTP3.

## Diversity Impact Assessment

- 5.9 A Diversity Impact Assessment (DIA) was completed for the overarching LTP Strategy in 2011. The DIA was reviewed and updated for 2015. This included a detailed analysis of the 2011 Census data. The conclusions were that:
- 5.9.1 Some equality groups have significantly lower levels of car ownership than the population generally and will therefore have different transport issues (eg more reliance on public transport, walking and cycling),
- 5.9.2 Caution should be used in applying "Swindon-wide" average figures for equality groups on a local basis, and
- 5.9.3 The concentration of certain groups into distinct parts of Swindon will mean that transport issues unique to those communities (e.g. non car ownership, reliance on public transport, concern over safety on-street at night) will be particularly emphasised in those areas
- 5.10 As a result transport officers planning and designing services and schemes for local areas should consider the detailed demographic data for those areas to ensure that particular and unique issues for any equality groups strongly represented locally are identified at an early stage. Locality based decision making over scheme prioritisation may provide an opportunity to address particular equality group issues at a local level.

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Further information on the subject of this report can be obtained from Philip Martlew, Direct Dial Telephone Number 01793 466369, [pmartlew@swindon.gov.uk](mailto:pmartlew@swindon.gov.uk).

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5.11 This DIA is available from the report author.

## Risk Management

5.12 A risk register is maintained for the overall LTP programme.

## **6. Consultees**

6.1 The Corporate Director of Finance and Assets (s151 officer) and Chief Legal Officer (Monitoring Officer) are consulted in respect of all reports.

## **7. Background Papers**

7.1 None

## **8. Appendices**

8.1 Appendix 1: LTP3 Strategy Summary

8.2 Appendix 2: Protocol for approving capital funded schemes

8.3 Appendix 3: LTP3 Implementation Plan 2020/21 – 2022/23

8.4 Appendix 4: Minor Works Requests process

## **9. Key Decision/Decision in Cabinet Work Programme**

9.1 This is a Key Decision and is included in the Cabinet Work Programme for March 2020.

# Swindon Local Transport Plan 2020/21

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## Appendix 1

### Swindon's third Local Transport Plan 2011-2026 Summary

#### Transport Mission for Swindon

The Mission for Swindon's third Local Transport Plan is to create:

*"A safe, effective and fit for purpose transport network that supports Swindon's ambitions for town centre regeneration and economic growth whilst protecting and enhancing quality of life and the environment for the benefit of local residents, visitors and businesses".*

It is intended that this vision will be delivered through the set of six transport policies detailed later in this document.

#### Challenges facing Swindon

Swindon's transport related problems and issues have been considered in the context of the national priorities for transport and wider local policies and goals, including the emerging "One Swindon" themes of the Sustainable Community Strategy. As a result, seven key transport challenges have been identified which the Local Transport Plan must address. A series of transport outcomes have been identified that will indicate that the challenges have been addressed. The challenges are:

- 1 – Optimising the operation of key strategic transport corridors and the local road network to allow the efficient and reliable movement of people and goods, which are vital for the economic prosperity of the area.
- 2 – Delivering transport measures and interventions that will accommodate housing and employment growth in an environmentally sustainable manner.
- 3 – Contributing towards carbon reduction targets by achieving a shift to a more sustainable transport network.
- 4 – Overcoming barriers and severance caused by key transport corridors and ensuring new developments are permeable for walking and cycling.
- 5 – Improving accessibility to/from the town centre, and ease of movement within it, to support regeneration of the town.
- 6 – Delivering transport solutions which are sympathetic to the local environment and do not adversely affect local quality of life.
- 7 – Reducing the negative health impacts of the transport system both in terms of road safety, air quality and the wider health effects of transport.

#### Transport Outcomes

The Local Transport Plan has defined seven outcomes that should be achieved in order to have addressed the seven key transport challenges listed above.

These outcomes define the policy framework for delivery. The table below details how the draft Local Transport Plan policies contribute to each of the outcomes.

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1. Improved journey time reliability for all forms of transport
2. Improved road safety
3. Increased overall share of journeys for public transport, walking and cycling
4. Reduced need to travel and reduced dependence on the private car
5. Improved accessibility
6. Improved local environment including air quality and quality of life
7. Improved access to Swindon Town Centre

## Transport policies

The six emerging transport policies that follow (Policies A-F) set out the policy framework through which the Local Transport Plan will seek to address the key transport challenges by achieving the desired transport outcomes.

For each policy there is an explanation of why that policy has been chosen, how such a policy can be achieved, and a description of the proposed measures by which it will be delivered.

### **Policy A – Optimise the capacity of the highway network and improve journey time reliability for all forms of transport.**

Increasing levels of congestion affect both the efficient operation of the main road network and journey time reliability, impacting on economic productivity and discouraging investment in regeneration and economic growth.

The Local Transport Plan will work to better manage the existing highway network to ensure that existing capacity is optimised and used efficiently. This will entail using the latest traffic signal control technology and other traffic management techniques. It will involve the provision of up to date and accurate information to allow people to make informed decisions about their travel choices. It must also include measures to improve the attractiveness of alternatives to driving alone, particularly at peak periods.

Delivery options include–

- The modernisation, removal, or conversion to part time operation of traffic lights where this will improve the operation of the highway
- Changes to road layouts and lane markings where this will improve the operation of the highway.
- Improve pre- and in journey travel information using static and mobile media
- Improve co-ordination of road works and management of special events
- Improve network resilience through planning for incidents and extreme weather events
- Priority measures for public transport services where they currently experience delays and unreliability on the network.

### **Policy B – Improve road safety**

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Road traffic collisions, as well as causing distress to those involved, also result in wider costs to society in terms of the cost of providing healthcare treatment to those injured, and loss of productivity. Accidents create tailbacks and delays that adversely affect journey time reliability.

The Local Transport Plan will seek to reduce incidences of speeding and unsafe road user behaviour through a range of education, engineering and enforcement measures. Particular attention will be given to improving road safety amongst vulnerable road users especially where this restricts their quality of life or travel choices.

Delivery options include–

- Speed management measures where excess speeds are identified as an issue.
- Traffic management measures where accident records indicate potential issues related to the highway infrastructure. Safer Routes to School schemes and School Safety Zones.
- Road Safety education and training.

## **Policy C – Achieve and sustain a high quality, resilient and well maintained highway network for all members of the community**

Physical highway infrastructure deteriorates with age and use, and as a result requires regular maintenance to ensure it meets the needs of users and provides for the safe movement of people and goods. The economy of Swindon and quality of life of its residents depends on having a well maintained highway network that can cater for the movement of people and goods. The condition of the highway network is under pressure as a result of increasing numbers of extreme weather events and maintenance is of importance in order to increase the resilience of the network.

Highway maintenance investment will be targeted where it is needed most, and in a way that will ensure value for money whilst protecting and enhancing the condition of the network. Decisions will be based on the principles outlined in the Transport asset Management Plan.

Delivery options include –

- Annual maintenance programme on classified (major) roads
- Annual maintenance programme on unclassified (minor) roads
- Reactive maintenance across the network
- Annual renewal programme for street lighting
- Annual programme of maintenance of highway structures
- Improvements to highway drainage at known flood risk locations.

## **Policy D – Integrate land use planning and transport to reduce the need to travel and mitigate the impact of new development on the transport network**

The location, scale, density and design of new development and the mix of land uses have a significant influence on the demand for travel. Encouraging development in the

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town centre, on brown field sites close to existing shops and services, and supporting, where viable, higher density, mixed use developments helps reduce the need to travel and the length of journeys, and makes it easier for people to walk, cycle or use public transport. It also reduces the need to fund expensive highway infrastructure.

The emerging Core Strategy will encourage mixed use developments to be brought forward in locations that are accessible by a range of travel methods. There will be encouragement to locate new housing and employment development within close proximity, to help reduce the need to travel and encourage the use of public transport, cycling and walking. Good design of residential developments will ensure that key services and facilities are provided locally and that neighbourhoods are walkable with good cycle and public transport links to nearby centres. Residential and workplace travel planning will be used to effectively manage the journeys created by development.

Delivery options include–

- The emerging Core Strategy
- Emerging town centre regeneration plans
- Developer contributions to mitigate the impact of new development on existing transport networks
- Residential Travel Plans
- Workplace Travel Plans.

## **Policy E – Deliver a high quality public transport network that is accessible, easy to use and supported by appropriate priority measures**

Improving the quality of public transport will widen travel choice giving a viable alternative to the private car for everyday journeys. For those without access to a car, buses and taxis are often the only realistic travel option for journeys to access goods and services. As Swindon town centre is regenerated more people will wish to access the area and it is essential that a good quality bus service is provided along the main corridors to the town centre. This will allow regeneration and growth to be accommodated while preventing deterioration of journey time reliability and the environmental impact of increased car use.

The Council will work closely with bus operators to support the commercial bus network. We will help plan and deliver service improvements and work towards a network of rapid transit corridors as economic growth progresses in future years. While focussed on the town centre the network will also cater for inter suburban journeys. The aim is to ensure that public transport provides a reliable and attractive alternative to the private car, with accurate and up to date information on how services are running. Measures will focus on improving the affordability, convenience and attractiveness of public transport.

Delivery options include–

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# Swindon Local Transport Plan 2020/21

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- Development of proposals for a rapid transit network focussed on the town centre and an orbital bus route for implementation as economic growth continues
- New bus exchange for the town centre
- Network management measures to address congestion at locations where bus services are delayed
- Expanded traveller pre and in journey information provision.

## **Policy F – Encourage behavioural change in transport by promoting alternatives to driving alone, and develop supporting infrastructure where appropriate**

Encouraging and making it easier for people to choose to walk, cycle or use public transport for everyday journeys offers a range of benefits for individuals and the transport network generally. By building increased physical activity, such as walking and cycling, into daily routines there are significant health benefits. An increased share of journeys undertaken by walking, cycling and public transport will reduce congestion and pollution on the road network, improving air quality and reducing accidents.

The Council will work closely with partners in the health sector (eg PCT), the bus operators, and the voluntary sector (eg Sustrans) to promote the full range of alternatives to driving alone. This work will also identify locations where additional supporting infrastructure is required.

Delivery options include–

- School Travel Plans
- Workplace Travel Plans
- Residential Travel Plans
- Personalised travel planning
- Car sharing schemes
- Improved cycle parking facilities
- Signing and way-finding for walking and cycling networks
- Promotional bus tickets
- Integrated travel information system through variety of media.

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## **Appendix 2 : PROTOCOL FOR APPROVING CAPITAL FUNDED HIGHWAYS & TRANSPORT SCHEMES**

- Report Local Transport Plan Implementation Plan to Cabinet.

- 
- Once approval given:

Officers produce outline business case, Stage 0, identifying an outline programme of potential schemes and all associated capital costs. This aligns with the Implementation Plan categories.

Following approval of Stage 0, officers produce more detailed business cases (Stage 1) and present to Officer Project Board for challenge, to ensure scheme is in line with policy.

Project Board Executive along with Project Board Members makes a recommendation to Head of Highways & Transport to agree stage 1 outline business cases. Head of Highways & Transport in consultation with the Cabinet Member for Transport and the Environment, approves schemes to move forward. (Business Case Approval Stage 1)

- 
- Officers develop business cases and projects, including consultation with local Ward Members.

When sufficiently prepared, business cases are presented to Officer Project Board, (Stage 2) to ensure scheme is still viable prior to scheme implementation. Taking into account the views of Ward Members and any other relevant observations.

Project Board Executive along with Project Board Members makes a recommendation to Head of Highways & Transport to agree stage 2 business cases. Head of Highways & Transport in consultation with the Cabinet Member for Transport and the Environment, approves schemes to move forward to implementation. (Business Case Approval Stage 2)

- 
- Regular project updates are added to SharePoint and are shared with Head of Highways & Transport and Project Board. Head of Highways & Transport advises Cabinet Members on key decisions/issues and all Members are provided with 6 weekly high level RAG reports. Ward Members to be kept informed as scheme progresses. Use of Members Bulletin where appropriate

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# **Swindon Local Transport Plan 2020/21**

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- NB (a) - Any comment relevant to the progression of a scheme(s) discussed with the Cabinet Members shall be recorded.
- NB (b) – Routine maintenance schemes will be presented for approval of both stage 1 & 2. Consultation will be with affected Ward Councillors when works are programmed.

# Swindon Local Transport Plan 2020/21

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## Appendix 3 – LTP Implementation Plan

### LTP3 Implementation Plan

#### 2020/21

This document sets out the highways and transport capital programme for 2020/21, with an indicative programme for 2021/22 and 2022/23.

Spending decisions for transport schemes are based upon the priorities set out in the main LTP strategy document, which in turn are based upon the wider priorities of the Council and its partners. The LTP priorities have been agreed in order to address the key transport issues identified in Swindon and their impact will be measured against a number of indicators and targets set out in the LTP.

Funding for transport comes from a number of sources –

- LTP Highways Maintenance Block Needs Formula
- LTP Integrated Block Needs Formula
- Pothole Action Fund
- National Productivity Investment Fund
- S106 developer contributions
- Local Growth Fund
- Borrowing

On 5 February 2020 Cabinet approved its Capital budget for 2020/21 including the overall Highways and Transport capital budget. This includes Local Transport Plan grant funding for 2020/21 of £4,104,000, as set out in Table 1.

The proposed Highways and Transport programme has therefore been developed within this total envelope of funding to ensure no further borrowing is required which would require a subsequent increase in debt charges.

Table 1 sets out the funding by budget heading of the overall budget. Funding allocations are split between various classes of maintenance schemes, with the remainder referred to as “integrated schemes” (i.e. all other schemes, including those related to passenger transport, walking and cycling, road safety and traffic management). The allocation to maintenance schemes reflects the priority given to maintaining highway infrastructure and avoiding a further increase in the backlog of maintenance of highways assets.



## Swindon Local Transport Plan 2020/21

**Table 1 – Capital funding received - by budget heading (£)**

<b>Budget Heading</b>	<b>Budget 20/21 (£)</b>	<b>Indicative 21/22 (£)</b>	<b>Indicative 22/23 (£)</b>
LTP – maintenance grant	2,726,000	2,726,000	2,726,000
LTP – integrated grant	1,378,000	1,378,000	1,378,000
<b>TOTAL</b>	<b>4,104,000</b>	<b>4,104,000</b>	<b>4,104,000</b>

Table 2 sets out the overall allocation for 2020/21 by activity as agreed by Cabinet at its meeting on 5 February 2020.

**Table 2 – Capital funding allocation by activity (£)**

<b>Activity</b>	<b>Budget 20/21 (£)</b>	<b>Indicative 21/22 (£)</b>	<b>Indicative 22/23 (£)</b>
Highway maintenance	3,269,000	3,269,000	3,269,000
Integrated schemes	835,000	835,000	835,000
<b>TOTAL</b>	<b>4,104,000</b>	<b>4,104,000</b>	<b>4,104,000</b>

Having reviewed the allocation in Table 2 it is proposed to further amend the allocation between Maintenance and Integrated schemes in 2020/21 as set out in Table 3. The split between maintenance and integrated schemes reflects the local priority given to maintaining highway infrastructure.

**Table 3 – Proposed Capital allocation by activity (£)**

<b>Activity</b>	<b>Budget allocation 20/21 (£)</b>	<b>Indicative 21/22 (£)</b>	<b>Indicative 22/23 (£)</b>
Highway maintenance	3,269,000	3,269,000	3,269,000
Car park maintenance	250,000	250,000	250,000
Integrated schemes	585,000	585,000	585,000
<b>TOTAL</b>	<b>4,104,000</b>	<b>4,104,000</b>	<b>4,104,000</b>

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## Swindon Local Transport Plan 2020/21

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### Maintenance schemes

Table 4 sets out the proposed split of maintenance schemes capital funding between the different categories.

**Table 4 – Maintenance Schemes – allocation by category**

<b>Activity</b>	<b>Indicative allocation 20/21 (£)</b>	<b>Indicative allocation 21/22 (£)</b>	<b>Indicative allocation 22/23 (£)</b>
Major Carriageway maintenance and surface dressing	635,000	772,000	772,000
Rights of Way Improvement Plan	125,000	75,000	75,000
Structural Maintenance	347,000	397,000	597,000
Pavement Condition Management	50,000	50,000	50,000
Street Lighting	810,000	810,000	560,000
Drainage	75,000	75,000	75,000
Minor road maintenance	811,000	674,000	674,000
Footway maintenance	231,000	231,000	281,000
Traffic Signals	150,000	150,000	150,000
Road Markings	35,000	35,000	35,000
<b>TOTAL</b>	<b>3,269,000</b>	<b>3,269,000</b>	<b>3,269,000</b>

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## Swindon Local Transport Plan 2020/21

Table 5 sets out the pool of maintenance schemes for 2020/21 to 2022/23. It is not possible to list the exact schemes that will be completed. Most are subject to a range of delivery risks and a pool of schemes allows the risks to the overall programme to be managed effectively. Schemes will therefore be delivered from this pool of schemes up to the value of the available budget in each category. Remaining schemes are likely to be carried forward to future years.

**Table 5 – Maintenance Schemes – Pool of schemes 2020/21 – 2022/23**

<b>Scheme</b>	<b>Costs (£) 20/21</b>	<b>Costs (£) 21/22</b>	<b>Costs (£) 22/23</b>
<b>Major Carriageway maintenance and surface dressing</b>			
A361 Lechlade Road, Inglesham - South of Inglesham Mill Bridge to north of C148 Junction and additional areas (Surface Treatment)	£120,000		
A4259 Queens Drive & Marlborough Road – Structural Patching Various Locations – Phase 2	£80,000		
A4361 Devizes Road, Wroughton – Church Hill to Elcombe (Surface Treatment)	£45,000		
C409 London Street & Sheppard Street (sections)	£85,000		
Surface Treatment Programme 2021/22: Pre-patching – Sites to be confirmed	£75,000		
Capitalised Major Patching Support	£100,000		
Direct Costs, Design & Consultancy Fees & Other Costs 2020/21 (including Project Delivery & HCW contribution)	£130,000		
A313 Ocotal Way - St Josephs HFS to Drakes Way (& patching A4312 Drakes Way – Ocotal Way to Penny Lane)	-	£95,000	-
B4143 Bridge End Road/Gipsy Lane - Elgin Drive to Railway Bridge (150m section)	-	£97,000	-
Surface Treatment Programme 2021/22: Surface Dressing/ Slurry Seal – Sites to be confirmed	-	£105,000	-
Surface Treatment Programme 2022/23: Pre-patching – Sites to be confirmed	-	£95,000	-
Carriageway Joint Sealing (various classified roads)	-	£65,000	-
Capitalised Major Patching Support	-	£140,000	-
Direct Costs, Design & Consultancy Fees & Other Costs 2021/22 (including Project Delivery & HCW contribution)	-	£175,000	-
Major Roads Resurfacing & Repair (sites to be determined) <sup>1</sup>	-	-	£200,000
Surface Treatment Programme 2022/23: Surface Dressing/ Slurry Seal (sites to be determined)*	-	-	£180,000
Surface Treatment Programme 2023/24: Pre-patching (sites to be determined) <sup>1</sup>	-	-	£77,000
Capitalised Major Patching Support	-	-	£140,000
Direct Costs, Design & Consultancy Fees & Other Costs 2022/23 (including Project Delivery & HCW contribution)	-	-	£175,000
<b>Total</b>	<b>£635,000</b>	<b>£772,000</b>	<b>£772,000</b>
<b>Minor road maintenance</b>			
Addison Crescent	£34,000	-	-
Belmont Crescent	£29,000	-	-
Bessemer Road East	£23,000	-	-
Birdcombe Road	£21,000	-	-
Carisbrook Terrace, Chiseldon	£33,000	-	-

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## Swindon Local Transport Plan 2020/21

Casson Road	£11,000	-	-
Church Place	£75,000	-	-
Cowleaze Crescent, Wroughton	£46,000	-	-
Crawford Close	£29,000	-	-
Ecklington	£24,000	-	-
Elmswood Close	£23,000	-	-
Faraday Road	£57,000	-	-
Grove Orchard, Highworth	£20,000	-	-
Pinnocks Place	£14,000	-	-
Pipitdene	£16,000	-	-
Radnor Street	£40,000	-	-
Radstock Avenue	£13,000	-	-
Raggett Street	£8,000	-	-
Redruth Close	£6,000	-	-
Stapleton Close, Highworth	£44,000	-	-
Pre-works patching for 2021/22 surface treatment	£60,000	-	-
Direct Costs, Design & Consultancy Fees & Other Costs 2020/21 (including Project Delivery & HCW contribution)	£185,000	-	-
Birch Street (section)	-	£24,000	-
Bourne Road (section)	-	£37,000	-
Cheney Manor Industrial Estate Road (section)	-	£135,000	-
Cloudberry Road	-	£9,000	-
Davenham Close	-	£5,000	-
Exeter Street	-	£18,000	-
Hampton Drive Estate (various)	-	£25,000	-
Huntley Close	-	£8,000	-
Kennett Road	-	£12,000	-
Lonsdale Close	-	£7,000	-
Orkney Close Area	-	£21,000	-
Richmond Road	-	£35,000	-
Southernwood Drive	-	£24,000	-
Speedwell Close	-	£6,000	-
Springhill Close	-	£12,000	-
Station Road, Highworth	-	£36,000	-
Stonecrop Way	-	£13,000	-
Stuart Close	-	£6,000	-
Westcott Street	-	£17,000	-
Willowherb Close	-	£14,000	-
Pre-works patching for 2022/23 surface treatment	-	£70,000	-
Direct Costs, Design & Consultancy Fees & Other Costs 2021/22 (including Project Delivery & HCW contribution)	-	£140,000	-
Minor Road Resurfacing & Repair (sites to be confirmed) <sup>1</sup>	-	-	150,000
Minor Road Capital Patching (sites to be confirmed) <sup>1</sup>	-	-	70,000
Minor Road Surface Treatment (sites to be confirmed) <sup>1</sup>	-	-	254,000
Pre-works patching for 2023/24 surface treatment <sup>1</sup>	-	-	60,000
Direct Costs, Design & Consultancy Fees & Other Costs 2022/23 (including Project Delivery & HCW contribution)	-	-	£140,000
<b>Total</b>	<b>£811,000</b>	<b>£674,000</b>	<b>£674,000</b>
<b>Footway maintenance</b>			
Abington Way	£29,000	-	-
Carisbrook Terrace	£12,000	-	-
Coln Crescent	£32,000	-	-
Davenham Close	£22,000	-	-

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## Swindon Local Transport Plan 2020/21

Harrow Close	£6,000	-	-
Stratton Road (sections)	£30,000	-	-
Tyneham Road	£16,000	-	-
Cycletrack: Uxbridge Road to Whitehill Way (section)	£34,000	-	-
Direct Costs, Design & Consultancy Fees & Other Costs 2020/21 (including Project Delivery & HCW contribution)	£50,000	-	-
Crombey Street (sections)	-	£43,000	-
Crosswood Road	-	£7,000	-
Kipling Gardens & Lansbury Drive	-	£14,000	-
Lakeside	-	£21,000	-
Poulton Street	-	£9,000	-
St Margarets Road	-	£47,000	-
Wheeler Avenue	-	£40,000	-
Direct Costs, Design & Consultancy Fees & Other Costs 2021/22 (including Project Delivery & HCW contribution)	-	£50,000	-
Footpath/ Cycletrack reconstruction (sites to be determined) <sup>1</sup>	-	-	£80,000
Footpath slurry seal (sites to be determined) <sup>1</sup>	-	-	£140,000
Direct Costs, Design & Consultancy Fees & Other Costs 2021/22 (including Project Delivery & HCW contribution) <sup>1</sup>	-	-	£61,000
<b>Total</b>	<b>£231,000</b>	<b>£231,000</b>	<b>£281,000</b>
<b>Pavement Condition Management</b>			
UKPMS	£50,000	£50,000	£50,000
<b>Total</b>	<b>£50,000</b>	<b>£50,000</b>	<b>£50,000</b>

Note 1: Following recent implementation of the new risk based code of practice, 'Well Managed Highways', there is an ongoing review of the Borough's highway network hierarchy that will be completed later this year. This will affect a large number of the Borough's roads and footways, and will significantly change the Borough's capital works priorities. As such, no named sites/ schemes are included for 2022/23 at present.

<b>Scheme</b>	<b>Budget (£) 20/21</b>	<b>Costs (£) 21/22</b>	<b>Costs (£) 22/23</b>
<b>Rights of Way</b>			
Footbridge replacements	35,000	35,000	35,000
Public Bridleway 1 Wroughton – surface improvements	50,000		
Route improvements and signposting	40,000	40,000	40,000
<b>Total</b>	<b>125,000</b>	<b>75,000</b>	<b>75,000</b>
<b>Structural maintenance</b>			
Structures Backlog Maintenance	75,000	100,000	150,000
Waterproofing & Joint replacement schemes	40,000	150,000	250,000
Steel bridges painting major maintenance schemes	15,000	127,000	177,000
Principal / Special Inspections / Assessments	52,000	20,000	20,000
Lynt Bridge strengthening	165,000		
<b>Total</b>	<b>347,000</b>	<b>397,000</b>	<b>597,000</b>
<b>Drainage</b>			
Bruce Street Bridges, Phase 2 – Survey and clean highway drainage and flood mitigation assets	27,125		

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## Swindon Local Transport Plan 2020/21

Stratton Road – Survey and repair highway drainage system to prevent surface water surcharging onto the highway	24,200		
Work with the EA to de-silt and repair culvert on the Wroughton Brook - at Perry's Lane, Wroughton following major highway flooding in December 2019 and at Blackhorse Way/canal as required	23,675		
Investigate reports of flooding in accordance with the Local Flood Risk Management Strategy; repair existing assets; carry out flood mitigation works or develop business cases to request external funding where possible.		75,000	75,000
<b>Total</b>	<b>75,000</b>	<b>75,000</b>	<b>75,000</b>
<b>Street lighting</b>			
Various columns to be replaced as prioritised using a risk based approach following: <ul style="list-style-type: none"> <li>The completion of the annual cyclic structural testing and inspection programme.</li> <li>Structural inspections to facilitate the LED refurbishment programme</li> <li>Enhanced BSEN40 tests to assess the safety of lighting columns with existing or proposed attachments</li> </ul>	745,000	770,000	520,000
Wichelstowe column access upgrades	25,000		
PCN infrastructure maintenance	40,000	40,000	40,000
<b>Total</b>	<b>810,000</b>	<b>810,000</b>	<b>560,000</b>
<b>Traffic Signals (upgrades)</b>			
Cirencester Way / Cricklade Road	38,000		
Lechlade Road / Vicarage Lane - Highworth	27,000		
Beechcroft Road / Foxley Close	27,000		
Rodbourne Road / (Swindon Designer Outlet)	27,000		
Victoria Road / Bath Road	31,000		
Rodbourne Road / Hughes Street		27,000	
Park Lane / Church Place		90,000	
Wootton Bassett Road / Telford Way		33,000	
Barnfield Road			30,000
Victoria Road / Dumbarton Terrace			30,000
Ashington Way			30,000
Emlyn Square			30,000
Cricklade Road / Whiteman St			30,000
<b>Total</b>	<b>150,000</b>	<b>150,000</b>	<b>150,000</b>

Note: The traffic signal upgrade programme has been developed to compliment planned major projects likely commence during the 3 year indicative cycle. In the event that some projects do not proceed, a risk based approach will be taken to divert funding to refurbish infrastructure that would otherwise have been replaced as part of the scheme.

Further information on the subject of this report can be obtained from Philip Martlew, Direct Dial Telephone Number 01793 466369, [pmartlew@swindon.gov.uk](mailto:pmartlew@swindon.gov.uk).



## Swindon Local Transport Plan 2020/21

<b>Road Markings</b>	<b>Budget 2020/21 (£)</b>	<b>Allocation 2021/22 (£)</b>	<b>Allocation 2022/23 (£)</b>
Road markings refresh	35,000	35,000	35,000
<b>Total</b>	<b>35,000</b>	<b>35,000</b>	<b>35,000</b>

**Table 6 - Car park maintenance schemes 2020/21**

<b>Scheme</b>	<b>Budget 2020/21 (£)</b>	<b>Allocation 2021/22 (£)</b>	<b>Allocation 2022/23 (£)</b>
MSCP backlog maintenance works	150,000	200,000	200,000
Brunel North Stair tower enclosure refurb (additional to 19/20)	50,000		
Surface level car park asset collection and maintenance demand study	50,000	50,000	50,000
<b>Total</b>	<b>250,000</b>	<b>250,000</b>	<b>250,000</b>

### Integrated schemes

This section sets out the range of Integrated schemes (i.e. all those other than maintenance schemes) for 2020/21. In addition to the LTP programme there are schemes funded in whole or part by S106 developer contributions and Local Growth Fund relating to cycling, walking, public transport and traffic management.

For each category, schemes will be selected from the pool of schemes up to the value of the available budget.

In most cases it is not possible to list the exact schemes that will be completed as most are subject to a range of delivery risks and a pool of schemes allows the risks to the overall program to be managed effectively. Many involve consultation with the public, councillors and statutory bodies. Some require planning consent or are linked to other developments. Schemes that cannot be delivered in 2020/21 are likely to be carried forward to future years.

Table 7 sets out the Integrated schemes to be funded by LTP grant allocated in 2020/21. The allocation figures include staff costs for the planning, design, management and supervision of the programme of schemes. They do not just cover works costs.

## Swindon Local Transport Plan 2020/21

**Table 7 – Integrated Schemes**

<b>Scheme</b>	<b>Budget Allocation 20/21 (£)</b>	<b>Indicative allocation 21/22 (£)</b>	<b>Indicative allocation 22/23 (£)</b>
Traffic management and road safety schemes identified through prioritisation assessment process	585,000	585,000	585,000
<b>TOTAL</b>	<b>585,000</b>	<b>585,000</b>	<b>585,000</b>

In addition, on 5 February 2020 Cabinet approved its Capital budget for 2020/21 which included a number of additional highways and transport capital schemes funded from its own resources as set out in Table 8.

**Table 8 – Additional Council funded Schemes**

<b>Scheme</b>	<b>Budget Allocation 20/21 (£)</b>	<b>Indicative allocation 21/22 (£)</b>	<b>Indicative allocation 22/23 (£)</b>
John Street car park demolition	700,000		
Rodbourne Road Highways Improvements	525,000		
School safe environment zones	100,000	100,000	100,000
Traffic signal LED conversion	193,130		
<b>TOTAL</b>	<b>1,518,130</b>	<b>100,000</b>	<b>100,000</b>

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## **Appendix – 4**

### **Highways & Transport – Minor works requests process**

This briefing outlines how Highways & Transport officers deal with requests from Ward Members for minor schemes or minor works.

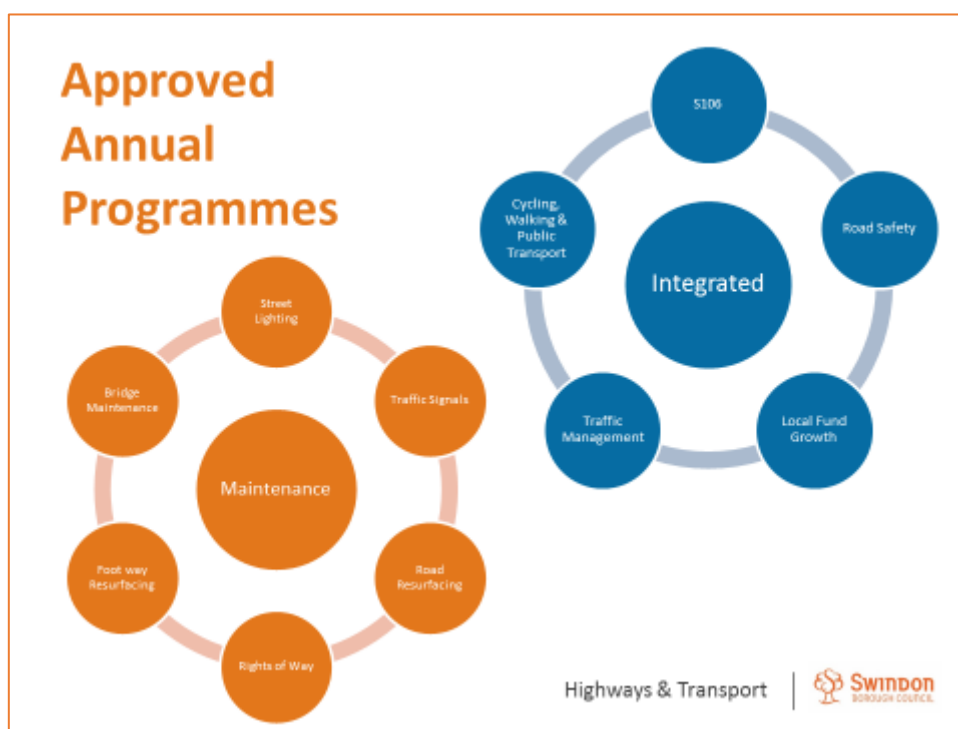
Minor works would include issues such as parking restrictions, speed limits, weight limits, road markings, road signs, safety features – on local roads.

#### **Background**

Each year Cabinet agrees a Capital programme across the Council. This includes a programme of highways and transport capital works funded from central government Local Transport Plan grant. This consists of 2 categories –

- Maintenance – road resurfacing, street light, bridges and structures
- Integrated – everything else, including road safety schemes, traffic management, bus priority, cycling and walking infrastructure

In addition there are a number of other funding streams for highway projects such as S106 funded schemes for new developments, Local Growth Fund schemes funded through the Local Enterprise Partnership.



These programmes support the funding of many of the staff resources in Highways and Transport. Having been set these projects as priorities by the Council – clearly delivery of these programmes is prioritised by officers. As such they have the first call on available staff resources.

However, Ward Members have local issues that are raised during the year and expect a route through which those issues can be addressed.

Until March 2016 there was a Highway Locality Fund – a programme that existed in order to allow Ward Members to progress minor works in their areas that were a priority for the local community – but were not included in any other programme. In response to finance and resource pressures Cabinet chose not to continue the programme in 2016/17.

### **Current process**

For requests from Ward Members for minor highway works in their area this briefing aims to provide some clarity and transparency on the process that is in place. There is no specific staff resource or capital funding budget to deal with minor works requests. Priority is given, through the approved programmes to deliver Corporate Pledges and priorities around

- Growth and regeneration
- Primary roads
- And dealing with locations with a history of injury collisions

Local issues on minor roads – usually in residential areas -therefore need to be balanced against these corporate Pledges and priorities. We therefore operate a process to assess these requests and prioritise delivery where resources allow.

Requests need to be Ward specific and not on the strategic highway network.

For maintenance issues relating to roads and pavements, street lights, bridges and structures – each area has its own intervention criteria – and any requests will be assessed against the published criteria.

For requests for pedestrian crossing facilities – there is a separate, annual process-where requests are assessed using an agreed set of criteria to indicate the degree of conflict between vehicle and pedestrian movements. The results of this review include recommendations over sites that could be taken forward based upon meeting those criteria.

For sites where there is already a history of injury collisions – there is an annual road safety review which considers data from the Police on injury collisions and seeks out geographical or thematic patterns. From this analysis potential measures are drawn up to address the specific causes.

The issues most frequently raised by Ward Members include requests for signs and road markings, speed limits, weight limits and parking problems. Ward Members receive requests from many sources and these are often referred to as “casework”.

Officers ask for requests for local highway works to come through Ward Members as they are best placed to know what the issues are in their area, what the wider community is thinking – not just the person asking for something, and to know what the priorities are – as officers are unable to address every request. It is therefore helpful for Ward Members to be clear about what requests they support.

### **Two stage process**

The process is that requests come to us from Ward Members through Members Hotline indicating support.

#### **Stage 1**

- Officers carry out a simple initial assessment to see if it is appropriate for this process – or whether it should be submitted to an alternative programme.

- Officers give feedback at that stage

If appropriate the proposal is added to the list of Member requests to be considered in more detail. The aim is to review requests every six months against a set of criteria. Reviews will be in March and September – to inform the six month works programme commencing in April and October.

For some requests at this stage – it may be more appropriate for them to be directed to other programmes or processes or to be considered for longer term action as part of larger schemes.

## Stage 2

Officers then carry out the main assessment – using the criteria summarised here

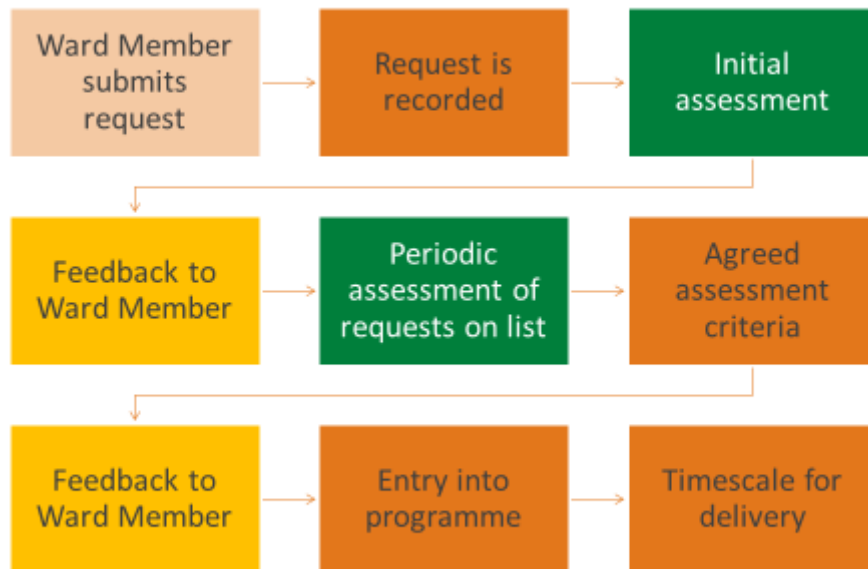
- Is there clear evidence as to what the problem is that needs to be solved?
- Will a solution provide benefit to the wider community?
- Will the solution have widespread community support?
- Can improvements to road safety or congestion be achieved?
- Does it simply move a problem elsewhere?
- Does it create significant additional assets to manage?
- Does it comply with national regulations and guidance?
- Is it proportionate in terms of officer time and resources relative to the problem or issue?

Ward Members will then be informed of the outcome of this process with the final decision made by the Head of Service under delegated powers in consultation with the appropriate Cabinet Member. Ward Members have the opportunity to ask the Head of Service to review the decision.

Ward Members will be advised of schemes that have been included in the works programme for the next delivery period and, where possible, given an indication of delivery timescales.



## Minor Works Process



Highways & Transport



## Swindon Heritage Action Zone Progress Report

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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Author:	Cabinet Member for the Town Centre, Cabinet Member for Strategic Planning, and Cabinet Member for Corporate Services and Operational Excellence Head of Planning, Regulatory Services and Heritage & Head of Property Assets
Wards:	Rodbourne Cheney, Central and Mannington & Western
Parishes Affected:	Central Swindon South and Central Swindon North

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### **1. Purpose and Reasons**

- 1.1 This report provides an update on the progress being made on two of the key Heritage Action Zone (HAZ) projects: the Health Hydro and the Mechanics' Institute, and makes recommendations for taking these projects forward. The report also provides recommendations as to how the Council can maximise the benefits arising from the HAZ.
- 1.2 Heritage Action Zones are a flagship Historic England initiative to drive heritage led regeneration of under used historic areas. Swindon's Railway Heritage Area is only the second place in the south west to achieve this designation.
- 1.3 Through the HAZ, Swindon is securing funding and technical expertise from Historic England to deliver the regeneration of Swindon's Railway Heritage Area. The aim of the HAZ is to deliver a suite of projects, which together, will transform the Swindon's Railway Heritage Area into an attractive, vibrant, heritage destination with a national profile. In so doing, the HAZ would deliver significant social and economic benefits to Swindon.

### **2. Recommendations**

#### The Committee is recommended to:

- 2.1 Agree the long term vision for the Health Hydro outlined in para 3.16 and 3.17 of this report, and to authorise officers to identify further opportunities to secure additional funding to deliver the long term vision;
- 2.2 Agree to the proposed way forward to secure a viable new use, and restoration of the Mechanics' Institute as set out in paras 3.30 to 3.33 of this report, including preparation for a possible Compulsory Purchase Order;
- 2.3 Authorise the Head of Planning, Regulatory Services and Heritage to negotiate S106 development contributions from new residential development coming forward in the Town Centre on the basis of the principles set out in paras 3.48 and 3.49 of this report; and

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Further information on the subject of this report can be obtained from David Dewart, Direct Dial 07769 281 727, [ddewart@swindon.gov.uk](mailto:ddewart@swindon.gov.uk)

# Swindon Heritage Action Zone Progress Report

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- 2.4 Authorise the Head of Planning, Regulatory Services and Heritage to allocate the Swindon Heritage Action Zone grant funding in accordance with the Table at Appendix 1 to this report.

## 3. Detail

### Context

- 3.1 Across the UK successful town and city regeneration has drawn on heritage to recapture civic pride. By drawing on its heritage, a place can capitalise on what makes it unique to create a strong and distinct identity.
- 3.2 The aim of the HAZ is to use Swindon's rich railway heritage to turn the HAZ into a heritage destination with a national profile.
- 3.3 Currently, there are a number of attractions in the HAZ, such as STEAM, the Designer Outlet and the Health Hydro. However, these destinations are not inter-connected in terms of visits. The area does not function as a single, coherent, recognised destination.
- 3.4 The HAZ identifies 17 projects, which, amongst other things, will physically knit together the area and create a strong brand for the area.
- 3.5 Swindon has access to £2.1 million of Historic England grant funding to deliver the projects identified in the HAZ. £0.5m is allocated specifically to the Mechanics, Building. Just as importantly, Swindon has access to Historic England's corporate resources, including their heritage expertise and their experience in regeneration projects.
- 3.6 The Swindon HAZ was officially launched in June 2019 and will last for five years. A project officer was appointed in August 2019 to oversee delivery of the projects.
- 3.7 The heritage led regeneration enabled by the HAZ will help shape a more positive and distinct identity for Swindon. In so doing, the HAZ will support the town's economic growth by enhancing investor confidence and civic pride as well as securing long term support for significant historic buildings identified in the area.

### Improving Connectivity

- 3.8 The HAZ occupies a central location in Swindon Town Centre. The area contains the Outlet Centre and other key attractions, and immediately adjoins North Star and the Town Centre Central Business District. The Rail Station is also located nearby.
- 3.9 Regeneration of the HAZ will not only enable the HAZ area to realise its potential as a focus attraction for Swindon, but will also deliver wider benefits for the Town
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Centre by broadening and complementing the retail offer of the modern town centre.

- 3.10 There is funding through the HAZ to improve footways, install new signage and to enhance key areas of public realm. Through improving connectivity, the HAZ will play an integral role in bringing together the destinations that comprise the Town Centre's 'Golden Triangle' (The Central Business District, North Star and the Outlet Centre).
- 3.11 Four key routes have been identified for enhancement in the HAZ Delivery Plan:
- i. From the Designer Outlet across the Railway Works to the Bristol Street Tunnel
  - ii. Along Station Road from the station to the Carriage Works
  - iii. Reconnecting the Health Hydro to the Railway Village by relocating the crossing over Faringdon Road so that people arrive directly outside the Hydro.
  - iv. From the Town Centre via Fleet Street
- 3.12 This enhanced connectivity will also improve links to the Town Centre from North Star.
- 3.13 By helping to enhance routes the HAZ will assist in delivering the objectives of the Town Centre Movement Strategy.

## Key Buildings in the HAZ

- 3.14 The HAZ focuses on the area around Swindon's historic railway village. A delivery plan has been prepared to provide enhancements to key historic buildings such as the Health Hydro, the Cricketers Pub, the Carriage Works, the Mechanics' Institute and GWR Park.
- 3.15 Two notable HAZ projects are the Grade II\* Listed Mechanics Institute and Health Hydro buildings. There has been significant work to date in preparing a way to secure a viable long term future for these heritage assets which will be critical to the overall success of the HAZ.

## Health Hydro

- 3.16 In 2018, specialist Heritage Surveyors Fourth Street were appointed to undertake an Options Appraisal & Viability Report of the Health Hydro. Fourth Street identifies a vision for the future development of the Hydro, which foresees the Hydro once again being a centre for the health and wellbeing of the Swindon community. This would be achieved through an enhanced health and fitness provision (comprised of swimming, gym, group sessions and the Turkish and public baths) and wellbeing provision around complementary and alternative medicine (CAM) practitioners.

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- 3.17 The preferred option is full restoration, which would see further upgrades to the fitness, health & wellbeing offer at the Hydro, restoration of the small pool, restoration of the building's original "Victorian Splendour" and providing hydrotherapy facilities.
- 3.18 As part of the options appraisal, Greenwich Leisure Limited (GLL) - the operators of the Health Hydro - commissioned a condition survey of the building, which identified that just over £1m of investment in back of house plant and equipment work was needed. The cost of this essential work and the opportunity to improve facilities to make the building more attractive to customers informed how the £1.5m that the Council has committed to the building will be spent.
- 3.19 From this £1.5m, the following front of house improvements to the facilities will be delivered:
- 3.19.1 a refurbishment of the main reception area and the relocation and upgrade of the gym;
  - 3.19.2 a refurbishment of the 'wet side' changing rooms;
  - 3.19.3 a refurbishment of the Turkish Baths; and
  - 3.19.4 improvements to the kitchens and bathrooms on the 1<sup>st</sup> floor.
- 3.20 Officers are supporting GLL to prepare a detailed Scheme of Work, which may need adjusting upon receipt of accurate costings.
- 3.21 Cabinet is requested to agree the longer term vision for the Hydro. With the Council already having committed £1.5m, a further £5.5m would be required to deliver the full vision for the Hydro. Given the Grade II\* Listed status of the building, there is an opportunity to seek support from a range of funding sources, such as the Towns Fund Board, to provide funding to realise the vision for the Hydro.
- 3.22 The Health Hydro would require a three year work programme of renovations for the full upgrade of the building.

## Mechanics' Institution

- 3.23 The Mechanics' Institute is a Grade II\* listed building of national significance. The condition of the building is deteriorating and consequently it is a top priority on Historic England's Heritage at Risk Register and on the Theatres Trust Theatres at Risk Register. It is considered at risk due to neglect, decay or inappropriate development.
- 3.24 The importance of restoring the Mechanics saw the Cabinet Member for Town Centre set up a steering group in January 2019 to identify opportunities to bring the building back into use and to determine the works needed to achieve this.
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This group includes representation from the Council, Historic England, Mechanics Institution Trust (MIT) and the Theatres Trust.

- 3.25 Council officers have attempted to engage with the owner of the building, Forefront Estates Ltd, however, the owner was not forthcoming from the correspondence issued. In December 2019 the Council undertook works under a Section 215 Enforcement Notice to clear the site and is recharging the costs incurred to the owner.
- 3.26 A Condition Survey has been commissioned by the Council to provide an up-to-date understanding of the physical condition of the building. The report has been funded by Historic England. This survey, which will be completed shortly, will provide a clear understanding of the condition of the building. If required, the Council would serve the appropriate notice on the owner to undertake any works to repair building.
- 3.27 Fourth Street, in partnership with Donald Insall Associates and Ian Walker Associates, was commissioned by the Mechanics' Institution Trust in August 2019 (with funding support from the Architectural Heritage Fund and Theatres Trust) to undertake a viability assessment for the Mechanics' Institution.
- 3.28 A steering group, comprising Historic England, the Mechanics Institution Trust, the Theatres Trust and the Council oversaw the commission.
- 3.29 Fourth Street was requested to assess the viability and suitability of 3 options for the building: Theatre/Performance/Arts, Higher Education (including R&D) and Business/Conferencing.
- 3.30 Fourth Street concluded that a high quality, multi-purpose events venue (building on the Business/Conferencing option) was the option that best "responds to the partners' strategic aims and objectives while offering a solution that has a high probability of being funded and the strong potential to become financially viable in operation."
- 3.31 Fourth Street advised that key to its long-term financial viability in operation will be its attractiveness and suitability for staging meetings, conferences and wedding events. Fourth Street noted that "These will be the commercial bedrock that underpins its operational financial viability and enables it to operate as a multi-purpose venue, with a broader supporting range of arts, cultural, education and community programming." The capacity of the spaces and their offers would be designed to complement those available at STEAM, widening the appeal of this part of Swindon for events and responding to identified demand from large town centre organisations in order to grow this market overall.
- 3.32 Importantly, the spaces created would enable the Mechanics Institute to accommodate a range of community and social functions, with the spaces being available for weddings, proms, concerts, theatrical and other cultural uses.

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- 3.33 The estimated capital cost for implementing the scheme is £24.5m. This figure may change, dependent on the findings of the Conditions Survey.
- 3.34 Fourth Street has outlined a delivery programme of four and a half years. Added to this, however, will be the potential time necessary to secure ownership of the building and to raise the necessary capital funds.
- 3.35 Fourth Street has prepared a capital funding strategy, which proposes a funding mix that is 'catalysed by' a successful grant award from the National Lottery Heritage Fund's Horizon programme (assumed at around £9m). Fourth Street note that if this were not successful, the opportunity of securing a smaller NLHF grant, of up to £5m (from their main capital grants programme), is considered high given the nature of the project and the wide support from relevant local and national agencies. It will be necessary to consider the Mechanics' Institute alongside other strategically important heritage and culture projects within Swindon that may seek to access the same funding pots. This funding strategy will need to be further developed. An update on the funding strategy will be submitted to Cabinet by the end of 2020.
- 3.36 To secure the sustainable future of the Mechanics' Institute, there may be a requirement to make a Compulsory Purchase Order (CPO). However, before a CPO can be pursued, it is important that the full risks are mitigated. The Council will not initiate a CPO until such time as there is a third party with the necessary capacity and capabilities to restore the building.
- 3.37 Preparatory steps, include but are not limited to,  
- Engaging with third parties with an interest in the Mechanics  
- Drafting the necessary documentation to prepare the potential CPO
- 3.38 There are no cost implications at this stage in carrying out the preparatory works, which are being coordinated by the HAZ Project Officer, with technical assistance being provided by Historic England. If the decision is ultimately taken to pursue a CPO, the Council will incur legal costs in carrying out this work. This is estimated at £100k if the Council is required to instruct Counsel. This cost has the potential to be met from the HAZ grant funding.
- 3.39 Any CPO must be on the basis of a 'back to back' arrangement (explained below) being in place to enable a developer, voluntary sector body or other third party to take ownership of the building. The third party would require a full understanding of the condition of the building (a condition survey has been commissioned and will take place shortly). The Council would also need to carry out due diligence to ensure that the third party has the necessary capacity and capabilities to oversee restoration of the building. A further report would be brought to Cabinet to make a decision on whether to make a CPO by the end of 2020. The recommendation would be informed by whether a suitable third party has been identified. The CPO process can take up to two years to complete.
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- 3.40 There are numerous examples of where properties neglected by their owners have been acquired by Local Authorities using CPO powers and then passed on under the terms of a 'back to back' agreement, to either a developer or voluntary sector body for restoration. This arrangement would limit the risk to the Council as it typically involves entering into an indemnity agreement with the final purchaser, before the CPO process commences.
- 3.41 For example, Bristol City Council served a compulsory purchase order (CPO) to acquire Arnos Vale Cemetery before transferring management to the Arnos Vale Cemetery Trust (AVCT). This project was subsequently awarded £4.8m of funding from Heritage Lottery Fund (HLF) towards repair and restoration costs.
- 3.42 As a further example, the Denbigh Asylum was acquired by Denbighshire Council using CPO powers and transferred to a local developer working in partnership with North Wales Building Preservation Trust, to deliver a £30m+ scheme of 300 homes and over 1,100m<sup>2</sup> of commercial uses.

## Financing the HAZ

- 3.43 Historic England has made available £2.1m in grant funding towards the delivery of the HAZ projects, with £0.5m specifically allocated to the Mechanics.
- 3.44 The Council has already made over £7m in investments in the HAZ area. Projects supported by the Council include:
- 3.44.1 The Carriage Works Phase 1 (£4.6m)
  - 3.44.2 The Carriage Works Phase 2 (£2.61m)
  - 3.44.3 The Health Hydro (£1.5m)
  - 3.44.4 1-3 Faringdon Road (£1.247m)
  - 3.44.5 Mechanics Urgent Works (c£1m)
- 3.45 In addition, the Council's investment in the Carriage works has secured an additional £1.35m investment by the Royal Agricultural University to establish the Cultural Heritage Institute (CHI). Discussions on a CHI phase 2 are underway.
- 3.46 Additional funding will be required to enable the HAZ area to realise fully its potential, and officers will continue to identify grant availability for this, such as through the Local Transport Plan, National Lottery Heritage Fund, the Towns Fund and the Historic Railway Trust.
- 3.47 It is proposed that the £1.6m of Historic England grant funding will be used tactically where possible, to lever in additional funding from a range of sources.
- 3.48 Development opportunities exist in the vicinity of the HAZ, which together have the ability to deliver 1,700 homes new homes. Residential development
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schemes are required to deliver infrastructure improvements to mitigate their impact on an area. At Town Centre locations, a higher density of residential development is encouraged. By delivering development at higher density, there is less scope for delivering infrastructure enhancements on site, such as open space provision. Therefore, instead of seeking enhancements on site, subject to scheme viability, it is proposed that monies could be secured to deliver improvements to facilities in the HAZ area (such as GWR Park or the Health Hydro), for the benefit of new and existing residents alike.

- 3.49 In addition, with the forthcoming introduction of an Article 4 Direction, which will require office to residential conversions in much of the Town Centre to be subject to a planning application, there will also be the opportunity to secure development contributions from these developments for the HAZ.
- 3.50 The layout of the schemes in the vicinity of the HAZ area offers a further opportunity to deliver the objectives of the HAZ, in particular the objective to enhance connectivity. The proposed residential developments at North Star and the Railway Corridor provide an excellent opportunity to knit together the different parts of the Town Centre, and in so doing, to improve pedestrian routes into the HAZ area.
- 3.51 It is recommended that a concept master planning exercise be undertaken, which will show how the HAZ route enhancements project will knit together the “Golden Triangle” destinations of the Railway Area, North Star and the Town Centre.
- 3.52 This exercise will provide the basis for delivering an attractive, legible route from the station to the Outlet Centre, which has the potential to increase the proportion of journeys to the Outlet Centre undertaken out by train.

## 4. Alternative Options

- 4.1 The Council could decide to rely solely on the Historic England grant funding and existing commitments to deliver the projects in the HAZ Delivery Plan, and not seek to access or allocate additional funding. However, this approach would fail to exploit the full potential of the HAZ to transform the railway heritage area into a Heritage destination with a national profile.
- 4.2 The Council could rely on the owner of the Mechanics Institute to deliver a viable new use for the building. However, there is little confidence that this approach would deliver a positive outcome for the building.

## 5. Implications, Diversity Impact Assessment and Risk Management

### Financial and Procurement Implications

- 5.1 £1.6 million has been allocated to the Swindon HAZ by Historic England, with a potential further £0.5 million available towards securing a viable future for the Mechanics Institute.

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- 5.2 Historic England has agreed that funding should be allocated to the projects identified in the HAZ delivery plan as per the Table in Appendix 1 of this report.

## Legal and Human Rights Implications

- 5.3 Where applicable, the HAZ projects will be subject to statutory planning processes (including statutory consultation requirements).
- 5.4 The Planning (Listed Buildings and Conservation Areas) Act 1990 ("Listed Buildings Act") at Section 47 makes provision for the Council to make a Compulsory Purchase Order to secure land for the proper preservation of a listed building where a repairs notice has been served in respect of the property and that notice has not been complied with. If a Compulsory Purchase Order is made it will be submitted to the Secretary of State for confirmation. The Secretary of State will have to be satisfied that there is a compelling case in the public interest generally for the compulsory purchase to proceed. In particular under Section 47 the Secretary of State must be satisfied that reasonable steps are not being taken for properly preserving the listed building.

## Climate Change Impact

- 5.5 The HAZ area occupies a sustainable location that is highly accessible by public transport. The re-use of older buildings has a positive impact in relation to reducing carbon emissions.

## All Other Implications (including Staff, Sustainability, Health, Rural, Crime and Disorder)

- 5.6 The HAZ is expected to have a positive effect on reducing crime rates in the area.

## Diversity Impact Assessment

- 5.7 A Diversity Impact Assessment has been prepared, a copy of which is available from the report author, which demonstrates that the HAZ will deliver significant benefits for all of the dimensions of equality.

## Risk Management

- 5.8 A Risk Register has been prepared for the HAZ.

## **6. Consultees**

- 6.1 The Corporate Director of Finance and Assets (s151 officer) and Chief Legal Officer (Monitoring Officer) are consulted in respect of all reports.

## **7. Background Papers**

- 7.1 Fourth Street Mechanics Institute Options Appraisal and Viability Report (2020)
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Further information on the subject of this report can be obtained from David Dewart, Direct Dial 07769 281 727, ddewart@swindon.gov.uk

# Swindon Heritage Action Zone Progress Report

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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7.2 Fourth Street Swindon Health Hydro: Options Appraisal & Viability Report (2018)

7.3 HAZ Delivery Plan 2019

## **8. Appendices**

8.1 Appendix 1: Table showing allocation of expenditure on HAZ projects.

## **9. Key Decision/Decision in Cabinet Work Programme and Forward Plan**

9.1 This is not a Key Decision and is included in the Cabinet Work Programme and Forward Plan for March 2020.

## **Swindon Heritage Action Zone Progress Report**

### **Appendix 1: Table showing allocation of expenditure on HAZ projects**

£1.6 million has been allocated to the Swindon HAZ by Historic England, with a potential further £0.5 million available towards securing a viable future for the Mechanics Institute.

The outputs of the Swindon Heritage Action Zone can be summarised as follows:

1. A Review of the Railway Village & Works Conservation Areas and their boundaries plus a refresh of existing information for listed buildings and the creation of a Local List. (Projects 2a, 2b, 2c)
2. Improvements to key buildings and spaces and the facilities provided within them and including the Mechanics' Institution, the Health Hydro, the Carriage Works, the Cricketer's and GWR Park. (Projects, 8, 9, 10, 11 and 14)
3. The creation of a brand based on Swindon's railway heritage by April 2022 (Project 4).
4. A range of initiatives including exhibitions, trails, publications and other cultural events to promote the area's railway heritage throughout the period of the HAZ (Project 5).
5. A more legible and attractive pedestrian environment through addressing traffic issues, enhancing pedestrian routes and installing signage (Project 6) and providing public realm improvements at key entrance points and within the Railway village (Project 7).
6. Energy improvements to the Swindon Railway Cottages (Project 12).
7. Shopfront improvements along Faringdon Road, Fleet Street, and Bridge Street (Project 13).
8. Educational initiatives including Heritage in Schools for local children and apprenticeships in conservation building skills (Project 15).
9. Providing specialist heritage advice on the redevelopment of key housing sites within the HAZ area such as the Station Road Car Park site (Project 16).



Historic England has agreed that funding should be allocated to the projects identified in the HAZ delivery plan as per the Table below. The timing of the expenditure is subject to change.

Project no.	Project name	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6	Total
	Comms Plan							
1	Project Officer post	28,000	44,000	44,000	44,000	44,000	14,000	218,000
2a	CA Appraisal	24,000	6,000					30,000
2b	Research and Review of evidence							-
2c	Listing Review							-
3	Local List		3,300	3,300	3,400			10,000
4	Brand creation		25,000	25,000				50,000
5	Promotion of Swindon	5,000	5,000	5000 + 35,000	5000 + 40,000	5,000		100,000
6	Legible town centre			33,000	33,000	34,000		100,000
7	Public realm			100,000	150,000	150,000		Up to £400,000
8	MI		42,000					42,000 (+ potentially 'up to' 500,000)
9	Health Hydro		50,000					50,000
10	Carriage Works		85,000	115,000	50,000			250,000
11	The Cricketers		100,000					100,000
12	Railway Cottages			10,000				10,000
13	Faringdon Road (Shop Front)			40,000	50,000	50,000		140,000
14	GWR Park		33,000	33,000	34,000			100,000
15	Education & skills (Schools/ Training)							-
	<b>Total planning budget</b>	57,000	393,300	443,300	409,400	283,000	14,000	<b>1,600,000 (+500,000)</b>

## References from Other Council Bodies

### Health and Wellbeing Board - Homeless Prevention and Reduction Strategy

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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Author:	Cabinet Member for Housing and Public Safety, and Chief Legal Officer
Wards:	All
Parishes Affected:	All

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#### **1. Purpose and Reasons**

- 1.1 To consider a matter referred to Cabinet from the meeting of the Health and Wellbeing Board held on 11<sup>th</sup> March 2020.
- 1.2 As set out in the Board's Terms of Reference, "The Board will operate in accordance with the Council's existing decision-making framework and normal council budget setting processes. A decision to exercise any further local authority functions by the Health and Wellbeing Board would therefore need to be taken by the appropriate decision-making body (e.g. Cabinet or Council), and a further report would be required for this."
- 1.3 This strategy links to:
  - 1.3.1 The Council's Priority four: Help people to help themselves while always protecting our most vulnerable children and adults.
  - 1.3.2 Health and Wellbeing Strategy: Priority outcome 2 (adults and older people in Swindon are living healthier and more independent lives); Priority 3 (to improve health outcomes for disadvantaged and vulnerable communities, including adults with long terms conditions, learning disabilities, physical disabilities or mental health problems); and Priority 4 (to improve mental health, wellbeing and resilience for all) as set out in the Health and Wellbeing Strategy.

#### **2. Recommendations**

##### That Cabinet recommends

- 2.1 That the Director of Housing, in consultation with the Cabinet Member for Housing and Public Safety, make the amendments to the draft Homeless Prevention and Reduction Strategy 2020-2024 as discussed at the Health and Wellbeing Board on 11<sup>th</sup> March 2020,

##### That Cabinet recommends that Council (Minute for Confirmation)

- 2.2 Subject to the completion of the amendments in 2.1 above, that Council agree the recommendation of the Health and Wellbeing Board at its meeting on 11<sup>th</sup>

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Further information on the subject of this report can be obtained from Douglas Campbell, Tel: 07779 413886 email – [CommitteeServices@swindon.gov.uk](mailto:CommitteeServices@swindon.gov.uk).

## **References from Other Council Bodies**

### **Health and Wellbeing Board - Homeless Prevention and Reduction Strategy**

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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March 2020: "that Swindon Borough Council's Cabinet adopt the Homeless Prevention and Reduction Strategy 2020-2024."

#### **3. Detail**

##### Swindon Borough Council's Reducing Rough Sleepers Strategy

- 3.1 At its meeting on 11<sup>th</sup> March 2020 the Health and Wellbeing Board considered a report from the Council's Head of Housing on the adoption of the draft Homeless Prevention and Reduction Strategy.
- 3.2 The Board resolved:
  - 3.2.1 (1) That, subject to the inclusion of the comments made by this Board, Swindon Borough Council's Homeless Prevention and Reduction Strategy 2020-2024 be approved.
  - 3.2.2 (2) That Swindon Borough Council's Cabinet be recommended to adopt the Homeless Prevention and Reduction Strategy 2020-2024.
- 3.3 A copy of the report is attached at Appendix 1 along with a copy of the draft Strategy document at Appendix 2. The draft Minute is attached at Appendix 3.
- 3.4 The strategy is being proposed as a Minute for Confirmation on the basis that Council has previously approved a Homeless Strategy for the Borough (Council Minute 118, 2007/08 refers).

#### **4. Alternative Options**

- 4.1 It is a matter for Cabinet as to whether the recommendation of the Health and Wellbeing Board is supported.

#### **5. Implications, Diversity Impact Assessment and Risk Management**

##### Financial and Procurement Implications

- 5.1 This report has no financial or procurement implications. The financial and/or procurement implications of the report to the Health and Wellbeing Board are addressed in that report (attached at Appendix 1).
- 5.2 Any requirement additional funding as a result of this strategy will need to be approved at a future Cabinet and funded from within existing budgets.

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Further information on the subject of this report can be obtained from Douglas Campbell, Tel: 07779 413886 email – [CommitteeServices@swindon.gov.uk](mailto:CommitteeServices@swindon.gov.uk).

## References from Other Council Bodies

### Health and Wellbeing Board - Homeless Prevention and Reduction Strategy

**Cabinet**

**Date: 22<sup>nd</sup> April 2020**

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#### Legal and Human Rights Implications

- 5.3 Legal and Human Rights considerations have been taken fully into account in compiling this report. It is considered that the recommendations of this report are compatible with convention rights. The legal and human rights considerations of the report to the Health and Wellbeing Board are addressed in that report (attached at Appendix 1).

#### Climate Change Impact

- 5.4 Swindon Borough Council is committed to building sustainable, energy and thermally efficient homes that are resilient to climate change. It will achieve this by creating great places to live, in mixed and balanced communities and contribute towards the Council's ambition towards net zero carbon.
- 5.5 Improving the quality of housing across various sectors will contribute towards increased energy efficient homes.

#### All Other Implications (including Staff, Sustainability, Health, Rural, Crime and Disorder)

- 5.6 This report has no additional implications to be addressed.

#### Diversity Impact Assessment

- 5.7 A Diversity Impact Assessment (DIA) has been undertaken for this strategy and is available from the Director of Housing. The Homeless Prevention and Reduction Strategy will have a positive effect on all living in Swindon's community.

#### Risk Management

- 5.8 Without adopting a Homeless Strategy the Council would not be compliant with the statutory obligations contained within the Homeless Reduction Act 2017.

### **6. Consultees**

- 6.1 The Corporate Director of Finance and Assets (Section 151 Officer) and Chief Legal Officer (Monitoring Officer) are consulted in respect of all reports.

### **7. Background Papers**

- 7.1 None.

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Further information on the subject of this report can be obtained from Douglas Campbell, Tel: 07779 413886 email – [CommitteeServices@swindon.gov.uk](mailto:CommitteeServices@swindon.gov.uk).

## References from Other Council Bodies

### Health and Wellbeing Board - Homeless Prevention and Reduction Strategy

Cabinet

Date: 22<sup>nd</sup> April 2020

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#### **8. Appendices**

- 8.1 Appendix 1 – Report to the meeting of the Health and Wellbeing Board held on 11<sup>th</sup> March 2020.
- 8.2 Appendix 2 – Swindon's Homelessness Prevention and Reduction Strategy 2020-2024
- 8.3 Appendix 3 – Draft Minute of the 11<sup>th</sup> March 2020 Health and Wellbeing Board meeting.

#### **9. Key Decision/Decision in Cabinet Work Programme**

- 9.1 This is not a Key Decision and is not in the Cabinet Work Programme for April 2020.

# Swindon Borough Council's

## Homeless Prevention and Reduction Strategy

Health and Wellbeing Board

Date: 11<sup>th</sup> March 2020

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Author: Director of Housing

Wards: All

Parishes Affected: All

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### 1. Purpose and Reasons

- 1.1 To seek the Health and Wellbeing Board's approval of Swindon Borough Council's Homeless Prevention and Reduction Strategy 2020-2024 and to recommend that Swindon Borough Council's Cabinet adopt and implement it.
- 1.2 Our Health and Wellbeing Strategy demonstrates a commitment across the partnership to ensure that everyone in Swindon lives a healthy, safe, fulfilling and independent life and is supported by thriving and connected communities.
- 1.3 This strategy links to:
  - 1.3.1 The Council's Priority four: Help people to help themselves while always protecting our most vulnerable children and adults.
  - 1.3.2 Health and Wellbeing Strategy: Priority outcome 2 (adults and older people in Swindon are living healthier and more independent lives); Priority 3 (to improve health outcomes for disadvantaged and vulnerable communities, including adults with long terms conditions, learning disabilities, physical disabilities or mental health problems); and Priority 4 (to improve mental health, wellbeing and resilience for all) as set out in the Health and Wellbeing Strategy

### 2. Recommendations

The Board is recommended to:

- 2.1 Approve Swindon Borough Council's Homeless Prevention and Reduction Strategy 2020-2024 (attached at Appendix 1 to the report).
- 2.2 Recommend to Cabinet that it adopts Swindon Borough Council's Homeless Prevention and Reduction Strategy 2020-2024

### 3. Detail

- 3.1 This report is being presented to Health & Wellbeing Board because producing a Homeless Strategy is a statutory requirement for local authorities, reiterated in guidance provided by the Ministry of Housing, Communities and Local Government (MHCLG) following the Homeless Reduction Act 2017.

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Further information on the subject of this report can be obtained from Nick Kemmett, 01793 464402, [nkemmett@swindon.gov.uk](mailto:nkemmett@swindon.gov.uk).



# Swindon Borough Council's

## Homeless Prevention and Reduction Strategy

Health and Wellbeing Board

Date: 11<sup>th</sup> March 2020

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- 3.2 The strategy has been informed by the Homelessness Joint Strategic Needs Assessment December 2019, national and local policy, views of stakeholders and professionals, and evidence of good practice from across the sector. It outlines and provides a clear strategic steer in reducing and preventing homelessness in Swindon.
- 3.3 There are four key priorities with key areas of activity that received overwhelming support when we consulted and will form the basis of our action plan that will be completed within 3 months from the implementation of this strategy.
- 3.4 **Prevent Homelessness**
  - 3.4.1 Enabling people to stay where they currently live
  - 3.4.2 Working with tenants and landlords to reduce evictions from the Private Rented sector
  - 3.4.3 Minimising unplanned exclusion from family or friends homes
- 3.5 **Secure Stable Accommodation**
  - 3.5.1 Utilising the Private Rented Sector as a solution to homelessness.
  - 3.5.2 Delivering housing solutions
  - 3.5.3 Bridging the transition to accommodation when institutionalised support ends
- 3.6 **Partnership Working & Holistic Approach.**
  - 3.6.1 Promoting financial capability and independent living.
  - 3.6.2 Supporting the provision of safe accommodation
- 3.7 **Individualised Responses**
  - 3.7.1 Support people to recognise how to seek and accept advice and support
  - 3.7.2 Building resilience through sustainable solutions
  - 3.7.3 Comprehensive assessment and support plans
  - 3.7.4 Early identification of need
- 3.8 This strategy cannot be delivered solely by Swindon Borough Council and therefore we are committed to working in partnership with a range of voluntary and statutory sector partners. We need to work in modern efficient, effective

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Further information on the subject of this report can be obtained from Nick Kemmett, 01793 464402, [nkemmett@swindon.gov.uk](mailto:nkemmett@swindon.gov.uk).

# Swindon Borough Council's

## Homeless Prevention and Reduction Strategy

Health and Wellbeing Board

Date: 11<sup>th</sup> March 2020

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ways that deliver the best outcomes for those who are homeless or at risk of homelessness.

- 3.9 An 8 week consultation was completed prior to the final drafting of this strategy with the overwhelming majority of responses being positive about its content and actions.
- 3.10 The consultation results are contained within 8.2 - Appendix 2
- 3.11 The consultation comments and responses – Appendix 3

#### **4. Alternative Options**

- 4.1 No alternative options are proposed. The Council would be at risk of legal challenge and breach statutory requirements for not adopting a Homeless Strategy. This is because without a strategy in place, decision taken relying on the strategy could be open to challenge.

#### **5. Implications, Diversity Impact Assessment and Risk Management**

##### Financial and Procurement Implications

- 5.1 There are no financial or procurement implications arising from this report. However, a successful strategy for reducing and preventing homelessness will contribute to helping the Council control spend within budget.

##### Legal and Human Rights Implications

- 5.2 Legal and Human rights have been taken fully into account in compiling this report. It is considered that the recommendations within this report are compatible with Convention Rights.
- 5.3 Section 2 of the Homelessness Act 2002 ("HA 2002) requires local housing authorities to review homelessness in their district and to formulate and publish a strategy based on the results of the review. It is accordingly a statutory requirement for the Council to have a published homelessness strategy and a failure to do so would present a risk of legal challenge to the Council.
- 5.4 Section 1(4) HA 2002 requires a new strategy every 4 years. The proposed strategy is for 4 years, and subject to annual review, so is compliant with this requirement.
- 5.5 Chapter 7 Housing Act 1996 ("HA 1996") contains a local authority's statutory homelessness obligations. Sections 1(5) and 1(6) of HA 2002 require housing and social services authorities to take the homelessness strategy into account when exercising their functions.

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Further information on the subject of this report can be obtained from Nick Kemmett, 01793 464402, [nkemmett@swindon.gov.uk](mailto:nkemmett@swindon.gov.uk).

# Swindon Borough Council's

## Homeless Prevention and Reduction Strategy

Health and Wellbeing Board

Date: 11<sup>th</sup> March 2020

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- 5.6 Section 214A Housing Act 1996 (as amended by Homelessness Reduction Act 2017) ("HA 1996") provides that the Secretary of State may from time to time issue codes of practice relating to homelessness or the prevention of homelessness. In accordance with section 182(1) of the HA 1996 Act, local housing authorities and social services authority are obligated to have regard for the Secretary of State for the Ministry of Housing, Communities and Local Government's Homelessness Code of Guidance in exercising their functions relating to homelessness and the prevention of homelessness. Failure to have regard to the Code would again potentially give rise to legal challenge to the Strategy.
- 5.7 The Homelessness Reduction Act 2017 came into effect from 3 April 2018 and requires that local housing authorities must take reasonable steps to either maintain or secure accommodation for eligible applicants threatened with homelessness.
- 5.8 Following the Homelessness Reduction Act 2017, a new Code of Guidance was issued by the Secretary of State to include the prevention duties as required by the HRA 2017.
- 5.9 Chapter 2 of the Code of Guidance relates to homelessness strategies and reviews.
- 5.10 Clause 2.4 of the Guidance states that the homelessness strategy should take account of the additional duties introduced through HRA 2017. The proposed strategy does so by including prevention as Priority 1 of the action plan.
- 5.11 The Code references Health and Social Care Act 2012 that requires a local authority to take such steps as it considers appropriate for improving the health of people in the area, including those who are homeless or at risk of homelessness. The Code focuses on having a multifaceted approach to homelessness and threatened homelessness with involvement of relevant departments and partner agencies.
- 5.12 Paragraph 2.10 of the Code states that housing authorities "must" consult public or local authorities, voluntary organisations or other persons as they consider appropriate before adopting or modifying a homelessness strategy. Paragraph 5.2 of this report sets out those people, departments and organisations who will be consulted and encompasses a wide range of consultees in compliance with

### Climate Change Impact

- 5.13 Swindon Borough Council is committed to building sustainable, energy and thermally efficient homes that are resilient to climate change. It will achieve this

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Further information on the subject of this report can be obtained from Nick Kemmett, 01793 464402, [nkemmett@swindon.gov.uk](mailto:nkemmett@swindon.gov.uk).

# Swindon Borough Council's

## Homeless Prevention and Reduction Strategy

Health and Wellbeing Board

Date: 11<sup>th</sup> March 2020

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by creating great places to live, in mixed and balanced communities and contribute towards the Council's ambition towards net zero carbon.

- 5.14 Improving the quality of housing across various sectors will contribute towards increased energy efficient homes.

### Children Looked After Impact

- 5.15 An increase in affordable housing options will contribute towards a wider housing offer to suit the needs of this cohort.
- 5.16 There are a number of statutory duties contained within the Homeless Reduction Act 2017 to ensure that this cohort are recognised as a priority.
- 5.17 Reviewing the Care Leavers Protocol to ensure additional support is provided to this cohort post 25.

### All Other Implications (including Staff, Sustainability, Health, Rural, Crime and Disorder)

- 5.18 There are no other implications arising from this report.

### Diversity Impact Assessment

- 5.19 The Homeless Prevention and Reduction Strategy will positively impact on all person's living in Swindon's community.

### Risk Management

- 5.20 Without adopting a Homeless Strategy we would not be compliant with the statutory obligations contained within the Homeless Reduction Act 2017.

## **6. Consultees**

- 6.1 The strategy has been consulted on widely with stakeholders from across the partnership (see consultation report in Appendix 2 for complete list).
- 6.2 The Director of Finance (Section 151 Officer) and the Director of Law and Democratic Services (Monitoring Officer) have been consulted in relation to this report.

## **7. Background Papers**

- 7.1 None

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Further information on the subject of this report can be obtained from Nick Kemmett, 01793 464402, [nkemmett@swindon.gov.uk](mailto:nkemmett@swindon.gov.uk).

# **Swindon Borough Council's**

## **Homeless Prevention and Reduction Strategy**

**Health and Wellbeing Board**

**Date: 11<sup>th</sup> March 2020**

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### **8. Appendices**

- 8.1 Appendix 1 – Swindon Borough Council Homeless Prevention and Reduction Strategy 2020-2024
- 8.2 Appendix 2 – Homeless Prevention and Reduction Strategy Consultation Report.
- 8.3 Appendix 3 – Homeless Prevention and Reduction Strategy 'You said' responses

# **Swindon's Homeless Prevention and Reduction Strategy 2020 - 2024**

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## **Introduction & National Context**

Homelessness is not just a housing problem, it is the result of multiple disadvantages and can describe a range of circumstances from vulnerable housing to rough sleeping. It has a deep impact on health, employment opportunities, and educational achievement. For most people who become homeless their lack of accommodation is a symptom rather than a cause of their social exclusion.

In many cases, homelessness will be a phase in a person's life. However for some people repeat homelessness becomes a cycle particularly for those who struggle to maintain a home due to substance misuse problems, mental health issues or learning disability. Ex- offenders, those recently released from prison, older people, younger people (at risk, leaving care or teenage parents), migrants, refugees or asylum seekers and those experiencing or having experienced domestic violence are also more likely to become homeless.

Nationally, incidents of homelessness have been increasing for a number of years and the increased use of temporary accommodation is a direct consequence.

Homelessness acceptance rates and use of temporary accommodation have gone up nationally in recent years. At over 56,000, annual homelessness acceptances were over 16,000 higher across England in 2017/18 than in 2009/10.

Addressing the immediate and long-term costs of homelessness, can be significant. Putting in place services which prevent homelessness in the first place, and which help people quickly if they find themselves needing support, can help stop these costs escalating.

## **Foreward from Lead Member for Housing and Public Safety**

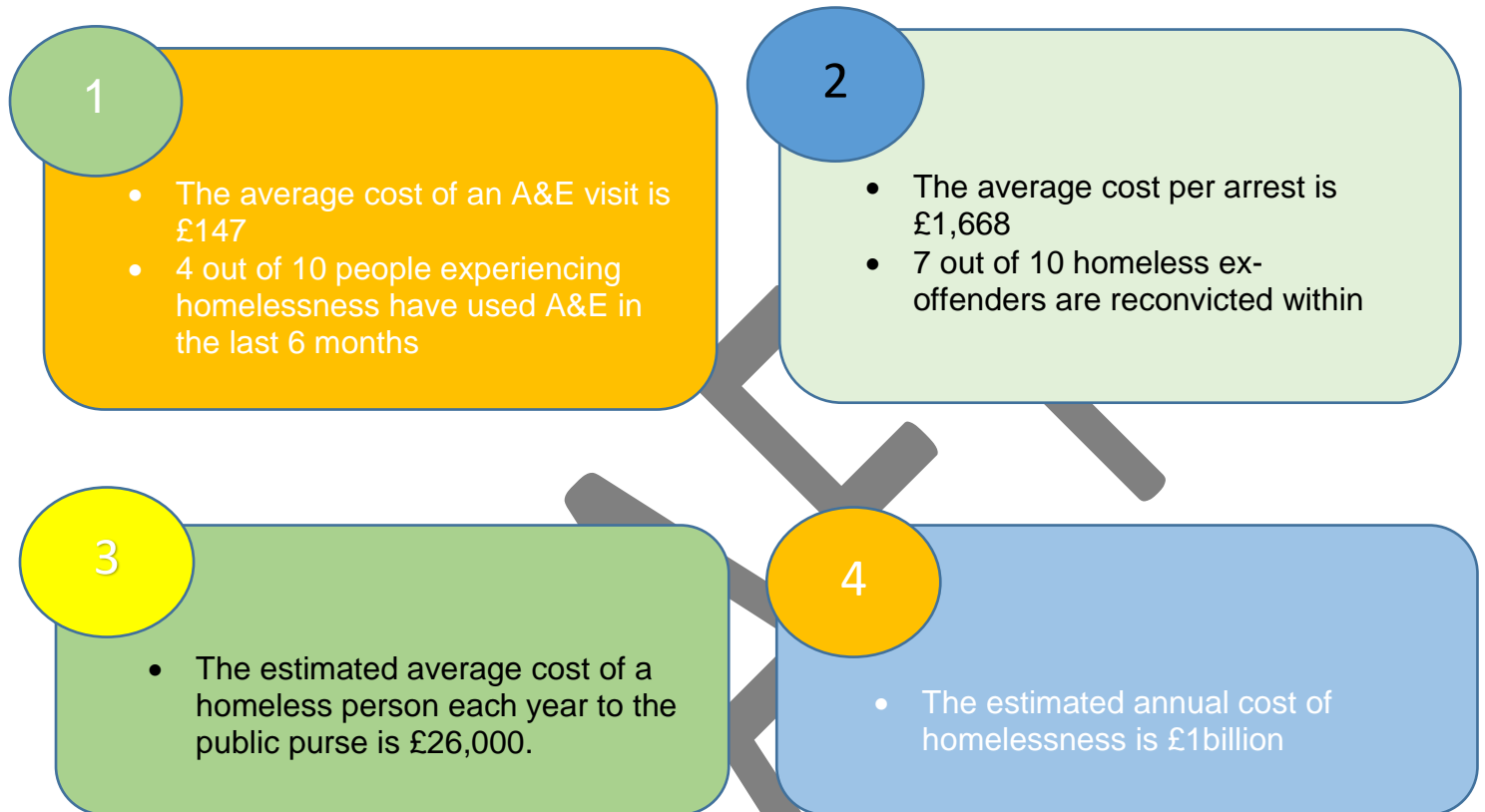
I'm pleased to introduce Swindon's Homeless Prevention and Reduction Strategy, the first we have developed under the framework of the Homelessness Reduction Act 2017. In Swindon, we have delivered the principles of homelessness prevention and relief for a number of years and have continually endeavoured to support more people and offer interventions at an earlier point than the previous legislation said we were required to. Therefore, I wholeheartedly welcome the ethos of the new legislation in enabling us to do more of what we know we are very good at.

I do not underestimate the challenge that the current housing market presents, but I believe Swindon Borough Council are well placed and determined to provide our residents with the best possible solutions to prevent homelessness wherever possible. Everyone deserves to live in a safe and decent home and to be treated fairly. We recognise the need to find ways to make private rented housing financially more accessible to people in need of a home and better ways of resolving disputes between tenants and landlords.

This new Homeless Prevention and Reduction Strategy seeks to build on the strong partnerships and dedication shown across the public, voluntary, faith and private

sectors and in doing so, coordinate a comprehensive approach to homeless prevention that delivers sustainable outcomes for people in Swindon.

Research from Homeless Link indicates:



The primary homelessness legislation – that is, Part 7 of the Housing Act 1996 - provides the statutory under-pinning for action to prevent homelessness and provide assistance to people threatened with or actually homeless.

In 2002, the government amended the homelessness legislation through the Homelessness Act 2002 and the Homelessness (Priority Need for Accommodation) (England) Order 2002 to ensure a more strategic approach to tackling and preventing homelessness, in particular by requiring a homelessness strategy for every housing authority district.

The Homelessness Reduction Act 2017 significantly reformed England's homelessness legislation by placing duties on local authorities to intervene at earlier stages to prevent homelessness in their areas. The Act changed the way homeless advice and assistance is delivered by Councils. It requires housing authorities to provide homelessness services to all those affected, not just those who have 'priority need' and most likely to have a positive impact for single persons or couples with no children

We aim to address the challenges housing teams face through this document, but we cannot work in isolation so we will have a special focus on partnerships to ensure a fully rounded and holistic approach is taken.

Our strategy sets out our vision for those facing homelessness, who may be rough sleeping, across the Borough from 2020 to 2025. That progress of the strategy will be monitored by the Council and reviewed on an Annual Basis...

## **Homelessness in Swindon**

The Homeless Code of Guidance for Local Authorities makes clear the need for collaboration between housing and other partners within, and external to, the local authority (MHCLG, 2018).

In the past 12 months, Swindon Borough Council has introduced the: Reducing Rough Sleeping Strategy and commissioned Swindon Night Shelter to run The Haven, a day centre for people who are homeless, which now offers a range of support services with a strong emphasis on welfare and emotional wellbeing.

Swindon Borough Council has secured over £425,000 of grant funding which has seen the council and partners develop different forms of support to try to match an individual's needs.

These include Housing First and wrap-around support services for people when they move into accommodation, outreach support which is delivered on the streets, encouraging entrenched rough sleepers off the streets and into safe accommodation.

Housing First is a relatively new approach to solving rough sleeping, it focuses on housing people first and wrapping services around them as the relationship with the individual develops. Through the Temporary Winter Housing Provision and through designated accommodation leased in the private rented sector, we are able to house people who are in desperate need of accommodation and tailor services to meet their needs.

We have formed a new team of Housing Officers specifically to focus on prevention, these officers are working across statutory and non-statutory services, such as Great Western Hospital, Children Services, Drug & Alcohol Support Services and with private landlords.

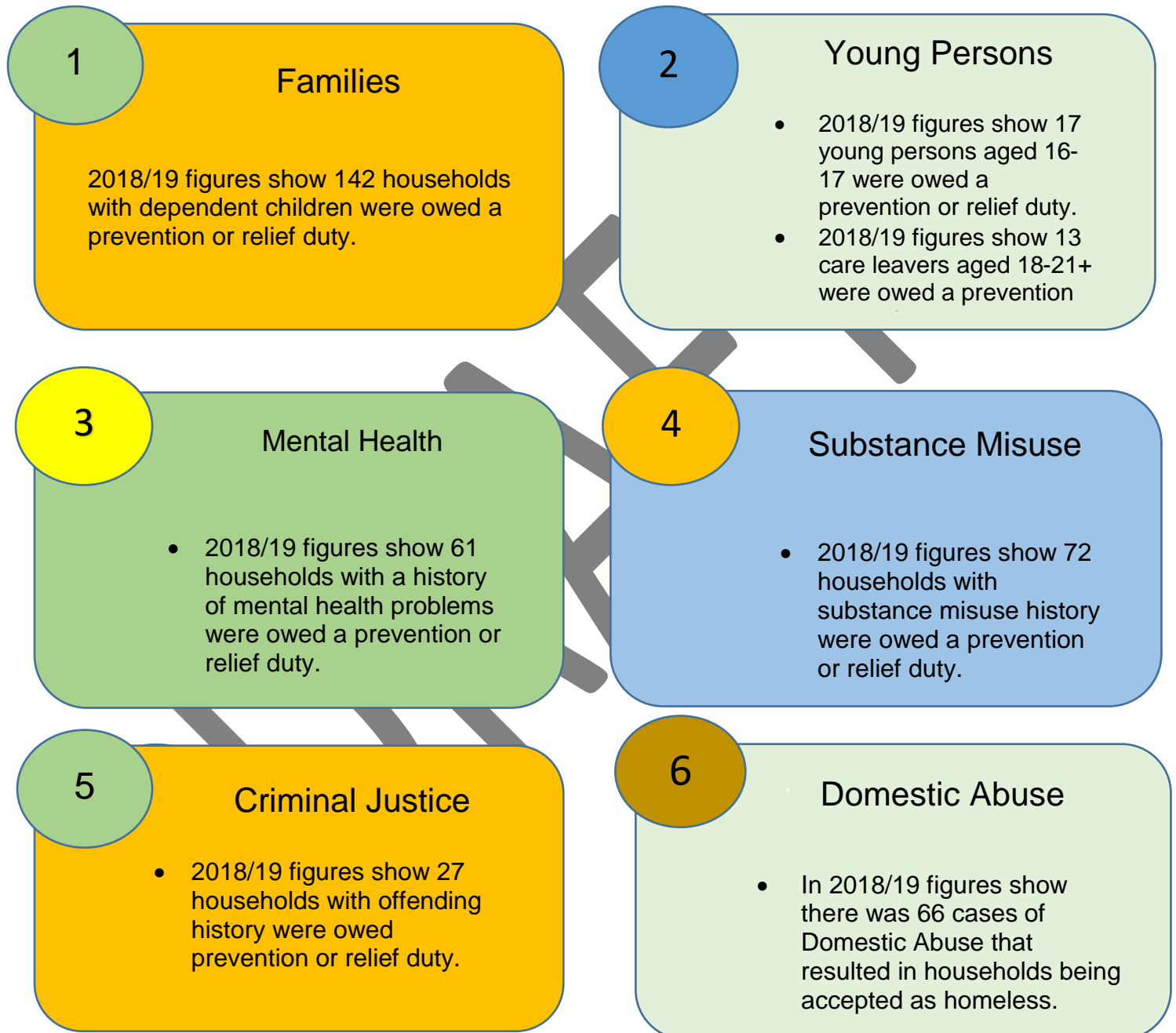
As well as providing comprehensive housing advice and support for anyone who approaches us about homelessness, we also operate a prevention fund to enable people to remain in their own homes or find new homes quickly.

## Local Trends and Pressures

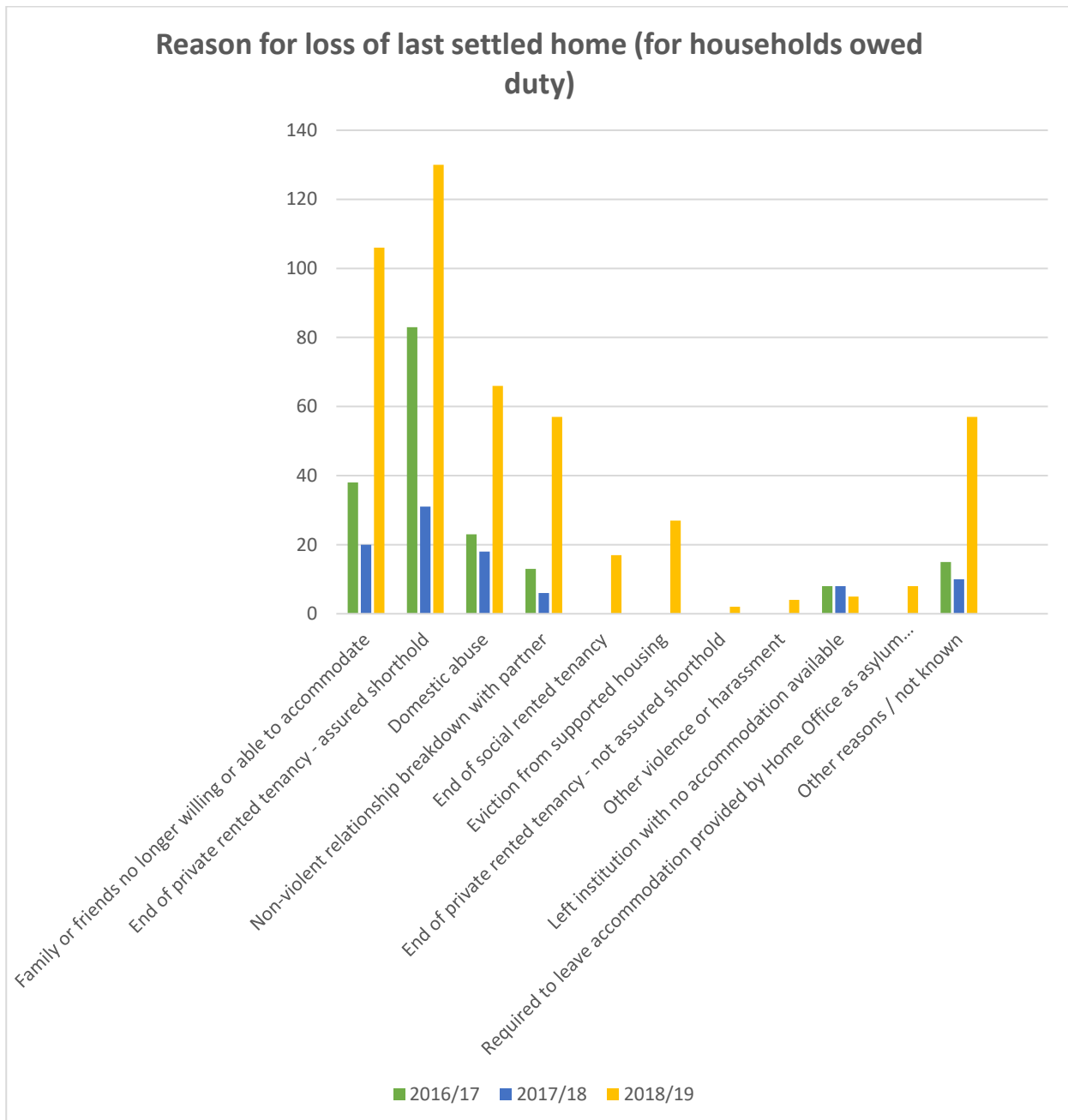
The following table contains some of the proposed Housing key issues locally that are considered relevant to the Homelessness Strategy.

Title	Elements
Rough Sleeping	Rough sleeping is dangerous and isolating. Long periods spent sleeping rough leads to health problems.
Mental Health	The proportion of homeless clients with mental health issues is significantly high.
Domestic Abuse	There is a restricted number of safe spaces for victims, and the limited government funding for supported accommodation is a massive challenge.
Complex needs	Homeless clients with mental health and drug or alcohol issues are often refused help by both mental health and substance misuse services until they have addressed either issue.
16/17 year olds	An effective joint-working protocol between Housing, Adult Social Care and Children's Services is required, to prevent young people being passed from pillar to post.
Care Leavers	Care leavers are a highly transient population, and some will experience the breakdown of placements, which can cause interruption to services they are receiving. These issues may shape their help-seeking behaviours. Although their physical health has not been found to be substantially different to the general population, their mental health needs are higher and some lifestyle choices affect their health needs (such as higher usage of substances).
Unaccompanied Asylum Seeking Children (UASC)	Additionally, former unaccompanied asylum seeking children (UASC) have particular physical and mental health needs.
Substance misuse	Levels of drug and alcohol misuse are relatively high amongst the homeless population.
Ex-Offenders, recently, or being, released from prison	Early identification of prisoners due for release, who will be homeless.
Single homeless persons	Single homeless people face a range of barriers which make it particularly difficult for them to find a home of any tenure. Restricted entitlement to Universal Credit and insecurity of tenure in the private rented sector are key drivers for homelessness in this group.

Locally within the Borough of Swindon there are trends across the services that collectively impact on homelessness and the ability of the Housing Options Team to assist in preventing and relieving homelessness.

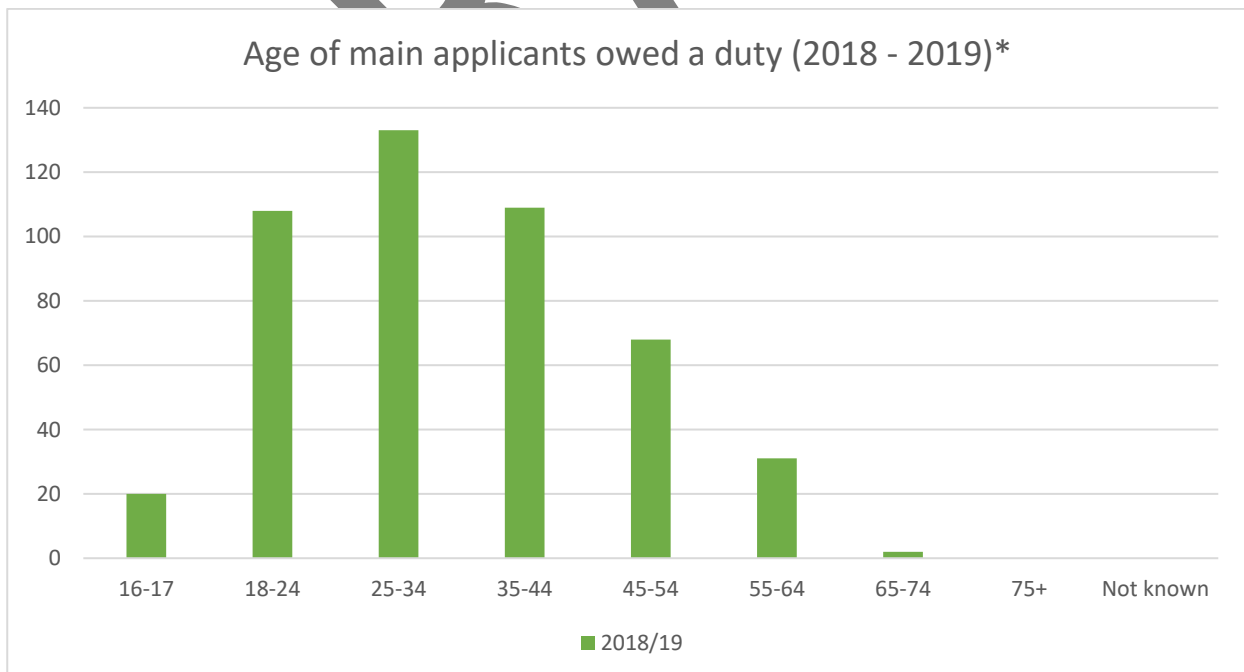
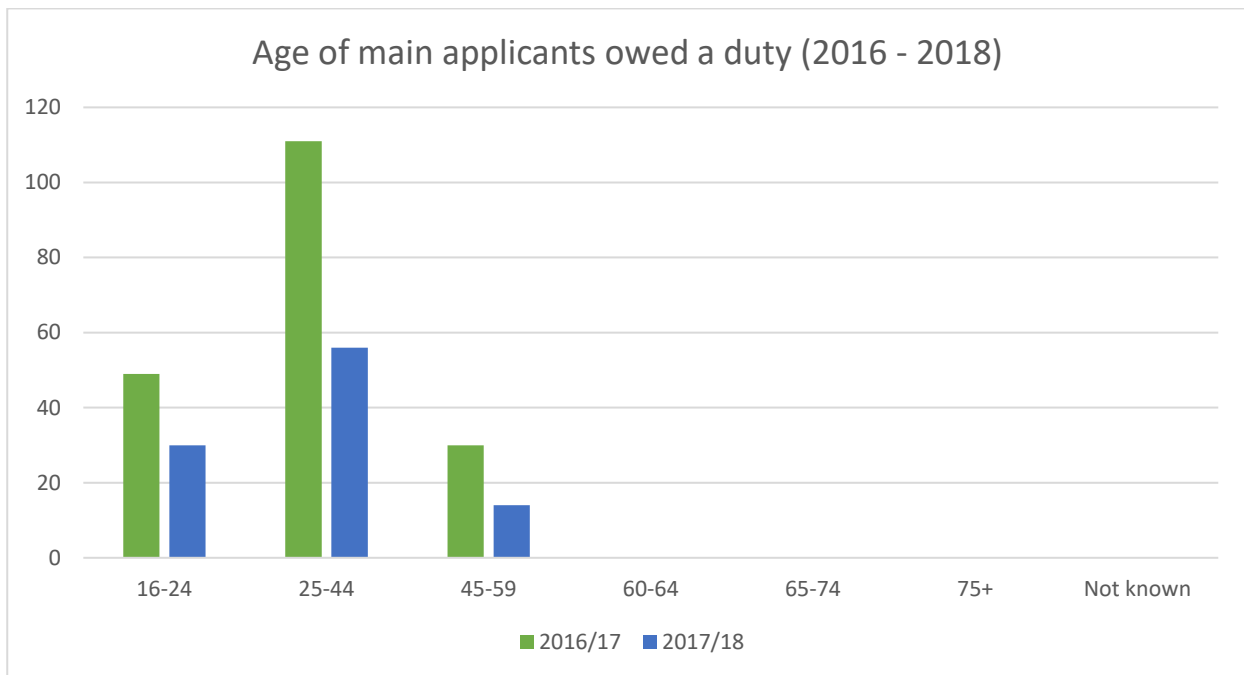


The main reason for homelessness was loss of rented accommodation in the private rented sector, mainly because of the termination of an assured shorthold tenancy. This cause of homelessness increased significantly since 2018/19. Parents, relatives or friends no longer willing to accommodate being the second highest cause of homelessness.





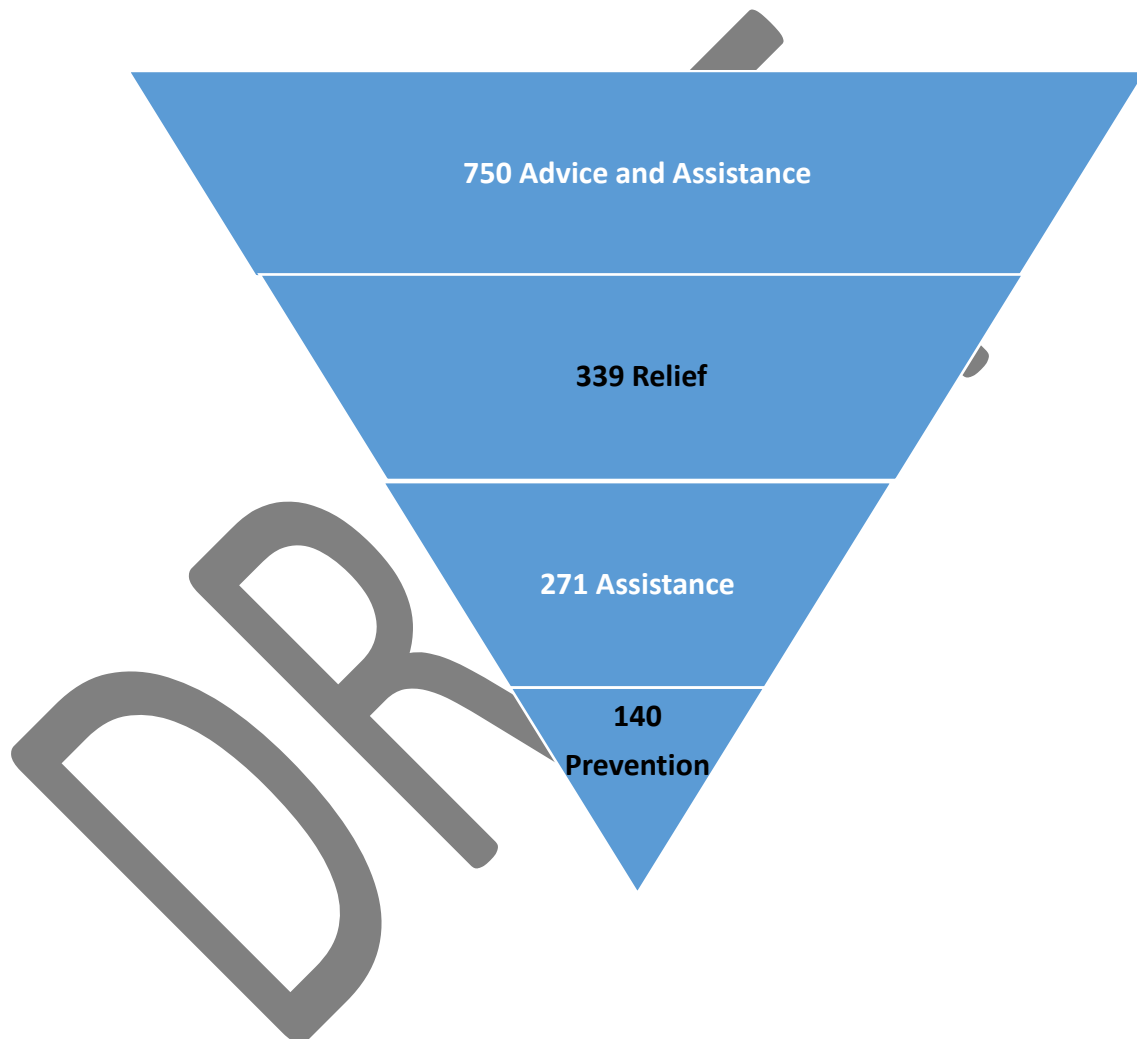
In 2016/17 & 2017/18, the majority of people presenting as homeless or in need of assistance were aged between 25-44 years old. In 2018-19, the age brackets for data collection changed, and the majority of people presenting as homeless or in need of assistance were aged between 25-34 years old, with ages 35-44 and 18-24 years old a close second and third respectively.



\* The age brackets for data collection changed in 2018

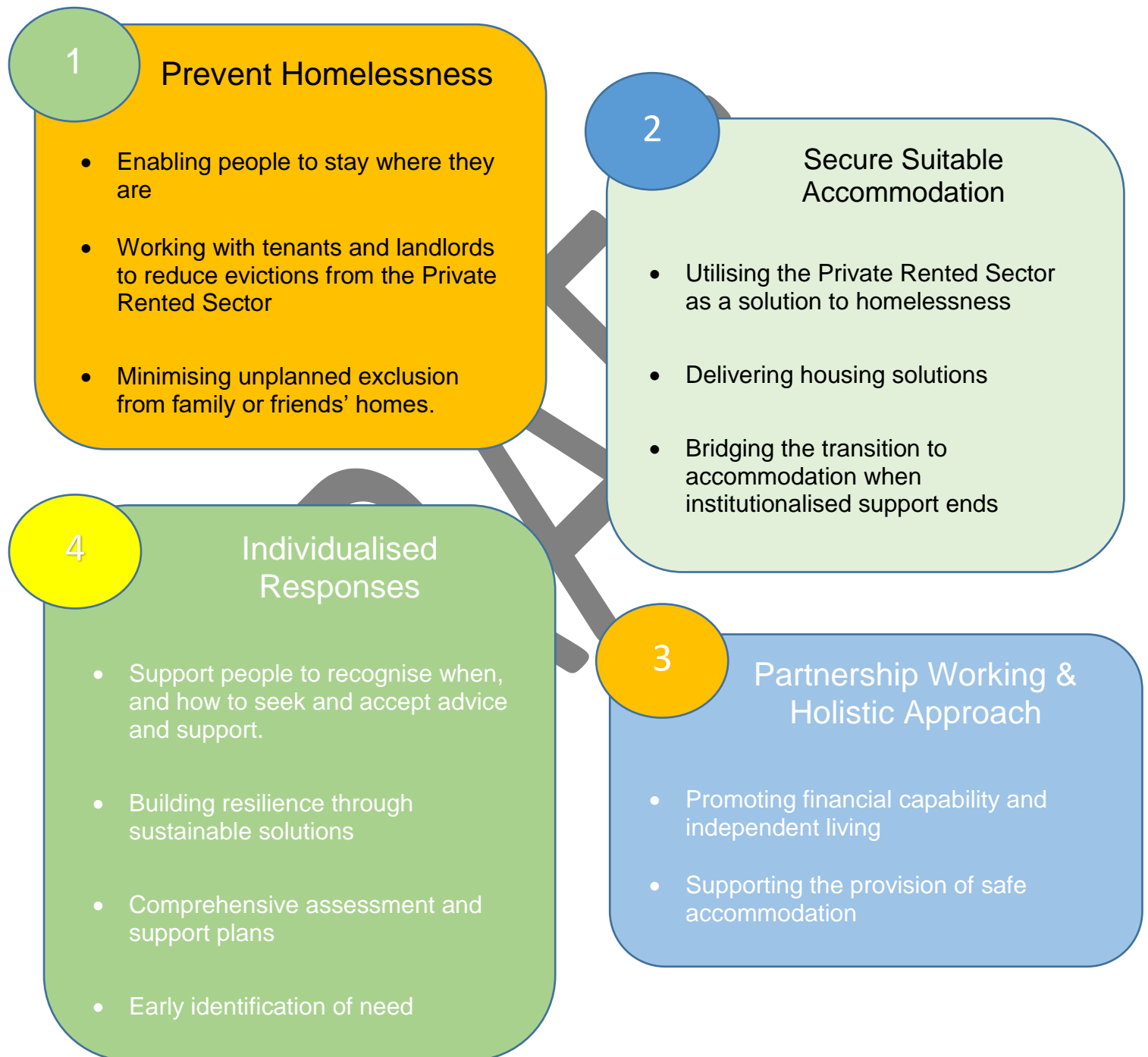
## Post HRA Performance

We have looked at our data for 2018-19 to assess the impact of the Homeless Reduction Act 2017. The numbers that the Council is dealing with have increased, but early indications show that we are achieving success with the number of Prevention and Relief cases in a relatively short period of time. We recognise the need to intervene early to help households and increase the number of preventions to avoid anyone becoming homeless and will work closely with our partners to achieve this.



# Priority Areas of focus

Informed by Swindon's 2019 Joint Strategic Needs Assessment and data analysis, this strategy contains a number of priority areas, which are categorised into four core themes as set below



## Priority One – Prevent Homelessness

### Enabling people to stay where they are

#### 1.1 Working with tenants and landlords to reduce evictions from the Private Rented Sector

In Swindon the most common reason for homelessness is the ending of an Assured Shorthold Tenancy in the Private Rented Sector. In 2018/19, almost half of all households who approached the council for assistance due to homelessness came from the sector. Two recent research projects with local landlords reveal a mix of reasons landlords choose to evict including for personal or financial reasons (impacted by housing policy such as tax changes and licensing). However, the evidence tells us that the majority of the time, eviction is because of rent arrears, anti-social behaviour, property damage or a combination of all these issues. This shows a clear requirement for more advice and support to be made available for both landlords and tenants in the Private Rented Sector in order to prevent homelessness from the sector.

Review the level of resource required to sufficiently address homelessness prevention from the Private Rented Sector	
What we want to achieve	Recommended key areas of activity
<ul style="list-style-type: none"><li>Increased tenancy sustainment</li><li>Landlords &amp; tenants seeking support at an earlier stage to maximise the opportunity to resolve issues and prevent homelessness</li><li>Landlords to inform Swindon Borough Council when they intend to issue s21s, maximising time for the council to support households</li><li>Build and sustain positive relationships between landlords, support services and the council, facilitated through improved</li></ul>	<ol style="list-style-type: none"><li>Expand landlord liaison functions and build relationships with landlords to understand their needs &amp; concerns</li><li>Broaden communications channels between the landlords, the Borough council and its partner advice &amp; support services, including online information</li><li>Enable/encourage tenants to access support and advice/training for life skills and budgeting to achieve income maximisation</li><li>Further develop, promote and delivery of a new landlords forum</li><li>Consider a standardised notification process for landlords to inform the council when they are issuing s21s</li><li>Further develop services to assist customers to resolve rent arrears and maximize income to make the property affordable</li></ol>

communication, support & advice	
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## 1.2 Minimising unplanned exclusion from family homes

Parental exclusion or not being able to stay any longer with relatives or friends remains one of the primary reasons for homelessness in Swindon. Particularly amongst young people or single people with multiple and complex needs who may have been homeless before. This is also the most common reason for homelessness crisis: where a household is made homeless immediately, thus requiring emergency accommodation.

<b>Managing expectations and enabling people to secure their own housing. Review the Care Leavers Protocol to ensure planned and timely moves for young people leaving care and consider the use of/need for young persons supported accommodation for care leavers</b>	
<b>What we want to achieve</b> <ul style="list-style-type: none"> <li>A reduction in the number of people becoming homeless from family and friends' accommodation in an emergency through an increase in planned moves</li> </ul>	<b>Recommended key areas of activity</b> <ol style="list-style-type: none"> <li>Review previous delivery of mediation services and explore possibility of reintroducing an independent service.</li> <li>Ensure young people's access to life skills and tenancy training in the Private Rented Sector has parity with those living in social housing.</li> <li>Revisit options for closer working links with education facilities to raise awareness and understanding of homelessness</li> <li>Raise awareness of options and self-help services through information provision and communications, including within families</li> </ol>

## Priority Two – Secure Suitable Accommodation

### 2.1 Utilising the Private Rented Sector as a solution to homelessness

Tenure profile in Swindon has changed significantly over the last two decades resulting in an ever-increasing reliance on the Private Rented Sector as a solution to homelessness. A third of all households in Swindon live in the sector (compared to less than a sixth in 2001). The change can be attributed to low house prices appealing to buy-to-let investors and steady market rents delivering a good yield for circumstantial or investment landlords.

The Private Rented Sector is a flexible tenure offering a wide range of accommodation in all areas of the town. However, it can be seen as less appealing than social housing because rent levels are often higher and there is generally less stability as tenants can be asked to move on without notice within two months at any time after their initial six or twelve month tenancy has expired. The Private Rented Sector is not always accessible to people who are dependent or reliant on welfare benefits as landlords can be selective about the 'market' they choose to target their accommodation.

The Private Rented Sector in Swindon is fundamental as a housing solution to households at risk of homelessness. The contribution of many local landlords is significant and it is increasingly important that more landlords are provided with the information and support they require to unlock more property in the sector for people who need to move from their existing accommodation arrangements.

<b>Swindon Council and partners must work with landlords to progress leasing/letting schemes to offer as an available PRS accommodation option. There is a need to ensure sufficient resource to identify and engage landlords and for the efficient facilitation of new tenancies.</b>	
<b>What we want to achieve</b>	<b>Recommended key areas of activity</b>
<ul style="list-style-type: none"><li>• <b>Access to more quality properties in the PRS that are affordable to sustain</b></li><li>• <b>Households move seamlessly between properties with minimal disruption and without the need for emergency / temporary accommodation</b></li></ul>	<ul style="list-style-type: none"><li>• Use landlord forums to research landlord requirements and incentives necessary to make properties accessible to low income households</li><li>• Inform landlords on how they can support tenants and address issues and share positive examples of successful tenancies to reduce letting reticence</li><li>• Swindon Borough Council to explore feasibility for introducing early stage issue identification and leveraging of support.</li></ul>



## 2.2 Delivering housing solutions

Tenure profile in Swindon has changed significantly over the past decade. The Right to Buy (RTB) social housing policy has been popular, incentivised by low house prices and large discounts. Since the scheme was reinvigorated in 2012, the council lost 454 homes and has not received equivalent reparation from government to replace them on a one-for-one basis. This creates a greater dependence upon the growing Private Rented Sector for those who cannot or choose not to purchase their own homes.

This strategy promotes the continued development of proactive work with private sector landlords to further utilise the sector for people in housing need. As there is a growing shortage of housing that is accessible and affordable to low income households it is also necessary to explore other ways of bringing more social and affordable property forward.

<b>Increased supply of affordable home, including a property acquisition plan using available funding to buy properties for either temporary or long term use.</b>	
<b>What we want to achieve</b> <ul style="list-style-type: none"><li>• <b>Increased delivery of a range of affordable housing options in Swindon that are accessible for people with lower income levels.</b></li></ul>	<b>Recommended key areas of activity</b> <ul style="list-style-type: none"><li>• Maximise utilisation of Right to Buy receipts for acquisition of new property and fully explore opportunities arising from the lifting of the Housing Revenue Account borrowing cap</li><li>• Advance a coordinated and regular approach to discussions with developers and providers about new supply and utilise any available government funding to ensure development is optimised according to need</li><li>• A single person housing need analysis exploring shared social housing options</li><li>• Consider potential empty commercial and residential property conversions</li></ul>

## 2.3 Bridging the transition to accommodation when institutionalised support ends

Many people experiencing sudden or a significant change in circumstance including discharge from hospital, prison release, leaving local authority care or withdrawal of Home Office support become homeless due to a lack of accommodation options.

The risk of homelessness for these groups should be one of the easiest to prevent as they involve people already known to services. However issues arise when: people are already homeless at hospital admission stage and their hospital stay is short (or only A&E treatment is provided); short custodial sentences are given, limiting time in which to arrange accommodation upon release; and, when new refugees lose the

accommodation provided by the Home Office before accessing benefits, employment and other support due to poor coordination between government agencies.

Ensure local systems and processes are established and work with partners to establish local systems to improve and use the Duty to Refer	
<p><b>What we want to achieve</b></p> <ul style="list-style-type: none"> <li>• Increase homelessness prevention from hospital (including mental health sections), local authority care, prison and youth offender institutions &amp; when Home Office support is withdrawn</li> <li>• Reduce the number of people becoming homeless after being supported by any of these institutions</li> </ul>	<p><b>Recommended key areas of activity</b></p> <ul style="list-style-type: none"> <li>• Through our partnerships we will support 'through the gate' services that work with prisoners, meeting them on release and accompanying them to pre-arranged meetings to facilitate access to benefits, housing and other support</li> <li>• Understand the challenges around A&amp;E attendances and work together to find solutions</li> <li>• Embed the hospital discharge protocol within the Discharge Policy for Swindon</li> <li>• Cross-sector work to ensure appropriate provision of support for maximising accommodation sustainment and reducing risk of repeat hospital admission, detention under the Mental Health Act or reoffending</li> <li>• Engage the Home Office and at a local level, seeking commitment a policy of seamless and timely transition from NASS support to employment, welfare and housing for people granted refugee status.</li> <li>• Encourage NASS to participate in local Duty to Refer processes</li> <li>• Swindon Multi-Agency Forum on Asylum Seekers and Refugees to develop a process plan for supporting failed asylum seekers in appealing decisions and submitting new evidence or claims</li> <li>• Review the Care Leavers protocol to ensure sufficiency and variety of accommodation options, including supported accommodation and accommodation with support,. A refreshed protocol will details the mechanisms to plan ending of placements.</li> </ul>

### **Priority Three – Effective Partnership Working & Holistic Approach to reducing homelessness**

The Council will improve the strategic focus of tackling homelessness in Swindon by establishing a Homelessness Forum. This Forum will be set up by the Council and have representation from all key partners, ensuring that a multi-agency approach is being taken to prevent homelessness in the borough. A Multi-agency partnership working is critical to the success of the Swindon Homelessness Strategy and there are a number of different sectors who have a role in the coordinated implementation of this strategy.

Services working together to respond to individualised support needs through coordinated interventions are key to preventing first time or reoccurring homelessness. By helping to avoid negative consequences of homelessness such as poor health, affected child development and unemployment, future demand for services across the wider public sector is reduced.

#### **3.1 Promoting financial capability and independent living**

A primary societal reason for homelessness is financial vulnerability caused by a low income level, which can impact on a household's ability to secure or sustain its accommodation. Over the last decade the limited availability of affordable housing options, has led to additional difficulties in finding alternative accommodation. Welfare system changes in recent years have resulted in reduced benefit levels for many households. A decrease in availability of affordable social rented housing has led to a reliance upon Private Rented Sector (PRS) housing, where higher rents often cannot be covered by Local Housing Allowance (LHA) benefit levels. Additionally, there are many households with the financial means to pay for their housing but who lack the ability to manage their income, increasing their susceptibility to homelessness.

The introduction of Universal Credit places new responsibilities on households for budgeting over a monthly period; an additional pressure to households unaccustomed to this kind of money management.

<b>Ensure Swindon is delivering a co-ordinated plan that supports local people through the transition to Universal Credit Full Service, minimising the risk of rent arrears and subsequent threat of homelessness.</b>	
<b>What we want to achieve</b> <ul style="list-style-type: none"><li>• Support Swindon households with financial independency and income maximization.</li></ul>	<b>Recommended key areas of activity</b> <ul style="list-style-type: none"><li>• A planned approach to supporting PRS tenants onto Universal Credit</li><li>• Consider options for specialist employment support workers for households at risk of homelessness</li></ul>

<ul style="list-style-type: none"> <li>• Minimise the number of households becoming homeless due to Universal Credit</li> </ul>	<ul style="list-style-type: none"> <li>• Explore the possibility of co-locating local DWP and Housing Options staff.</li> <li>• Monitor trends in numbers of households presenting to services at risk of homelessness due to unaffordable rents</li> </ul>
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### 3.2 Supporting the provision of safe accommodation

The Private Rented Sector in Swindon has grown rapidly; now accounting for around one third of all housing in Swindon compared to around one fifth 15 years ago. The sector has become the only option for many households unable to buy their own property or access social housing. Currently the sector is less regulated than social housing and as a result, standards in accommodation and property management are variable. Many good landlords operate in Swindon providing a valuable source of accessible housing at a decent standard. However, there are other PRS landlords who do not adhere to their rights and responsibilities in appropriately supporting their tenants and providing a decent standard of accommodation. Such landlords put people's health, wellbeing and safety at risk while exposing them to an increased risk of homelessness.

<b>Support both tenants and landlords to understand and meet their responsibilities</b>	
<b>What we want to achieve</b> <ul style="list-style-type: none"> <li>• Improvements in the quality and safety of privately rented accommodation across Swindon</li> </ul>	<b>Recommended key areas of activity</b> <ul style="list-style-type: none"> <li>• Ensure partners and advice agencies actively engage in processes to report instances of poor conditions, harassment or unlawful eviction.</li> <li>• Ensure availability of resources for landlords to help them support tenants and improve tenancy management across the sector.</li> <li>• Provide advice for landlords or owners of empty properties wishing to sell or reduce management of their property.</li> <li>• Support and encourage landlords to improve property management through accreditation and licensing.</li> </ul>

## Priority 4 - An Individualised response

**Evidence tells us there are groups of people at greater risk of homelessness including**

- People with Mental Health Issues
- Unemployment or low / irregular income households
- Private Rented Sector tenants

- People with substance misuse or alcohol issues
- People with multiple and complex needs
- Domestic abuse victims and survivors
- Young people without education, employment or training
- Care Leavers
- Failed Asylum Seekers or those with no recourse to public funds
- Prison leavers and people with offending backgrounds

The list is long yet it is by no means inclusive of all 'types' or 'cohorts' of people who become homeless. This is because homelessness does not discriminate and therefore neither does Swindon in our response.

Homelessness prevention in Swindon builds a response around the unique circumstances, needs, wants and ambitions of the individual or household. To effectively support individuals and families	
<b>What we want to achieve</b> <ul style="list-style-type: none"> <li>• Support people to recognise when, and how to seek advice and support</li> <li>• Take the household's views, assets and ambitions into account when determining a course of action and incorporating 'I statements' in personalised support plans</li> </ul>	<b>Recommended key areas of activity</b> <ul style="list-style-type: none"> <li>• Ensure there is no wrong front door in accessing pathways to advice and support.</li> <li>• Train and upskill workers to identify risk and connect people with advice and support.</li> <li>• Building resilience through sustainable solutions</li> <li>• Avoid or minimise repeat assessments by linking assessments and support plans.</li> <li>• Deliver services within Psychologically Informed Environments (PIEs), designed and delivered in a way that takes into account the emotional and psychological needs of the individuals using them and working in them.</li> <li>• Investigate the development of single records or use of a 'passport' that allows for sharing of personal information between services</li> </ul>

## **Monitoring & Governance**

This strategy will cover the five-year period 2020 to 2025.

It is important that this Homelessness Strategy is regularly reviewed and kept up to date, to respond to changes in guidance and legislation, and any changes in trends relating to need and demand for housing and services. A check will be carried out on an annual basis, or in the event of major new legislation or guidance or a major change in services, to determine if a wider review of the Strategy is required.

The Action Plan will be a live document, to be updated when necessary as actions are completed and new actions arise, but in any case will be reviewed at least on an annual basis.

The Council will be responsible for the delivery of the strategy and the action plan and ensuring that these are kept up to date as described above.

A Homelessness Forum will be formed, which will include partners will act as a critical friend on the delivery of the strategy, as well as facilitating partnership working and a joined up approach to services.

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## HEALTH AND WELLBEING BOARD

WEDNESDAY, 11 MARCH 2020

### 43. Swindon Borough Council's Homeless Prevention and Reduction Strategy

The Director of Housing submitted a report (a) seeking the Board's approval of Swindon Borough Council's Homeless Prevention and Reduction Strategy 2020-2024 and (b) recommending that Swindon Borough Council's Cabinet adopt and implement it. In introducing the report the Head of Housing drew Members' attention to:

- The strategy's demonstration to a commitment across the partnership to ensure that everyone in Swindon lives a healthy, safe, fulfilling and independent life and is supported by thriving and connected communities.
- The development of the strategy, which was a statutory requirement, through on-going work by the Board and Council through a number of policies and strategies and a consultation process.
- The four key priorities set out within the strategy of preventing homelessness, securing stable accommodation, partnership working and individual responses.
- A summary of key points with each of the priority areas, as identified within the report.
- That homelessness was not only reflected in not having a home but included an individual having multiple disadvantages and was only often a phase for a household.
- Work to improve relationships with private landlords to stabilise tenancies within the private rental sector.
- Work to support individuals to adapt when moving from institutional establishments into social housing through partnership working.
- An increase in workload arising from the strategy due to intensive work to support tenants maintain tenancies and to prevent evictions

Following the presentation by the Head of Housing the Board discussed:

- Its support for the work in preparing the strategy and the principles underpinning it.
- The lack of specific reference to former armed forces personnel or the LGBT community; although it was noted both of these groups were enshrined in legislation and that the Council had an Armed Services Covenant.
- The loss of Council houses under Right to Buy Legislation and the inability of the Council, through financial constraints, to replace these on a one to one basis leading to increased pressure for social housing.
- The differences between affordable and social housing and whether an

increase in affordable housing might limit the ability of the low paid workers to maintain a tenancy.

- The increase risk to exposure to crime for those individuals who did not have access to secure accommodation.
- The benefits of setting out in more detail within the report on the positive work undertaken in respect of Care Leavers, families institutionalised people and vulnerable and homeless people and the Youth Offending Team to prevent homelessness and support tenancies.
- The positive feedback received in respect of the work and strength of the Housing Panel Board.
- The importance and role of the private rental sector in the local housing market and the current working relationship with private landlords and work to continue to maintain and improve this.
- That officers had received informal feedback from the private sector to the consultation undertaken on the strategy.

Resolved – (1) That, subject to the inclusion of the comments made by this Board, Swindon Borough Council's Homeless Prevention and Reduction Strategy 2020-2024 be approved.

**(2) That Swindon Borough Council's Cabinet be recommended to adopt the Homeless Prevention and Reduction Strategy 2020-2024.**