

Swindon Borough Council

Cabinet

Wednesday, 6 December 2017

Committee Room 6, Civic Offices

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

Conservative Councillors

David Renard (Chair)

Russell Holland

Oliver Donachie

Toby Elliott

Fionuala Foley

Brian Ford

Mary Martin

Cathy Martyn

Garry Perkins

Keith Williams

Committee Officer: Steve Jones (Telephone 01793 463602)

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

Access Arrangements - The venue is wheelchair accessible and an infrared receiver hearing system is provided. If you have any special requirements to enable you to attend the meeting or would like to receive any of the pages contained in this agenda in a larger print size, please contact the Committee Officer as soon as possible prior to the date of the meeting.

AGENDA

NOTE:

A Cabinet Open Forum is held at 6:00 p.m. prior to the start of each scheduled Cabinet Meeting. The Open Forum is similar to the 'public question time' that happens at most Council meetings but without the need for questions. It provides the chance to meet with Cabinet Members as well as Corporate Directors and Directors to discuss matters relevant to the Cabinet and its responsibilities. It provides an opportunity to raise issues and give views. The Forum will normally close at 6.30 pm and the Cabinet will then reconvene for the start of the formal Cabinet meeting. If the Open Forum completes its business earlier than anticipated then the Cabinet Meeting will commence at 6:15pm or at the Forum's conclusion.

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. Minutes. (Pages 5 - 16)

To receive the minutes of the meeting held on 18th October 2017.

4. Public Question Time.

See explanatory note below. Please phone the Committee Officer whose name and number appears at the top of this agenda if you need further guidance.

5. Exempt Items - Exclusion of Press and Public.

Certain items are expected to include the consideration of exempt information and the Cabinet is, therefore, recommended to resolve "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 items listed below, on the grounds that they involve the likely disclosure of exempt information, as defined in the respective paragraph of Part 1 of Schedule 12A of the Act".

Item No.	Paragraph No.
13	3

6. 2017-18 Budget Update and Budget Strategy 2018-2020 CDRG (CM:RH)
(Pages 17 - 32)

7. Capital Monitoring Quarter 2 2017-18 CDRG (CM:RH) (Pages 33 - 46)

8. Mid-Year Treasury Performance 2017/18 CDRG (CM:RH) (Pages 47 - 50)

9. Special Educational Needs and Disability (SEND) Capital Investment Strategy HE, DCS (CM:FF) (Pages 51 - 60)

10. Town Centre Car Parking Strategy CDRG (CM:OD/GP) (Pages 61 - 102)

11. Reference from the Health and Wellbeing Board - Adoption of the Swindon Affordable Warmth Strategy DLDS (CM:BF) (Pages 103 - 106)

12. Delivery of Town Centre Regeneration CDRG (CM:GP) (Pages 107 - 132)

13. Kimmerfields: Delivery Options CDRG (CM:GP) (Pages 133 - 162)

Date of Despatch: 27 November 2017

Key:

Officers:

CDRG	-	Corporate Director Resources and Growth
DLDS	-	Director of Law and Democratic Services (Monitoring Officer)
DCS	-	Director of Children's Services
HE	-	Head of Education

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, Cabinet Member for Finance and Commercialisation
OD		Oliver Donachie	Cabinet Member for the Economy and Skills
TE	-	Toby Elliott	Cabinet Member for Strategic Planning and Sustainability
FF	-	Fionuala Foley	Cabinet Member for Children's Services and School Attainment
BF	-	Brian Ford	Cabinet Member for Adults' Health and Social Care
MM	-	Mary Martin	Cabinet Member for Communities and Place
CM		Cathy Martyn	Cabinet Member for Housing and Public Safety
GP	-	Garry Perkins	Cabinet Member for Regeneration
KW		Keith Williams	Cabinet Member for Corporate Services and Digitalisation

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

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 Director of Law and Democratic Services, 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, 18 OCTOBER 2017

PRESENT:- Councillors David Renard (Chair), Russell Holland, Oliver Donachie, Toby Elliott, Fionuala Foley, Brian Ford, Mary Martin, Cathy Martyn, Garry Perkins and Keith Williams

Councillor Emma Bushell attended the meeting in respect of Minute Nos. 47, 48 and 53. Councillor Jane Milner-Barry attended the meeting in respect of Minute Nos. 48, 49 and 56. Councillor Bob Wright attended the meeting in respect of Minute Nos. 49, 50, 54 and 56.

39. Section 100B(4)(b), Local Government Act 1972

In accordance with Section 100B(4)(b), Local Government Act 1972, the Chair advised that the following item would be considered as a matter of urgency on the grounds stated:

18. Carriage Works Investment - in order to avoid any unnecessary delay in the commencement of the proposed development, minimise disruption to tenants of other units, and to maximise the Council's income from the development.

40. Declarations of Interest.

The Chair reminded members of the need to declare known interests in any matters to be considered at the meeting.

Councillor Toby Elliott made a personal, non-prejudicial declaration of interest in respect of Cabinet's consideration of Agenda Item No. 18 ("Carriage Works Investment") on employment grounds. Councillor Elliott indicated that he would not vote on the decision in respect of this item.

41. Minutes.

Resolved – That the minutes of the meeting held on 6th September, 2017, be confirmed and signed as a correct record.

42. Public Question Time.

Mr Les Durrant, Chair of Swindon Development Delivery Panel, (Chairman & Managing Director, DPDS Consulting Group) had submitted a question about the provision of strategic planning up to 2050. Councillor Toby Elliott, the Cabinet Member for Strategic Planning and Sustainability, had provided a written response which was tabled at the meeting. Mr Durrant asked a supplementary question about the provision of infrastructure to support development to which the Cabinet Member responded at the meeting.

43. 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 items listed below, on the grounds that they involve the likely disclosure of exempt information, as defined in the respective paragraphs 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 No.	Paragraph No.	Minute Nos.
17 and 18	3	55 and 56

44. Annual Report of the Dorset and Wiltshire Fire and Rescue Service and Authority

Councillor Garry Perkins, the Cabinet Member for Regeneration and Vice-Chairman of the Dorset and Wiltshire Fire and Rescue Authority, and the Chief Fire Officer, Dorset and Wiltshire Fire and Rescue Service, submitted a joint report seeking Cabinet's endorsement of the 2016-17 Annual Report of the Dorset and Wiltshire Fire and Rescue Service. Chief Fire Officer Ben Ansell, Area Manager, Craig Baker, and Director of Finance, Phil Chow, attended the meeting to introduce the report and responded to members' questions about the provision of services to the Borough as well as further opportunities for partnership working.

Following the Chief Fire Officer's introduction of the report, members were given the opportunity to put questions to him and his support officers on the issues raised. In particular, Councillors Toby Elliott, Fionuala Foley, and Brian Ford, asked questions and made observations regarding the new Fire Safety Centre in Wroughton and opportunities for the Fire Service to engage with the local community and its elected representatives, the high quality of the Annual Report and sharing the information with as wide an audience as possible, including its availability online and in libraries, the comparison of stated emergency response times with those recorded in other areas, the context of some of the key financial headlines within the Annual Report, and the data regarding the military as a high risk group for involvement in road traffic accidents and the specific work undertaken by the Service to engage with the military on this issue.

Resolved – (1) That the 2016-17 Annual Report of the Dorset and Wiltshire Fire and Rescue Service be endorsed.

(2) That Mr Ansell and his colleagues be thanked for attending the meeting and for their full and open responses to members' questions on issues regarding the provision of services to the Borough as well as further opportunities for partnership working.

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

45. Swindon - A Learning Town

Councillors Fionuala Foley, Cabinet Member for Children's Services and School Attainment, and Oliver Donachie, Cabinet Member for Economy and Skills, and the Head of Education, submitted a joint report informing Cabinet of a new initiative called "Swindon: A Learning Town", being developed as an important part of Swindon Challenge with the overall aim to raise aspirations, improve educational

attainment and improve the profile of the importance of learning and its potential to improve lives.

It was noted that the report was necessary because the Learning Town initiative would raise educational standards by engaging a wide range of partners across the town, including local business, cultural and community organisations and all those engaged in education and training. The focus of the initiative would be to raise the profile of the benefits of learning and celebrate achievement whilst raising the aspirations of children, young people and adults.

Councillor Foley introduced the report and drew members' attention to the successful outcomes achieved through a similar approach in Bristol. Councillor Donachie, as co-author of the report, informed members about how Swansea had used an equivalent policy as a catalyst for economic development. The Director of Children's Services added that the proposals would complement the work of the Swindon Challenge Board.

Resolved – (1) That the principle of developing the “Learning Town” concept in Swindon, the key objectives, governance arrangements and timescales for development and delivery, outlined in the report, be approved.

(2) That Cabinet commits to championing the concept of “Swindon: A Learning Town” and authorises the Director of Children's Services, in consultation with the Cabinet Members for Children's Services and School Attainment and the Economy and Skills, to support the concept.

(3) That the financial arrangements outlined in the report be endorsed.

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

46. Council Tax and Care Leavers

Councillor Russell Holland, the Deputy Leader of the Council and Cabinet Member Finance and Commercialisation, and Councillor Fionuala Foley, the Cabinet Member for Children's Services and School Attainment, and the Head of Revenues and Benefits and Director of Children's Services, submitted a joint report recommending that consultation be commenced on granting Discretionary Discounts of Council Tax to care leavers. It was noted that this would help in delivering the Council's Priority of helping 'people to help themselves while always protecting the most vulnerable' and also its Corporate Parenting responsibilities for the children in the Council's care.

Councillor Foley introduced the report, commenting on the Council's wish to help all individuals leaving care to live independent lives. She also advised the meeting of the positive response of the main Opposition Group to the report and, in particular, thanked that Group's spokesperson for his support for the proposals. Councillor Russell Holland added that the Council needed to act to help ensure the best possible outcomes for those leaving care systems.

Resolved – (1) That consultation be authorised on the granting of a 100% Swindon Council Tax exemption for Swindon care leavers until the age of 21 and on a 50% discount for those with joint Council Tax responsibility with one other person living in the Swindon Borough Council area. That, where care leavers have joint Council Tax

responsibility with 2 other persons, the discount to be 33%, and 25% if the joint responsibility is with 3 other persons.

(2) That consultation be also authorised on extending any Exemption or Council Tax Discount for Swindon Care Leavers under the age of 25, where good reason or hardship is shown, and in order to prevent destitution or homelessness, and where help provided under the Council Tax Support scheme, other discounts or Discretionary Housing Payments is not sufficient.

(3) That it be noted that the result of the consultations will be reported to Cabinet with any final proposals in February 2018. That it be also noted that, if agreed, these discounts will be effective from 1st April 2018 with discretion to cancel any outstanding arrears owed prior to this date.

(4) That, subject to (3) above, and the discounts being agreed, a review of these measures be undertaken at the beginning of the financial year 2019/20. This review will report on the numbers and values of discounts granted in the first full financial year and will evaluate whether any further measures are required, particularly to help care leavers aged between 21 and 25.

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

47. Fire safety in high-rise residential blocks of flats

Councillor Cathy Martyn, the Cabinet Member for Housing and Public Safety, and the Corporate Director of Communities and Housing, submitted a joint report advising Cabinet on the existing fire safety measures that are in place to the Council's residential blocks of flats, which ensure that they are safe to live in. It also set out the proposed activities to improve fire safety following the Grenfell Tower fire, in response to the resolution at Council of 13th July 2017 (Council Minute 19, 2017/18 refers). The report also sought Cabinet's approval for the proposed fire safety improvements to comply with current benchmark standards and further enhance fire safety, which will also help to make sure that residents feel safe.

Councillor Martyn introduced the report, setting out the background, including the consultation that had taken place with the Adults' Health, Adults' Care and Housing Overview and Scrutiny Committee and the ongoing communications with tenants and leaseholders.

Following her introduction of the report, Councillor Martyn, supported by the Head of Property Maintenance and the Fire Service Area Manager, responded to questions put by Councillors Emma Bushell, Oliver Donachie and Bob Wright on the following issues:

- the funding of the proposed fire safety improvement works, as detailed in Appendix 1 to the report, and the lobbying of Central Government for additional resource for this unforeseen budget pressure;
- the materials used in panelling at the David Murray John Tower;
- the "stay put policy" and the consistency of advice given to residents on how to respond in the event of an alarm;
- the need to keep communal areas clear in 3 and 4 storey residential blocks; and
- the proposed use of a rescue chair to evacuate residents at Rueben George Hall.

Resolved – (1) That the fire safety improvement works and the requisite budget of £1,066,380, as set out in the summary of fire safety costs shown in Appendix 1 to the report, be authorised.

(2) That a revenue budget of £50k be allocated to appoint a consultant for a sample of intrusive type 4 fire risk assessment surveys to be carried out, which will provide a comprehensive fire safety report for the different types of flats.

(3) That resources be increased and a revenue budget of £40k be allocated for a temporary post to manage fire safety activities for a 12 month period, as a one-off cost.

(4) That future fire risk assessments be carried out to a type 3 level to ensure that the communal areas (common parts) and a sample of flats are included within the fire risk assessment for each block of flats, which is to be an ongoing cost of £20k per annum.

(5) That the Head of Housing Services be authorised to prioritise future fire safety work arising from more in-depth fire risk assessments, as part of the annual budget setting process for future capital programmes of work.

(6) That the Cabinet Member for Housing and Public Safety report these decisions to Council in response to the resolution of 13th July 2017.

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

48.

Budget Update

Councillor Russell Holland, the Deputy Leader of the Council and Cabinet Member Finance and Commercialisation, and the Corporate Director of Resources and Growth, submitted a joint report providing an update on the position in relation to the 2017/18 forecast outturn and setting out the approach for addressing the financial challenge in the period to March 2020.

Councillor Holland introduced the report and expanded on the opportunities that might be realised by participating in the business rates retention pilot scheme.

Following Councillor Holland's introduction of the report, members were invited to put questions on the issues raised and on specific items within the appended budget management report. Councillors Cathy Martyn, Cabinet Member for Housing and Public Safety, Mary Martin, Cabinet Member for Communities and Place, Oliver Donachie, Cabinet Member for the Economy and Skills, Keith Williams, Cabinet Member for Corporate Services and Digitalisation, and Garry Perkins, Cabinet Member for Regeneration, responded at the meeting to questions put by Councillors Emma Bushell, Jane Milner-Barry and Toby Elliott, on the following matters:

- the number of void council properties
- the increased use of hybrid vehicles and options for the provision of electric car charging points
- the timescale for reorganising STEAM so as to maximise income generation.

Resolved – (1) That the in-year forecast outturn position for 2017/18 be noted and that it also be noted that responding management actions are in place to manage the projected year-end overspend.

(2) That the update on delivering the renewables target and reducing energy costs be noted.

(3) That the Cabinet Member for Finance and Commercialisation be authorised to

respond to the invitation for the 100% business rates pilot scheme for 2018/19.

(4) That (a) the virements set out in Appendix 2, and (b) the approach set out in the Swindon Programme to manage the financial challenge facing the Council whilst targeting resources to delivering essential services to the most vulnerable, be agreed.

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

49. Swindon Museum and Art Gallery - Round 1 bid submission

Councillor Garry Perkins, the Cabinet Member for Regeneration, and the Corporate Director for Resources and Growth, submitted a joint report informing the Cabinet of the Heritage Lottery Fund (HLF) bid to secure funding to develop a detailed business case for the proposed new Museum and Art Gallery. The report also sought the 'in principle' agreement of Cabinet to ongoing financial support for the operation of the proposed new Museum and Art Gallery, in order to facilitate this bid. This report restated the Council's ongoing revenue support for a new facility in light of a previous Cabinet commitment in December 2014.

Councillor Garry Perkins introduced the report and advised the meeting of an additional recommendation to be considered, regarding the endorsement of the draft Partnership Agreement between the Council and Swindon Museum and Art Gallery Trust.

Councillor Jane Milner-Barry stated that the Opposition Group welcomed the report and supported the Trust's bid to the Heritage Lottery Fund.

Following his introduction of the report, Councillor Perkins responded to questions put by Councillors Toby Elliott, Jane Milner-Barry, and Bob Wright regarding:

- the viability of local residents being given free entry to the new Museum and Art Gallery;
- the precise location of the Museum and Art Gallery within the site footprint; and
- communications with the public, Members, and the Council administration regarding the proposals for the Museum and Art Gallery.

Resolved – (1) That the Trust be supported in its forthcoming bid for HLF funding for a new Museum and Art Gallery facility.

(2) That the previously agreed revenue funding of up to £245,000 per annum, (Cabinet Minute 51(3)(2014/15)) refers), to support the operational costs of a new Museum and Art Gallery, should the HLF bid be successful, be endorsed.

(3) That officers be authorised to work with the Swindon Museum and Art Gallery Trust to identify funding to address the remaining estimated deficit through the introduction of a nominal or voluntary entrance fee.

(4) That, if required, the application of resources such as business rates and New Homes Bonus, arising from further development/uplift in the vicinity to meet the funding shortfall identified in Appendix 1 of this report, be agreed, subject to the governance arrangements as set out in para 3.16 of the report being put in place, and confirmation of the feasibility for the project through the Development Phase of the bid.

(5) That the Partnership Agreement between the Council and Swindon Museum and

Art Gallery Trust be endorsed, and that the Director of Law and Democratic Services be authorised to sign the agreement on behalf of the Council

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

50. County Ground Recreation Improvements and Asset Transfer

Councillor Mary Martin, the Cabinet Member for Communities and Place, and the Corporate Director Resources and Growth and the Head of Property Assets, submitted a joint report providing an update on the Swindon Town Football in the Community Trust's interest in (a) taking a lease of part of the County Recreation Ground Swindon for the use and development of a pavilion to be shared with the Swindon Harriers Athletics Club and other community sports and social users, and (b) constructing an enclosed full size FA registered artificial grass pitch on the public open space to provide enhanced formal sports and community related facilities. It was noted that the report was necessary as it involved a leisure asset that serves the whole borough and that Cabinet approval was being sought to grant the required leases to enable the proposed improvements to be delivered.

Councillor Mary Martin, Cabinet Member for Communities and Place, introduced the report and thanked ward members for their participation in the consultation process.

Councillor Bob Wright advised that it was his view that the area identified in Appendix 1 to the report for lease to Swindon Town Football Club, was not the same as that used in the consultation exercise. Councillor Martin noted his comments and, since the matter could not be clarified at the meeting, she proposed an amendment to the recommendations to that effect, that she be authorised to determine the precise area to be the subject of the lease, in consultation with the Corporate Director for Resources and Growth, the Head of Property Assets and the Ward Members.

Resolved – (1) That the Head of Property Assets, in consultation with the Director of Law and Democratic Services, be authorised to agree terms for the grant of a lease of the land at the County Recreation Ground Swindon ('the Grounds'), shown edged red on the plan attached as Appendix 1 to the report, to the Swindon Harriers Athletics Club ('the Club'), for a term of 25 years, to enable the improvements detailed in the body of the report.

(2) That the Head of Property Assets, in consultation with the Director of Law and Democratic Services, be authorised to agree terms for the grant of a lease of an area of land at the County Recreation Ground Swindon ('the Grounds') to the Swindon Town Football in the Community ('the Trust') for a term of 25 years, subject to planning permission being secured, to enable the improvements detailed in the body of this report. In addition, that the area of land to be leased shall be determined under the Delegated Authority of the Cabinet Member for Communities and Place, in consultation with the Corporate Director for Resources and Growth, the Head of Property Assets and the Ward Members.

(3) That the Head of Property Assets, in consultation with the Director of Finance, be authorised to agree all necessary documentation to support the grant funding bids on such terms and conditions as are necessary to protect the Councils interests.

(4) That the Director of Law and Democratic Services be authorised to complete all

necessary legal documentation to enable the lease of the areas of land at the County Recreation Ground Swindon, referred to in paragraphs 1 and 2 above, to the Club and the Trust respectively, on such terms and conditions as he considers necessary to protect the Council's interests.

(5) That a budget of £215k be approved for the County Recreation Ground Improvements, to be funded from Section 106 Planning Agreement income.

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

51. Polling District and Places Review

Councillor David Renard, the Leader of the Council, and the Director of Law and Democratic Services, submitted a joint report seeking Cabinet's authorisation to (a) undertake a review of polling places within the wards of Blunsdon and Highworth, (b) create new polling districts within the Blunsdon & Highworth, Chiseldon & Lawn and St Margaret & South Marston wards, and (c) re-adjust the boundary of SAB & SAD polling districts in St Andrews ward.

It was noted that a polling district review is carried out every 4 years in accordance with regulation and that a limited review is undertaken each year, following on from the Council's elections, to look specifically at issues raised in connection with polling districts, places or stations. This review was necessary as the recent Community Governance Review created some anomalies between new parishes and existing polling district areas. It was further noted that, in addition to it being good practice to keep the location of polling stations under constant review, in case venues cease to be available, the report also set out specific issues that had been brought to the attention of the Returning Officer.

Resolved – That Council be recommended to:

- (1) Endorse the recommended changes to Polling Places within the Borough as follows:
 - a. Blunsdon & Highworth Ward - that the polling place for electoral registers BHG & BHI be moved to Westrop School from Highworth Youth Centre.
- (2) Endorse the recommended changes to Polling Districts within the Borough as follows:
 - a. Blunsdon & Highworth Ward - that new polling districts BHJ and BHK be created to correspond with the parish boundary, both BHJ and BHK fall within South Marston Parish Council.
 - b. Chiseldon & Lawn Ward - that an adjustment to the polling district boundary for CLB be made to create the polling district CLD to correspond with the parish boundaries, CLB falls within Chiseldon Parish Council and CLD within Central Swindon South Parish Council.
 - c. Ridgeway Ward – that new polling district RWE be created to correspond with the parish boundary, RWE falls within for Central Swindon South Parish Council.
 - d. St Margaret and South Marston Ward - that new polling districts SME, SMF and SMG be created to correspond with parish boundaries, SME falls within Stratton St Margaret Parish Council, SMF within South Marston Parish Council and SMG within Nythe, Eldene and Liden Parish Council.

- e. St Andrews Ward – that an adjustment to the polling district boundary for SAB and SAD be made to create a more convenient Electoral Register.
- (3) Note that the Director of Law and Democratic Services (as Returning Officer) will implement the proposed changes for future Borough, Parish and Parliamentary elections.

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

52. Swindon Borough Local Plan Review - Regulation 18 (Issues & Options) Consultation

Councillor Toby Elliott, the Cabinet Member for Strategic Planning and Sustainability, and the Corporate Director for Communities and Housing, submitted a joint report seeking approval to undertake public consultation on Issues and Options as the first major stage of the review of the Swindon Borough Local Plan, for a six week period, and to prepare and publish supporting evidence base material.

It was noted that, in accordance with Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), local planning authorities are required to undertake public consultation regarding the scope and strategic issues to be addressed as the first formal stage in the production of a Local Plan for the area.

Paragraph 158 of the National Planning Policy Framework stipulates that each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.

Resolved – (1) That the Head of Planning, Regulatory Services and Heritage, be authorised to undertake public consultation on the Issues and Options of the Swindon Borough Local Plan Review, as attached at Appendices 1 and 2 to the report, and in accordance with the arrangements set out in paragraph 3.21 of the report.

(2) That the Head of Planning, Regulatory Services and Heritage, in consultation with the Cabinet Member for Strategic Planning and Sustainability, and the Director of Law and Democratic Services, be authorised to make any necessary changes to the consultation documents before they are finalised for publication, and agree any changes to Appendix 2 with Wiltshire Council.

(3) That the Head of Planning, Regulatory Services and Heritage, in consultation with the Cabinet Member for Strategic Planning and Sustainability and other relevant Cabinet Members, be authorised to produce and publish evidence base material required to support the preparation of the Local Plan Review.

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

53. Affordable Housing Development Update

Councillor Cathy Martyn, the Cabinet Member for Housing and Public Safety, and

the Head of Housing Services, submitted joint report providing an update on the Affordable Housing Development Programme and seeking approval for the Head of Housing Services to use Housing Revenue Account resources to develop the sites detailed in the report.

Councillor Martyn responded to questions put by Councillors Emma Bushell and Brian Ford on:

- the delays to the construction at Bembridge Close,
- the net loss or gain from construction at Queens Drive and Ventnor Close
 - the mix of the units to be offered – affordable, social, or for sale.

Resolved – That the Head of Housing Services be authorised to -

- a) Complete the construction of the Penhill United Reform Church site at a cost of £2,066,000, supported by grant funding from the Shared Ownership and Affordable Housing Programme 2016 – 2021.
- b) Complete the construction of assisted living bungalows at Linden and Bembridge Avenue at a cost of £2,030,000, supported by Department of Health grant funding of £30,000 per unit.
- c) Spend £340,000 additional Department of Health grant funding to further enhance the assisted living homes at Hawthorns in Gorse Hill, Linden Avenue in Pinehurst and Bembridge Close in Park North, to minimise future care costs.
- d) Complete the decant and demolition of existing buildings on Queens Drive, and develop plans in readiness for a Planning Application at an initial cost of £2,000,000.
- e) Design and carry out a consultation on a potential assisted dwellings development on Council land at Ventnor Close. Early design work will cost £30,000.

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

54. Wichelstowe Joint Venture

Councillor Toby Elliott, the Cabinet Member for Strategic Planning and Sustainability, and the Corporate Director for Resources and Growth, submitted a joint report setting out the amendments proposed to be made to the Joint Venture terms for the development of Middle and West Wichel, previously reported to Cabinet, and seeking approval to move forward with the finalisation of the 5-year business plan and finalisation of the legal agreements. It was noted that, due to the time elapsed since the original decision was made, the officers felt it appropriate that an update be made to Cabinet prior to finalising the Joint Venture agreement.

Resolved – (1) That the Director of Law and Democratic Services, in consultation with the Cabinet Member for Strategic Planning and Sustainability, and the Corporate Director, Resources & Growth, be authorised to complete the necessary contractual arrangements for the Joint Venture, together with associated documentation, on such terms as he considers necessary to protect the Council's interests.

(2) That the Corporate Director, Resources & Growth, in consultation with the Cabinet Member for Strategic Planning and Sustainability, be authorised to work with BDW Trading Ltd to finalise the 5 year business plan.

(3) That the Director of Law and Democratic Services, in consultation with the Cabinet Member for Strategic Planning and Sustainability, be authorised to provide formal approval for relevant business plans.

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

55. Site in South East Swindon - Proposed disposal and collaboration agreement

Councillor Toby Elliott, the Cabinet Member for Strategic Planning and Sustainability, and the Corporate Director, Resources and Growth, submitted a joint report seeking Cabinet's approval for (a) the provisional terms that have been agreed with the Company identified in the report, which will lead to the construction of some 250 new homes on a brownfield site, and (b) the provision of additional funds to invest in supporting the community.

Resolved – (1) That the final heads of terms of the Option Agreement, as set out in the main body of the report, negotiated with the Company referred to in the report by the Head of Property Assets in consultation with the Cabinet Member for Strategic Planning and Sustainability, and the Corporate Director, Resources and Growth, for the disposal of the site identified in the plan attached to the report, be agreed.

(2) That the Director of Law and Democratic Services, in consultation with the Cabinet Member for Strategic Planning and Sustainability and Corporate Director for Resources and Growth, be authorised to create the Community Fund referred to in the report, and enter into a Memorandum of Understanding (MOU) with the Company referred to in the report, which will set out the terms of reference of the Community Fund and its governance arrangements.

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

56. Carriage Works Investment

Councillor Garry Perkins, the Cabinet Member for Regeneration, and the Corporate Director, Resources and Growth, submitted a joint report seeking Cabinet authorisation to proceed in conjunction with Forward Swindon Ltd (FSL) with further phases of redevelopment of the "Carriage Works" site, as detailed in the report. The report also sought approval of additional funding for the redevelopment of Units 5, 7, 9, 11 and bike sheds of the Carriage Works.

Councillors Jane Milner-Barry and Bob Wright asked questions relating to the proposal and the further development of the site, to which the Cabinet Member responded at the meeting.

Resolved – (1) That the provision of the additional capital investment for further redevelopment of the Carriage Works, as detailed in the report, be agreed, with the release of funds to be authorised by the Director of Finance in consultation with the Cabinet Member for Regeneration to support the work for units 5, 7 and 9.

(2) That the Director of Law and Democratic Services, in consultation with Forward Swindon Ltd, the Corporate Director Resources and Growth, and the Cabinet

Member for Regeneration, be authorised to complete the necessary legal documentation (including an initial lease, if necessary) with Network Rail for the section of the Carriage Works that will be the subject of Phase 2 (redevelopment of Units 7, 9, 11 and bike sheds of Carriage Works – as detailed in Appendix A to the report), on such terms as he considers necessary to protect the Council's interests.

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

(Councillor Toby Elliott made a personal, non-prejudicial declaration of interest in respect of this item, on employment grounds, and took no part in the voting thereon.)

2017-18 Budget Update and Budget Strategy 2018-2020

Cabinet

Date: 6th December 2017

Author: Cabinet Member for Finance and Commercialisation
Corporate Director of Resources and Growth

Wards: All

Parishes Affected: All

1. Purpose and Reasons

- 1.1 This report updates the position in relation to the 2017/18 forecast outturn and the work underway to address the financial challenge in the period to March 2020 through a two-year budget strategy.
- 1.2 In addition, this report meets the requirement to publish initial proposals for the Budgetary and Policy Framework at least two months before the Framework must be adopted (paragraph 2 (a), Budget and Policy Framework Procedure Rules, part 4 of the Council's Constitution).
- 1.3 Sound financial management underpins the Administration's delivery of the Council's Vision and other adopted strategies.

2. Recommendations

Cabinet is recommended to:

- 2.1 To note the in-year forecast outturn position for 2017/18 and that responding management actions are being developed to eliminate the projected year-end overspend;
- 2.2 To note:-
 - 2.2.1 That the budget strategy will be focussed on the delivery of a two year plan covering both 2018/19 and 2019/20;
 - 2.2.2 That the Local Government Finance Settlement for 2018/19 has yet to be published and therefore the funding assumptions in this report contain levels of uncertainty;
 - 2.2.3 The tax base for 2018/19 will be 72,898.6;
 - 2.2.4 The potential funding pressures of meeting the demand for increased school places in future years.
- 2.3 To agree:-
 - 2.3.1 The virements set out in Appendix 2;
 - 2.3.2 That budgets for fees and charges that are set by the Council should be uplifted by 5% or a rounded price close to 5% except where alternative

Further information on the subject of this report can be obtained from Mick Bowden, Direct Dial 07392 109917, mbowden@swindon.gov.uk.

2017-18 Budget Update and Budget Strategy 2018-2020

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Date: 6th December 2017

proposals are recommended as part of the commercialisation workstream of the Swindon Programme;

- 2.3.3 That the Local Council Tax Support (reduction) scheme in 2018/19 be unchanged from that for 2017/18, apart from the annual increases in allowances, applicable amounts and non-dependant deductions, which will be increased in line with the national scheme;
- 2.3.4 That the basis for allocating Council Tax Support Grant to Parish Councils remains unchanged from that for 2017/18;
- 2.3.5 That the Council's share of the estimated surplus on the council tax element of the Collection Fund as at 31 March 2018 is £626k.

3. Detail

Projected Outturn 2017/18

- 3.1 The forecast as at 31st October 2017 is that there would be an overspend of £2.2m against the revenue budget for 2017/18 unless further mitigating actions are taken.
- 3.2 The budget and projected outturn by Department is set out in Table 1 below and a more detailed analysis is set out in Appendix 1.
- 3.3 A number of budget changes have been identified since the last report and Cabinet is asked to approve the virements set out in Appendix 2.

Table 1 – Projected Outturn 2017/18

Department	Budget 2017/18 £'000	Full-Year Projected Outturn £'000	Projected Variance £'000	Movement since last report £'000
Adult Services	82,026	82,118	92	131
Children Services	29,156	32,533	3,377	857
Communities and Housing	28,361	29,540	1,179	(40)
Economy	(3,174)	(3,133)	41	88
Resources	23,077	22,940	(137)	(136)
Corporate	(22,982)	(25,322)	(2,340)	(148)
Total General Fund	136,464	138,676	2,212	752

- 3.4 The projected outturn forecast has worsened by £752k since the report to Cabinet in October.

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2017-18 Budget Update and Budget Strategy 2018-2020

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- 3.5 The main change relates to continued demand pressures on looked after children placements, associated legal costs and costs of agency staff contributing to the increase in the forecast of Children Services expenditure of £893k. Specifically these pressures relate to:-
- 3.5.1 14 new Independent Fostering Agency placements, 7 placements have ended and 4 moved to alternative placements, resulting in a pressure of £172k.
 - 3.5.2 2 new Residential placements and an increase in cost for some existing residential placements which have resulted in a £213k pressure.
 - 3.5.3 Following a placement breakdown one young person with significant and complex needs has moved to a Supported Living placement which has resulted in an increase in predicted costs of £152k.
 - 3.5.4 Other minor placement changes have resulted in a further £58k saving.
 - 3.5.5 There has also been an increase in social care staffing costs, as additional posts have been agreed to support the increase in demand (14%) and to reduce social worker caseloads. This reduction in caseload will then allow for robust social work practice delivered to lower level need children (children in need), that will prevent them from escalating to a higher level of need and potentially more costly placements. This has resulted in a staffing pressure of £342k over the past 2 months.
 - 3.5.6 An increase in Counsel costs within the Legal budgets which has increased the pressure by £81k.
- 3.6 Other changes are:-
- 3.6.1 Cost pressure of £138k for costs associated with the loss of a Trading Standards court case;
 - 3.6.2 Underspends arising from vacant posts, efficiency savings and additional income.
- 3.7 The management actions, set out in the October 2017 Cabinet report, will continue to focus on managing the significant budget risks that the Council faces in the current financial year and bear down on non-essential expenditure to bring the forecast back towards budget by the year end (Cabinet Minute 30, 2017/18 refers).
- Budget Strategy 2018-2020, including Draft Budget 2018/19
- 3.8 The medium term resource plan presented to Council in February 2017 set out a projected funding gap of just over £30m for the period to March 2020 (Council Minute 87, 2016/17 refers). These figures were based on the multi-year settlement established during the last Parliament.
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2017-18 Budget Update and Budget Strategy 2018-2020

Cabinet

Date: 6th December 2017

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- 3.9 The Chancellor of the Exchequer presented his Autumn Budget Statement on 22 November. This included the following announcements on business rates:
- 3.9.1 Switching the indexation of business rates paid from the retail prices index (RPI) to the consumer prices index (CPI) from April 2018
 - 3.9.2 Continuing the business rate discount for smaller public houses for 2018/19
 - 3.9.3 Increasing the frequency of revaluations to every three years, following the next revaluation (due in 2022)
 - 3.9.4 That local authorities should be reimbursed for the impact of these changes, making them cost neutral.
- 3.10 The Chancellor also announced that, from April 2018, local authorities will be given the power to increase the council tax empty homes premium from 50% to 100%.
- 3.11 Further information regarding funding arrangements for councils will be announced in the provisional local government finance settlement, anticipated in mid-December 2017. Specific areas impacting on this Council include:
- 3.11.1 Confirmation of the multi-year settlement figures for revenue support grant;
 - 3.11.2 Arrangements for business rates retention;
 - 3.11.3 New Homes Bonus funding allocations;
 - 3.11.4 Better Care Funding allocations;
 - 3.11.5 Flexible Homelessness Support Grant.
- 3.12 In advance of these funding announcements financial modelling is based on the most up to date information available, including forecasts of council tax base, council tax increases and budget pressures.

Tax Base

- 3.13 The Council has to notify precepting bodies by 31 January 2018 of the assumed level of tax base for 2017/18. In order to help with their planning processes, this is normally done slightly earlier than the statutory date. The tax base setting process starts in mid-October when all Councils have to complete a statutory return to Central Government setting out the number of properties it has by band and any allowances or discounts on those properties.
- 3.14 In recent years, the Council has seen an annual rise in its tax base of around 900 Band D equivalent properties due mainly to growth in the Borough. The increase between 2017/18 and 2018/19 is estimated to be 891 properties and a further

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2017-18 Budget Update and Budget Strategy 2018-2020

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increase has been calculated due to a reduction in the number of households accessing council tax support and other allowances. In overall terms, the tax base has increased by 1,347.2 from 71,551.4 in 2017/18 to 72,898.6 in 2018/19. The increase in tax base between the two financial years leads to an increased level of Council Tax income of £1.7m.

- 3.15 Based upon current council tax collection rates during this financial year it is estimated that there will be a surplus on the Collection Fund of £738k at 31 March 2018. The Council's share of this amount is £626k and this will be used to reduce the net budget for 2018/19.

Council Tax

- 3.16 In line with expected average increases nationwide, the current planning assumption is that basic council tax will increase by 1.99% in each of the next two years and that the adult social care precept (a further 3%) will be raised in the period to 2019/20. Full Council will be asked to make a final decision on Council Tax level for 2018/19 in February 2018.
- 3.17 Appendix 3 sets out the current Band D council tax level for Swindon Borough Council, alongside the other unitary shire authorities.

Budget Pressures

- 3.18 The main budget pressures facing the Council over the next two years are:
- 3.18.1 Reductions in grant funding;
 - 3.18.2 Demand – increases in the number looked after children and adults in need of social care; and
 - 3.18.3 Pay and price inflation.
- 3.19 Table 2 below summarises the funding and service pressures facing the council in the period to March 2020.

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Date: 6th December 2017

Table 2 – Funding and Service Pressures

	Period to March 2020 £m
Reduction in Grant Funding	11.4
Adult Services Demand Pressures	6.0
Children Services Demand Pressures	4.8
Pay and Prices Inflation	9.8
Other Cost Pressures	7.8
Reduction in Contingency Budget	(2.0)
Remove Use of Reserves	2.8
Council Tax and Business Rate Income	(9.9)
Total	30.7

Swindon Programme Update

- 3.20 At its October meeting, Cabinet agreed the Swindon Programme as the approach to manage the financial challenge facing the Council, whilst targeting resources to delivering essential services to the most vulnerable (Cabinet Minute 48 (4) (b), 2017/18 refers).
- 3.21 The programme has now been mobilised and, building on engagement meetings with staff from across the Council, commenced the development of specific proposals to address the challenges over the period to March 2020.
- 3.22 The table below highlights the progress to date with the Swindon Programme broken down into its four workstreams.

Workstream	Key Elements	Draft Savings Target to 2020
Commercialisation	This workstream relates to making best use of the Council's assets for income generation. The identified projects include Wichelstowe parcels 2 and 3; disposal of land with planning permission; expansion of any truly profitable traded services; marketing and advertising; energy production and storage; review of fees and charges (see	£5.7m

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	below for further detail).	
Commissioning and Procurement	Broken down into the four key areas of ownership of the challenge; contract management for better value; market disruption and agitation; strategic commissioning for better value. This workstream is challenging the organisations circa 250 commissioners and contract managers, to deliver better value for money. The savings are different from the other three streams which move forward by delivering service redesign and organisational change projects. This workstream is focusing on skills, structure, commissioning best practice, peer challenges and cross council benefit over service benefit.	£5.5m
Demand Management	This workstream focuses on the three challenges of reducing the amount of demand coming in to the council; addressing the length of intervention and effectiveness; and driving down the unit cost of work in dealing with the demand. 33 projects have been identified which are in various stages of planning through to implementation. The major focus of Demand Management is on care provision for adults with learning disabilities, children and older people. Some projects will be focused on waste and recycling.	£10.0m
Organisational Excellence	This workstream is broken into 4 themes of digital services, intelligent infrastructure and estates, workforce development and sharing data. Within each component now exist a prioritised collection of projects which are targeting approximately £5m across the workstream. Further work is planned which builds on ideas to close in on the overall £13.8m target but early momentum on the first tranche of projects is the priority with the savings from the first project planned for March 2018.	£13.8m

3.23 In line with the current approach the draft budget assumptions for 2018/19 and 2019/20 are based on budgets for fees and charges, where the charges are set

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by the Council, increasing by 5% as a standard level of uplift. The commercialisation workstream is currently undertaking a review of the council's charging policy and will make proposals for differential increases for consideration by future Cabinet meetings.

Local Council Tax Support Scheme

- 3.24 Since the replacement of council tax benefit with a Local Council Tax Support scheme, there is a requirement to review the local scheme each year and agree any amendments.
- 3.25 A number of changes to the scheme have been considered but the resulting financial savings to the Council from changes that could have a considerable effect on individual recipients are small and therefore no changes are proposed for 2018/19.
- 3.26 Members are therefore asked to agree that the Local Council Tax Support scheme in 2018/19 be unchanged from that for 2017/18, apart from the annual increases in allowances, applicable amounts and non-dependant deductions, which will be increased in line with the national scheme.
- 3.27 Since April 2014 the Council has allocated Council Tax Support funding to the Parish Councils, with the original distribution method being based on levels of council tax support in each area. The total sum available has reduced, in line with funding reductions to local government, each year. As part of the Community Governance Review additional funding was allocated to the new Parish Councils, based on their respective council tax bases. During the summer Parish Councils were consulted on the distribution method to see if there was support to change the existing approach and switch to a single basis across all the parishes (either council tax support or council tax base).
- 3.28 The responses received indicated that there was no overall support to change the method used, with more responses in favour of "no change" than either of the alternatives. On that basis, it is recommended that the sums available for distribution, which will continue to reduce each year, will be distributed in the same proportions as the current financial for the period up to March 2020.

Future Demand for School Places

- 3.29 There is a changing landscape regarding schools capital funding and the Council could hold a significant financial risk as a result of providing for the Borough's new population.
- 3.30 Whilst approximately £84m worth of provision has been secured in recent years through the Free School programme, there is a significant amount of new provision needed to meet strategic housing growth (estimated to be £120m). In future, without a successful free school application, the funding required for the new schools required to meet the growth in Swindon is highly likely to create a

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2017-18 Budget Update and Budget Strategy 2018-2020

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Date: 6th December 2017

shortfall between the Department for Education (DfE) basic needs grant, potential contributions from new housing developers and the capital build cost of the school project.

- 3.31 Where the Council has to meet the cost of new school provision and third party funding is not available, the Council would need to undertake borrowing to fund the capital cost of the school.
- 3.32 The long-term impact of funding £120m borrowing would be to add £9.6m of ongoing costs to the Council's revenue budget.

4. Alternative Options

- 4.1 The report sets out the context for the organisation and its proposed response. The Council could continue to provide services in the current form but this is not recommended as the organisation would soon become financially unsustainable and important services would be unaffordable.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 5.1 The projected overspend in the current financial year is currently £2.2m. Further management action is aimed at managing the overall position. Any residual overspend will be a call on the Council's reserves.
- 5.2 Funding reductions and cost pressures require the Council to meet an anticipated funding gap of £30m over the period to March 2020.

Legal and Human Rights Implications

- 5.3 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.
- 5.4 Over the years, there have been a number of challenges in the courts as to reductions in budgets. The courts have held that the decision to set a local authority budget for a service at a certain level and to make reductions in specific areas is a political decision which cannot be judicially challenged. How those reductions are implemented; however, is key and will be subject to appropriate consultation.

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

- 5.5 Where there are such implications these have been reflected in the body of the report.

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Diversity Impact Assessment

- 5.6 Diversity Impact Assessments (DIA) will be produced for each of the future savings proposals that could affect protected groups. Where assessments undertaken identify adverse impacts then mitigations are being developed as part of the proposals.

Risk Management

- 5.7 Any risks arising from the proposals contained within this report will be managed through their implementation taking into consideration feedback from the consultation exercise.

6. Consultees

- 6.1 The Director of Finance (Section 151 Officer) and Director of Law and Democratic Services (Monitoring Officer) are consulted in respect of all reports.

7. Background Papers

- 7.1 None

8. Appendices

- 8.1 Appendix 1: Forecast Outturn by Directorate 2017/18
8.2 Appendix 2: Virements 2017/18
8.3 Appendix 3: Council Tax Levels

9. Key Decision/Decision in Cabinet Work Programme

- 9.1 This is a Key Decision and is included in the Cabinet Work Programme and Forward Plan for December 2017.

Fund	Tier 1 Pillar	Tier 2 Function	Budget 2017/18 £'000	Full-Year Projected Out-turn £'000	Projected Variance £'000	Projected Variance - last report £'000	Movement since last report £'000	Commentary on Reasons for Variance
General Fund	Resources	Internal Audit	358	408	50	50	0	Further savings on vacancies. The position on benefits subsidy continues to be monitored and currently any potential shortfall against subsidy income can be covered by additional one-off grants.
		Finance	5,305	5,218	(87)	(31)	(56)	
		People and Development	1,700	1,725	25	25	0	
		Corporate	(22,982)	(25,322)	(2,340)	(2,192)	(148)	
		Digital Services and	5,245	5,245	0	0	0	
		Corporate Programmes	1,350	1,314	(36)	0	(36)	
	Economy	Transformation	1,676	1,662	(14)	(9)	(5)	Saving due to timing of appointments to vacant posts
		Law & Democratic Services	1,155	1,110	(45)	(36)	(9)	Further savings on vacancies.
		Performance, Organisation	6,288	6,258	(30)	0	(30)	Vacancy savings
		Improvement and	95	(2,382)	(2,477)	(2,193)	(284)	Shortfall against 2017-18 £500k Commercial Investment savings target.
		Communications	(4,083)	(3,864)	219	(42)	261	
		Business Services & Support	909	731	(178)	(5)	(173)	
	Children Services	Property & Assets	(3,174)	(3,133)	41	(47)	88	Staff vacancy savings of £208k mitigating an increase in specific project costs.
		Growth & Regeneration	275	345	70	90	(20)	
		Routes to Employment	1,940	1,994	54	70	(16)	
		Skills & Attainment	26,941	30,194	3,253	2,360	893	
General Fund	Adult Services	Children, Families and Community Health Services	29,156	32,533	3,377	2,520	857	There has been an increase in the number of External placements during September and October. There has also been an increase in social care staffing costs, as additional posts have been agreed to support the increase in demand (14%) and there has also been an increase in Counsel costs within the Legal budgets.
		Adults	69,876	69,876	0	0	0	

Fund	Tier 1 Pillar	Tier 2 Function	Budget 2017/18 £'000	Full-Year Projected Out-turn £'000	Projected Variance £'000	Projected Variance - last report £'000	Movement since last report £'000	Commentary on Reasons for Variance
	Communities and Housing	Public Health	12,150	12,242	92	(39)	131	Legal costs of £138k due to loss of a Trading Standards court case.
			82,026	82,118	92	(39)	131	
		Streetsmart, Libraries and Supported Employment	13,352	13,633	281	350	(69)	This month Enterprise Works has transferred with a projected overspend of £122k. Work will be undertaken with adult social care colleagues to understand and mitigate the overspend. This has been mitigated by reduced waste tonnages and savings on material, transport and Tool & Plant budgets.
		Housing Services	358	951	593	652	(59)	The latest rental income figures for homeless families have reduced the pressure from homelessness accommodation.
		Highways & Transport	11,979	12,109	130	79	51	The projection for Special Education Needs Transport costs has increased by £50k to reflect the cost of 34 additional students being transported to school.
		Planning & Regulatory	880	1,055	175	138	37	A provision has been made for £100k of legal costs in relation to the planning appeal for Lotmead Farm. A cost application will be submitted to recover costs. This will be determined by the Secretary of State during 2018/19. This will be monitored through 2017/18 to confirm the value and assess the likelihood of recovery. In addition an income generating event will not now take place at Lydiard in January 2018. This has been partly mitigated by additional one-off funding in land charges and planning.
		Facilities Management	1,792	1,792	0	0	0	
			28,361	29,540	1,179	1,219	(40)	
		General Fund Total	136,464	138,676	2,212	1,460	752	

	Resources & Corporate £'000	Economy	Children Services £'000	Adult Services £'000	Communities & Housing £'000	Contingency £'000	Total General Fund £'000
Cabinet 18/10/2017	(4,084)	(3,208)	29,186	82,251	28,136	4,183	136,464
New Virements :							
Transfer of staff between services	(41)	34		(48)	55		0
Final reductions in car mileage budgets to reflect the change in rates and underspends	37		(30)	(18)	11		0
Transfer of Enterprise Works and Supported Employment budgets to Communities & Housing from Adults including catering budgets				(159)	159		0
							0
Cabinet 06/12/2017	(4,088)	(3,174)	29,156	82,026	28,361	4,183	136,464

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Appendix 3

Band D Council Tax for Shire Unitary Councils

Rank	Authority	2017/18	Rank	Authority	2017/18
		£			£
1	Nottingham	1,593	29	Wokingham	1,359
2	Northumberland	1,558	30	Bournemouth	1,358
3	Bristol	1,549	31	Luton	1,356
4	Rutland	1,547	32	Wiltshire	1,335
5	Hartlepool	1,546	33	East Riding of Yorkshire	1,327
6	Middlesbrough	1,492	34	Cheshire East	1,325
7	Reading	1,491	35	Poole	1,321
8	Isle of Wight Council	1,465	36	Warrington	1,316
9	Brighton & Hove	1,462	37	Halton	1,312
10	Redcar & Cleveland	1,459	38	Derby	1,298
11	Stockton-on-Tees	1,458	39	Medway	1,297
12	Durham	1,443	40	Bath & North East Somerset	1,284
13	Blackpool	1,426	41	Portsmouth	1,279
14	Central Bedfordshire	1,422	42	Slough	1,275
15	Leicester	1,422	43	Kingston-upon-Hull	1,268
16	Bedford	1,418	44	Southend-on-Sea	1,266
17	North East Lincolnshire	1,415	45	North Somerset	1,266
18	Plymouth	1,407	46	Milton Keynes	1,266
19	Southampton	1,407	47	Shropshire	1,260
20	Cornwall	1,399	48	Swindon	1,251
21	Blackburn with Darwen	1,383	49	York	1,245
22	Darlington	1,379	50	Peterborough	1,232
23	Cheshire West and Chester	1,379	51	Thurrock	1,227
24	West Berkshire	1,379	52	Telford & Wrekin	1,222
25	Torbay	1,377	53	Stoke-on-Trent	1,219
26	Herefordshire	1,377	54	Bracknell Forest	1,194
27	North Lincolnshire	1,362	55	Isles of Scilly	1,170
28	South Gloucestershire	1,360	56	Windsor & Maidenhead	961
29	Wokingham	1,359			
				Average	1,355

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Capital Monitoring Quarter 2 2017-18

Cabinet

Date: 6th December 2017

Authors: Cabinet Member for Finance and Commercialisation
Corporate Director, Resources and Growth

Wards: All

Parishes Affected: All

1. Purpose and Reasons

- 1.1 This report presents the second 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.
- 1.3 Responsible budget management underpins the Council's strategic objective of consistently making the best use of all available resources as well as providing focus for its change programmes.

2. Recommendations

Cabinet is recommended to:

- 2.1 Note the forecast capital expenditure set out in Table 1 & 2 and Appendix 1,
- 2.2 Approve the changes to the programme in section 3.3.
- 2.3 Note the contents of Tables 3 - 6 regarding the 2016-17 Community Infrastructure Levy (CIL) and to approve that these be published on our website.
- 2.4 Approve the annual retention of 5% of the total annual CIL receipts to cover administration costs per paragraph 3.7 below
- 2.5 Approve the distribution of the non-parished CIL Neighbourhood Proportion to the new parishes as if they had existed at the date of the receipt.
- 2.6 Note the intention for CIL receipts to support capital programme proposals that will be taken to Cabinet in February 2018 as part of the annual capital budget setting process.

3. Detail

Capital Programme – 2017/18 monitoring

- 3.1 Table 1 below shows the current status of the 2017-18 capital budget and forecast outturn position. The significant budget movements are detailed in

Further information on the subject of this report can be obtained from Ian Burbidge on Direct Dial No. 464384 or Email iburbidge@swindon.gov.uk

Capital Monitoring Quarter 2 2017-18

Cabinet

Date: 6th December 2017

paragraph 3.3.1 - 3.3.2 below. Table 2 shows how the capital programme is being funded.

Table 1 - Budget Forecasts and Variances

Service	Approved Budget 2017-18 Onwards	Forecast Scheme Spend to Completion	Projected Variance
Group	£'000's	£'000's	£'000's
Community Works	1,386	1,386	0
Corporate Projects	71,732	71,930	198
Section 106	10,755	10,755	0
Schools	8,535	8,535	0
Social Care	1,200	1,200	0
Transport	92,942	92,796	-146
Total General Fund	186,550	186,602	52
HRA	48,183	48,412	229
Service Totals	234,733	235,014	281

Table 2 - Capital Programme funding

	Current Funding Requirement
Expenditure	£'000
Budget	234,733
Balance to be financed:	234,733
Capital Receipts	3,015
Section 106 Deposits	6,768
Grant Funding	122,531
Revenue Contributions	4,360
HRA balances	46,507
CIL	306
Increase in Borrowing Requirement	51,246
Total	234,733

3.2 The detailed capital monitoring for quarter 2 is attached at Appendix 1.

Changes to the Programme

3.3 Cabinet is asked to approve the following changes to the existing programme:

Variances

3.3.1 Cabinet has previously approved budgets to fund new early year's provision (lines 109 and 111) (Cabinet minute 84 2015/16 and Cabinet

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minute 95 2012/13 refer). It is proposed to amalgamate these two budgets to enable the delivery of new early year's provision. Further it is proposed to transfer £40k from the combined budget to the Tick Tock Nursery provision replacement budget (line 110), to enable the works required at Wroughton Library to enable a new early year's provision to be completed.

- 3.3.2 The LTP bus priority & infrastructure budget (line 138) is currently showing an underspend of £151k, as no bus stop improvements are currently planned. The funding for this budget came from the Local Transport Plan (LTP) grant, and highways will review their current programme and seek approval to reallocate this to other projects. The Wroughton park & ride budget (line 169) is currently showing a small overspend (£5k), part of the underspend identified above will be used to fund this overspend.

New Approvals

- 3.3.3 A budget of £81.4k, funded from S106 income, to reconfigure the traffic light sequences at Kingsdown cross roads. The current signals do not allow for any pedestrian phase; however, following a recent fatality the Council has received a letter from the coroner requesting improvements for pedestrians using this junction.
- 3.3.4 A budget of £72.6k, funded from S106 income, to install a Toucan crossing at Oakhurst Way. The current crossing point is an uncontrolled crossing, as this route is used by large numbers of children to access their school it is intended to upgrade this to a Toucan crossing.
- 3.3.5 A budget of £167k, funded from S106 income, to improve the highway infrastructure around Regents Circus. These works form part of a wider Local Growth Fund (LGF) scheme for town centre rapid transit.
- 3.3.6 A budget of £96k, funded from S106 income, to reflect the cost of moving the parking bays in Akers Way, by removing part of the verge to enable the running lanes to be widened. As Cabinet will be aware, there has been a major project to rebuild Akers Way to a higher standard due to the increased traffic on this route. The moving of the parking bays has enabled the running lanes to be widened thus ensuring that large vehicles can pass and therefore reducing congestion.
- 3.3.7 A budget of £85k, funded from S106 income to purchase a static caravan at the Cotswold Hoburne Caravan site. The existing Foster Carer caravan has come to the end of its life and a new Caravan with a 19 year lease is required to continue to provide the In-House foster carers with a Respite / holiday let. The administration / management of the provision is provided by Swindon Foster Carers Association.

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- 3.3.8 Approval is required for an uplift in the housing development feasibility budget by £50k to fund the cost of feasibility works in bringing forward the development of land through the Housing companies and for related company set up fees, to be funded from reserves.
- 3.3.9 Cabinet is asked to approve a budget of £961.5k to enable the replacement of grounds maintenance equipment. The current equipment is at the end of its useful life and needs to be replaced before the new grass cutting season begins in March 2018. The team provide a contract service for a number of parishes, as well as delivering retained maintenance responsibilities. The income generated from this service will contribute to the purchase of this equipment over a five year period, there is no impact on the revenue budget resulting from this acquisition.
- 3.3.10 Cabinet is asked to approve a budget of £4.125m to enable improvements to Mead Way. The works will be funded by a £2.529m grant from the National Productivity Investment Fund. The balance of £1.596m is to be funded from Section 106 developer contributions. The scheme comprises junction improvements at the south-eastern end of Mead Way, and will involve the widening of Mead Way between Meads Roundabout and Withymead Roundabout to provide additional capacity, and the re-modelling of Westmead Roundabout to reduce queuing back from this junction onto Great Western Way. Following design work and public consultation in 2018, the majority of the construction work is planned to take place in 2019.
- 3.3.11 Cabinet is asked to note that the A419 Sound Barrier (line 19) will be removed from the capital programme.

Community Infrastructure Levy (CIL) Monitoring 2016/17

- 3.4 The Council has a legal obligation to report annually on CIL receipts for the previous financial year and publish that report on its website by no later than 30th December of the following financial year.
- 3.5 The Council commenced charging CIL on 6th April 2015, with the reporting year being 1st April 2016 to 31st March 2017 and this report is due to be published by 31st December 2017. Table 3 below provides details of the CIL receipts in 2016/17. Table 4 and 5 provide details of the funding received by ward and parish area. Table 6 contains details of funding passed to Parish Councils in 2016/17 and table 7 contains details of other items that the Council is required to publish as part of its CIL annual report.

Table 3 – CIL receipts monitoring

Further information on the subject of this report can be obtained from Ian Burbidge on Direct Dial No. 464384 or Email iburbidge@swindon.gov.uk

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		Retained at end of 2016/17	Retained at end of 2015/16	Combined Total Retained at end of 2016/17
CIL General Fund	£495,935.69	£495,935.69	£32,484.06	£528,419.75
CIL Administration (= to 5% of total CIL)	£30,948.17	£30,948.17	£2,030.25	£32,978.42
CIL NP Non-Parish (<i>at the time of receipt</i>)	£85,374.75	£85,374.75	£4,787.26	£90,162.01
CIL NP Parish	£6,704.75	£6,704.75	£1,303.50	£1,553.47
<i>CIL Passed to other persons</i>	<i>£0.00</i>	<i>£0.00</i>	<i>£0.00</i>	<i>£0.00</i>
Total CIL receipts received in 2016/17	£618,963.36	£618,963.36	£40,605.07	£653,113.65

Table 4 – CIL NP receipts by Ward

	Value of CIL NP (£)
From Wards in what became Central Swindon North Parish on 1st April 2017	£25,738.09
From Wards in what became Central Swindon South Parish on 1st April 2017	£59,636.66
<i>TOTAL Non-Parish</i>	<i>£85,374.75</i>

Table 5 – CIL NP receipts by Parish

CIL NP Received for existing Parishes Apportionment in 2016/17	Value of CIL Parish NP (£)
Haydon Wick Parish Council	£2,151.47
Stratton St Margaret Parish Council	£4,553.28
All Other Parishes	£0.00
<i>Total NP Receipted Parish</i>	<i>£6,704.75</i>

Table 6 – CIL passed to Parish Councils in 2016/17

CIL NP Passed to Parish Councils 2016/17	Value of CIL Parish NP (£)
Blunsdon Parish Council	£1,303.50
Haydon Wick Parish Council	£2,151.47

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Stratton St. Margaret Parish Council	£2,999.81
Total NP Passed to Parish Council in 2016/17	£6,454.78

Table 7 – CIL Funded Projects

Name of CIL Funded Project	Total Value of CIL Receipts Allocated (£)	Expenditure in 2015-16 (£)	Expenditure in 2016-17 (£)	Total Expenditure to date (£)	Allocated but unspent balance (£)
CIL Administration	£32,978.42	£0.00	£0.00	£0.00	£32,978.42
Household Waste Recycling Site - Access Road Works	£32,484.06	£0.00	£0.00	£0.00	£32,484.06
Total		£0.00	£0.00	£0.00	

Table 8 - CIL details required as part of the annual report

Amount of money applied to repay borrowing	£0.00
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TOTAL CIL General Fund Unallocated at end of 2016/17 to carry forward to 2017/18	£495,935.69
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Other Matters in lieu of CIL Payments	
Infrastructure Payments	None
Land Payments	None
Notices Served to recover CIL From Local Councils	None
Repayment Request from Local Councils (Parishes)	None

- 3.6 Cabinet is requested to note the content of the tables above and approve that they be published on the Authority's website thus discharging the Council's legal reporting requirements.

5% of CIL receipts for Administration

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- 3.7 The CIL regulations allow for up to 5% of the total annual CIL receipts to be retained to provide the resources required to manage the overall CIL process.
- 3.8 Cabinet is requested to approve the annual retention of 5% of the total annual CIL receipts.

CIL Neighbourhood Proportion ("CIL NP")

- 3.9 The CIL Regulations require that the CIL Neighbourhood Proportion (CIL NP) is passed to local parishes for them to fund works to support the development of their area. Following the Community Governance Review that concluded in November 2016 (Council Minute 61, 2016/17 refers), officers are proposing that the CIL NP that has been received for the non-parished areas of the borough will be transferred to new parishes as if they had been in existence when the receipt was received. Such a transfer would support the Administration's general approach of devolving responsibilities to town and parish councils.
- 3.10 Cabinet is requested to approve the distribution of the non-parished CIL NP to the new parishes as if they had existed at the date of the receipt.

CIL Infrastructure Account (CIL General Fund)

- 3.11 The majority of CIL Receipts are retained by the Council to help fund the provision, and where appropriate, maintenance of its infrastructure; these receipts are held in a CIL Infrastructure Account (CIL regulations refer to this as the General Fund).
- 3.12 The Council has discretion around how this is spent and can allocate it to either a single project, or to multiple projects. The expenditure should be aligned with infrastructure identified on the adopted CIL Regulation 123 Funding List which is drawn from the Infrastructure Delivery Plan that supports the adopted Local Plan 2026 (Council Minute 97, 2014/5 refers).
- 3.13 Cabinet is asked to note the intention to allocate CIL receipts to support capital programme proposals that will be taken to Cabinet and Council in February 2018 as part of the annual capital budget setting process.

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 Where there are specific financial implications these have been reflected in the body of the report.

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Capital Monitoring Quarter 2 2017-18

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Legal and Human Rights Implications

- 5.2 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.

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

- 5.3 There are no such direct implications.

Diversity Impact Assessment

- 5.4 A Diversity Impact Assessment (DIA) has not been done as this report does not make any new recommendations that would have a detrimental impact on services.

Risk Management

- 5.5 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 Director of Finance (Section 151 Officer) and Director of Law and Democratic Services (Monitoring Officer) are consulted in respect of all reports.

7. Background Papers

- 7.1 None

8. Appendices

- 8.1 Appendix 1 – Detailed Capital Budget Monitoring 2017-18 Schemes

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 December 2017.

Capital Monitor - Apendix 1

Line Ref.	Scheme Name	17/18 Budget Remaining £'000	17-18 Actual Spend £'000	Projected Outturn £'000	Projected Variance £'000
1	Asset Liability Management	112	0	112	0
2	Crematorium Replace Cremators	140	0	140	0
3	Flood Defence Grant	124	0	124	0
4	Hay lane Caravan Site	201	38	201	0
5	Hodson Road embankment stabilisation	332	2	332	0
6	Lydiard Site traffic management	3	1	3	0
7	Playground Refurb	11	3	11	0
8	Private Sector Renewal Grants	277	(29)	277	0
9	Reinvestment in Allotments	103	0	103	0
10	Village Centres 13/14	83	0	83	0
	Community Works	1,386	15	1,386	0
11	Asbestos Management	325	31	325	0
12	Aspen House	242	65	242	0
13	Aspen House Public Realm	489	0	489	0
14	Barbury Castle	223	0	223	0
15	Barnfield Solar Scheme	2,870	845	2,870	0
16	Bodiam	0	12	0	0
17	Capital Repairs and Maintenance	1,770	1,272	1,770	0
18	Carriage works @ Railway Village	785	134	785	0
19	Chapel Farm Solar Schemes- A419 Sound Barrier	603	0	0	(603)
20	Commercial Investment Strategy - Delta 900	4	0	4	0
21	Contribution to Superfast Broadband	240	0	240	0
22	Disabled Facilities Grant	642	364	642	0
23	Dynamics	2,694	0	2,694	0
24	Equity Share Properties	250	0	250	0
25	Euclid Street	1,243	366	1,243	0
26	Faringdon Road 1-3	1,103	341	1,103	0
27	Feasibility Studies	396	13	396	0
28	Growth Feasibility	1,473	0	1,473	0
29	Housing Development	30	1	70	40
30	Idovers	0	3	0	0
31	Kimmerfields	1,433	0	1,433	0
32	Localities - buildings	64	0	64	0
33	Lysander House	7,950	745	7,950	0
34	Museum Artefacts Storage	146	10	146	0
35	NWOW IT	119	31	119	0
36	Office Accommodation	133	54	133	0
37	Redevelopment of Dorcan House / Eldene Shopping Centre	335	(1)	335	0
38	Shaw Ridge Dwellings	0	6	0	0
39	Shaw Village / Pilgrim Close	0	11	0	0
40	SMAG	4,900	83	4,900	0
41	Sparcells	0	9	0	0
42	Stanton Park & Peatmore Reservoir Refurbishment	(34)	(3)	(34)	0
43	Strategic Acquisition (Aspen)	34	3	34	0
44	Stronger Together	470	1	470	0
45	Unit 2 Seymour Road	4	0	4	0
46	Walsingham Road Church	85	0	85	0

Capital Monitor - Apendix 1

Line Ref.	Scheme Name	17/18 Budget Remaining £'000	17-18 Actual Spend £'000	Projected Outturn £'000	Projected Variance £'000
47	Waterside Depot - New Lift (DDA Requirement)	70	0	70	0
48	Waterside Depot - Proposed New Road Layout	1,659	38	1,659	0
49	Waterside Fleet Vehicles	868	44	868	0
50	Wellington Street	154	0	154	0
51	Wichelstowe District Centre - Infrastructure	100	15	100	0
52	Wichelstowe District Centre - Phase 2 & 3	17,352	370	17,352	0
53	Wichelstowe Infrastructure Expenditure	14,499	1,145	14,499	0
54	Wichelstowe J16 Improvements	5,551	1,589	6,311	760
55	Self Build	457	0	457	0
	Corporate Projects	71,732	7,596	71,930	197
56	Broome Manor Lane/Marlborough Road Traffic Management	8	0	8	0
57	1 - 7 Purton Road	79	0	79	0
58	Alexander Park	221	40	221	0
59	Angel Ridge Play Area	28	0	28	0
60	Bruce Street Bridges and Newcombe Drive	58	(1)	58	0
61	Bus Service Improvements at Eldene Drive	5	(3)	5	0
62	Children's Social Care IT Software	280	0	280	0
63	Civil Protection Unit	20	22	20	0
64	County Ground Athletics Track Resurface and Clubhouse	93	35	93	0
65	Croft School Highways Works	495	0	495	0
66	Cycle Improvements at Dorcan Way / Eldene Drive	67	0	67	0
67	East Wichel Major Open Space	347	0	347	0
68	Europa Business Park - Signage	26	22	26	0
69	Even Swindon School - Highway Works	1	(0)	1	0
70	Great Western Community Forest	476	8	476	0
71	Green Spine	5	0	5	0
72	Havelock Square - Public Realm	15	(60)	15	0
73	Highdown Play Area	39	0	39	0
74	Holy Cross School Safety Zone	11	0	11	0
75	Incab monitoring for waste vehicles	53	0	53	0
76	Kingsdown Crossroads	(5)	0	(5)	0
77	Landscape improvements ay Greenbridge & Blagrove	217	62	217	0
78	Library IT infrastructure	427	78	427	0
79	Mead Roundabout	1,129	0	1,129	0
80	Mouldon Hill Country Park	386	0	386	0
81	MUGA @ Haydon Wick	20	0	20	0
82	NDA - Management of Protected Species Reserve	43	0	43	0
83	North Star roundabout and Cocklebury Roundabout Great Western Way	1,665	0	1,665	0
84	Pentylands Country Park	35	0	35	0
85	Reception remodelling at Steam Museum	17	0	17	0
86	Relocation of CCTV room to Plus One	(24)	0	(24)	0
87	Spring Gardens Refurbishment	106	2	106	0
88	St Francis - SSZ	16	0	16	0

Capital Monitor - Apendix 1

Line Ref.	Scheme Name	17/18 Budget Remaining £'000	17-18 Actual Spend £'000	Projected Outturn £'000	Projected Variance £'000
89	St Marks Recreation Ground	111	0	111	0
90	STEAM - Operations & Retail Management System	12	8	12	0
91	STEAM Museum Frontage Improvements	104	3	104	0
92	Thamesdown Drive Speed Amelioration	46	0	46	0
93	The Street & Thames Ave - Pedestrian crossing	81	0	81	0
94	Transfer Bridges	3,474	0	3,474	0
95	Tree and Landscape Improvements	20	0	20	0
96	Wanborough Footpaths Upgrade	104	0	104	0
97	Whitbourne / Fessy Renovations	206	25	206	0
98	Whitworth Road safety scheme	47	0	47	0
99	Wichelstowe Off Site Landscape and Nature Conservation	120	4	120	0
100	Wroughton War Memorial	58	68	58	0
101	WW1 Memorial Restoration Project	11	0	11	0
	S106 schemes	10,755	314	10,755	0
102	Abbey Meads	350	247	350	0
103	Aiming High Short Breaks	0	0	0	0
104	Bridlewood	350	0	350	0
105	Brimble Hill	65	1	65	0
106	Condition Works Identified within the Asset Management Plan	1,343	89	1,343	0
107	Crowdys Hill	2,993	748	2,993	0
108	Devolved Formula Capital	(0)	283	0	0
109	Disadvantaged 2-year Old's Nursery	218	0	218	0
110	Early Years places - Tick Tock Nursery - Mobile Replacement	90	0	90	0
111	Early Years provision - Grow 2gether dis-advantaged 2 Year Olds	100	0	100	0
112	Eldene Special Resource Provision	0	0	0	0
113	EOTAS	1,499	67	1,499	0
114	Headlands School	509	0	509	0
115	North Swindon Primary School 1FE - Orchid Vale PFI Expansion	262	42	262	0
116	Plas Pencelli Lodge Extension	264	4	264	0
117	St Lukes Special School	82	84	82	0
118	Swindon Academy - DFE Loan Repayment	362	383	362	0
119	Westrop Expansion	47	0	47	0
	Schools	8,535	1,948	8,535	0
120	ASC Equipment	375	0	375	0
121	Estate Rationalisation - CSS systems upgrade	538	8	538	0
122	Extra care sheltered accommodation	112	0	112	0
123	H&SC Joint Working Projects	115	0	115	0
124	Housing Options - Shared Living Accommodation	60	0	60	0
	Social Care	1,200	8	1,200	0
125	Backlog Maintenance	100	0	100	0
126	Bus lane enforcement infrastructure	(33)	0	(33)	0
127	Car Parks - Major Maintenance of MSCP	364	(1)	364	0

Capital Monitor - Apendix 1

Line Ref.	Scheme Name	17/18 Budget Remaining £'000	17-18 Actual Spend £'000	Projected Outturn £'000	Projected Variance £'000
128	Concrete Light Column replacement	108	0	108	0
129	Cooperative Intelligent Transport Systems	238	0	238	0
130	Drainage Schemes	377	(8)	377	0
131	Footpath 5	250	0	250	0
132	Footway Maintenance	264	(15)	264	0
133	Gateway signage (incl car park directions)	359	0	359	0
134	Great Stall Bridge	7,579	5	7,579	0
135	Highways Asset Management Grant Elements 1 and 2	42	17	42	0
136	Local Sustainable Transport Fund	1,346	140	1,346	0
137	Locality Schemes	99	53	99	0
138	LTP Bus Priority & Infrastructure	201	8	50	(151)
139	LTP Integrated - Traffic Management	86	(35)	86	0
140	LTP Maintenance	1,712	721	1,712	0
141	LTP Safety Schemes	406	103	406	0
142	LTP Sustainable Transport	119	0	119	0
143	M4 Junction 15	3,700	0	3,700	0
144	Mead Way Junction Improvements	100	0	100	0
145	NEV A420 Corridor	438	100	438	0
146	NEV Dft Business Case	(4)	0	(4)	0
147	NEV Greenbridge Roundabout	0	(114)	0	0
148	Non Highways Structures (bridges within parks etc.)	212	3	212	0
149	NON LTP Bridge Maintenance	(0)	0	(0)	0
150	NON LTP Maintenance	867	27	867	0
151	NON LTP Traffic Signals	196	0	196	0
152	Public Realm at Wyvern MSCP Site	39	0	39	0
153	Rapid Transit	9,774	28	9,774	0
154	Rights of way Improvement Plan	105	8	105	0
155	Road Markings	25	0	25	0
156	Rodbourne Lagoon	77	1	77	0
157	Sheppard Street Improvements	23	0	23	0
158	Southern Connector Road	11,405	280	11,405	0
159	Strategic Highways Model update	68	2	68	0
160	Street Lighting	796	83	796	0
161	Structural Maintenance	403	(12)	403	0
162	Swindon Bus Exchange	2,961	10	2,961	0
163	Town Centre Parking Strategy	50	0	50	0
164	Union Square Car Park	318	0	318	0
165	Wellington Street Improvements	450	0	450	0
166	West of A419 - Package 2	1,956	0	1,956	0
167	White Hart Junction	22,472	24	22,472	0
168	Wichelstowe Western Access	22,900	73	22,900	0
169	Wroughton Park and Ride bus entrance Traffic Signals Removal and other entry modifications	(5)	(40)	0	5
	Transport	92,942	1,462	92,796	(146)
170	Aids & Adaptations (was contingency)	1,250	46	1,250	0
171	Bathrooms	1,424	42	1,424	0
172	Central heating	1,800	429	1,800	0
173	Contingent Major Repairs	376	52	376	0
174	Electrics	1,100	116	1,100	0

Capital Monitor - Apendix 1

Line Ref.	Scheme Name	17/18 Budget Remaining £'000	17-18 Actual Spend £'000	Projected Outturn £'000	Projected Variance £'000
175	Environmental & Communal Areas	160	56	160	0
176	Exceptional Extensive	2,243	3,268	2,243	0
177	External/Entrance Doors	99	88	99	0
178	External Walls	0	(0)	0	0
179	Improvements	380	40	380	0
180	Kitchens	1,850	285	1,850	0
181	Planned Maintenance	2,030	88	2,030	0
182	Related assets	0	13	0	0
183	Roofs	1,995	642	1,995	0
184	Windows.	780	58	780	0
185	Regeneration and Acquisition Programme	(229)	167	0	229
186	Bembridge Cl / Sycamore Gr	0	133	0	0
187	Brookfield, Highworth	346	236	346	0
188	Cranmore Ave, Park South	1,421	9	1,421	0
189	Hawthorn, Gorse Hill	3,842	1,237	3,842	0
190	Housing Options - Shared Living Accommodation	1,171	0	1,171	0
191	HRA Acquisitions Programme	17,000	3,276	17,000	0
192	HRA Vehicle Acquisitions	79	17	79	0
193	Penhill United Reform Church	2,066	3	2,066	0
194	Royal British Legion, Penhill	2,507	372	2,507	0
195	Scooter stores sheltered	404	1	404	0
196	Sussex Place	3,247	151	3,247	0
197	Townsend House	842	(39)	842	0
	HRA	48,183	10,784	48,412	229
		234,732	22,128	235,013	280

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Mid-Year Treasury Performance 2017/18

**Cabinet
Audit Committee**

**Date: 6th December 2017
Date: 28th November 2017**

Author: Cabinet Member for Finance and Commercialisation
Corporate Director, Resources and Growth

Wards: All

Parishes Affected: All

1. Purpose and Reasons

- 1.1 This report sets out the mid-year Treasury Management performance for 2017/18.
- 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. Recommendation

- 2.1 That the mid-year Treasury Management performance be noted.

3. Detail

- 3.1 The CIPFA Treasury Code of Practice recommends that Treasury Management performance is reported at least twice a year. This report sets out the mid-year performance for the Council to the end of September 2017.
- 3.2 The Council is involved in two types of treasury activity, both of which are affected by the economic environment:
 - 3.2.1 Borrowing long-term for capital investment purposes, and short-term for temporary cash flow purposes;
 - 3.2.2 Investment of surplus cash.
- 3.3 The performance in respect of each of these two activities is summarised below.
Borrowing
- 3.4 The Council has taken out two new long term maturity loans (interest only loans with a maturity of greater than a year) in the first 6 months of this financial year, both for £10 million. The first for 9 years at 1.89%, and the second for 50 years at 2.31%.
- 3.5 In addition to long-term borrowing, the Council also undertakes short-term borrowing in order to smooth out peaks and troughs in its daily cash flow. As at the 30th September 2017, the Council had no short-term borrowing. It should be emphasised that as short-term borrowing is undertaken in respect of daily cash

Further information on the subject of this report can be obtained from Ian Burbidge on Direct Dial No.464384, or Email imburbidge@swindon.gov.uk.

Mid-Year Treasury Performance 2017/18

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flow activities, this figure can fluctuate significantly from day to day dependent on income received or payments due out.

- 3.6 The Council's total long-term debt increased from £279.3m on 31st March 2017 to £298.5m as at 30th September 2017 as a small element of loans matured and two new loans of £10m were taken out as noted above. The overall long-term pool borrowing rate has now dropped from 3.55% at 1st April 2017 to 3.45% at the 30th September 2017 as a result of the rates on the new loans being lower than the previous average rate.
- 3.7 There is a significant long-term borrowing requirement to fund the capital programme and any further loans will be taken out in accordance with the approved Treasury Management Strategy and based on prevailing interest rates and the projections for the future.

Investments - Lending

- 3.8 As at the 30th September 2017, investments stood at £77.2m running at an average rate of 1.47%.
- 3.9 There are three main categories of investment:
- 3.9.1 Liquid Investments – investments that are instantly accessible and are used primarily to smooth the peaks and troughs in the Council's daily cash flow. These include money market funds, instant access accounts and any balances in our own bank account. The average balance on these funds was £11m over the first 6 months of the year achieving an average investment rate of 0.18%.
- 3.9.2 Fixed Term investments – these are locked in for a specific period of time and therefore gain the maximum return (once security and liquidity have been ensured using the Council's creditworthiness parameters.) These investments are made with banks for a fixed term up to 2 years. The average balance of these investments over the first 6 months was £35.4m, achieving an average rate of 0.62% comparing favourably with the benchmark 3 Month LIBOR rate of 0.30%.
- 3.9.3 Local Authority Property Fund ("LAPF") - £15m is invested in this fund and the average rate of return on this investment so far is 4.38%.
- 3.9.4 The LAPF gives local authorities an exposure to a diversified portfolio of commercial property throughout the UK and its objectives are to generate long-term growth in capital and an attractive income over time (5 years or more). The trustees of the fund are the Local Authorities' Mutual Investment Trust (LAMIT), a body controlled by representatives of the Local Government Association, the Convention of Scottish Local

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Mid-Year Treasury Performance 2017/18

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Authorities, the Northern Ireland Local Government Officers' Superannuation Committee and investors in the Fund.

- 3.10 The combined return of all investments for the period to 30th September was 1.47%.
- 3.11 The Council's debt and investment position as at 30th September 2017 compared with 31st March 2017 is shown in the table below:

Analysis of Debt and Investments

Debt & Investments	31/03/2017		30/09/2017	
	£'000	Rate (%)	£'000	Rate (%)
Long Term Debt - PWLB	239,256	3.54%	258,506	3.43%
Long Term Debt - Market	40,000	3.59%	40,000	3.59%
Total Long Term Debt	279,256	3.55%	298,506	3.45%
Short-term Borrowing	19,000	0.38%	0	0%
Total Debt	298,256	3.35%	298,506	3.45%
Investments	(44,000)	1.53%	(77,200)	1.47%
Net Borrowing Position	254,256		221,306	

Compliance with Treasury Limits

- 3.12 During the 2017/18 Financial Year to date, all Treasury activity has been carried out within the Council's Treasury limits and Prudential Indicators, as set out in the Council's Treasury Management Strategy.

4. Alternative Options

- 4.1 Any alternative options for specific areas are set out within the report.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 5.1 These have been reflected in the body of the report.

Legal and Human Rights Implications

- 5.2 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.

Further information on the subject of this report can be obtained from Ian Burbidge on Direct Dial No.464384, or Email imburbidge@swindon.gov.uk.

Mid-Year Treasury Performance 2017/18

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

- 5.3 There are no such direct implications.

Diversity Impact Assessment (DIA)

- 5.4 There is no impact on the DIA associated with management of the Council's cash balances.

Risk Management

- 5.5 There are no direct risks arising from this report.

6. Consultees

- 6.1 The Director of Finance (Section 151 Officer) and Director of Law and Democratic Services (Monitoring Officer) are consulted in respect of all reports.

7. Background Papers

- 7.1 None

8. Appendices

- 8.1 None

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 December 2017.

Special Educational Needs and Disability (SEND) Capital Investment Strategy

Cabinet

Date: 6th December 2017

Author:	Cabinet Member for Children Service's and School Attainment Corporate Director Children's Services / Head of Education
Wards:	All
Parishes Affected:	All

1. Purpose and Reasons

- 1.1 The report sets out the strategy for the allocation of capital funding specifically for provision that serves children with Special Educational Needs and Disability in Swindon.
- 1.2 The report is necessary to set out the draft investment strategy and propose consultation in order to comply with the Department for Education requirements to access the first tranche of funding on the 1st April 2018.
- 1.3 This report supports the Priority Two of the Vision to "Offer education opportunities that lead to the right skills and right jobs in the right places".

2. Recommendations

Cabinet is recommended to:

- 2.1 Approve the draft Special Educational Needs and Disability Capital Investment Strategy attached at Appendix One as the basis for further consultation with stakeholders.
- 2.2 Authorise the Head of Education, in consultation with the Cabinet Member for Children's Services and School Attainment, to conduct a consultation with local providers, parents and stakeholders on the draft strategy attached at Appendix 1 and to report to Cabinet in February 2018 on the outcome.
- 2.3 Authorise the Head of Education in consultation with the Director of Finance (Section 151 Officer) to retain £40,000 of the investment strategy as an access fund for the Local Authority to commission low level adjustments to schools as set out in paragraph 3.10 below.

3. Detail

Background

- 3.1 The Children and Families Act 2014 places important statutory responsibilities on Local Authorities to support children and young people with special educational needs and disabilities (SEND).

Further information on the subject of this report can be obtained from Gareth Cheal, 01793 465802, gcheal@swindon.gov.uk.

Special Educational Needs and Disability (SEND) Capital Investment Strategy

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- 3.2 Swindon currently has 1752 children and young people receiving support in education provision through an Education, Health and Care plan (EHCP), which equates to 3.7% of the total school population (compared to 2.7% nationally).
- 3.3 Proportionately this is a high level of EHCP's, therefore the priorities for the funding set out in paragraph 3.12 below is to promote inclusion into mainstream schools. The table below shows the type of education provision where these children and young people have been supported over the last 2 years that could apply for the Special Capital Fund.

Type of provision	2016	2017
Mainstream school	38.8%	38.2%
Special Resource Provision (SRP) established within a mainstream school	12.1%	8.6%
Special School	35.1%	38.3%
Out of Borough placement	2.9%	1.5%
Post-16 Further Education establishment	5.9%	8.7%
Education Other than at School (EOTAS)	2.6%	1.0%
Educated Elsewhere	2.4%	3.7%

- 3.4 To support this responsibility on the 4th March 2017 the Department for Education (DfE) announced an allocation specifically for capital investment in provision for pupils with Special Educational Needs and Disability. Swindon was allocated £977,620 over three years from April 2018 (£325,873 per year).
- 3.5 Whilst the investment from central government is welcome, it is recognised that the level of funding allocated is not sufficient to create new or fundamentally improve and update the provision for SEND across the Borough.
- 3.6 Swindon has invested significantly in provision for children and young people with SEND by committing £11.6m since 2011 to number of capital projects. In addition the Local Authority has supported the creation of a new secondary age Autistic Free School opening in September 2018. Therefore, in this context it is proposed that the SEND Capital Investment Fund from the DfE will be used for a number of smaller schemes.
- 3.7 The Special Provision Capital Fund is intended to support Local Authorities invest in provision for children and young people with SEND aged 0-25 to improve the quality and range of provision available to the Local Authority. It is intended for the children and young people with Education, Health and Care plans (EHCP) for whom the Local Authority is responsible.

Further information on the subject of this report can be obtained from Gareth Cheal, 01793 465802, gcheal@swindon.gov.uk.

Special Educational Needs and Disability (SEND) Capital Investment Strategy

Cabinet

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3.8 This funding can be invested in mainstream schools and Academies, special units, special schools and academies, early year's settings, further education colleges or to make other provision for children and young people aged from 0 to 25.

3.9 Local Authorities can invest their share of the special provision capital fund in:

3.9.1 Creating new (additional) places at good or outstanding provision and

3.9.2 Improving facilities or developing new facilities

Priorities for funding

3.10 It is proposed to retain £40,000 of the Special Provision Capital Fund as an access fund for the Local Authority to commission low level adjustments to schools in order to support a placement proposed in the EHCP.

3.11 In recognising the comparatively low level of the SEND Capital Investment Fund the Local Authority would want to invest in as many schemes as possible that meet the priorities to enable a greater proportion of children with SEND to benefit from this fund.

3.12 Therefore, the Local Authority proposes to open a bidding round for match funded projects in order to increase the overall level of investment in SEND provision, but also meet as wide a range of needs as possible. The bids are proposed to be considered against the following criteria, which are linked to current priorities:

3.12.1 Social Emotional and Mental Health by promoting inclusion in mainstream schools resulting in a reduction of fixed term exclusions and increased attendance levels, for example a nurture provision.

3.12.2 Physical Disability by promoting inclusion in mainstream schools so the needs of pupils with physical disabilities can be met, for example, lifts, ramps or any building adjustments.

3.12.3 Projects that promote greater inclusion of pupils with Education Health and Care Plans into mainstream school settings.

3.12.4 Early intervention with the aim to either strengthen earlier interventions on the graduated response and/or improve attainment and progress outcomes.

3.12.5 Greater weight within each category will be given to joint schemes of more than one provider, where the improvements can be shared across a wider base and cohort.

Further information on the subject of this report can be obtained from Gareth Cheal, 01793 465802, gcheal@swindon.gov.uk.

Special Educational Needs and Disability (SEND) Capital Investment Strategy

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- 3.13 It is proposed to set a minimum level of the bid at £2,000 and the maximum £50,000, in addition the projects should be match funded by the provider at least 50%. Bids will be invited from providers between 2nd April 2018 and 4th May 2018 in order to try and approve some schemes required for the September 2018 intake. However, remaining funding can be allocated outside of this initial bidding window on a rolling basis and additional windows will be communicated to education providers when available.

Requirements to access funding

- 3.14 The DfE will require the Local Authority to complete and publish a plan that sets out how they intend to invest their allocation, which is visible to parents, carers and other local groups. The plan for Local Authorities' SEND capital provision allocations should sit coherently with their wider plan.
- 3.15 As a result Swindon will need to complete the following actions before receiving the funding:
- 3.15.1 Consult with parents and carers of children with SEN and disabilities and young people with SEN and disabilities on the draft investment strategy attached at Appendix 1.
 - 3.15.2 As part of the consultation the Local Authority must work with education providers to agree how the capital can best be targeted.
 - 3.15.3 The Local Authority must confirm that the requirement to consult with parents, carers and young people has been met, and including information about the other groups that they have consulted. It is intended to fulfil the requirement by reporting the outcome of the consultation and discussions to Cabinet in February 2018.
 - 3.15.4 Publish an approved plan on the Swindon local offer page showing how they plan to invest their funding.
- 3.16 A draft strategy is attached at Appendix 1 and has been produced based on priorities for SEND identified in the emerging High Needs Funding Review, the SEND action plan and the Joint Commissioning Plan.
- 3.17 It is the intention to consult on the draft strategy during late December 2017 and January 2018. The consultation will involve public meetings on the proposals as well as accessing children and young people and parents through established networks.
- 3.18 The results of the consultation will be reported to Cabinet at its meeting in February 2018 with the intention of publishing the strategy on the Local Offer
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Further information on the subject of this report can be obtained from Gareth Cheal, 01793 465802, gcheal@swindon.gov.uk.

Special Educational Needs and Disability (SEND) Capital Investment Strategy

Cabinet

Date: 6th December 2017

website by the 14th March 2018 to ensure the first tranche of funding is allocated to Swindon.

4. Alternative Options

- 4.1 No alternative options have been proposed as the investment strategy is subject to local consultation and alternative options can be reported to the Cabinet meeting in February 2018.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 5.1 Government capital grant allocations for capital spending on schools have been significantly reduced in recent years and are highly unlikely to be sufficient to meet the needs of existing schools and the requirement to fund new ones. Any shortfall will result in the Council entering into additional borrowing to support identified needs as has been the case over recent years.
- 5.2 Levels of overall debt have increased considerably over the last few years to fund capital investment, with overall Council general fund debt currently £89m (although an underlying borrowing requirement is £261m) and net debt charges of £9.7m pa. Options for expansion of schools should, therefore, consider all possible options in order to try to minimise the effect on the revenue budget of increased debt.
- 5.3 All capital proposals will affect the Dedicated Schools Grant (DSG) although DfE are recognising pupil growth in annual grant settlements albeit on a lagged basis for mainstream pupils. This means that the LA has to top slice the DSG each year in relation to “pre-opening start-up costs”, “trigger” funding (the increased revenue funding provided to schools that have an in-year increase in pupil numbers over a certain threshold) and “set-up” costs (the provision of furniture and equipment for additional classrooms). As the number of new and growing schools increase, the amount of growth funding required increases and reduces the amount of funding that is available to be distributed to established schools.
- 5.4 As a consequence of the DfE’s school funding reform programme, the Local Authority need to consult formally with each sector of the Schools Forum to seek agreement to the policies by which funding is allocated and the levels of funding proposed in advance of each financial year.

Legal and Human Rights Implications

- 5.5 The Council has a responsibility to ensure that there are sufficient school places available. The Education and Inspections Act 2006 requires Local Authorities to

Further information on the subject of this report can be obtained from Gareth Cheal, 01793 465802, gcheal@swindon.gov.uk.

Special Educational Needs and Disability (SEND) Capital Investment Strategy

Cabinet

Date: 6th December 2017

promote choice and diversity when carrying out their strategic duties in relation to the provision of new school places.

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

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

- 5.7 Implications relating to sustainability and health are included within the criteria included in the draft strategy.

Diversity Impact Assessment

- 5.8 A DIA for the School Place Planning Strategy was attached to the September 2016 Cabinet report, and this is applicable to the proposals in this report. A copy of the report is available on request from the report author. No implications have been identified.

6. Consultees

- 6.1 The Director of Finance (Section 151 Officer) and Director of Law and Democratic Services (Monitoring Officer) are consulted in respect of all reports.

7. Background Papers

- 7.1 None

8. Appendices

- 8.1 Draft SEND Capital Investment Strategy (Appendix 1)

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 December 2017.

Special Education Needs and Disability Capital Investment Fund – Draft for consultation

Priorities for investment

Proportionally, Swindon has a large number of specialist school places and a high percentage of EHCP's compared to other Local Authorities. Although there is growth in the Borough, the SEND Capital Fund will not provide an adequate budget to create new specialist provision. Therefore, given the breadth of provision that already exists and is planned for the future the Local Authority proposes that this investment fund should be focused on providing better access and improvements to existing places.

The special educational needs and disabilities (SEND) strategies and emerging reviews have identified the areas where investment in creating new or improving existing provision would support the strategic commissioning aims of the Local Authority, Providers, Parents and Pupils.

Background

The Children and Families Act 2014 places important statutory responsibilities on local authorities for supporting children and young people with special educational needs and disabilities (SEND). This is a vital role that local authorities retain in an increasingly school-led education system and one that requires long-term strategic planning, informed by detailed local knowledge enhanced through consultation with parents and carers, and good relationships with local schools. Local authorities must ensure there are sufficient good school places for all pupils, including those with SEND.

To support this responsibility on the 4th March 2017 the Department for Education (DfE) announced capital allocations specifically for capital investment in provision for pupils with Special Educational Needs and Disability. Swindon was allocated £977,620 over three years from April 2018 (£325,873 per year).

Whilst the investment from central government is welcome, it is recognised that the level of funding allocated would not stretch to create, improve and update the provision for SEND required across the Borough.

Swindon has invested significantly in the provision exclusively for SEND by committing £11.6m since 2011 on a number of capital projects. In addition the Local Authority has supported the creation of a new secondary age Autistic Free School opening in September 2018. Therefore, in this context the SEND Capital Investment Fund from the DfE will only stretch to a number of smaller schemes to try and widen the reach of this investment.

The capital fund is to support local authorities to invest in provision for children and young people with SEND aged 0-25 to improve the quality and range of provision available to the local authority. It is intended for the children and young people with education, health and care plans for whom the local authority is responsible. It is entirely legitimate for the local authority to spend some of the capital funding on provision that happens to lie outside the local authority's boundaries, if the local authority places children and young people there and believes that the capital investment will improve the quality and range of provision available.

This funding can be invested in mainstream schools and academies, special units, special schools and academies, early years settings, further education colleges or to make other provision for children and young people aged from 0 to 25.

Local authorities can invest their share of the special provision capital fund in:

- Creating new (additional) places at good or outstanding provision

- Improving facilities or developing new facilities

This can be through:

- Expansion(s) to existing provision including at the same site or at a different site.
- Reconfiguring provision to make available the space for the additional places or facilities.
- Re-purposing areas so that they meet the needs of pupils with special educational needs and disabilities.
- Other capital transactions that result in new (additional) places or facilities' improvements
- Investing in provision that is located in another local authority where this supports providing good outcomes for children in their area.

The DfE will require the Local Authority to complete and publish a short plan that sets out how they intend to invest their allocation, which is visible to parents, carers and other local groups. The plan for local authorities' SEND capital provision allocations should sit coherently with their wider plan. Local authorities are required to take the following steps to access their funding.

Before receiving the funding, local authorities need to:

- Consult with parents and carers of children with SEN and disabilities and young people with SEN and disabilities.
- Work with education providers to agree how the capital can best be targeted.
- Fill in the short plan template, confirming that the requirement to consult with parents, carers and young people has been met, and including information about the other groups that they have consulted.
- Publish a plan on their local offer page showing how they plan to invest their funding, before the deadline specified below.

In 2017 the Local Authority commissioned a High Needs Review to investigate value for money and recommendations for the how the High Needs funding block should be prioritised. The review is an emerging document, but been used to inform this SEND Capital Investment Strategy.

In addition the Local Authority is producing a SEND Joint Strategic Needs Assessment (JSNA) to understand Swindon's changing population, the factors that affect education, health and wellbeing and the implications for future services that are vital in setting priorities and planning future services to improve the outcomes for children and young people with SEND.

The SEND Performance Improvement Plan and the SEND Joint Action Plan have also been used to inform this SEND Capital Investment Strategy.

Consultation process

The DfE require consultation with parents and carers of children with SEN and disabilities and young people with SEN and disabilities on the draft SEND Capital Investment Strategy. The approved strategy must be published on Swindon's Local Offer by Wednesday 14th March 2018 in order to draw down the funding. Therefore the key dates for approving the strategy are set out below:

- *Member approval for consultation to commence (Dec 2017 Cabinet)*
- *Consultation with parents, providers and other stakeholders – 6 weeks (Dec 2017/Jan 2018)*
- *Member approval for the final plan (Feb 2018 Cabinet)*
- *Publish plan on the local offer*

Consultation with parents and carers, young people, providers and other stakeholders will involve public meetings on the proposals as well as accessing children and young people and parents through established networks.

How funding will be allocated

In recognising the comparatively low level of the SEND Capital Investment Fund the Local Authority would want to invest in as many schemes as possible that meet the priorities to enable a greater proportion of children with SEND to benefit from this fund.

Therefore, the Local Authority propose to open a bidding round for match funded projects in order to increase the overall level of investment in SEND provision, but also meet as wide a range of needs as possible.

A minimum level of the bid is £2,000 and the maximum £50,000, in addition the projects will be match funded by the provider at 50%. Funding will be allocated to projects in criteria order until the funding limit has been reached. The bid will be scored against the following criteria (out of 100 points), which are linked to the priorities:

- Social Emotional and Mental Health by promoting inclusion in mainstream resulting in a reduction of fixed term exclusions and increased attendance levels, for example a nurture provision (30 points).
- Physical Disability by promoting inclusion so the needs of pupils with physical disabilities can be met, for example, lifts, ramps or any building adjustments (30 points).
- Projects that promote greater inclusion of students with Education Health and Care Plans into mainstream school settings (20 points).
- Early intervention with aim to either strengthening earlier interventions on the graduated response and/or improve attainment and progress outcomes (10 points)
- Supporting evidence of the proposal in the form of plans and/or quotes to support the allocation of funding and proof of deliverability (10 points)

Greater weight within each category will be given to joint schemes of more than one provider, where the improvements can be shared across a wider base and cohort.

The criteria should not put off applications for the capital fund as allocations will be based on the level of funding available, in addition applications will enable the Local Authority to collect information on provision required for SEND investment to inform potential future allocations.

It is proposed to retain £40,000 of the investment strategy as an access fund for the Local Authority to commission low level adjustments to schools in order to support a placement proposed in the EHCP. The responsibility for identification of projects will rest with the Head of SEND, the Commissioner for SEND and the Commissioner for Education Place Planning. Any surplus from the access fund will be carried forward into the following years bidding round.

Academies (who have a lease) carrying out works will need to refer to their Lease and apply for a Licence to Alter from Property Assets (if appropriate) before undertaking any works, the costs for undertaking the administration works for the Licence is charged to the Academy.

Maintained schools carrying out works will need to complete a Proposed Alterations form before undertaking any works.

Timescale and decision making

Bids will be invited from providers between 2nd April 2018 and 4th May 2018 in order to try and approve some schemes required for the September 2018 intake. However, remaining funding can be allocated outside of this initial bidding window on a rolling basis and additional windows will be communicated to education providers when available.

Bids will be scored against the criteria and considered by a SEND Capital Panel. It is proposed that the Panel will include representatives from Education, Health and Social Care. The Local Authority will also request parental representation through the Contact service.

The final allocation of funding and the decision on all schemes will be approved by the Director of Children Service's delegated authority and then published on the Local Offer website. Legal advisors will be instructed to enter into contract before the release of funding.

Town Centre Car Parking Strategy

Cabinet

Date: 6th December 2017

Author: Cabinet Member for the Economy and Skills
Cabinet Member for Regeneration
Corporate Director Resources and Growth

Wards: All

Parishes Affected: All

1. Purpose and Reasons

- 1.1 This report sets out the recommended draft Town Centre Car Parking Strategy for consideration by Cabinet and to seek to commence a consultation on the Strategy, including on the level of parking charges. The report also recommends some immediate measures aimed at addressing anti-social behaviour affecting the usage of town centre car parks.
- 1.2 The Town Centre Car Parking Strategy was last reviewed in 2011 and, with regeneration projects within the town centre progressing, it is timely that it be updated.
- 1.3 The recommendations, if approved, would help support the following adopted plans and objectives:
 - 1.3.1 Pledge 10 of The Council's Vision, which seeks to promote the regeneration of the town.
 - 1.3.2 The Central Area Action Plan and the Town Centre Masterplan both identify a number of projects that will affect the provision of, and need for, town centre car parking, including the developments proposed at Kimmerfields, North Star, the Carriage Works, and Aspen House.
 - 1.3.3 The Local Transport Plan for 2011-26 identifies parking strategy objectives that seek to support the retail facilities within the town centre by encouraging car parking use for shoppers rather than commuters and by promoting the use of information technology to enable users to find and access car parking spaces more easily.

2. Recommendation

Cabinet is recommended to:

- 2.1 Approve for consultation purposes the draft Town Centre Car Parking Strategy, as summarised in section 3.5 and set out in full at Appendix One;
- 2.2 To authorise the Corporate Director Resources and Growth, in consultation with the Cabinet Member for the Economy and Skills, the Cabinet Member for Regeneration, and the Head of StreetSmart, to implement the following measures;

Further information on the subject of this report can be obtained from John Seddon, 01793 465279, jseddon@swindon.gov.uk.

Town Centre Car Parking Strategy

Cabinet

Date: 6th December 2017

- 2.2.1 Commence a consultation on increasing the parking charges;
- 2.2.2 Dependent on the outcome of that consultation, to adopt a new schedule of charges for 2018/19.
- 2.2.3 Make provision within the Council's budget for 2017/18 for up to £160,000 to immediately implement the measures outlined in paragraph 3.7.3 and Action Plan measure S1 with the aim of enhancing the quality of the Council's town centre parking stock including the provision of extra cleaning staff.
- 2.2.4 Allocate a budget of £160,000 per annum for 2018/19, funded from increased parking charges, to support the enhanced quality of the Council's town centre parking stock as outlined in paragraph 3.7.3 and Action Plan measure S1.

3. Detail

Background and Consultation

- 3.1 These objectives and the associated action plan have evolved from a detailed analysis of the current town centre car parking provision within Swindon, which has been undertaken for the Council by Regeneris. The output from this work is the Evidence Base and Strategy Report which has been appended to this report (Appendix 1). This included an audit of the available car parking, consultation with retailers, businesses and Council officers and Members on the car parking provision, and an analysis of likely future trends in car parking demand based on current usage and forecast land use changes within the town centre and across the Borough.
- 3.2 With the demolition of the Wyvern and Carlton Street car parks, and the construction of the Whalebridge car park, the current parking capacity in the town centre is estimated to be around 6,900 spaces, split between public and private car parking.
- 3.3 The consultation undertaken by Regeneris consisted of interviews with a range of business groups with an interest in the town centre, including the major retail centres, InSwindon, and Business West. This consisted of an "issues and options" consultation, seeking to identify the priorities of these business groups in relation to car parking provision and management within the town centre.
- 3.4 The input from business groups was invaluable in allowing the key objectives of the Car Parking Strategy to be set and the specific measures within the Action Plan to be identified and prioritised. Subject to Cabinet approval of the draft Strategy, it is recommended that a further round of consultation be undertaken with business groups and a wider audience prior to the formal adoption of the Strategy as part of the Transport Strategy Review.

Further information on the subject of this report can be obtained from John Seddon, 01793 465279, jseddon@swindon.gov.uk.

Town Centre Car Parking Strategy

Cabinet

Date: 6th December 2017

Car Parking Strategy Objectives

- 3.5 The over-arching objectives of the draft Town Centre Car Parking Strategy which Cabinet is invited to approve for consultation purposes are as set out below:-
- 3.5.1 **To support the town centre economy** within Swindon by ensuring that the town centre car parking offer is sufficiently attractive and well managed so as to encourage people to visit the town centre in preference to competing locations.
 - 3.5.2 **To support the delivery of Town Centre Regeneration Projects** as set out in the Central Area Action Plan and Town Centre Masterplan.
 - 3.5.3 **To complement the Town Centre Movement Strategy** by ensuring that car parking is located and signed so as to minimise the amount of car traffic circulating within the core town centre area.
 - 3.5.4 **To support the local economy and businesses at peripheral locations** at the edge of the town centre, including Old Town, Gorse Hill and Rodbourne / Outlet Centre.
 - 3.5.5 **To provide an income stream** to the Borough Council that can be re-invested in transport projects and services that will support the delivery of the Council's Vision, as set out in the Council Plan and the Local Transport Plan.
 - 3.5.6 **To provide easy accessibility to the town centre and its facilities** for people who are reliant upon a motor vehicle for their personal mobility, and specifically those people with a disabled parking blue badge.
 - 3.5.7 **To minimise the impact of town centre car parking upon surrounding residential areas** and ensure that adequate car parking provision is available for residents living within the town centre.

Action Plan

- 3.6 If Cabinet approves the draft strategy for consultation, Members will also be invited to approve, for consultation, an Action Plan to address its objectives. The Action Plan identified for the Town Centre Parking Strategy is separated into immediate, short, medium and long term actions. It is recommended that the immediate actions be taken prior to the outcome of the strategy consultation as these are not dependent on the outcome of the consultation. The Action Plan reflects a number of factors, notably:
- 3.6.1 The need to further enhance the data available on parking patterns within the town centre to support the management of the town centre car parking estate.

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- 3.6.2 The need to co-ordinate car parking changes with the pace of Town Centre Regeneration Projects, recognising that these will be phased over several years.
- 3.6.3 The need to work with partners to assemble the funding required to deliver some measures contained within the Car Parking Strategy, such as the construction of the new Railway Station Car Park at North Star.
- 3.7 The Action Plan measures identified within the Strategy Report are grouped under the following four objectives:
- 3.7.1 Strengthen evidence base and develop business cases – ensuring that the Council's parking data management systems are improved to provide better quality information to support car parking management decisions.
- 3.7.2 Address capacity challenge and make better use of parking stock – addressing capacity issues associated with the railway station, and ensure that car parks are used to the maximum efficiency.
- 3.7.3 Improve the quality of the car parking experience – tackling anti-social behaviour and other environmental factors to make Swindon's car parks more attractive to use. This will involve the allocation of increased resource to support the delivery of enhanced cleansing regimes with the town centre car parks, and to support homelessness initiatives that will address the underlying issues contributing towards the anti-social behaviour that can occur within town centre car parks.
- 3.7.4 Provide an on-going revenue stream for SBC – annually review charges to ensure that the car parks are efficiently used, and to ensure that revenue is generated that will support both the future management of the car parking estate and other associated Council activities.
- 3.8 The following table summarises the recommended Action Plan measures contained in the Strategy Report:-

Period	Measure	Comment
2017-18	Immediate	
S1	Increase resources available for cleansing operations within town centre car parks to increase their attractiveness and help address anti-social behaviour issues within the car parks.	3 FTE staff would be appointed to support an enhanced cleansing regime, and budget provision made available to address the anti-social behaviour issues within the car parks.

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S2	Undertake additional parking surveys to fill gaps in available information.	Aim to commission surveys in Spring 2018.
S3	Review parking charge regime on an annual basis, including charging for season tickets and residential parking permits. For 2018/19, an increase in car parking charges is proposed that roughly equates to an increase of £1 for short-stay parking at the main multi-storey car parks, and 10 pence per hour at other car parks. The full charging increase proposed is included in Appendix 2.	For consultation prior to the strategy consultation, and implementation in April 2018, subject to the outcome of the consultation, and to be reviewed on an annual basis thereafter.
2017-19	Short-Term	
S4	Review car park signage strategy, including the potential for the better use of new technology, including Variable Message Signs, to better direct people to car parks, and commence implementation of changes.	Prepare signing strategy for phased implementation from 2018/19 as and when town centre regeneration projects take place and car park changes are made.
S5	Review and implement way marking and information boards for pedestrian routes between car parks and town centre destinations.	First phase of signing and information boards to be installed during 2017/18 in conjunction with existing programme of signage changes.
S6	Identify further improvements to town centre car parks in relation to lighting, CCTV coverage and other measures to enhance the quality of provision.	Approved investment programme of £250,000 per year on major maintenance works at car parks. Fleming Way – 2017/18 and 2018/19. Spring Gardens – 2019/20.
S7	Review payment and management systems to identify preferred system, making best use of new	To be completed by March 2019.

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	technology.	
S8	Review Park and Ride Strategy.	To include allocated sites at NEV and Wichelstowe as well as existing sites. To be completed by March 2018.
S9	Review of peripheral parking requirements.	To include Old Town, Gorse Hill and Outlet Centre. To be completed during 2018/19.
S10	Consult upon and finalise the Town Centre Parking Strategy.	This will be incorporated within the new Swindon Transport Strategy.
2019-21	Medium-Term	
M1	Closure of The Parade and Cheltenham Street Car Parks as part of the Bus Exchange project.	Potentially in 2018/19.
M2	Closure of the Granville Street Car Park as part of the Aspen House development.	Outline planning application for Aspen House has been submitted. The car park would be lost as part of the Phase 2 development that will follow.
M3	Construction of new car park at Kimmerfields Phase Two.	Programme dependent upon pace of build-out of development.
M4	Installation of preferred payment and management systems at all Multi-Storey Car Parks.	2019/20 onwards.
M5	Implement future phases of car park signing strategy.	2019/20 onwards.
M6	Implement first phases of Park and Ride Strategy.	Dependent upon outcome of Park and Ride Review.
M7	Undertake further Parking Strategy Review to monitor progress with Action Plan delivery, car park performance, and identify future strategy options.	Programme for 2020/21.

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2021-26	Long-Term	
L1	Construction of new Multi-Storey Car Park at Railway Station.	Linked to Station re-development and new pedestrian and cycle bridge across the railway.
L2	Closure of the Princes Street Car Park as part of SMAG development.	Linked to securing funding for SMAG.
L3	Implement future phases of Park and Ride Strategy.	Potential construction of Park and Ride sites at NEV and Wichelstowe. Dependent upon outcome of Park and Ride Review.
L4	Closure and re-development of Station Road and Sheppard Street Car Parks.	Follows on from new MSCP at Station.
L5	Implement further measures as identified through Parking Strategy Review 2020/21.	

3.9 Resources will be required to enable this Action Plan to be fully implemented. The following sources of funding are currently available:-

3.9.1 **National Productivity Investment Fund** –an allocation of £50,000 has been approved for 2017/18 for the Town Centre Parking Strategy.

3.9.2 **Car Parking Revenue** – the first call upon revenue generated from car parking charges is for the maintenance and improvement of the car parks themselves, and therefore it is considered appropriate that a proportion of such revenue be ring-fenced within the Council's budget for the development and implementation of the Car Parking Strategy and Action Plan. It is therefore proposed that £160,000 be ring-fenced from car parking revenues, from 2018/19, to support enhanced cleansing regimes and homelessness initiatives aimed at tackling anti-social behaviour and making town centre car parks more attractive to use. The increase in parking charges to be introduced in April 2018 is estimated to generate new revenue of approximately £400,000 in 2018/19.

3.9.3 **SBC Capital Programme** – £250,000 per year is allocated within the Transport Capital Programme for Car Park Improvements over the period 2017/18 to 2019/20. The improvement of Fleming Way Car Park is

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identified as the priority project for 2017/18 and 2018/19, with Spring Gardens following in 2019/20.

- 3.9.4 **Third Party Sources** – some major elements of the Car Parking Strategy will be delivered through or with developers or third parties. This potentially includes the construction of new car parks at Kimmerfields and at the Railway Station, but could equally apply to securing financial contributions from developers of town centre sites towards the implementation of elements of the Car Parking Strategy.

Improving Car Park Quality

- 3.10 In relation to anti-social behaviour, an immediate action plan has been identified that will enhance the level of cleansing taking place within the Council's car parks, provide a greater visible presence of SBC staff within the car parks, and support initiatives to tackle the anti-social behaviour taking place within the car parks which arise in part from homelessness issues. This would require additional investment of £160,000 per year which will, from 2018/19, be met from additional revenue generated from a planned increase in town centre parking charges. For the remainder of 2017/18, however, this additional investment would need to be funded from the Council's budget, to be met from the cashflowing reserve. Given that the measures would be introduced part-way through 2017/18, it is estimated that the required funding will be £100,000.
- 3.11 To improve the cleanliness of the town centre car parks, the existing cleansing regime will need to be extended with additional staff resource (3 FTE posts) being made available to enhance both the scheduled and unscheduled cleansing programme. This model retains the current 7 day week service starting from 6am, but extends cover up to 10pm. This additional resource would also enable the StreetSmart service to undertake deeper cleans more easily as required to address specific issues. The resource required to provide this additional staffing level is estimated at £90,000 in total for the three full-time posts, including the associated on-costs.
- 3.12 This investment would help to address the anti-social behaviour that makes users of the car parks feel threatened and which are a major contributor to the cleanliness issues at the car parks. To be fully effective, the enhanced cleansing regime will need to be reinforced by further measures to address the causes of anti-social behaviour within the car parks. Accordingly, it is proposed that a budget of £70,000 be made available for such measures, which will be reviewed annually and which will complement the work of the Council to support the One Swindon Partnership working with the homeless.

Outcomes

- 3.13 The outcomes to be achieved through the delivery of this Action Plan are:-

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- 3.13.1 A thriving town centre economy, as measures through low vacancy rates for business premises, and measures relating to footfall and consumer spend.
- 3.13.2 A reliable income stream for the Council, increasing year on year.
- 3.13.3 The successful delivery of the projects outlined in the Town Centre Masterplan, with car parking capacity being provided at the right time and in the right location.
- 3.13.4 An attractive town centre environment that isn't dominated either by car movements or by swathes of parked cars.
- 3.13.5 Thriving local centres at Old Town, Gorse Hill and Rodbourne, as measured by low vacancy rates for local businesses and measures relating to footfall and consumer spend.

Future Demand and Further Work

- 3.14 The analysis undertaken by Regeneris indicates that projected housing and employment growth within Swindon could potentially generate up to 1,600 additional car trips per day into the town centre. Based on current levels of demand, and the capacity changes outlined above, it is considered that there is sufficient car parking capacity within the town centre to accommodate this extra demand.
- 3.15 There will, however, need to be a re-modelling of how individual car parks are used to accommodate some of these changes. For example, the loss of the well-used Granville Street Car Park will lead to the displacement of significant car park demand, typically short-stay shopping related trips, to other car parks. This may mean that long-stay parking at other sites may need to be re-designated as short-stay parking.
- 3.16 Similarly, the amount of traffic circulating along Station Road will be reduced by altering the car parking arrangements for the Railway Station. By focussing these on the North Star site, accessed from Great Western Way, traffic generated by the Railway Station will be diverted around the town centre rather than through the heart of it.
- 3.17 Parking provision for disabled people is provided through the Blue Badge scheme, and through the identification of dedicated disabled parking bays within car parks. It is important that any alteration to the current car parking provision, either through the loss of a car park or through the construction of a new facility, incorporates a review of disabled parking provision, and, where such spaces are lost, a suitable replacement provision is identified and implemented such as, for example, through the expansion of disabled parking provision elsewhere.

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- 3.18 The Council's current planning policy is that new residential development within the town centre should not have specific car parking provision incorporated as part of the development site (other than access for emergency and service vehicles and some provision for disabled parking). This policy applies on the basis that access on foot, by bike, and by public transport to community facilities, employment, shops and leisure attractions is easy for those within the town centre, and the car club provides access to a vehicle should this be required for specific journeys. This policy will be periodically reviewed, and the availability of town centre parking monitored to ensure that sufficient capacity continues to be available as and when new residential development is proposed within the town centre.
- 3.19 Park and Ride currently has a limited role in providing car parking capacity within the town centre. However, interest from bus operators in serving the existing Park and Ride sites using commercial bus services (rather than dedicated, subsidised, services), and the commencement of development at New Eastern Villages and Wichelstowe (both of which have provision, within their respective masterplans, for Park and Ride sites) means that it is appropriate for a review of the role that Park and Ride could play within Swindon to be undertaken. It is proposed that this review be undertaken as one of the short-term actions identified in the Action Plan.

Monitoring and Evaluation

- 3.20 The progress in implementing the Car Parking Strategy and Action Plan will be monitored through:-
- 3.20.1 An annual review of SBC car parking provision and performance, covering charges, income generation, management regimes, maintenance requirements, usage patterns and user feedback.
- 3.20.2 A regular review and update of the Car Parking Strategy to ensure that it is kept as up to date as possible, reflecting policy and land use changes affecting the town centre and local centres. The next planned review should be scheduled for 2020/21.
- 3.21 Although a potential option for the future, the outsourcing of car parking management has not been considered within the scope of this current review.

4. Alternative Options

- 4.1 There are many alternative options available in relation to the management of the current car parking estate managed by the Council within the town centre, and especially with regard to the individual measures that could be implemented. In relation to the Town Centre Parking Strategy, the broad option is to retain the current approach. The Town Centre Car Parking Strategy identified in 2011 was never formally adopted, although elements of it have been subsequently

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implemented, such as the construction of the Whalebridge Car Park and the demolition of the Wyvern and Carlton Street Car Parks. However, with changes to the Town Centre Masterplan, it is not considered advisable to maintain the status quo by not having an adopted strategy in place.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 5.1 There are significant financial implications for the Council, as car parking revenue provides a major income stream worth around £5.178 million in 2016/17 (Gross before operating costs) to the Council.
- 5.2 Closure of the car parks detailed in this paper would result in a loss of Pay and Display income to the Council of around £182,000 per annum, excluding running costs, this representing the loss of income from the North Star Car Park resulting from its transfer to Network Rail ownership, which is the subject of a previous Cabinet decision regarding the land swap involving the Carriage Works. A further £198,000 per annum would potentially be lost from the lease arrangements for the Sheppard Street Car Park, arising from the same land swap. Based on experience from the demolition of the Wyvern and Carfax Car Parks, demand from those other car parks that will be re-developed as part of the town centre regeneration will transfer to other car parks, and the revenue may not therefore be lost. In addition, were the Council to own and / or operate the proposed new car parks at the Railway Station and within the new Kimmerfields Phase 2 development then this income stream would be retained and, potentially, enhanced. However, the timing of closures and replacement is critical financially to mitigate any loss of income to the Council, as is the ownership of any new provision.
- 5.3 The short-term action plan will need further work in relation to the phasing of car park closures and the construction of the new facilities in order to better understand and mitigate the financial impact of decisions on the Council's finances. This work needs to be carried out alongside the progression of regeneration proposals including Kimmerfields, as the loss of some car parking will be dependent upon the progress made with securing funding for associated regeneration projects.
- 5.4 To maintain car park income, the Council needs to invest in the car parking estate to ensure that it remains attractive to use for people visiting Swindon town centre. Crucially, this will involve ensuring that the negative perception of some car parks in the town centre are addressed, and that investment is made in improvements to the car park environments including environmental enhancements, security measures and the provision of better information for users.

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- 5.5 Car park charging regimes are considered generally appropriate, but should be reviewed annually against car park usage to ensure that revenue is maximised whilst ensuring that the car parks operate at their most efficient level, with occupancy at around 90% of capacity.

The increase in staffed presence at car parks to address some of the perceptions about safety will require an additional 3 FTE posts. These could be either in the form of attendants or cleaning staff. The revenue costs of such staffing increases would be met from any additional income generated by the car parks. This approach would require one-off funding in 2017/18 of up to £160,000 to support enhanced cleansing regimes and anti-social behaviour. The overall impact on the Council's budget is summarised in the following table. Capital funding will be provided from the Local Transport Plan grant. There will be no additional borrowing costs.

Revenue	Annually from 2018/19
	£000
Expenditure	160
Income	(400)
Net	(240)

Capital	2018/19	2019/20	2020/21	2021/22	2022/23
	£000	£000	£000	£000	£000
Expenditure	250	250			
Income					
Net	250	250			

Legal and Human Rights Implications

- 5.6 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.
- 5.7 There may be a requirement to amend existing Orders relating to car park charges and restrictions, which would require legal input, and there will also be legal input required to any land transfers or acquisitions required as part of the re-modelling of the car parking estate.

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

- 5.8 A need has been identified for three full-time equivalent additional staff to provide enhanced cleansing and security within the town centre car parks. These posts will be funded through additional car parking revenue raised from the planned

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increase in parking charges to be implemented from April 2018, and through one-off funding during the remainder of 2017/18 from cashflow reserve.

- 5.9 Further staff implications arise as a result of changes to car parking management techniques, and these will be clearly identified as part of the business case development for these individual actions as and when these are brought forward for consideration.
- 5.10 The additional staffing will provide improved security at the town centre car parks by providing a more visible staff presence, and this will help to address perceived problems in relation to crime and anti-social behaviour.
- 5.11 The re-shaping of the car parking provision within the town centre will help to ensure that the best and most efficient use is being made of Council land resources by transforming poor quality parking facilities into housing and commercial sites, by facilitating regeneration schemes such as the proposed Museum and Art Gallery, and by providing new, high quality, car parking at Kimmerfields and at the Railway Station.

Diversity Impact Assessment

- 5.12 A Diversity Impact Assessment (DIA) has not been completed. Consideration of the Public Sector Equality Duty has been made and it has identified that there will be changes to parking provision for disabled drivers arising from the re-modelling of the car parks as set out earlier. It is also noted that the general provisions such as security, lighting and improved pedestrian access will have a beneficial impact for all users.
- 5.13 There are a number of initiatives identified within the Parking Strategy Action Plan that will require a through Diversity Impact Assessment to be undertaken, and it is considered essential that these be used to help set the desired outcomes from each initiative as part of the scoping process for each individual project.

Risk Management

- 5.14 A Risk Assessment has not been completed because the individual actions identified within the Parking Strategy will be subject to risk assessment as appropriate prior to implementation.

6. Consultees

- 6.1 The Director of Finance (Section 151 Officer) and Director of Law and Democratic Services (Monitoring Officer) have been consulted on this report.
- 6.2 An Officer Group involving representatives from StreetSmart, Highways and Transport, Planning, Finance, Localities, Forward Swindon Limited and Economy, Regeneration and Skills has met on a number of occasions during the

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review, and has provided input to the Evidence Base Report and the resulting Strategy.

7. Background Papers

7.1 *The Swindon Parking Strategy Evidence Base Report*

7.2 *Swindon Town Centre Parking – Evidence Base and Strategy Report.*

8. Appendices

8.1 Appendix 1 – Swindon Town Centre Parking – Evidence Base and Strategy.

8.2 Appendix 2 – Proposed Car Parking Charges to be applied from April 2018.

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 December 2017.

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Swindon Town Centre Parking Evidence Base and Strategy

2 April 2017

Regeneris Consulting Ltd
www.regeneris.co.uk

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1. Introduction and Background to the Strategy

- 1.1 Regeneris Consulting has been commissioned by Swindon Borough Council (SBC) to prepare an updated evidence base and Parking Strategy report for Swindon Town Centre. The purpose of the study is to inform Swindon's strategic choices about future car parking priorities, and to identify the actions that SBC and its partners should pursue to deliver these priorities.
- 1.2 Swindon town centre is expected to see some major changes over the next few years as delivery of the Town Centre Masterplan gathers momentum. This has important implications for the demand for car parking, the supply of car parking facilities and the way the town centre is used in future. These changes bring opportunities and challenges, and the need for a new car parking strategy. Amongst the main drivers of change will be:
- **More Jobs** – New developments will bring additional jobs to the town centre, and with them additional demand for parking spaces for employees and for business-to-business purposes.
 - **More Visitors** – Encouraging greater numbers of people to shop and spend leisure time in the town centre is a key strategic objective for Swindon's economy at a challenging time for the retail and leisure sector. This too would generate increased demand for parking facilities.
 - **New Residents** – The development of new homes in and around the town centre has an important contribution to make in revitalising the area. Parking provision will also need to respond to the requirements of new residents, in accordance with SBC's adopted parking standards.
 - **Changing Patterns of Transport Use** – Swindon is planning for longer-term change in transport use, and the Parking Strategy will be an important component of a wider movement strategy for Swindon.
- 1.3 In discussion with SBC, it was agreed that the area covered by the research should extend beyond the core town centre area, and that it should address car parking in Old Town. New development in Old Town, the need to support the area's businesses and the continuing challenge of better linking shoppers' use of Old Town and the town centre provide the rationale for this. Similarly, parking linked to Swindon railway station, leisure and business use at North Star mean that they should also be considered as part of the study.
- 1.4 This is the draft final report to SBC which will take forward its findings into the work that is now underway on a new movement strategy. The report is structured as follows:
- **Policy context** – A summary of the main policy drivers for the Parking Strategy including key national and local strategies.
 - **Evidence base** – An overview of the main findings from the separate evidence base report prepared as part of the commission.
 - **Strategic priorities** – The key priorities and strategic objectives that have emerged out of work on the evidence base and dialogue with SBC and its partners.
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- Indicative action plan – A description of the proposed actions for delivering the strategy.

Monitoring and evaluation – Guidelines on how SBC should capture the progress it makes in delivering the strategy.

2. Policy Context

- 2.1 Local planning authorities are no longer formally required to prepare parking strategies as part of their local transport plans (LTP). As such, there is no current guidance on developing a Parking Strategy in the way that formal guidance is for many aspects of preparing LTP or local plans more generally.
- 2.2 However, there are a range of statutory responsibilities that relate to parking and which are typically addressed both through LTPs and specific parking strategies. For example, the Road Traffic Regulation Act (1984) requires that local transport planning authorities 'secure the convenient and safe movement of traffic, and the provision of suitable and adequate parking facilities'. The Traffic Management Act (2004) provides for the civil enforcement of parking contraventions, and operational guidance (most recently issued in 2015) sets out the policy and procedures that local authorities should follow to implement it.
- 2.3 At the same time, an area's approach to parking is an important part of economic development and regeneration strategies for urban areas, and is one component of the wider concept of place making. In this section, the study summarises the local policy context in which Swindon is preparing its parking strategy. The scope of the Parking Strategy and the strategic choices that Swindon makes will be directly and indirectly informed by a range of policies and strategies, but will also shape new strategies currently being prepared by the Council.

Existing Policies and Strategies

Local Transport Plan 3: 2011 - 2026

- 2.4 Swindon's LTP3 recognises the direct connection between parking provision and its usability, and the town's economic performance. The balance between an adequate supply of parking and objectives relating to public transport use and sustainability are identified as important to central Swindon's accessibility and support for economic development. The role of car park charging and shopper's use of businesses is also acknowledged.
- 2.5 The LTP3 describes three main parking related challenges for the town. These are the pricing and location of car parks and the way they attract people into the town centre; under-utilised park and ride facilities; the dispersed nature of employment around Swindon and the town centre, which discourages long-stay parking use. In addition, the LTP3 clearly states that parking provision at the station is an inhibitor to increased rail use.

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- 2.6 The Plan identifies seven outcomes to address the transport challenges it identified:
- Improved journey time reliability for all forms of transport
 - Improved road safety
 - Increased overall share of journeys for public transport, walking and cycling
 - Reduced need to travel and reduced dependence on the private car
 - Improved accessibility
 - Improved local environment and quality of life
 - Improved access to the town centre.
- 2.7 The LTP3 identifies a number of specific parking interventions, with those most relevant to this study including:
- a town centre Parking Strategy that will encourage long-stay retail rather than short-stay or day-long parking;
 - flexible parking standards that do not discourage walking, cycling and the use of public transport but which cater for demand at journey origins;
 - new park and ride sites of an appropriate scale and at appropriate locations; and
 - real-time car park information.
- 2.8 The strategic priorities and emerging actions set out in this study reflect the findings and proposed interventions outlined in the LTP3.

Local Plan

- 2.9 Swindon's Local Plan 2026 provides the overarching strategic planning policy framework for the borough.
- 2.10 Swindon town centre and the borough's economy feature prominently in the key opportunities and challenges at which the Local Plan is directed:
- Jobs growth, meeting the needs of an expanding population, good quality infrastructure and climate change are amongst the key issues in creating sustainable communities.
 - The town has strong potential for economic growth, but the town centre's performance is poor in terms of its retail and office offer and needs improving.
 - Significant new infrastructure will be required to support new development and the town's growth.
- 2.11 These are carried through into the Local Plan's vision for Swindon which seeks to establish it as a place where people choose to live, visit and invest. The town should be an established regional centre and should be attractive and well equipped, with high quality public realm. It should be one of the UK's best business locations, providing residents and people from a wider catchment

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area with a high quality of life. New jobs will be created offering opportunities for all communities.

2.12 Balanced and sustainable growth which tackles the impact of climate change, together with regeneration and green infrastructure are identified as development priorities. These are echoed in the Plan's 10 strategic objectives.

2.13 Policies which are particularly relevant to the preparation of the Parking Strategy are summarised below:

- The town centre area needs a 'step up' in quality, with the central area the focus of new office development and potentially higher education uses (Policy EC1) and new and enhanced retail and leisure provision (Policy EC3).
- In a total of 22,000 extra dwellings planned for from 2011-26 (Policy SD2), an allocation of 1,000 is earmarked for Swindon's Central Area, meaning new population and parking demand in and around the town centre.
- The Plan sets a jobs growth target of 19,600 additional jobs in the borough from 2011-26, with town centre employment growth having an important contribution to make to achieve this target.
- Transport policies emphasise the development of sustainable transport networks in Swindon, with Policy TR1 targeting reduced congestion, consistency of journey times and trips to and from the town centre. Long-term priorities to reduce carbon emissions from Car travel are also identified, with the objective of reducing travel by car featuring in both sustainable transport policies and supporting text.
- The Plan specifies that leisure and cultural developments should focus on Swindon's Central Area, and this is part of Policy SC1 (see below)
- High quality design in the built environment, public realm and green infrastructure are the focus of policies DE1 and DE2.
- Swindon's Central Area is the focus of Policy SC1 whose extensive scope covers retail, leisure and cultural development, regeneration, access to the town centre and the role of specific locations within this area, including Old Town. The Policy points to substantial new development including 53,700 sq. m of comparison retail space, 90,000 sq. m of office space, 1,000 homes, a new bus interchange and a 1,000 space station car park.

2.14 On parking specifically, the Local Plan includes several direct references to parking standards and requirements.

- Car park safety (Policy TR1) with the supporting text explicitly referring to entrances to multi-storey car parks.
- New developments are required to meet the Council's parking standards, unless there are acceptable alternatives proposed (various policies).

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- The sub-division of housing and homes in multiple occupation should not generate excessive additional parking pressure (Policy HA4).
- A Parking Strategy must underpin Swindon's transport strategy (para. 4.192).
- Car parking in the Central Area will enhance accessibility and supporting economic development in the area (para. 5.1).

Swindon Central Area Action Plan

- 2.15 The Swindon Central Area Action Plan (CAAP) provides the policy framework for delivering the regeneration of Central Swindon. The area encompasses; the Town Centre, the Railway Village, Great Western Railway Works, North Star, Old Town and surrounding residential areas.
- 2.16 Several objectives set by the CAAP need to be supported through the town centre element of the Parking Strategy focused on the regeneration of the town centre:
- The co-ordination and delivery of high quality and accessible services and facilities that are needed to support the communities living in or adjacent to Central Swindon.
 - The delivery of high quality and innovative design.
 - The provision of wider opportunities for Central Swindon living.
 - The delivery of commercial and employment generating development that contributes to the continued economic prosperity of the Borough.
 - The creation of safe, convenient, user-friendly and attractive routes into, out of and through Central Swindon, to help develop a vibrant and active community.
 - The enhancement of existing areas of public spaces and delivery of new public spaces
- 2.17 Whilst the car park strategy will have a strong focus on movement and transport, it will also need to act as a tool for the wider regeneration and economic development of Swindon town centre.

2011 Parking Strategy

- 2.18 Although it was not adopted by SBC, the 2011 draft Parking Strategy outlined principles and headline objectives which are likely to remain consistent with the focus of the new parking strategy:
- Regeneration of Swindon town centre as a key driver
 - The need to support development and not create perverse incentives to develop out of the town centre
 - The related role of parking provision in pump priming and kick starting development
 - Parking's role in place making by improving the town centre environment

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- The need for parking policies that are not restrictive (so working against redevelopment and regeneration).
- 2.19 The 2011 strategy was intended to set out key policies including:
- Public off-street parking
 - Quantity of parking spaces
 - The role of the Council as a parking provider
 - Public on-street parking
 - Private non-residential parking
 - Park and ride provision
 - Rail station parking.
- 2.20 A review of the evidence base linked to the 2011 strategy suggests that its focus was on the supply of parking provision in the town, usage levels (for example, occupancy data) and forecast provision. The forecast evidence outlined in the 2011 strategy is now out of date, having been produced in 2002, 2005 and 2006.

Emerging Policy Framework

- 2.21 The new Parking Strategy will need to be consistent with and/or inform a range of plans and strategies on which work by SBC and its partners is ongoing.

Economic Strategy Review

- 2.22 Swindon's Economic Strategy is currently being reviewed. The new strategy will replace the existing 2013-26 strategy, extending the period it covers to 2036. Focusing on the town's continuing economic growth, the strategy will provide the overarching economic framework for the range of economic development and regeneration initiatives being pursued in Swindon, including the Town Centre Delivery Plan. The town's ambitious employment growth target of 19,600 net additional jobs is likely to be retained.
- 2.23 The final version of Swindon's Parking Strategy will need to demonstrate how the priorities and actions it identifies contribute to the objectives set by the new economic strategy.

Transport Strategy Review

- 2.24 Work has commenced on the review of Swindon's Transport Strategy which will lead to the production of a new strategy in 2018. The Parking Strategy and action plan will be one component of the new strategy, which will cover the full spectrum of modal issues, infrastructure and service priorities across the borough.

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Town Centre Masterplan and Delivery Plan

- 2.25 The key driver of the Parking Strategy is Swindon's town centre masterplan and the delivery plan that will guide its implementation. Parking provision needs to support development, both in terms of meeting the requirements of specific developers and occupiers, and the wider transformation of the town centre that Forward Swindon Limited and the Borough Council are seeking to achieve.
- 2.26 The Delivery Plan sets out a series of priority interventions and development priorities across the town centre, extending from the Outlet Village and Railway Quarter to the core of the town centre, Kimmerfields and Aspen House.
- 2.27 The Delivery Plan is clear that connectivity and accessibility to the town centre, and improving the town centre for residential, retail, leisure and cultural uses are central to what is described as 'good growth'. The Plan also describes the need to achieve a better balance of road infrastructure and vehicle movements in the town centre, which it suggests disconnect the town centre's districts and quarters.
- 2.28 Delivery of a number of the Plan's development priorities will have direct and significant impacts on car parking in the town centre both in terms of demand and supply for parking spaces, including:
- The development of new retail, leisure and cultural facilities which should attract larger numbers of visitors into the town centre and surrounding area.
 - Provision of new car parking linked to the Railway Station.
 - The Kimmerfields development, which has the potential both to provide new car parking to enhance the town centre's supply of spaces and offset the loss of others.
 - New residential development and new employment in the town centre will also generate increased demand for spaces and require land that will impact upon Swindon's existing car parking facilities.
- 2.29 This study has considered the implications of the Delivery Plan as part of the evidence base. The strategic principles and actions it sets out are also consistent with the Delivery Plan's focus and development priorities.

Movement Strategy

- 2.30 Work is also underway on wider movement strategy for Swindon town centre and the surrounding area. This will deal with the important issues about how access into the town centre can be improved, with SBC needing to balance the continuing use of cars to travel to central Swindon with measures to ensure that economic growth does not result in vehicle traffic dominating the town centre.
- 2.31 The Parking Strategy will inform the priorities and actions set by the movement strategy both directly and indirectly. Changes to traffic movements on Fleming Way and the bus exchange

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project will create opportunities and need to remodel car parking in that area. Action to ensure that increased numbers of town centre visitors are easily able to navigate to car parks mean better planned routes and signage into the town centre, issues that the movement strategy is expected to address.

Summary

- 2.32 Local policy and strategies in Swindon identify a clear set of priority objectives for Swindon town centre and the surrounding area. New jobs, residents and visitors are part of regeneration and development objectives to strengthen the town centre's economic performance and ensure that it functions more effectively for people who live, work and invest in the town.
- 2.33 At the same time, SBC has recognised that there are a broader set of objectives which centre on the way that people access and move around the town centre, and which see vehicle use change in the long term through investment in public transport, modal shift linked to carbon emissions and wider sustainability priorities.
- 2.34 Car parking has a supporting role in economic growth objectives for Swindon, and is an integral part of the town centre's transport mix. Redevelopment of the town centre is generating opportunities to better manage and use the land and facilities for parking in across the town centre, Old Town and the surrounding area. However, it also poses challenges to the way that SBC's parking provision is managed, repurposed and improved as demand for parking changes.

3. Evidence Base

- 3.1 To inform the parking strategy, Regeneris Consulting were commissioned to compile an evidence base report which focuses on current and future demand, provision and revenue generated by car parking in Swindon. This involved:
- a review of SBC's detailed data on its parking stock, including usage and revenue;
 - consultations with SBC officers, members and external organisations to provide qualitative insight into parking in the town centre and surrounding area;
 - a review of parking in other locations, including strategy and pricing.
- 3.2 This section of the report provides a summary of the full evidence base. The final evidence base report is a standalone document which is intended to be read alongside this report.

Current Provision and Revenue

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- 3.3 There are currently 20 public car parks with a capacity of over 5,100 spaces¹ within Swindon town centre and Old Town. There are over 4,800 public spaces within the town centre and 320 in Old Town.
- 3.4 There are also a number of private car parks, which provide an estimated 1,678 spaces² (although 60 are due to be lost in the near future). The estimated total number of car parking spaces including both SBC and privately owned spaces is estimated to be 6,778.
- 3.5 Car parking is an important source of revenue for SBC, generating c. £4.8m of revenue, which equates to 4% of non-grant funded income for the council. The income data suggest that revenues from 2015/16 decreased by 4% from the previous year.
- 3.6 It is estimated that on average around £1,230 is generated per public space per annum in Swindon town centre. However, there are a number of public car parks that generate significantly less per annum.

Demand for Parking

- 3.7 Actual occupancy data (i.e. spaces occupied) was only available for SBC's multi-storey car parks where there are barrier entry/exit systems in place. The remaining data for surface car parks was limited to data based on tickets purchased, which only provides an indication of the length of stay and not actual behaviour. To help provide a more accurate picture of demand and occupancy across town centre car parks *adjusted estimates*³ were used.
- 3.8 It is estimated that on average around £1,230 is generated per public space per annum in Swindon town centre. However, there are a number of public car parks that generate significantly less per annum. The adjusted data shows that the peak time for parking (outside of the Christmas period) within the town centre is between 12:00pm and 2:00pm, where the occupancy reaches approximately 47%. However, the average occupancy between 9:00am and 5:00pm is 39%. The adjusted estimates suggest that a number of car parks reach full capacity during 9:00am and 5:00pm.
- 3.9 Of the multi-storey car parks Brunel West Main has the highest occupancy during weekday peak times with 66% of spaces occupied, this is followed by Brunel North (50%), Brunel West Nest (46%) and Fleming Way (37%). The evidence base research pointed to some widely-recognised pinch-points where demand for parking appears to exceed capacity at specific times during the day. Railway station parking was highlighted at peak times, with consultees pointing to the knock-on effect elsewhere in the town centre as rail users sought alternatives to full station car parks.
- 3.10 Parking in Old Town, including very short stays on street and early evening parking were also highlighted. It was noted that the new Corn Exchange development would reduce parking capacity in the area and the need to identify viable alternative options for this is one of the proposed actions in the action plan outlined in this report.

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¹ Swindon Borough Council; Car Park Information, http://www.swindon.gov.uk/directory/16/car_parks

² Estimate provided by Swindon Borough Council, Strategic Transport Team.

³ To help estimate the actual occupancy of surface car parks where entry and exit data is unavailable the uplift between actual occupancy and tickets purchased within the multi-storey car parks was used as a proxy.

Evidence Gaps

3.11 Whilst there is comprehensive data related to revenues, there are limitations relating to usage and occupancy. The most significant evidence gaps are summarised below.

- **Occupancy data** – whilst there is complete occupancy data for all multi-storey car parks, the occupancy data for each of the surface car parks is much less comprehensive. This is due to the absence of entry and exit barriers at the surface car parks.
- **User data** – to help understand the user profiles (i.e. shopper, employee, and commuter) for each of the car parks user surveys need to be completed.
- **Quality data** – a number of consultations suggested that the quality of car parks in the town centre are below par. To gain a further understanding about what the issues are and at what specific car parks, a user survey would be beneficial.
- **Private provision** - a better understanding of the private supply would allow for a more holistic assessment of town centre parking.

3.12 To inform future strategic choices about Swindon's parking provision, it is essential that, as far as possible, these gaps in the evidence are addressed. The proposed action plan set out in this report suggests how this might be achieved.

Future Demand

3.13 Future demand for parking in Swindon town centre and the surrounding area will be influenced by three main drivers of change:

- **Population:** there are a number of residential developments proposed across the town centre which will increase the number of residents living in the town centre and in turn potential demand for car parking.
- **Employment:** commercial development is also proposed across the town centre, which will increase town centre employment and the number of people commuting in to Swindon town centre by car.

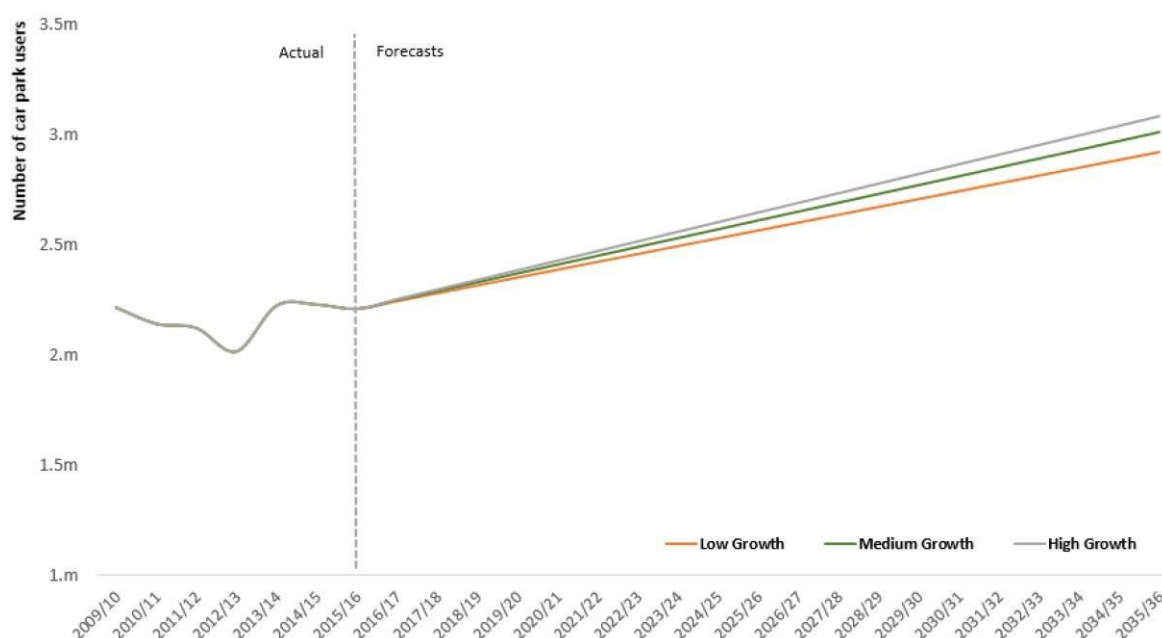
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- **Visitors:** proposed retail and leisure developments within the town centre aim to increase the number of visitors to Swindon town centre during the day time and evening, thus increasing the number of cars entering the town centre.
- 3.14 A range of data was used to build a picture of potential future demand for parking across the town centre.
- 3.15 Based on future population and employment growth it is estimated that the total number of car park visits per annum by 2036 could reach c. 3 million.

Figure 3.1 Historical and Future Car Park Demand¹ (SBC only) based on growth scenarios



Source: Swindon Borough Council and Regeneris Consulting

¹ Future demand estimates based on 2036 projections have been split proportionally from 2016/17 to 2030/36

- 3.16 Under the high growth scenario and based on adjusted estimates and current supply of spaces the future occupancy rates for all town centre car parks is estimated to increase to 44%% between 09:00 and 17:00. This will increase to around 53% during peak times between 12:00 and 14:00.

4 Table 3.1 Projected car park (SBC only) occupancy rates based on adjusted estimates by 2036

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Demand Scenario	9am – 5pm	12pm – 2pm
Current	39%	47%
Low Growth	43%	52%
Medium Growth	43%	52%
High Growth	44%	53%

Source: Regeneris Consulting

- 3.17 Comparing this projected increase in demand with the supply of parking in Swindon has not suggested any significant future deficit in the capacity of the town centre to respond.
- 3.18 There is inevitably some uncertainty about how the scale and type of development that is likely to be delivered in the town centre, Old Town and elsewhere will impact upon future parking needs and the timeframe over which changing demand is likely to occur. As better information becomes available about patterns of parking usage in the town centre, this is a situation that Swindon Borough Council will need to carefully monitor. These future demand estimates should therefore be regarded as indicative at this stage.

4 Planned Supply

-
- 3.19 To date, there is only limited evidence available about planned changes in town centre parking provision. Whilst the current facilities will continue to be the core component of future supply, the evidence base has also taken account of known planned provision and changes to the car parking stock.
- 3.20 A new Network Rail car park (c. 1,000 spaces) is due to be developed to the north of the railway line. This car park will replace some existing car parking provision to the south of the railway line and some spaces in the current North Star car park. A new multi-storey car park with 445 spaces is expected to be part of the Kimmerfields development. Planning permissions for Kimmerfields also identify Phase 2 provision of up to 559 spaces linked to individual buildings, giving a combined potential total of just over 1,000 spaces.
- 3.21 Both these developments are likely to service some town centre need. Whilst the new station car park is expected to absorb demand from rail users, it may also provide a parking option for visitors and employees in the town centre. The Kimmerfields development may meet demand from employees working in the new development, from new residents in the area and potentially shoppers and other business users.
- 3.22 Both the station MSCP and the Kimmerfields development would offset the losses of spaces in other existing facilities⁵. These losses are estimated to amount to around c. 930 spaces. Offset

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against planned new provision, the new car parks would result in a net gain of c. +1,078 parking spaces within the town centre. Table 4.7 shows the potential future changes to car parking provision.

⁵ Based on information provided by SBC Parking Management Team

Table 3.1 Potential Changes to Car Park Provision

Car Park	Loss	Gain
Granville Street	247	
Princes Street	119	
Turl Street	145	
Parade	114	
Cheltenham Street	102	
North Star	200	
Network Rail		1,000
Kimmerfields		1,005
Total	-927	+2,005
Total Surplus/Deficit	+1,078	

Comparing Swindon Car Parking to Other Areas

- 3.23 In general, the research carried out as part of the evidence base work suggests that, for **shorter stay parking** of 1-4 hours, SBC car parking charges appear in line with those of many other locations. It is noted that, in several locations, multiple car parks are available with either free, very short stay options or prices under £1.00 for 20-30 minutes.
- 3.24 For **longer stay** parking (5+ hours) there is clearly greater divergence, with Swindon's parking charges amongst the more expensive of the locations considered in the study. Given the

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characteristics of the different locations, this may relate to the number of employees working in central areas of cities or towns compared with shoppers and visitors. Locations with higher concentrations of employment in and around urban centres would see more demand for parking, and we would expect to see this reflected in pricing

- 3.25 The comparative analysis of pricing is therefore consistent with some of the feedback from consultations for the research. One consultee, for example, highlighted the practice of employees in Swindon town centre leaving and returning to car parks to avoid the large step in prices at the 6 hour mark in some car parks. Swindon also appears to have bigger variation between car parks for stays of this length; £8 - £22 is the widest differential of the locations which appear above.

Conclusions

- 3.26 The following conclusions were drawn from the evidence base and have shaped the strategic principles and proposed actions which are identified in later sections of this report.

Quality of Car Parking Stock and User Experience

- 3.27 Swindon Borough Council recognises that there is room for improvement both in the exterior design of its car parking stock and in tackling issues including car park safety, cleanliness, signage and guidance to the town centre. Whilst it is not possible to determine how far this is constraining car park usage and revenue, it certainly affects the quality of the car parking experience and is likely to be a deterrent to users.

Regeneration and Economic Development

- 3.28 Delivery of the town centre masterplan offers new opportunities to improve the design of the built environment in the town centre, and the look and feel of car parks has a contribution to the overall improvements in the quality of place that Swindon is seeking. This means ensuring that new developments contribute to a better quality built environment in the town centre. It is also about ensuring that the car parking experience contributes to Swindon's objectives to increase the number of visitors spending time and money in the town centre.

Parking Provision

- 3.29 Future population, employment and visitor projections suggest Swindon town centre will see an increase in the number of cars using and parking in the town centre.
- 3.30 There will also be changes in the supply of car parking in the future and being able to identify precise pinch points in supply and demand is dependent on when and which car parks are earmarked for development/removal.

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- 3.31 Whilst these estimates are based on the most comprehensive data and assumptions available it is key that a comprehensive survey of actual occupancy and ideally visitor trips is undertaken to gain a better understanding of current demand and occupancy across the town centre.

Pricing Strategy

- 3.32 Consultation with stakeholders and benchmarking exercises has shown that current parking charges in Swindon are in-line with neighbouring towns and cities.
- 3.33 As part of the evidence base research, a number of pricing scenarios were explored, however further work needs to be done to understand the feasibility of introducing a new pricing strategy. Additional primary research should be carried to understand how changes in parking charges could impact on town centre usage.

Revenue

- 3.34 Car parking is an important source of revenue for SBC, generating c. £4.8m of revenue, which equates to 4% of non-grant funded income for the council. However, revenues from 2015/16 decreased by 4% from the previous year.
- 3.35 It has been estimated that on average around £1,230 is generated per public space per annum in Swindon town centre. However, there are a number of public car parks that generate significantly less per annum.
- 3.36 Any changes to the supply and cost of parking in the future and the wider impacts on SBC revenues need to be carefully considered given its importance as a source of income at a challenging time for the Council.

Information Strategy and Signage

- 3.37 As part of wider work on a movement strategy for Swindon, the parking strategy should reflect the need for improved signage and information to guide drivers both in entering the town centre and the way they are directed to the best car park for their purposes in terms of its location and pricing.
- 3.38 Beyond direction to the town centre car parks, the evidence base research pointed to a clear priority to improve both the information about and the quality of walking routes from some car parks into the town centre. This relates both to signage and to the public realm on key routes into central retail core.

Integration with Other Swindon Strategies

- 3.39 Objectives relating to the movement of cars, public transport, cyclists and pedestrians around the town centre are a focus of the emerging movement and transport strategies for Swindon. The parking strategy and the way it influences future parking provision in the town centre will play a part in how traffic flows in and around the town centre change over time, and in the longer term wider sustainability objectives to reduce the volume of car journeys in favour of other modes

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4. Strategic Principles

4.1 The Parking Strategy is underpinned by a set of strategic principles which clearly set out what SBC should be seeking to achieve. These principles will guide SBC's approach to car parking over the next few years, shaping both how it invests its resources and how it works with its private and public sector partners.

Figure 4.1 Swindon Parking Strategy



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- 4.2 These principles have been explored and tested with SBC officers and Cabinet Members in consultations carried out to prepare the parking strategy. They reflect the key findings of the evidence base research, and SBC's strategic focus for the town centre and surrounding area.

Explaining the Principles

Short-Term: 0-2 Years

- 4.3 In common with many cities and towns across England, this is a challenging time for Swindon. The exponential growth of e-commerce and direct customer delivery has created significant pressure for the high-street retail and leisure sectors at a time when economic conditions remain uncertain.
- 4.4 The immediate priority for Swindon's town centre Parking Strategy is therefore to contribute to sustaining and ideally increasing use of the town centre and trade for businesses in the core of central Swindon, Old Town and at edge of town centre locations. The supply of parking spaces and their accessibility are current strengths of Swindon which enable it to attract shoppers and leisure users and this must be maintained.
- 4.5 With new investment and physical regeneration now underway through the Town Centre Delivery Plan, this is creating new opportunities to bring more shoppers and commuters to the town centre and surrounding area, but also challenges in its impact on car parking provision. The Parking Strategy must enable SBC and its partners to take advantage of opportunities to plan for new and improved provision, and make strategic choices about the future provision of parking facilities and land where current car parking facilities are earmarked for other uses.
- 4.6 An important part of this process of planning now for the future is to ensure that the Parking Strategy is fully aligned with and integrated into the emerging movement, economic and transport strategies for Swindon. Regeneration and development of the town centre require new thinking about access and movement to and around the town centre, and the Parking Strategy should inform the priorities and action that will be identified in these other strategies.

Medium Term: 2-5 Years

- 4.7 Over the next 5 years, Swindon Town Centre together with Old Town, the railway station and the area around North Star are set to see new development which has important implications for the demand for car parking spaces and the supply of spaces. New residents, jobs, shoppers and leisure users will bring different and potentially increased demand for car parking spaces, and SBC with its partners must now gear itself to meet this demand.
- 4.8 As some car parking facilities are removed from the supply over the next few years, both the existing facilities and the development of new car parks will need to be designed and delivered to respond to these changes. In some cases, this may be about repurposing facilities so that diverted demand from closed car parks is met. In other cases, this will be about new provision which meets projected future usage patterns.

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- 4.9 Swindon is already implementing new payment technologies in some of its town centre parking facilities. Rapid progress in the development of car parking technologies brings further opportunities both to improve the way that users access information about parking and their visit to the town, and to widen the options available to users to pay for their parking. This also has positive spin offs in the quality of the intelligence it provides about the behaviour of car park users. Where it is cost effective, SBC and its partners should therefore look to implement the latest parking technologies, designing them into new facilities and rolling them out in the existing stock.

Long-Term: 5 Years +

- 4.10 Implementation of a new movement strategy for Swindon should see car parking provision work seamlessly as part of the options available to people travelling to the town centre and surrounding area. This means that signage and routes into the town enable users to make the best choices for them about where to park. Parking facilities serving the town centre, Old Town and surrounding area will be contributing to meeting Swindon's objectives for reducing congestion and improving the circulation of traffic around the town, whilst at the same time ensuring that businesses continue to benefit from customers who choose to drive.
- 4.11 Delivery of the Parking Strategy will have helped to ensure that Swindon has a national reputation for transport excellence and for the high quality of its parking provision. New car parks developed in the town centre, Old Town and at the station will have set high standards for urban design and functionality, and will have contributed to the step change in the quality of Swindon's built environment in and around the town centre.
- 4.12 Investment in public transport infrastructure and services, together with successful measures to encourage more residents to walk and cycle into the town centre, will be playing an important part in a long-term modal shift as dependence on car use is reduced in response to climate change. Car parking facilities and pricing will be configured in the long-term to support electric car use, ultralow-emission vehicles and driverless vehicle technology.

Cross-Cutting: Increase Parking Income

- 4.13 Car parking revenue is an important source of income for Swindon Borough Council at a time when local authorities continue to see the impacts of public spending constraints. The car Parking Strategy must enable Swindon to maintain and increase the revenue its parking estate generates for the Council. It should be a reliable source of income to reinvest both in parking facilities/management and in transport provision in Swindon more generally.
- 4.14 Considering the revenue implications for SBC must therefore be an integral part of the delivery of the Parking Strategy. This means that strategic decisions about changes to car parking provision should be assessed for their revenue implications, whilst the potential impact on income measures which are likely to influence usage and payments should also be assessed before any action is taken.

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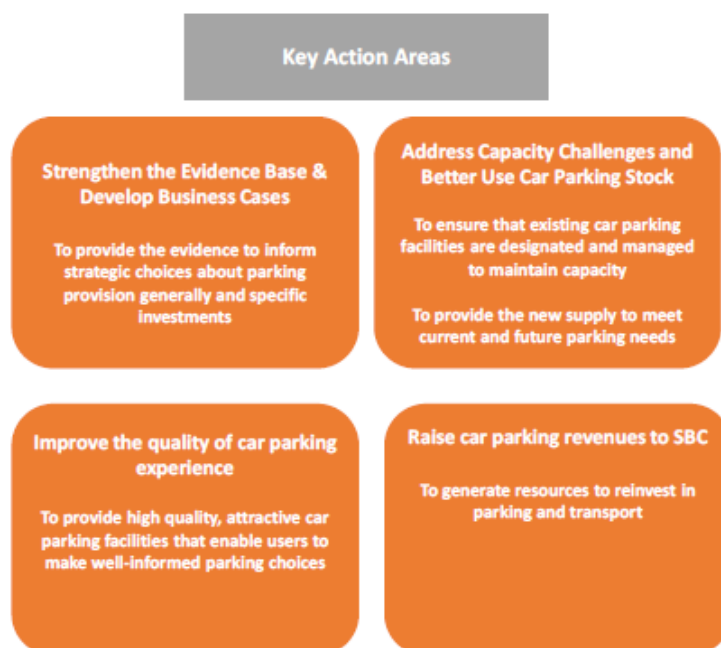
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5. Action Plan

5.1 This section of the report sets out an indicative action plan for the parking strategy. It groups the actions into four separate action areas. The objectives for each of these action areas are set out in the diagram below.

Figure 5.1 Four Action Areas



Action Areas

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Strengthen the Evidence Base and Develop Business Cases

- 5.2 The evidence base research highlights important data gaps. One category of gap relates to how car parking is used in Swindon town centre, Old Town and other edge of town locations. A second relates to the evidence for specific parking facilities or services to be revised or developed.
- 5.3 Filling these gaps has therefore been identified as an action area in its own right. The indicative actions identified under this action area are both a starting point for initiatives which might be taken further down the line, and a means of equipping SBC and its partners with higher quality and up-to-date information to shape decisions about future parking provision.

Address Capacity Challenges and Better Use Car Parking Stock

- 5.4 This action area is driven by two imperatives: i) ensuring that car parking capacity is maintained as the delivery of new development in Swindon Town Centre, Old Town, the Railway Station and North Star gathers momentum and ii) securing the parking provision to meet future changes in demand.
- 5.5 A series of closures of town centre car parks have either already been announced or are likely to occur in the near future as part of town centre redevelopment. New development in Old Town at the Corn Exchange will generate a need for replacement spaces elsewhere, and the development of a new multi-storey car park at the station will provide new capacity for rail users and knock on benefits elsewhere in the town centre.

Improve the Quality of the Car Parking Experience

- 5.6 The evidence base research and review of how other cities and towns deliver parking highlighted several aspects of Swindon's town centre parking where improvements need to be made.
- 5.7 Specific car parks would benefit from additional resourcing commitments to improve the security, maintenance and cleanliness of those facilities. Outside car parks, better information and signage to guide users to the town centre would help to improve the overall experience of town centre parking, and there are options to consider for further encouraging and extending the use of cashless paying systems and more flexible ticketing.

Raise Car Park Revenues

- 5.8 Over the next few years, redevelopment of the town centre, new development in Old Town and ambitious proposals for the North Star and Railway Heritage Quarter areas have the potential to increase car park use and with it, boost the revenue car parking generates for SBC.
- 5.9 This will provide opportunities to review car parking charges in Swindon and enable the town to capitalise on increased demand whilst at the same time recognising the need to balance the revenue priority with the need to support businesses in the town.
- 5.10 Whilst the simplicity of charging regimes and payment options (online/mobile technology, pay on foot) does not in itself increase revenue, moving towards more user-friendly and flexible

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payment methods has a role to play in encouraging people to spend more time in the town centre, and more money in car parks.

- 5.11 There may also be more opportunities for the clever use of parking facilities to increase revenue in other ways, perhaps through advertising or through extending the use of car parks to 'host' income generating technologies for Swindon.

Delivery, Timeframe and Costs

- 5.12 The action plan identifies the lead delivery body for each action, along with indicative timeframe for starting the action. For the majority of actions, Swindon Borough Council would be expected to take the lead, reflecting the focus on the Council's car parking estate.
- 5.13 Where possible, the action plan suggests when the action might commence and its duration. Many of the actions have 2017 or 2018 start dates. In part, this reflects the need to generate better evidence to inform decisions about the car parking estate before any action is taken.
- 5.14 In some cases, there is uncertainty about timeframes. For example, where the development of new car parking facilities is the subject of action, delivery will be dependent on the complex arrangements involved in getting on-site and the build out rate for the development.
- 5.15 As far as possible, the action plan also includes indicative costs. These will need to be firmed up by SBC as part of the process of deciding which course of action it will pursue.

Town Centre Car Parking Strategy

Cabinet

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6. Strengthen Evidence Base and Develop Business Cases

Objective: To provide the evidence to inform strategic choices about parking provision generally and specific investments		
Focus of Action	Description of Proposed Actions	Timeframe and Funding
Parking Capacity in Old Town	<ul style="list-style-type: none">Assess options for replacement capacity linked to Corn ExchangeDeliver survey of Old Town businesses and car park users re on-street parking	2017 SBC commission c. £40k total for separate studies
Town Centre Parking Surveys	<ul style="list-style-type: none">Develop and deliver car park usage survey to inform movement strategy, including SBC stock, private stock and on-street parkingSurvey town centre businesses to assess link between pricing and usageReview peripheral parking requirements and usage, including Gorse Hill	2017-early 2018 to cover Christmas SBC commission c. £30-40k, through National Productivity Investment Fund BidCo to support business survey
Car Park Safety and Maintenance	<ul style="list-style-type: none">SBC to identify further improvements to specific town centre car parks to increase safety and maintenance	2017 SBC lead
Park and Ride Facilities	<ul style="list-style-type: none">Assess business case for Park and Ride facilities including Wichelstowe and Eastern villages	2017-18 £10-20k SBC Transport
Future Residential Parking	<ul style="list-style-type: none">Research to establish likely scale of car parking need linked to new residential development in town centre and options for delivery	2017 Internal SBC programme

Further information on the subject of this report can be obtained from John Seddon, 01793 465279, jseddon@swindon.gov.uk.

Town Centre Car Parking Strategy

Cabinet

Date: 6th December 2017

7. Address Capacity Challenges and Better Use Car Parking Stock

Objectives: To ensure that existing car parking facilities are designated and managed to maintain capacity To provide the new supply to meet current and future parking needs		
Focus of Action	Description of Proposed Actions	Timeframe and Funding
Improved Parking for Rail Users	<ul style="list-style-type: none"> Construct new multi-storey car park at Railway Station, meeting rail use demand and adding to overall town centre capacity 	2021+ Network Rail and Franchise Holder, £5 million +
Increase Town Centre Parking Capacity	<ul style="list-style-type: none"> Complete new car park development at Kimmerfields Phase 2, positioning as car park for town centre employees and residents 	Dependent on build out but £5 million + SBC & developer
Planning Ahead for Aspen House Project	<ul style="list-style-type: none"> Plan to redirect Granville St. car park users to other short-stay and long-stay provision. Agree approach to directing short-stay users to additional designated spaces at Brunel North; long-stay to Whalebridge; on-street provision on Commercial Road 	Driven by planning and delivery schedule for Aspen House project
Other Car Park Closures	<ul style="list-style-type: none"> Assess options for redirecting traffic currently using car parks scheduled for closure: Princes St., Station Rd/Sheppard St., Parade, Cheltenham St. 	2017 SBC Parking
Park and Ride Facilities	<ul style="list-style-type: none"> Implement first phases of Park and Ride Strategy, with potential re-opening of Groundwell Park and Ride site 	2017-18 SBC lead
Whalebridge Car Park	<ul style="list-style-type: none"> Designate Whalebridge as a long-stay car park geared to employees and promote contract parking. Retain some short stay parking provision, especially at weekends to ensure the car park remains flexible to demand. 	2018 SBC lead

Further information on the subject of this report can be obtained from John Seddon, 01793 465279, jseddon@swindon.gov.uk.

Town Centre Car Parking Strategy

Cabinet

Date: 6th December 2017

8. Improve the quality of the car parking experience

Objective: To provide high quality, attractive car parking facilities that enable users to make well-informed parking choices		
Focus of Action	Description of Proposed Actions	Timeframe and Funding
Clearer Signage to Car Parks	<ul style="list-style-type: none"> Review all signage requirements following car park changes. Identify early actions in 2017/18 that would form the starting point for a phased programme of improvements. 	SBC 2017-18
Better Online Information for Users	<ul style="list-style-type: none"> Upgrade car parking guidance web pages hosted by SBC to reflect designation of car parks, ensuring mobile friendly and include 'live' capacity tool e.g. Bath City Centre 	2017 – SBC lead £10-15k
Improved Gateways to Town Centre	<ul style="list-style-type: none"> Review and implement improved signage and other public realm on key walking routes into Town Centre - initial focus on Whalebridge, Fleming Way, Brunel and Spring Gardens. 	2017-18, SBC Lead £100-200k
Park & Ride	<ul style="list-style-type: none"> Implement later phases of Park and Ride Strategy, subject to demand evidence and planning 	2021+ SBC
Improved Interiors and Exteriors of Car Parks	<ul style="list-style-type: none"> Develop and resource a targeted multi-annual investment programme for interiors and exteriors of car parks covering cleaning, security, maintenance. Start with old MSCPs 	Section 106 capital + SBC revenue 2017-18 to 2020-21
New Car Park Design	<ul style="list-style-type: none"> Develop and implement a design code for new car parking facilities as part of building design standards for Town Centre Delivery Plan 	SBC/Forward Swindon 2018

Further information on the subject of this report can be obtained from John Seddon, 01793 465279, jseddon@swindon.gov.uk.

Town Centre Car Parking Strategy

Cabinet

Date: 6th December 2017

9. Raise car park revenue for SBC

Objective: To generate resources to reinvest in parking and transport		
Focus of Action	Description of Proposed Actions	Timeframe and Funding
Car Parking Pricing	<ul style="list-style-type: none">Review parking charge regime with a view to simplifying pricing structure and adjusting pricing in response to increased demand	SBC lead 2017-18
Payment for Parking	<ul style="list-style-type: none">Deliver a phased programme to shift away from pay and display to pay online/phone and pay on foot as and when the car park estate changes.	SBC lead 2019 onwards
Advertising Revenue	<ul style="list-style-type: none">Identify digital advertising opportunities in SBC car parks, including market testing with town centre businesses.	SBC lead 2017
Other Revenue Opportunities	<ul style="list-style-type: none">Identify potential to extend or develop new initiatives using car park buildings to host revenue generating technology (eg. solar panels, wifi hardware)	SBC lead 2018
Under-used Car Parks	<ul style="list-style-type: none">Itemise current contract arrangements and review in preparation for targeted marketing of under-used car parking at re-development sites e.g. Turl Street, Bristol Street	SBC lead 2017-18

Further information on the subject of this report can be obtained from John Seddon, 01793 465279, jseddon@swindon.gov.uk.

Town Centre Car Parking Strategy

Cabinet

Date: 6th December 2017

10. Outcomes and Monitoring

- 10.1 Delivery of the Parking Strategy will have both direct and indirect outcomes on the town centre and the surrounding area. The key outcomes that the Parking Strategy will contribute to are:
- A thriving town centre economy, measured by low vacancy rates for business premises, increases in footfall and increases in consumer spending.
 - Thriving local centres at Old Town, Gorse Hill and Rodbourne, again measured by low vacancy rates and increases in footfall and spending.
 - A reliable income stream for the Council, increasing year on year. The Council has suggested a headline target to increase car parking revenue by £400,000, or just under 10%. A timeframe of 3 years to achieve this will align it with the delivery of further, new development in the town centre.
 - Successful delivery of the projects outlined in the Town Centre Masterplan, with car parking capacity being provided at the right time and in the right location.
 - A town centre environment which is more attractive to users and where car movements and parked cars have become less prominent over time.
- 10.2 Monitoring progress in implementing the Parking Strategy and delivering these outcomes will require the following to be carried out by SBC:
- Regular reviews of performance data for the car parking stock including usage patterns and user feedback on safety, maintenance etc.
 - Annual reviews of car parking income generated for SBC, which is already an established part of the Council's financial planning.
 - Resident, shopper and visitor surveys to test opinion about experiences of visiting Swindon.
 - Monitoring of changes in traffic flows into and around Swindon town centre.
- 10.3 Finally, the Parking Strategy will need to be regularly reviewed and refreshed as necessary by SBC.

Town Centre Car Parking Strategy

Cabinet

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Appendix Two

Proposed Car Park Charges

Category	Current Charge	Proposed Charge	Comments
Multi-Storey Short-Stay (up to 4 hours)	£2	£3	Applies to Brunel North, Brunel West and Fleming Way Car Parks
Other Town Centre Charging Bands		10 pence increase per hour across the board up to and including 4 hours	Applies to the following car parks: Catherine St, Cheltenham St, Granville St, North Star, Princes St, Queen St, Sheppard St, Spring Gardens Multi Storey, The Parade Multi Storey, Whalebridge Multi Storey

References from Other Council Bodies

Health and Wellbeing Board

Cabinet

Date: 6th December 2017

Author:	Cabinet Member for Adults' Health and Social Care, and Director of Law and Democratic Services
Wards:	All
Parishes Affected:	All

1. Purpose and Reasons

- 1.1 To consider a matter referred to Cabinet from the meeting of the Health and Wellbeing Board held on 25th October 2017.
- 1.2 The matter referred to relates to the Council's Vision Priority Four: "Help people to help themselves while always protecting our most vulnerable children and adults".

2. Recommendations

- 2.1 To agree the recommendation of the Health and Wellbeing Board at its meeting on 25th October 2017, as set out in paragraph 3.5 of this report.

3. Detail

Swindon Affordable Warmth Strategy 2017-2019

- 3.1 At its meeting on 25th October 2017, the Health and Wellbeing Board considered a report of the Council's Affordable Warmth Co-ordinator, which provided information on the refreshed Swindon Affordable Warmth Strategy. The report, which is available online or by request from the contact and which is identified as Appendix One, set out how Swindon Borough Council and its partners have, for a number of years, been delivering initiatives to reduce the incidence of fuel poverty in the Swindon area.
- 3.2 The first Swindon Affordable Warmth Strategy was written in 2007, building on the work of the Wiltshire & Swindon Affordable Warmth Strategy 2002. This latest version brings the strategy up to date, providing a snapshot of the current levels and distribution of fuel poverty and describing the planned focus to help those affected over the next two years. The strategy covers both private sector and social housing.
- 3.3 The report advised on the strong links between the prevalence of fuel poverty and cold related illnesses and excess winter deaths and that the desire to reduce pressure on health services during the winter months is leading to more engagement of the health sector in affordable warmth issues. It was noted that action on fuel poverty is likely to lead to reductions in local health spend, GP referrals and hospital admissions due to improved health.

Further information on the subject of this report can be obtained from Steve Jones, Direct Dial Telephone Number – 01793 463602, email - stevejones@swindon.gov.uk.

References from Other Council Bodies

Health and Wellbeing Board

Cabinet

Date: 6th December 2017

3.4 The Affordable Warmth Strategy links to Swindon Borough Council Priority One: improve infrastructure and housing to support a growing, low-carbon economy and Priority Four: help people to help themselves while always protecting our most vulnerable children and adults. It also links to the Swindon Health and Wellbeing Strategy Outcome 2: adults and older people in Swindon are living healthier and more independent lives. It contributes to wider Council work in areas such as Ageing Well, Long Term Conditions and Falls Prevention, helping to reduce the pressure on Adult Social Care. There are also clear connections to the Council's responsibilities under the Home Energy Conservation Act.

3.5 The Board resolved:

(1) That the Swindon Affordable Warmth Strategy 2017-19, attached at Appendix 1 to the report, be approved.

(2) That Cabinet and the NHS Swindon Clinical Commissioning Group Governing Body be recommended to adopt the Swindon Affordable Warmth Strategy for 2017-19.

(3) That an update on progress against the Swindon Affordable Warmth Strategy 2017-19 will be provided to a future meeting of this Board.

The original report, considered by the Health and Wellbeing Board, is available on the Council's website, or on request from Committee and Members Services (the clerk's contact details are set out below).

4. Alternative Options

4.1 It is a matter for Cabinet as to whether the recommendation of the Health and Wellbeing Board are supported.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

5.1 There are no direct financial or procurement implications arising from development of the strategy. Planned work as outlined in the action plan is covered by existing budgets or will go through appropriate Swindon Borough Council approval processes. In the longer term helping people achieve affordable warmth may reduce health and social care cost through limiting the health impacts of cold damp housing..

References from Other Council Bodies

Health and Wellbeing Board

Cabinet

Date: 6th December 2017

Legal and Human Rights Implications

- 5.2 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.

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

- 5.3 The strategy has the potential to reduce health inequalities as there are significant inequalities in fuel poverty with higher prevalence in more deprived areas and within certain groups such as families with children. The strategy also has the potential to improve health, as cold damp housing can exacerbate a range of respiratory and cardiovascular conditions. Diversity Impact Assessment

Diversity Impact Assessment

- 5.4 A Diversity Impact Assessment (DIA) was completed for the Strategy prior to it consideration by the Health and Wellbeing Board. It can be inspected on the Council's website.

Risk Management

- 5.5 There are no identified unmitigated risks.

6. Consultees

- 6.1 The Director of Finance (Section 151 Officer) and Director of Law and Democratic Services (Monitoring Officer) are consulted in respect of all reports.

7. Background Papers

- 7.1 None.

8. Appendices

- 8.1 Appendix 1 – Swindon Affordable Warmth Strategy 2017-2019 (*The appendix is available online at the Council's website or on request from Committee and Member Services*).

9. Key Decision/Decision in Cabinet Work Programme

- 9.1 This is not a Key Decision.

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Delivery of Town Centre Regeneration

Cabinet

Date: 6th December 2017

Author: Cabinet Member for Regeneration
Corporate Director, Resources and Growth

Wards: All

Parishes Affected: All

1. Purpose and Reasons

- 1.1 The purpose of this report is to inform Members of the contents of the attached Review, produced in response to a request from Members to deliver a report for consideration before the end of the financial year (Cabinet Minute 111(3), 2016/17 refers).
- 1.2 This report concerns activity which will deliver town centre regeneration, central to the Vision for Swindon and Priority One, to “Improve infrastructure and housing to support a growing low carbon economy”, also Priority Three, to “ensure clean and safe streets and improve our public spaces and local culture”.

2. Recommendations

Cabinet is recommended to:

- 2.1 Note the contents of the independent Review of Swindon Town Centre Regeneration Delivery Model as set out in Appendix One.
- 2.2 Agree that Forward Swindon Ltd (FSL) remain as the delivery vehicle, with a reviewed Board membership and with a strong client function fulfilled by the Corporate Director, Resources and Growth in line with Council’s priorities.
- 2.3 Authorise the Corporate Director, Resources and Growth, in consultation with the Cabinet Member for Regeneration and the Director of Law and Democratic Services, to take such steps as are required to review the current Board membership.
- 2.4 Authorise the Corporate Director, Resources and Growth, in consultation with the Director of Finance and the Cabinet Members for Finance and Commercialisation and for Regeneration, to develop a budget proposal for 2018/19 to fund FSL and work towards FSL being self-funding.

3. Detail

Background

- 3.1 In late October 2017, V4 Services Ltd was appointed by the Council following an open tender process to deliver a review of the town centre regeneration delivery model, with the following prescribed methodology and content:

Further information on the subject of this report can be obtained from Philippa Venables, 07824 550469, pvenables@swindon.gov.uk.

Delivery of Town Centre Regeneration

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Date: 6th December 2017

- 3.1.1 Desktop review of current arrangements, roles and remit, current commitments, risk allocation and transfer, current programme activity.
- 3.1.2 Interviews conducted with Councillors, Council officers, FSL, MPs, contractors and other partners/stakeholders.
- 3.1.3 Delivery of a report setting out an assessment of current model, options analysis, recommendations for future models.

Independent Review's Recommendations

- 3.2 The report was delivered in November 2017 and was considered by the Cabinet Member for Regeneration in consultation with the Leader of the Council and Cabinet colleagues, which resulted in the recommendations above. The full report is attached at Appendix One and its executive summary is given below:
 - 3.2.1 The masterplan remains a relevant guiding document for the regeneration of the town centre.
 - 3.2.2 Some projects identified within that masterplan are now in delivery and others appear to be on the point of starting.
 - 3.2.3 Few of the large projects appear as being close to delivery and may need a new approach to make them viable. Multi-phase projects require close monitoring to ensure viability before future phases are commenced.
 - 3.2.4 There is a need to show how major projects not in the Delivery Plan fit to create the wider regeneration of Swindon.
 - 3.2.5 There is the potential to achieve the Town Centre Regeneration Objective with less revenue funding for FSL (or its replacement) and the potential exists to move the function onto a self-funding basis in the medium term.
 - 3.2.6 Steps need to be taken to bring the Company's functions more clearly under Council Control. This can be achieved either through merging the functions of FSL into the Council's new Company structure and/or through changing the FSL board to ensure a local authority majority.
 - 3.2.7 A more thorough and robust approach has been taken recently in terms of strengthening the Council's client side management function and those efforts should be further supported.
 - 3.2.8 Swindon Council, as a major investor in the town centre, needs to ensure it has the right level of resources to provide strategic direction to the development of the projects and proactively manage its risk as an investor.

Further information on the subject of this report can be obtained from Philippa Venables, 07824 550469, pvenables@swindon.gov.uk.

Delivery of Town Centre Regeneration

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- 3.3 In addition to this, Members are invited to recall the tightened remit for FSL agreed at Cabinet in March 2017 (Cabinet Minute 111, 2016/17 refers).
- 3.4 The Cabinet Member for Regeneration, having consulted Cabinet colleagues and relevant officers, considered the options set out in paragraph 3.2.6. He has concluded that the current vehicle of FSL Ltd should be continued to be used. The membership of the Board will be reviewed to ensure a stronger presence from SBC. This review will be carried out by the Corporate Director, Resources and Growth. The Director of Law and Democratic Services will then submit a report to Council or Special Committee recommending any consequential appointments.

4. Alternative Options

- 4.1 Further options are set out in the report at Appendix One. However, Members may feel that making FSL a subsidiary of one of the Council's other companies would duplicate effort without necessarily strengthening delivery.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 5.1 In 2017/18, FSL has been funded through a combination of base budget (£345k), HCA rental income (£84k) and reserves (£750k) which together total £1.179m. The use of reserves was agreed to the end of 2017/18 and base budget funding available for 2018/19 therefore reduces to £429k. Any additional budget requirement to support on-going discussions will form part of the 2018/19 Budget report due to Cabinet in February 2018.

Legal and Human Rights Implications

- 5.2 Legal and Human rights considerations have been taken fully into account in compiling this report. It is considered that the proposals within this report are compatible with Convention Rights.
- 5.3 The Director of Law and Democratic Services will oversee the preparation of the necessary legal documentation to give effect to the recommendations.

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

- 5.4 This report has no specific implications other than referred to in the report.

Diversity Impact Assessment

- 5.5 No Diversity Impact Assessment is required in relation to this report as the recommendations would not affect any particular service users.

Further information on the subject of this report can be obtained from Philippa Venables, 07824 550469, pvenables@swindon.gov.uk.

Delivery of Town Centre Regeneration

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Risk Management

- 5.6 Risk is assessed as an ongoing activity by the Town Centre Regeneration Director's Board and as part of the Corporate Scorecard and Risk Register process. There are specific risks about retention and recruitment of Board Members and FSL staff that the client Corporate Director will need to take into account if Cabinet and Council agree to proceed with the recommendations.

6. Consultees

- 6.1 The Director of Finance (Section 151 Officer) and Director of Law and Democratic Services (Monitoring Officer) are consulted in respect of all reports.

7. Background Papers

- 7.1 None

8. Appendices

- 8.1 Review of Swindon Town Centre Regeneration Delivery Model

Review of the Swindon Town Centre Regeneration Delivery Model

V4 Services

20th November 2017

SO000848/1



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1. Contact for this report

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Version	Author	Approved	Date
Version 0.1	Paul Miller / David Hennings	Paul Miller	12/11/2017
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As an ISO9001 certified company, we always apply strict quality assurance methodologies to maintain our exceptionally high standards.

2. Introduction

On Friday the 27th October V4 Services Ltd were appointed to conduct a review of the Swindon Town Centre Regeneration Delivery Model. The brief provided was as follows;

- Undertake a desktop review of
 - the governance of the current delivery model also legal, commercial and financial arrangements
 - roles, responsibilities and remit
 - current resource commitments and implications
 - risk allocation and transfer
 - current programme and project activity
- Conduct interviews with Forward Swindon Limited (FSL) and Council officers, Members, and under confidential conditions, any relevant delivery partners or stakeholders, including:
 - Consultation with all 57 Councillors through written survey
 - Face to face consultation with key Members
 - Consultation with local MPs
 - Consultation with contractors
- Report to project sponsor on a weekly basis through delivery period
- Deliver a report setting out
 - Assessment of the suitability of the current delivery model, including:
 - deliverability of town centre masterplan
 - Current income and expenditure arrangements
 - benefits realisation and value for money
 - Analysis of options for future delivery models
 - Recommendations for future delivery models in terms of delivery, cost and best value, and risk

Over the course of the following 2 weeks (w/c 30th October and 6th November) the V4 team reviewed in detail the documentation provided in relation to Regeneration in Swindon and the specific information provided in relation to FSL.

The team also either met in person or spoke with 16 of the identified key stakeholders during that period to get their sense of both the current arrangements and their view of the future model.

3. Executive summary

The V4 Services Limited team has, over the course of two weeks, conducted a short but detailed review of the Town Centre Regeneration Delivery Model currently employed in Swindon.

Our review, reaches the following conclusions;

- The masterplan remains a relevant guiding document for the regeneration of Swindon town centre.
- Some projects identified within that masterplan are now in delivery and others appear to be on the point of starting.

- Few of the large projects appear as close to delivery and may need a new approach to make them viable. Multi-phase projects require close monitoring to ensure viability before future phases are commenced.
- There is a need to show how major projects not in the Delivery Plan fit to support the wider regeneration of Swindon.
- There is the potential to achieve the Town Centre Regeneration Objective with less revenue funding for FSL (or its replacement) and the potential exists to move the function onto a self-funding basis in the medium term.
- Steps need to be taken to bring the Company's functions more clearly under Council Control. This can be achieved either through merging the functions of FSL into the Councils new Company structure and/or through changing the FSL board composition to ensure a local authority majority.
- A more thorough and robust approach has been taken recently in terms of strengthening the Councils client side management function and those efforts should be further supported.
- Swindon Council, as a major investor in the town centre, needs to ensure it has the right level of resources to provide strategic direction to the development of the projects and to proactively manage its risk as an investor.

We are recommending the following next steps;

- Our recommendation is that the Company's functions be brought more clearly under the council control either through being merged into the Councils new Company structure and/or through changing the board composition to ensure a local authority majority. It is our view that work should commence on the legal and regulatory steps without delay.
- The Council needs to further strengthen its client function, creating an 'Intelligent Client' Function within the Directorate to proactively manage the relationships.
- The Council should commission a high level, independent financial appraisal of projects within the programme with a view to validating the existing business case assumptions and prioritising schemes based on their deliverability / viability.
- Develop a high-level masterplan which demonstrates how the current Delivery Plan fits with the wider regeneration opportunities and projects across Swindon.

4. The Current Delivery Model and Context

In line with the brief provided to us by the Council, we have reviewed in detail the current position with respect to;

4.1. Forward Swindon Limited

Forward Swindon Limited (FSL) was restructured in 2016 and the majority of staff have come into post as a result of that restructure. The organisation has relocated into offices based within one of the main projects. It is important to stress that this is a review of the current position of FSL and we did not consider any historic aspects of the organisation or the delivery of projects. As we comment in the next sections there is a focus on delivery and a number of long standing projects are now on site. The staff we met during the review appeared to have experience of delivering similar projects and a number have private sector as well as public sector experience.

In addition, there seems to have been a strong focus on improving internal systems and procedures which have been the subject of criticism in the past.

The Council is the funding organisation and is the capital investor in the delivery of the projects. It has also engaged in land swaps with its own property portfolio to help assemble sites and undertaken Compulsory Purchase Orders (CPOs) to further support site assembly.

Swindon Council is the only shareholder in the company but it has a board which is chaired externally and has representatives of local companies on it. Based on examination of the board papers it acts as an advisory and reference body for the delivery of the projects.

The current Chief Executive is leaving the organisation. Currently it has around 9 members of staff including administrative staff.

4.2. Deliverability of the Town Centre Masterplan

The Town Centre Masterplan was formally adopted in 2012 and currently, in respect to FSL's remit, consists of the following projects;

- 1) Carriage Works
- 2) Falcon House
- 3) Farringdon Road
- 4) Kimmerfields
- 5) Wellington Street
- 6) Aspen House
- 7) Mechanics Institute
- 8) Corn Exchange

In broad terms we consider the Masterplan to be focussed in the right areas, to be seeking to deliver the right offer and practically we feel there is little to gain by rethinking a masterplan which, if delivered, could clearly have a transformative effect on Swindon Town Centre. Once the projects have been delivered there would be an obvious need to review the next steps but, at present, we would agree with the Council's view that the focus has to be on the delivery of those schemes in the pipeline and not on the generation of further projects / concepts / opportunities.

There are however, other major projects underway, such as the Swindon Museum of Art and the North Star scheme which only get a brief mention in the Masterplan. There does need to be a wider vision document or overview showing the fit of these projects to create a common vision for Swindon Town centre. In our interviews with stakeholders the lack of this did create a feeling that there was not a single vision and that the projects were not co-ordinated. This is a communications challenge and not a requirement to engage in rethinking the projects or plans but it is important that they are seen as unified programme.

While the terms of this review specifically excluded a detailed financial appraisal of the constituent projects it is clear, from no more than a cursory look and discussion with those involved, that some of those projects can be more easily proved viable than others.

Kimmerfields: The site has now been assembled, the CPO challenges dealt with and clearance of the site will begin next year. However, the selected development partner has not delivered the scheme. Overall our sense is that this site should be deliverable but it is unlikely that the council will find a single partner to deliver this. We also understand that CBRE have produced a report showing it is unviable in its current form. As a result, the most likely solution will be to break the site into smaller elements and increase the

residential focus to support viability. This will need to be done while ensuring the incremental returns support the delivery of the infrastructure in a phasing profile that does not require the infrastructure investment upfront.

Carriage Works: A potentially viable and significant site has now been created under the councils ownership. The first phase of shared working space is on site and the ability to let that will demonstrate the demand for subsequent phases. The site may also have residential potential and further work is needed to assess the demand for the planned space and whether the site has been maximised for its regeneration potential.

Mechanics Institute: This a very difficult site as it's a grade2* listed building in poor condition on a tight footprint with no space for enabling development. Even in a high value location this would be a challenge. The key is finding an appropriate end user which will not be straight forward. It is therefore not surprising that it is the project which has made the least progress. Its prominence means it must remain in the plan. It is understood that there may be university interest in both carriage works and potentially the mechanics institute. If this can be realised it would significantly add value to the regeneration of Swindon and should be supported.

Corn Exchange: Again a difficult project with tight site and a listed building in extremely poor condition. If the current development arrangement does not deliver then a fresh approach is going to be needed. The extremely poor condition of the building means that there may need to be more flexibility around the adaptation to new uses.

Falcon House: This was not in the original masterplan but it's just the sort of project that should be taken forward and, once delivered, could be the model for other sites in the town centre. Its creating housing supply, removing an oversupply of poor quality office space and enhancing the gateway to the town centre.

Farringdon St: Onsite and due to be completed in February 2018.

What is now important is that all stakeholders understand the relative priority (based on delivery potential) of the projects within the programme. We recommend that the Council undertakes a short, sharp and independent, high level appraisal of the schemes within the programme with a view to validating the business plan assumptions of those schemes in delivery and understanding the relative levels of challenge associated with those schemes proposed but not yet in delivery.

Once completed there will need to be an evaluation of each of the projects within the programme and any challenges identified, together with revisions to delivery timescales, should clearly and transparently be communicated to all stakeholders.

What is needed is a robust appraisal process to ensure the option chosen represents the best return and use of the site while minimising the risk to the investor. There is a risk in these situations that projects are overly driven by a preferred vision and then subject to optimistic assumptions to demonstrate viability. The projects should to be subject to periodic review to see if the original assumptions or market conditions have changed and whether the current planned use remains the best approach to the site. This will be true of both the Carriage Works and the Kimmerfields sites as they are taken forward.

Clearly marking this financial year out as the transition from concept development to delivery will be important in building stakeholder confidence in the town centre regeneration programme and in starting to create the sense of momentum which is so important to sustaining any Town Centre Regeneration and Development Programme.

4.3. The Current Income and Expenditure Model

At the Cabinet Meeting on the 9th December 2015 The Council, as part of an overarching review into 'Growing Swindon's Economy', determined that FSL was to continue as an arm's length company but should become more focussed on Regenerating Swindon Town Centre. As part of this decision an allocation of £750,000 for both 2016/17 and 2017/18 was made to Forward Swindon from the Regeneration Reserve. That decision effectively provided £1.179m of funding in 2016/17 and £1.1m in 2017/18 direct from the Council to FSL.

As part of this refocus on Town Centre Regeneration, Forward Swindon undertook a staffing restructure during 2016/17.

The aspiration in 2015 was that as the projects progressed to the delivery stage (during the course of the 2-year funding agreement) it would be possible for FSL to become self-financing – levying a development margin on the projects in delivery (c.2.5%) in order to fund its operational costs. This is the normal funding process adopted by Housing Associations in delivering major development programmes and has the advantage of linking successful delivery to operational funding. It will also reduce the perception of the council putting money into an organisation as opposed to projects.

It's clear to us that there is not the potential for FSL to become fully self-financing from the 1st April 2018. However, on the strength of the proposals put forward by the Deputy Chief Executive of FSL during this review, it is considered that a self-financing model does have the potential to significantly reduce the net Council expenditure on Forward Swindon in the medium term and it may be able to start moving its cost base onto that model in 2018/19 as projects are now in delivery or due to start.

We are happy to endorse the principle of a cost-recovery model. When considered in the round such an option could, realistically, be considered to mean the organisation operates at a nil net cost to the Council. The council effectively takes a margin on lending for the projects and that could be factored into the funding of the delivery costs.

In 2016/17 FSL received £1.29m grant funding. Work done by FSL based on current staffing levels and project progress suggested that this cost could come down to circa £700k. That would mean the current Chief Executive not being replaced and a new staff structure largely based on the current staff in post. This would deliver a saving to the council of circa £529k over current costs. This would create a staff team of at least nine to oversee the delivery of the programme and that seems broadly appropriate to the scale of the task envisaged. The salaries of the staff remaining do not look out of place with the market for staff with significant delivery experience.

Clearly there is further work to do in respect of the potential to reduce the net cost to the Council and in particular the timescales for the migration to the "self-funding" model.

4.4. The Wider Regeneration Context

In the 1990's and early 2000's a number of Urban Regeneration Companies were created. The model assumed that regeneration was better delivered outside of the local authority and that they offered a way to engage with the private sector that local authorities could not achieve on their own. The ability to access major funds was often linked to the existence of an Urban Regeneration Company. Very few now exist and of those which do the focus of them has moved to sector development and skills rather than physical development.

Undoubtedly the austerity period after 2008 led to the closure of many but it was also due to the evidence which suggested they had not achieved significantly more than local authorities could do directly. Examples of major transformative regeneration delivered directly by local government are widespread and examples include;

- Birmingham City Centre
- Manchester City Centre
- Salford Docks
- Newham
- Southwark
- Leeds

The reason for the change is firstly that councils have become generally more commercial and able to directly engage with the private sector. Also, it's clear that the private sector does not always have the ability to take on the risk involved in projects where there are high upfront costs and marginal returns. Often public investment is required to assemble and unlock major sites to begin delivery and increasingly its public finance being used to fund such projects. Once started, it can be continued by the private sector and that is the way they lead to much wider changes. Secondly, private investors want the certainty of delivery by the council – especially around planning- and would prefer to deal direct rather than dealing with an intermediary.

As part of this review we did investigate whether there were other urban regeneration companies we could draw useful lessons from but we found almost no comparative examples. Below is a list of those we identified as existing in 2004 and their current status;

Urban Regeneration Company	Current Status
Central Sanford	Ceased in 2011
Ist East (Lowestoft)	Ceased in 2011
Opportunity Peterborough	Focus is on business growth and inward investment
RE Blackpool	Merged in 2010 with Blackpool, Flyde and Wyre Economic Development Company (EDC)
Renaissance Southend	Ceased in 2010
Wolverhampton Development Company	Ceased in 2010
Prospect Leicestershire	Ceased Trading and Staff transferred to Local Authority
Catalyst Corby	Merged with Northants to create new EDC in 2006. Current Status Unknown
Liverpool Vision	Merged in to the Local Enterprise Partnership (LEP)
New East Manchester	Became a subsidiary of Manchester City Council
Sheffield One	Work is now covered by Creative Sheffield and a Sheffield Housing Company
Hull Forward	Ceased in 2016
CPR (Cambourne, Pool and Redruth)	Ceased in 2012
Cornwall Development Company	Role in physical development unclear

Therefore, our conclusion is that there is no innate advantage in maintaining FSL as a standalone, private sector led regeneration company based on experience elsewhere.

4.5. A Summary of Stakeholders Views

As part of the research which has underpinned this report we have spoken with a number of the Key Stakeholders identified as having a direct interest in Swindon Town Centre Regeneration. While stakeholder views were gathered on the condition of anonymity it is possible to provide a summary of the views expressed.

Broadly speaking it is considered that there are four themes to the stakeholder feedback;

4.5.1. Outcome Desired

Reassuringly there is a very clear and obvious consensus amongst all key stakeholders that both Economic Development and Town Centre Regeneration are vital for the future prosperity of Swindon and should remain as a strategic priority for all concerned. This is a key ingredient for success.

There was a divergence of views on the relevance of the masterplan but broadly all stakeholders agreed that the essence of the masterplan was correct and that the focus should be on delivering those projects which were viable, effectively buying time to review and redefine those with the most acute viability challenges.

It was noticeable however the number of stakeholders who now support an increased role for housing provision in place of the more traditional ambitions for office and retail accommodation in the Town Centre.

4.5.2. Progress

The majority of stakeholders identified expressed concern about the pace of delivery and 'jam tomorrow' or iterations of the phrase appeared to represent the consensus where delivery of FSL projects was concerned.

All expressed varying degrees of frustration with progress however in this context many stakeholders identified the Kimmerfields project as a particular source of frustration. Many were acutely aware of the potential for viability issues on Swindon projects given the relatively depressed land values but few key stakeholders had a detailed understanding of the viability position of the Kimmerfields Development site, despite this appearing to be the flagship development.

While the Council has appropriately commissioned an appraisal by CBRE there is something in this about communication and ensuring the right level of detail is provided to the right individuals going forward. There was a divergence of views as to whether FSL should remain in existence to lead on the projects. A number of stakeholders felt a new delivery arrangement was needed with staff in the council. Others felt there was now progress on the major schemes and no changes should compromise the delivery of those projects.

Clearly, in appropriate circumstances, detailed communication is essential to fostering the sense of ownership (of the inevitable problems as well as the desired outcomes) for significant regeneration programmes such as this to succeed.

4.5.3. Value

A key concern for stakeholders is whether the current model is delivering best value. A few were clear in their view that it wasn't. Most were seeking some external reassurance, through this report, that either it was or that there was a proposed new structure that could.

Outside of FSL there is a view that the regeneration company model itself had not significantly added value but stakeholders did value the contributions of the staff and the commitment of the board members. Those involved in FSL thought the company structure had created a clearer focus on delivery and brought in valuable expertise through the board.

4.5.4. Engagement with the Private Sector

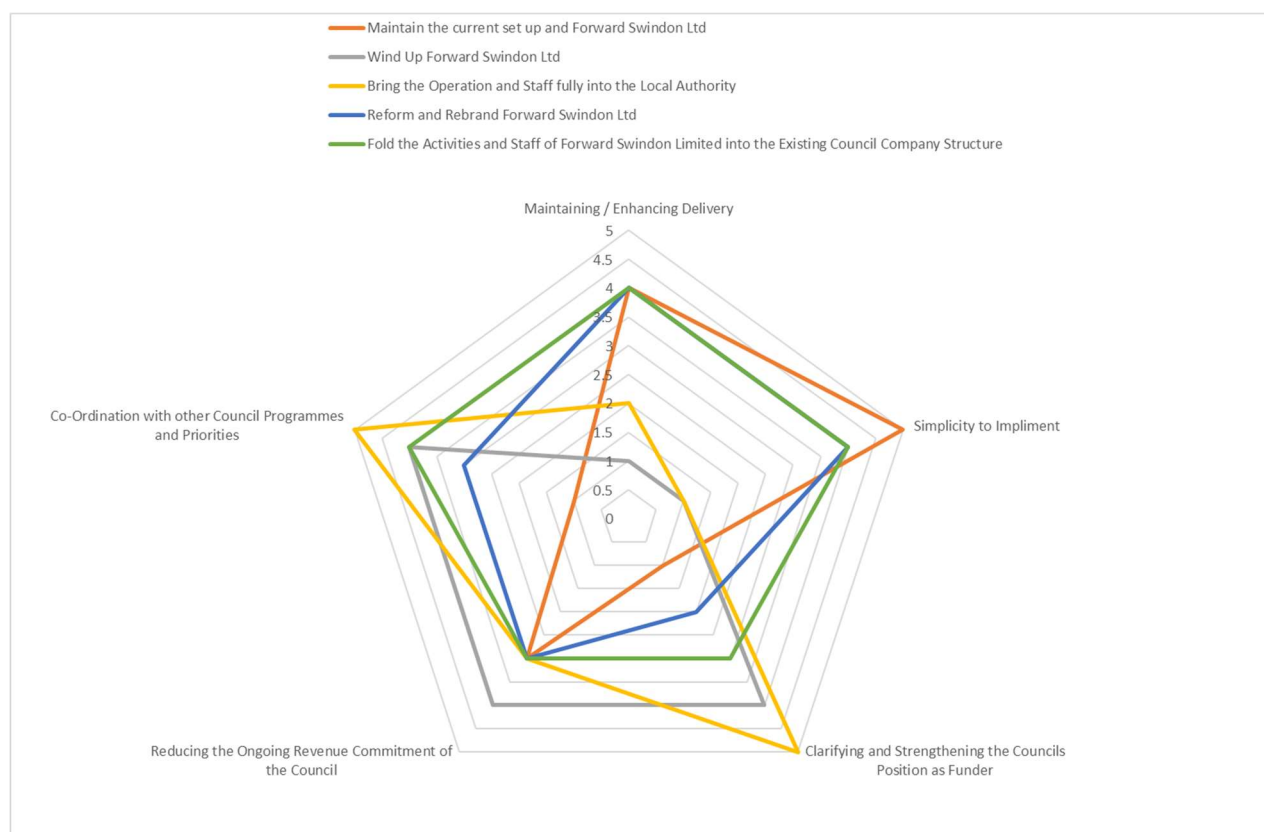
Some stakeholders expressed a clear view that much more could be delivered if FSL and by extension The Council effectively 'got out of the way' and allowed private developers to invest and develop. Because of this strong view this report specifically reviews the option of winding up FSL and replacing the function in a very limited capacity within the locally authority.

5. Taking Regeneration in Swindon Forward

5.1. Options Appraisal Summary

Having reviewed the current situation in detail both through a desktop assessment and an intensive period of engagement with key stakeholders we have, based on our extensive experience in supporting Town Centre Regeneration and Economic Development across the UK, assessed five options for delivery of Town Centre Regeneration in Swindon. These options, together with our assessment of the relative merits of each option is as follows.

Weighted summary	Maintaining / Enhancing Delivery	Simplicity to Implement	Clarifying and Strengthening the Councils Position as Funder	Reducing the Ongoing Revenue Commitment of the Council	Co-Ordination with other Council Programmes and Priorities	Total Score
Maintain the current set up and Forward Swindon Ltd	40.0%	10.0%	3.0%	6.0%	3.0%	62.0%
Wind Up Forward Swindon Ltd	10.0%	2.0%	12.0%	8.0%	12.0%	44.0%
Bring the Operation and Staff fully into the Local Authority	20.0%	2.0%	15.0%	6.0%	15.0%	58.0%
Reform and Rebrand Forward Swindon Ltd	40.0%	8.0%	6.0%	6.0%	9.0%	69.0%
Fold the Activities and Staff of Forward Swindon Limited into the Existing Council Company Structure	40.0%	8.0%	9.0%	6.0%	12.0%	75.0%



5.2. Comparative Strengths and Weaknesses of the Identified Options

5.2.1. Maintain Forward Swindon Limited as currently established

As stated earlier the reform of FSL in 2016 appears to be bearing fruit and projects do appear to now be in delivery or due to start. Internal procedures are improved and engagement with the council and its project and budget planning processes are stronger.

The cost of the operation can be reduced to around £700k per year and be adequate for the delivery of the current programme. The council could renew the grant funding or move it to project fee based system.

Evaluation Criteria	Strengths	Weaknesses
Maintaining / Enhancing Delivery	There is some evidence to suggest that since the re-structure in 2016/17 the current FSL is much better focused on delivery and the quality of the team currently employed is widely considered to be good.	<p>The reputational overhang from previous incarnations of FSL would remain and might overshadow the progress on any projects.</p> <p>There will remain continued pressure to further reform FSL and this pressure, in itself, creates uncertainty.</p> <p>We cannot find sufficient evidence to suggest that there are any significant and demonstrable benefits of the Urban Regeneration Company model when compared to the other models available to the Council.</p>
Simplicity to Implement	Maintaining the current organizational model is the most straightforward to implement.	None
Clarifying and Strengthening the Council position as Funder	The work undertaken very recently to improve governance and communication appears to have had a positive impact.	The historic issues in respect to FSL understanding the role of the council as a principle funder could return as could identified issues of 'mission creep'.
Reducing the Ongoing Revenue Commitment of the Council	There is the potential to demonstrate a reduction in the Councils net expenditure on FSL through a move to a self-financing, development fee model which in turn	

	should strengthen the incentives around delivery.	
Co-ordination with other Regeneration Programmes and Council Priorities		<p>The nature of an arm's length company means its integration to the Council will be more challenging.</p> <p>Evidence to date suggests this has been an area of real challenge for FSL</p>

5.2.2. Wind Up Forward Swindon Limited

This option is favoured by the vocal opponents of FSL. The company would simply be wound up and a new team recruited by the local authority. In this option we have assumed that the Council would then restructure the regeneration function to deliver the major projects identified with capacity greatly diminished and the role reduced effectively to one of light touch enablement as the lead would be coming from the private sector.

Evaluation Criteria	Strengths	Weaknesses
Maintaining / Enhancing Delivery	A clean break with any negative reputational overhang.	<p>The disruption inevitable in pursuing this option would result in a break in the delivery of the projects causing further delay. In some cases, without careful management, this could result in progress on certain schemes regressing.</p> <p>The delivery of the projects currently on site might stall if staff left and/or there was a gap in recruiting the new team.</p> <p>It is unlikely a new team would be in place for when the current grant funding expires. Therefore an extension to FSL grant might be required. The current structure of the council would need changes to accommodate a new team of this size with a delivery focus.</p> <p>Considerable effort and the focus from the local authority will inevitably end up being devoted to delivering the restructure</p>

		<p>and therefore cannot be focused on delivery.</p> <p>Some projects might not recover from the delay and uncertainty. The new team would have to rebuild those relationships.</p>
Simplicity to Implement	None	<p>There is a risk the council will not be able to recruit suitably skilled individuals with the requisite experience of major projects delivery within the confines of the Councils existing pay and grading structure.</p> <p>Existing staff will have transfer rights under TUPE and the process may well become protracted and difficult.</p>
Clarifying and Strengthening the Council position as Funder	Resolves the structural relationship with the council as a funder/investor	None
Reducing the Ongoing Revenue Commitment of the Council	If the intention is not to replicate the functions of FSL then the core funding allocated would be released, reducing (or making available for reallocation) the revenue commitment currently made by the Council.	There is a cost associated with winding up the current operation and while redundancy costs are likely to be less substantial than they might be (given the relatively recent re-structuring exercise) there is still likely to be a significant in year cost.
Co-ordination with other Regeneration Programmes and Council Priorities	With the Council directly providing the resource there is an expectation that there will be a more seamless integration with other Council functions	The much-diminished capacity may present challenges when linking the wider development activity back to Council priorities and functions.

5.2.3. Bring the operations of Forward Swindon and the current staff fully into the Local Authority

Transfer the existing staff into the council so they become Local Authority Employees and dissolve the company structure and board.

Evaluation Criteria	Strengths	Weaknesses
Maintaining / Enhancing Delivery	<p>Could retain expertise of staff</p> <p>Could provide continuity compared to the wind up option</p> <p>A clean break with any negative reputational overhang.</p>	There is no certainty that this (staff retention) would be the case however
Simplicity to Implement	Simpler than a wind up and might avoid the costs of a wind up	There is a risk that not all staff wish to become employees of the Council and key knowledge and experience is lost.
Clarifying and Strengthening the Council position as Funder	Resolves the structural relationship with the council as a funder/investor	
Reducing the Ongoing Revenue Commitment of the Council	<p>Through a review of the operation while migrating from FSL to The Council it should be possible to identify overlap particularly in respect to some of the strategic leadership functions which should reduce the overall revenue commitment.</p> <p>There are some costs associated with a regeneration company that would be saved.</p>	There may not be significant savings from bringing the entire FSL operation 'in-house'
Co-ordination with other Regeneration Programmes and Council Priorities	With a single function responsible for Town Centre Regeneration and Economic Development a collaborative approach to delivery and better links to the wider Council objectives should be a given.	

5.2.4. Retain but Reform and Rebrand Forward Swindon Limited

In this option the company would be rebranded in a way that entirely broke the link to all the previous incarnations of FSL. The costs of running the team would be largely moved to a development fee on projects as in other options. The board would be reconfigured to ensure more links with locally based companies and crucially a Council majority. The relationship with the council would be restructured to that of an investor/shareholder with clear performance and reporting structures.

Evaluation Criteria	Strengths	Weaknesses
Maintaining / Enhancing Delivery	Maintains continuity and delivery	Rebranding might not be enough to break the link with the past leading to continued criticism and pressure for further change which unsettles delivery. Little evidence that urban regeneration company model creates advantages over other delivery mechanisms
Simplicity to Implement	Simple to implement	
Clarifying and Strengthening the Council position as Funder	Efforts have been made to strengthen the client / funder relationship with the Council and governance appears strengthened	There is an inherent risk that the Councils client management is/or becomes overstretched as inevitably other priorities and pressures develop which occupy the capacity of the Councils Senior Team
Reducing the Ongoing Revenue Commitment of the Council	There is the potential to demonstrate a reduction in the Councils net expenditure on FSL through a move to a self-financing, development fee model which in turn should strengthen the incentives around delivery.	
Co-ordination with other Regeneration Programmes and Council Priorities	The reforming and rebranding exercise may in of itself offer a further opportunity to realign the Company and Council Objectives.	The risks inherent in maintaining FSL exist equally in this option.

5.2.5. Bring the Functions of Forward Swindon Limited into the Housing Company Structure

Swindon has created a new housing company to deliver new housing supply. It has a board which reflects that SBL is the major investor and has a Development Company (DevCo) and Rent Company (RentCo) to oversee the different types of scheme that come forward. Apart from the Carriage Works the majority of projects FSL are focussed on have a substantial residential element. Even the Carriage Works may have residential potential in the future. Its already being considered that some of the FSL schemes may come under the new housing company structure. It is also likely that housing is going to be major drive for development in the town centre. It is understood that currently the DevCo structure exists on paper but has not been staffed yet.

This may also help create benefits to the development and delivery of other housing projects by bringing in a strong delivery team.

Therefore, there is potential for the current FSL staffing structure to become either the DevCo or a subsidiary of the DevCo.

Evaluation Criteria	Strengths	Weaknesses
Maintaining / Enhancing Delivery	<p>The team would be located in a structure that focused on delivery.</p> <p>Projects that mostly driven by residential housing demand are in structure focused on housing.</p> <p>The reputational overhang and continued criticism of FSL is broken.</p>	<p>The Link with local major business such as Zurich to help inform projects currently comes through the board. Those links will need to be maintained in another way and widened.</p>
Simplicity to Implement	<p>The staffing operation could be relocated without the onerous work of transitioning the team to formally becoming Council employees.</p>	
Clarifying and Strengthening the Council position as Funder	<p>The relationship with the council as an investor is clear</p>	<p>The town centre focus could be lost if the housing company is mainly focused on out of centre projects</p>
Reducing the Ongoing Revenue Commitment of the Council	<p>There is the potential to demonstrate a reduction in the Councils net expenditure on FSL through a move to a self-financing, development fee model which in turn should strengthen the incentives around delivery.</p> <p>Synergies in the skills requirements between the DevCo and FSL leads to collaborative working generating efficiencies.</p> <p>There are some costs associated with a regeneration company that would be saved.</p>	

Co-ordination with other Regeneration Programmes and Council Priorities	The DevCo gets a strong delivery team with the Company focussed clearly on the Councils wider, built asset, regeneration objectives.	
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5.3. The Implications for the Client – Swindon Borough Council

In 2015 the restructure of FSL deliberately moved the council away from a commissioning relationship and into a more hands-off relationship based on an expectation of “positive and meaningful collaboration”. The council was not only funding FSL as an organization it was also a principal funder of the projects they were developing.

However this new relationship did not work as well as originally envisaged and there were concerns around;

- the lack of oversight of FSL and delivery
- FSL’s commitment to capital projects and the process of linking with the councils’ budget allocations process.

Since the restructure it appears there has been a dramatic improvement and FSL are taking capital projects through the councils’ budget management process. There is a clearer engagement with the council to coordinate with projects in Swindon and there is clear progress reporting to officers and councillors.

As the delivery of major projects progress there will be a need to create even more robust processes to ensure that projects are deliverable, viable, on track and the risks and rewards of development are being managed. The council needs to move to a more formal and structured investor relationship.

If bank funding were being sort then there would be considerable scrutiny of the proposal prior to investment, very clear performance targets set to be achieved and frequent monitoring of progress. As an example, a Joint Venture, in which we were involved, required a £7m bank loan facility for an estate renewal project with private sale. The project had not only to do a financial appraisal but also fund a full financial model that was updated monthly by an independent firm and had bank project managers attend the monthly project meetings to ensure progress reports reflected the true position being reported.

While not necessarily suggesting that level of scrutiny the council does need to act as a robust investor to secure its funding, ensure the risks are minimized and rewards are being managed fully. The Council needs to be able to challenge assumptions independently where it is not happy and propose an alternative course(s) of action. To achieve this there needs to be a strong Intelligent Client function in the authority with the resource, time and skills necessary to undertake this role. It is understood at this time that the economic development team is relatively stretched with a senior vacancy and the burden of that role is falling to the Corporate Director of Resources and Growth. The improvements seen and the commissioning of this review show that much has been achieved despite those capacity challenges however to be sustainable that role will need to be supported as the delivery programme grows in size and complexity.

The need to further support, strengthen and define this Intelligent Client function within the Council is key to making a success of the delivery options being recommended within this report and is, in our view, a critical next step for the Council.

6. Conclusions and Recommendations

There remains a need for the activities and capabilities brought to the Regeneration of Swindon by the current FSL team.

Having considered the available options which have been detailed and scored in this report we are recommending that the Company's functions be brought more clearly under the Council's control. That could be done either through being merged into the Council's new Company Structure and/or through reviewing the current board with a view to ensuring a local authority majority. It is our view that work should commence on the legal and regulatory steps without delay.

We have identified that there is an ability to reduce the councils ongoing revenue commitment to the function while still maintaining a capacity to deliver the regeneration objectives universally supported by key stakeholders. The funding model for the new or reformed entity should move from a block grant to a development fee structure (ensuring practical delivery is appropriately incentivised).

We are clear that for the model outlined to deliver successfully the next steps identified in the following section are key. Specifically, we believe it is critical that the Council undertake the independent review of individual project viability and create a strong intelligent client function within the Council to ensure robust management of the function going forward.

7. Next Steps

Critical to the success of either delivery model will be the development of a small but skilled and experienced team, around the Director for Resources and Growth, to provide The Council with the Intelligent Client function needed to proactively manage the function.

Given the impending deadline of April 2018 (when FSL funding is to formally expire) should it accept the recommendation of this report the Council will need to commence work on the legal and regulatory steps of SBC increasing its direction of FSL, through either folding forward Swindon into the new Company Structure and/or taking greater operational control through a majority stake on its board.

The Council should to commission a high level, independent financial appraisal of projects within the programme with a view to;


- validating the existing business case assumptions and
- prioritising schemes based on their deliverability / viability.

There is a need for a high-level masterplan which demonstrates how the current Delivery Plan fits with the wider regeneration opportunities and projects across Swindon.




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