

Swindon Borough Council

Cabinet

Wednesday, 20 March 2019

Committee Room 6, Civic Offices

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

Conservative Councillors

David Renard (Chair)

Oliver Donachie

Brian Ford

Dale Heenan

Russell Holland

Mary Martin

Cathy Martyn

Maureen Penny

Gary Sumner

Keith Williams

Committee Officer: Steve Jones (Telephone 07980 752109)

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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. 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 - 12)

To receive the minutes of the meeting held on 6th February 2019.

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.
14	3

6. Budget Management Update DF (CM:RH) (Pages 13 - 24)

7. Capital Monitoring Quarter 3 2018/19 DF (CM:RH) (Pages 25 - 36)

8. Swindon's Art and Museum collections and cultural provision HP&RS (CM:DH) (Pages 37 - 48)

9. Swindon Local Transport Plan Implementation Plan 2019/20 CDCH (CM:MP) (Pages 49 - 78)

10. Air Quality Management Area Declaration DPH (CM:CM) ET; OT (Pages 79 - 130)

11. The Bus Boulevard at Fleming Way. Bid to the Future High Street Fund (CE) (CM:DH/MP) CE (Pages 131 - 158)

12. Swindon Borough Local Development Scheme Review 2019 HP&RS (CM:GS) (Pages 159 - 190)

13. References from Other Council Bodies - Health and Wellbeing Board CDASS&H (CM:BF)
(Report to follow)

14. Proposed Sale of the County Ground Stadium, Central Swindon (CE) (CM:DR) CE (Pages 191 - 198)

Date of Despatch: 21 March 2019

Key:**Officers:**

CE	-	Chief Executive
CDCH	-	Corporate Director Communities and Housing
CDASSH	-	Corporate Director Adult Social Services and Health
DF	-	Director of Finance (Section 151 Officer)
HP&RS	-	Head of Planning, Regulatory Services and Heritage
DPH	-	Director of Public Health

Wards

CE	-	Central
ET	-	Eastcott
OT	-	Old Town

Cabinet Members Responsible for the Service Area concerned:

DR	-	David Renard	Leader of the Council and Chair of Cabinet
RH	-	Russell Holland	Deputy Leader of the Council, Vice-Chair of Cabinet, and Cabinet Member for Finance
OD		Oliver Donachie	Cabinet Member for Economy Prosperity
BF	-	Brian Ford	Cabinet Member for Adults
DH	-	Dale Heenan	Cabinet Member for the Town Centre
MM	-	Mary Martin	Cabinet Member for Children and School Attainment
CM		Cathy Martyn	Cabinet Member for Housing and Public Safety
MP	-	Maureen Penny	Cabinet Member for Highways and the Environment
GS		Gary Sumner	Cabinet Member for Strategic Planning
KW		Keith Williams	Cabinet Member for Corporate and Customer Services

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 Part 5 of the Council's Constitution ("Public Question Time at Council Meetings - Protocol and Guidance"), available on the Council's Website (see link below) or from the Committee Clerk named above.

<http://ww5.swindon.gov.uk/moderngov/ecSDDisplay.aspx?NAME=SD6032&ID=6032&RPID=5783709>

CABINET

WEDNESDAY, 6 FEBRUARY 2019

PRESENT:- Councillors David Renard (Chair), Oliver Donachie, Dale Heenan, Russell Holland, Mary Martin, Cathy Martyn, Maureen Penny, Gary Sumner and Keith Williams

Apologies for absence were received from Councillors Brian Ford

Councillor Jim Grant attended the meeting in respect of Minute Nos. 56 and 61.
Councillor Bob Wright attended the meeting in respect of Minute Nos. 56, 57 and 60.

53. Declarations of Interest.

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

54. Minutes.

Resolved – That the minutes of the meeting held on 5th December 2018, be confirmed and signed as a correct record.

55. Public Question Time.

Mrs Sarah Church had submitted written questions regarding the future of the splash park and mini-golf course at Coate Water Country and also the budget proposal to achieve a total saving of £267,000 to offset the cuts to the Public Health Grant.

Councillor Oliver Donachie, the Cabinet Member for Economic Prosperity, and Councillor Mary Martin, the Cabinet Member for Children and School Attainment, had prepared written responses to Mrs Church's questions and these were available and circulated at the meeting.

The Cabinet Members responded to supplementary questions put by Mrs Church at the meeting in respect of each of these same topics.

56. Budget 2019/20 and Beyond

Councillor Russell Holland, the Cabinet Member for Finance, and the Director of Finance, submitted joint report proposing a Budget for 2019/20 and setting out the financial context for 2020/21 and beyond.

It was noted that, under the Council's Constitution, the Cabinet is required to recommend a budget to Council as part of its formal Council Tax Setting responsibilities.

Councillor Holland introduced the report, advising the meeting of responses that had been received to the Council's public consultation on its budget proposals and placing the draft budget and the proposed increase in Council Tax in the context of

the key financial challenges, particularly the continuing challenges facing Children's Services and the measures being taken to mitigate that budget pressure, and his own confidence that the Council's budget strategy will secure the long term viability of its service provision for Swindon residents.

Following his introduction of the report, Councillor Holland, supported by Councillors Oliver Donachie, Gary Sumner and the Leader of the Council, and the Director of Finance, responded to questions put by Councillors Jim Grant and Bob Wright on (i) the focussing of the Vision and budget proposals on social deprivation and the provision of more social housing and improved social services, (ii) the responses to issues raised by the Scrutiny Committee in respect of the approach to fees and charges and the surplus on the collection fund, (iii) provision for the delivery of the Council's cultural offer objectives, and (iv) the Council's Reserves Policy.

Resolved – (1) That the following be noted:

- a) The medium term financial context and impact on Swindon of the draft Local Government Finance settlement;
 - b) The projected out-turn for 2018/19;
 - c) The consultation feedback, summarised in Appendix 3, in relation to the Budget proposals presented to Cabinet in December 2018;
 - d) That the detailed Dedicated Schools budget for 2019/20 has been set within the provisional funding envelope of £184.7m;
 - e) That, in line with the requirements of the Local Government Act 2003, the Director of Finance, in his Section 151 capacity, confirms the robustness of the estimates underlying the recommended Budget and having reviewed the financial risks being faced by the Council concludes that the proposed minimum level of general reserves is adequate in the context of the earmarked reserves held, specific contingencies and the proposed budget risk contingency of £3.5m.
- (2) That the 2018/19 virements, set out in Appendix 2 to the report, be agreed.
- (3) That the medium term financial strategy, set out in Appendix 6 to the report, be endorsed.
- (4) That the specific reserves held in support of the 2019/20 Revenue Budget, set out in Appendix 5 to the report, be agreed.
- (5) That the Director of Finance be authorised to balance any changes between the provisional local government finance settlement and the final numbers expected to be released by mid-February by adjusting the Budget Risk Contingency.
- (6) That Council be recommended that, subject to any changes resulting from the Government's announcement of the final local government finance settlement for 2019/20:
- a) The 2019/20 Budget be set at £142.497m.
 - b) The council tax be increased by 3.99%, comprising 2.99% for the basic amount of council tax and a specific adult social care precept of 1%.
 - c) It be determined that the proposed increase in the basic amount of Council Tax for 2019/20 is not excessive in accordance with Schedule 5 of the Localism Act 2011 and therefore does not trigger the requirement for a referendum.
- (7) That the respondents to the Council's budget consultation exercise be thanked for their contribution.

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

57.

Capital Programme 2019/2020

Councillor Russell Holland, the Cabinet Member for Finance, and the Director of Finance, submitted joint report advising Cabinet of the new Capital Programme requirements for the year 2019/20 and the Capital Strategy for 2019/20 to 2023/24.

Councillor Holland responded to questions put by Councillors Dale Heenan and Bob Wright regarding (i) alternative budget proposals received in response to the formal consultation, (ii) provision to alleviate recognised traffic management problems in Rodbourne, and (iii) the approval of the Local Transport Plan Capital Programme for 2019/20.

Resolved – (1) That the Devolved Formula Capital Grant is distributed once it has been received from Government as detailed in paragraph 3.12 of the report.

(2) That a budget of £1.018m be approved for the schemes referred to in paragraphs 3.3 to 3.12 of the report and detailed at Appendix 1 to the report.

(3) That a total budget of £5.074m be approved for the 2019/20 local priority Highways and Transport schemes, referred to in paragraphs 3.13 to 3.22 of the report and detailed at Appendix 2 to the report.

(4) That a total budget of £3.676m be approved for 2018/19 for Corporate & Property schemes, as referred to in paragraphs 3.23 to 3.32 of the report and detailed at Appendix 3 to the report.

(5) That a total budget requirement of £1.317m be approved for Children's & Older Peoples proposals, as referred to in paragraphs 3.33 to 3.36 of the report and detailed at Appendix 4 to the report.

(6) That the use of CIL receipts be approved to support the existing capital programme of works at Junction 16, as detailed in paragraph 3.37.

(7) That the Capital Strategy 2019/20 – 2023/24, attached at Appendix 5 to the report, be approved.

(8) That Council be recommended to approve the Investment Strategy, attached as Annexe 3 to Appendix 5 of the report.

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

58.

Treasury Strategy Statement 2019/20

Councillor Russell Holland, the Cabinet Member for Finance, and the Director of Finance, submitted a joint report advising Cabinet of the Treasury Management Strategy for 2019/20, including Prudential Indicators up to 2023/24, the Annual Investment Strategy, and the Minimum Revenue Provision Policy Statement.

Resolved – (1) That Council be recommended:

a) To approve the Treasury Management Strategy, Minimum Revenue Provision Policy and Prudential Indicators, as set out in Appendix 1 to the report.

b) To approve the terms of the UK Municipal Bond Agency, as set out in Appendix 2 to the report.

(2) That the loan facilities to Swindon Music Services, outlined in paragraph 3.23 of the report, be approved.

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

59. Housing Revenue Account - Rents and Charges 2019/20

Councillor Cathy Martyn, the Cabinet Member for Housing and Public Safety, and the Corporate Director, Communities and Housing, submitted a joint report presenting to Cabinet the proposed rents, service charges, support charges for 2019/20 and proposed Housing Revenue Account (HRA) budget for 2019/20.

Resolved – That Council be recommended that:

- a) The proposed average rent for Housing Revenue Account (HRA) dwellings for 2019/20 of £78.60 per week (52 week basis), which is a decrease of 1.0%, be approved. This will be an average decrease of £0.79 per week (52 week basis). The range of decreases is shown in paragraph 3.8.
- b) The Corporate Director, Communities and Housing seek authority from the Secretary of State to extend the permission for the use of the Housing Revenue Account for payments to the Council's tenants under the Discretionary Housing Payments scheme, and provide a budget of £200k in 2019/20 as detailed at paragraph 3.22 of the report.
- c) The housing related support charges for 2019/20 and service charges for 2019/20, as outlined in Appendix 2 to the report, be approved.
- d) Leaseholder service charges are set for 2019/20, as shown in Appendix 3 to the report.
- e) Based on the proposals within this report, the Housing Revenue Account (HRA) proposed budget 2019/20, shown in Appendix 4, be approved and that the HRA Capital Budget and Funding be also approved, as shown in Appendix 5 to the report, and that, as set out in 3.17 of the report, the tenure of the final 10 properties at Sussex Place to change tenure from shared ownership to affordable rent.
- f) The draft 3 year capital projects and planned maintenance programme be approved at an indicative funding level of £15.398m (2018/19 prices) for 2019/20, as referenced in Appendix 6 to the report.
- g) Rents charged on General Fund properties are reduced in line with Government guidance on Housing Revenue Account rents by 1% for 2019/20. Service charges for General Fund properties, as shown in Appendix 7, are approved.
- h) The charges for Private Sector Leased (PSL) accommodation for those accepted as homeless outlined, as reference in Appendix 7, be approved.
- i) Any underspend or overspend on the 2018/19 Housing Revenue Account be managed through the general revenue reserves.

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

60. Swindon Pay Policy Statement 2019

Councillor Keith Williams, the Cabinet Member for Corporate and Customer Services, and the Director of Performance, Organisational Improvement and Communications, submitted a joint report setting out the Council's Pay Policy Statement for 2019 / 2020 for consideration by Cabinet, prior to referral to Full Council for approval.

It was noted that the Localism Act 2011 requires local authorities to agree and publish a Pay Policy Statement by 1st April each year.

Councillor Williams, supported by the Corporate Director, Communities and Housing, responded to a matter raised by Councillor Bob Wright regarding an apparent disparity in the levels of remuneration in some service areas, when compared with neighbouring authorities, and the difficulties that this can present when recruiting to vacant posts.

Resolved – That Council be recommended to approve the Pay Policy Statement, and, if approved, to authorise the Director of Performance, Organisational Improvement and Communications to update the salary information on 1st April 2019 prior to publication.

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

61. Library Strategy - Future Delivery Model

Further to Minute 10, Councillor Keith Williams, the Cabinet Member for Corporate and Customer Services, and the Corporate Director Children Services, submitted a joint report outlining the direction of travel for the delivery of core library services, following further investigation of the award route for a Public Service Mutual (PSM).

The report responded specifically to Cabinet's decision authorising officers to implement transition arrangements including the award route, for the Swindon Library and Information Service (SLIS) to become a PSM and to deliver the Swindon Library Strategy providing a comprehensive and efficient library service and to promote an increase in literacy and learning within communities.

Councillor Mary Martin, the former Cabinet Member for Communities, who had overseen the development of the original proposal to move to a PSM model for the delivery of library services, responded to a question put by Councillor Jim Grant to advise the meeting on the significant changed circumstances and technical issues that had led to the Transition Board's determination that it did not consider that it was the right time to move to a PSM model and that, instead, retaining the service in-house was the preferred option going forward.

Resolved - To authorise the Head of Libraries and Information Services, in consultation with the Cabinet Member for Corporate and Customer Services, the Head of Skills, Employment and Lifelong Learning and the Corporate Director Children Services to:

- a) Deliver the Swindon Library and Information Service as a service delivered directly by Swindon Borough Council and not to implement transition arrangements for the Swindon Library and Information Service to become a PSM at this time.
- b) Set out arrangements for how specific elements of the Swindon Library Strategy, planned to be developed through the PSM will be delivered directly by the Council.

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

the meeting.

62. School Admissions Arrangements 2020-21

Councillor Mary Martin, the Cabinet Member for Children's Services and School Attainment, and the Head of Education, submitted a joint report seeking Cabinet's agreement to put in place co-ordinated admission arrangements for the normal point of entry (Reception, Year 3, Year 7) and In-year admission arrangements for all Swindon Schools and Published Admission Numbers (PAN) for Community and Voluntary Controlled Schools in Swindon for September 2020.

Resolved – (1) That the co-ordinated scheme of admission arrangements for the normal point of entry (Reception Year, Year 3 and Year 7) for all primary schools and secondary schools in Swindon from September 2020 be approved.

(2) That the co-ordinated In Year admission arrangements for all primary schools and secondary schools in Swindon from September 2020 be approved.

(3) That the admission numbers and arrangements for Community and Voluntary Controlled schools from September 2020 be approved and that it be noted that there was no opposition from Schools.

(4) That the reduction of the published admission number for Bridlewood Primary School from 60 to 30 for Reception for September 2019 be approved.

(5) That it be noted, when approved by Cabinet, these proposals are determined, and will be implemented by the Head of Education for Admissions from September 2019 for all applicants.

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

63. SEND Home to School Transport

Councillor Mary Martin, the Cabinet Member for Children's Services and School Attainment, and the Head of Education, submitted a joint report outlining an opportunity to create a more independent living approach to travel to school for children and young people with special educational needs who live within the mileage limit that could make them ineligible for free travel to school.

It was noted that the report was necessary because as well as providing the opportunity for a more independent and self-sufficient approach to travel to and from school, it also will ensure the more efficient and effective use of the funding available whilst offering some cost reduction to the school transport budget.

It was also noted that children and young people with special educational needs, who live within the statutory mileage to their school, are not always entitled to be taken to school by minibus or taxi. This had been part of practice for some time but is not statutory.

Resolved – That Option A, outlined in the report, be agreed.

64. Statement of Community Involvement in the Planning Process

Councillor Gary Sumner, the Cabinet Member for Strategic Planning, and Head of Planning, Regulatory Services and Heritage, submitted a joint report seeking

Cabinet's approval to the adoption of the revised Swindon Borough Statement of Community Involvement in the Planning Process.

Resolved – (1) That the Revised Swindon Borough Statement of Community Involvement in the Planning Process, attached at Appendix 1 to the report, be adopted and the Head of Planning, Regulatory Services and Heritage authorised to make it available in accordance with the arrangements detailed in paragraph 4.1 of the report.

(2) That the Head of Planning, Regulatory Services and Heritage, in consultation with the interim Director of Law, be authorised to make minor changes to the content of the Statement of Community Involvement in the Planning Process, in consultation with the Cabinet Member for Strategic Planning prior to publication.

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

65. Private Sector Housing Enforcement Policies

Councillor Cathy Martyn, the Cabinet Member for Housing and Public Safety, and the Director of Public Health, submitted a joint report seeking Cabinet approval to put in place a revised Private Sector Housing Enforcement Policy so that these new powers may be used to better protect the residents of Swindon from poor housing conditions and 'rogue landlords'.

Resolved – (1) That the Private Sector Housing Enforcement Policy 2019, as set out in Appendix 1 to the report, be approved.

(2) That it be noted that the Director of Public Health, under delegated powers and in consultation with the Cabinet Member for Housing and Public Safety, will make amendments to those Policies as required in the future.

Councillors Mary Martin, Keith Williams and Gary Sumner made prejudicial declarations of interest, in their capacity as private landlords, and left the room during the discussion and voting on this item.

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

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Budget Management Update

Cabinet

Date: 20th March 2019

Author: Cabinet Member for Finance

Director of Finance

Wards: All

Parishes Affected: All

1. Purpose and Reasons

- 1.1 This report updates the position in relation to the 2018/19 forecast outturn.
- 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 helps ensure that the Council consistently makes the best use of all available resources as well as providing focus for the Council's transformation programmes.

2. Recommendations

Cabinet is recommended:

- 2.1 To note the in-year forecast outturn for 2018/19;
- 2.2 To note the response to the "Protect Toothill Farmhouse" petition;
- 2.3 To note the update on the application of the Public Services (Social Value) Act 2012

3. Detail

Forecast Outturn for 2018/19

- 3.1 The forecast as at the end of January 2019 is that the outturn will be delivered within budget for 2018/19 which is an improvement of £1.3m since the last report.
- 3.2 The most significant change relates to the settlement of a claim for a backdated VAT refund resulting in one off income of £3m. This has mitigated the in-year position and reduced the planned use of the cashflowing reserve required to support the 2018/19 budget.
- 3.3 Other changes are:-
 - 3.3.1 Further savings of £0.5m in Adult Social Care due to early delivery of the 2019/20 savings plan and the management of demand in both Older People and Learning Disabilities;

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

Budget Management Update

Cabinet

Date: 20th March 2019

3.3.2 A further increase in the costs to support Children with disabilities to remain at home of £0.4m.

- 3.4 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.

Table 1 – Projected Outturn 2018/19

Department	Budget 2018/19 £'000	Full-Year Projected Outturn £'000	Projected Variance £'000	Movement since last report £'000
Adult Services	84,357	81,549	(2,808)	(605)
Children Services	34,230	42,040	7,810	482
Communities and Housing	26,145	25,603	(542)	(15)
Economy	(2,277)	(2,384)	(107)	(25)
Resources	20,395	18,993	(1,402)	(133)
Corporate	(22,626)	(25,577)	(2,951)	(1,002)
Total General Fund	140,224	140,224	0	(1,298)

4. Toothill Farmhouse

- 4.1 At the meeting of the Council on 8th November 2018 (Council minute 55 refers), the Cabinet Member for Finance was requested to bring a report to Cabinet addressing issues raised in the petition entitled “Protect the Toothill Farmhouse”. The specific issues requested to be covered are set out below.
- 4.2 Giving the Toothill Junior Youth Club some certainty of tenure by agreeing with them a long term fixed lease on the Farmhouse.
- 4.2.1 Lease renewal terms have now been agreed with the Toothill Junior Youth Club for a fixed term for the Toothill Farmhouse and the proposed new lease is currently being drafted.
- 4.3 Setting out the steps needed to make the Toothill Farmhouse an Asset of Community Value.
- 4.3.1 The process for nominating assets of community value is set out in Appendix 2 - Assets of Community Value – Community Right to Bid nomination form. This form is published on the Council’s website.
- 4.4 Agreeing that the Toothill Farmhouse will not be further leased or disposed of and commit the site to its existing use.

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

Budget Management Update

Cabinet

Date: 20th March 2019

4.4.1 The Toothill Farmhouse Annex and the Toothill Farm Barn are also located on the same land parcel. It is proposed that the Toothill Farmhouse Annex is leased to a third party and discussions are currently being conducted with an early years' education provider in relation to this. In addition the Toothill Farm Barn is and will continue to be leased to the First Toothill Scout Group. The uses of both the Toothill Farmhouse Annex and the Toothill Farm Barn are in accordance with the existing planning uses as agreed by the Motion.

5. Social Value and Procurement

- 5.1 At the meeting of the Council on 20th September 2018 (Council Minute 42 refers) the Cabinet Member for Finance was requested to provide an update to the October 2013 Cabinet Report in respect of how procurement may continue to benefit local suppliers through the The Public Services Social Value Act (2012) and bring a report to Cabinet in respect of how procurement may grow and provide increased benefit to local suppliers within The Public Services Social Value Act.
- 5.2 The Public Services (Social Value) Act 2012 came into force on 31st January 2013. It places a requirement on public bodies to consider how services over the EU procurement threshold, which they commission and procure can also secure wider social, economic and environmental benefits in the area in which they operate. The Act applies to public service contracts and framework agreements to which the Public Contracts Regulations 2015 apply.
- 5.3 The potential application of social value criteria is linked to the commodity or service being commissioned and therefore should be identified during the development of the commissioning strategy which then informs subsequent procurement routes.
- 5.4 To be considered lawful social value questions must be proportionate and linked to the subject matter of the procurement noting that some commodities and services do not always lend themselves well to this (e.g. software infrastructure such as Microsoft). In addition, collaboration with other public bodies can sometimes limit the potential for social value for a specific area.
- 5.5 The following social value related commissioning activities have been undertaken since 2013:
- 5.5.1 A revised guidance note has been published within the Commissioning Toolkit to assist Council Officers to evaluate social value and has been updated to reflect the Councils current priorities and outcomes sought, which includes reference to "Supporting a thriving local economy such as utilising local suppliers, and employing local people".

Budget Management Update

Cabinet

Date: 20th March 2019

- 5.5.2 The potential application of social value criteria has been considered for all relevant procurements to seek opportunities to benefit Swindon and will continue to be.
- 5.5.3 Commissioners now consider the application of social value criteria beyond the statutory requirements where appropriate.
- 5.5.4 The standard procurement documentation, including gateway and quotation documents, includes prompts and commissioners guidance on the potential to maximise the benefit of the application of social value criteria in a proportionate and meaningful way.
- 5.5.5 The Commissioning Toolkit includes examples of standard social value evaluation questions that can be adapted by commissioners for specific tender exercises.

6. Alternative Options

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

7. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 7.1 The receipt of £3m as a result of a backdated VAT claim has enabled a balanced budget position and a reduction in the planned use of the cashflowing reserve required to support the 2018/19 budget.
- 7.2 The income from the VAT claim is one off and therefore is not a replacement for the continuation of the work required to manage costs in-year and to deliver savings in 2019/20. Any additional savings identified in 2018/19 will further reduce the planned use of the cashflowing reserve.

Legal and Human Rights Implications

- 7.3 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.

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

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

Budget Management Update

Cabinet

Date: 20th March 2019

Diversity Impact Assessment

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

Risk Management

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

8. Consultees

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

9. Background Papers

- 9.1 None

10. Appendices

- 10.1 Appendix 1: Forecast Outturn by Directorate 2018/19.
- 10.2 Appendix 2: Assets of Community Value – Community Right to Bid nomination form

11. Key Decision/Decision in Cabinet Work Programme

- 11.1 This is a Key Decision and is included in the Cabinet Work Programme for March 2019.

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Fund	Tier 1 Pillar	Tier 2 Function	Budget 2018/19 £'000	Full-Year Projected Out-turn £'000	Projected Variance £'000	Movement since last report £'000	Commentary on Reasons for Variance	
General Fund	Resources	Internal Audit and Health & Safety	891	744	(147)	(87)	Combination of accurate current structure forecasts for salaries, reduction in service costs and income from successful fraud case. Additional fee income.	
		Finance	5,296	4,576	(720)	(10)		
		Human Resources and Organisational Development	1,840	1,821	(19)	0	Receipt of one-off income from a VAT claim relating to prior years, which has enabled a balanced budget position and a reduction in the assumed use of the cashflowing reserve required to support the 2018/19 budget. Savings on vacancies. Crematorium income continues to be closely monitored and potentially there could be further decreases in the levels of income forecast.	
		Corporate	(22,626)	(25,577)	(2,951)	(1,002)		
		Digital Services and Corporate Programmes	8,287	7,978	(309)	(11)		
		Law & Democratic Services	2,854	2,792	(62)	(3)		
		Performance, Organisation Improvement and Communications	1,227	1,082	(145)	(22)	Underspend on running expense budgets in Communications.	
		Economy	Property & Assets	(2,231)	(6,584)	(4,353)	(1,135)	Additional Rental Income
			Strategic Growth	(3,326)	(3,546)	(220)	(25)	
			Town Centre	557	482	(75)	0	
	Children Services	Routes to Employment & Libraries	492	680	188	0	Increase in costs relating to libraries if £15k and reduction in savings against Supported Employment of £30k.	
		Skills & Attainment	(2,277)	(2,384)	(107)	(25)		
	Adult Services	Children, Families and Community Health Services	2,307	2,260	(47)	45	The increase in pressure relates to an increase in the cost to support Children with Disabilities to remain at home.	
		Adults	2,056	1,965	(91)	(4)		
		Public Health	29,867	37,815	7,948	441	Continued early delivery of the 19/20 savings plan and management of demand in both Older People and Learning Disabilities. Vacant posts held as part of required 19/20 savings plan. The public Health ringfenced budgets do not require the planned contribution from general fund for 18/19.	
		Communities and Housing	Adults	34,230	42,040	7,810		482
	Communities and Housing	Streetsmart and Supported Employment	70,827	68,311	(2,516)	(454)	Further reductions in the cost of Privately Rented houses for homeless families has increased savings More efficient use and purchasing of highways materials. Operational cost pressures at Lydiard	
		Housing Services	13,530	13,238	(292)	(151)		
		Highways & Transport	84,357	81,549	(2,808)	(605)		
		Planning, Regulatory and Heritage Services	15,871	15,631	(240)	2		
		Facilities Management	402	96	(306)	(35)		
			7,792	7,684	(108)	(14)		
	General Fund Total			925	1,174	249	32	
			1,155	1,018	(137)	0		
			26,145	25,603	(542)	(15)		
			140,224	140,224	0	(1,298)		
Health	Health Adults	Health Adults	5,858	5,441	(417)	0	Demand for Funded Nursing Care grant has fallen significantly below estimates. Funding from Swindon CCG is revised in line with health spending.	
		Health Adults funding	(5,858)	(5,441)	417	0		
	Health Childrens	Children's Health Delivery Services - CCG	1,852	2,167	315	0	Pressure relates to the Complex care service, there has been an increase in demand and support is being provided through an external agency. The Service has now transferred to GWH therefore the pressure has reduced.	
		Funded - Expenditure	(1,852)	(2,167)	(315)	0		
		Children's Health Delivery Services - CCG	3,599	3,714	115	0		
		Funded - Income	(3,599)	(3,397)	202	0		
Health Total			0	317	317	0		
Dedicated Schools Grant	DSG Commissioning	DSG Skills and Attainment	87,205	83,779	(3,426)	(86)	Increased underspend on Post 16 pupils (£45k) as pupils unlikely to now take up a placement and increase in income expectation for Admissions (£102k). Decrease in expenditure partially offset by an increase in demand for High Need top up payments by a number of settings £77k.	
	DSG Commissioning	DSG Skills and Attainment	(87,205)	(83,815)	3,391	0		
Dedicated Schools Grant Total			0	(35)	(35)	(86)		
Housing Revenue Account	Housing Revenue Account	Supervision & Management	(35,565)	(35,373)	192	(13)	Savings on staffing and licence costs (£76k), have been partly offset by pressures on lost rents and council tax costs as a result of voids, leaving a net saving of £13k	
		Special Services	450	277	(173)	(4)		
		Repairs	10,115	10,509	394	(164)	Although recharges to Corporate Property have reduced, work to capitalise the cost of jobs that are more extensive than revenue repairs has reduced the potential overspend by £164k	
Housing Revenue Account Total			25,000	25,000	0	0		
			0	413	413	(181)		

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For Swindon Borough Council Use Only

Reference allocated: []

Date received: [/ /20]

Assets of Community Value – Community Right to Bid**Swindon Borough Council Nomination Form**

References in this form to the 'Act' are references to the Localism Act 2011 and references to a 'regulation' or to 'the Regulations' are references to The Assets of Community Value (England) Regulations 2012

1. Your Organisation

Name of your organisation:	
Contact name:	
Position within the organisation:	
Address:	
Telephone:	
Email:	

2. Eligibility to nominate

A nomination can only be made by (a) a Parish Council in respect of land in its area or (b) a voluntary or community body (as defined in regulation 5) with a local connection (as defined in regulation 4). Please explain why you consider that your organisation is eligible to make a nomination and provide evidence in support.

--

3. **Description of the asset**

Please provide a description of the nature, current use and location of the building or other land you are nominating including its boundaries and where appropriate the address and postcode. If possible please attach a plan and state that you have done so.

--

4. **Ownership and occupation**

Please provide a statement of all the information you have about the ownership and occupancy of the nominated asset including:

Name(s) of the current occupant(s):	
Name(s) and current or last known addresses of all those holding a freehold or leasehold estate in the asset (if known):	
If you have obtained ownership information from the Land Registry, please attach it and state that you have done so:	

5. Community Value

Please explain as fully as possible why you believe that Swindon Borough Council should conclude that the asset you are nominating is land of community value in accordance with section 88 of the Act and regulation 3.

--

6. Signature and Submission

Please sign and date the form where indicated below or you may type your name if submitting this form electronically. By submitting the form you are confirming that the information provided is correct and complete to the best of your knowledge and belief.

Name:	
Signature:	
Position held:	
Date:	

Completed forms and attachments should be sent via email to:

Rob Richards

r-richards@swindon.gov.uk or by post to:

Head of Property Assets,
Swindon Borough Council,
Civic Offices,
Euclid Street,
Swindon
SN1 2JH

Please list all the documents that you are attaching or enclosing below

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Please Note:

In order for Swindon Borough Council to process your nomination it must have sufficient information. It is your responsibility to ensure that you complete this form fully and accurately having regard to the provisions of the Act and the Regulations. Inadequate or inaccurate information may lead to a rejection.

Please direct any queries about completing this form to:

Kathy Sherratt

Tel: 01793 463515

ksherratt@swindon.gov.uk

Head of Operational Assets
Swindon Borough Council,
Civic Offices,
Euclid Street,
Swindon
SN1 2JH

Capital Monitoring Quarter 3 2018/19

Cabinet

Date: 20th March 2019

Authors: Cabinet Member for Finance

Director of Finance

Wards: All

Parishes Affected: All

1. Purpose and Reasons

- 1.1 This report presents the third quarter's monitoring position for the Council's capital programme and some proposed changes to the programme.
- 1.2 The effective management of financial resources through robust financial management processes underpins the Council's ability to achieve its plans and priorities.
- 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 Note the changes detailed at paragraphs 3.2 to 3.3 and approve the required funding adjustments
- 2.3 Approve the additions to the programme noted at section 3.4.
- 2.4 Note the changes to the HRA capital programme detailed at paragraph 3.5 and approve the required funding adjustments

3. Detail

Capital Programme – 2018/19 monitoring

- 3.1 Table 1 below shows the current status of the 2018/19 capital budget and forecast outturn position. The significant budget movements are detailed in paragraphs 3.3 to 3.5 below. Table 2 shows how the capital programme is being funded.

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

Capital Monitoring Quarter 3 2018/19

Cabinet

Date: 20th March 2019

Table 1 - Budget Forecasts and Variances

Service	Budget Remaining 2018/19 Onwards	Forecast Scheme Spend to Completion	Projected Variances
Group	£'000	£'000	£'000
Community Works	1,174	1,035	(139)
Corporate Projects	66,162	67,100	938
Section 106	9,329	9,329	-
Schools	16,598	16,694	96
Social Care	1,250	1,250	-
Transport	110,623	110,623	-
Total General Fund	205,136	206,031	895
HRA	64,213	64,418	205
Service Totals	269,349	270,449	1,100
New approvals	-	2,514	2,514
Revised Total programme	269,349	272,963	3,614

Table 2 - Capital Programme funding

	Current Funding Requirement	New Funding Required	Amended Funding Requirement
	£'000	£'000	£'000
Balance to be financed:	269,349	3,614	273,420
Capital Receipts	11,193	119	11,312
Section 106 Deposits	11,942		11,942
Grant Funding	130,973	690	131,663
Revenue Contributions	9,568	4	9,572
HRA balances	37,673	205	37,878
Salix funding (Interest free loan)	6,000		6,000
Invest to save borrowing repaid from future revenue budgets		420	420
Increase in Borrowing Requirement	62,000	2,176	64,176
Total	269,349	3,614	272,963
There is a revenue impact from the additional borrowing of circa £174k			

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

Capital Monitoring Quarter 3 2018/19

Cabinet

Date: 20th March 2019

Projected Variances

3.2 Cabinet is asked to note the following variances to projects within the capital programme. Appendix 1 contains details of all schemes in the capital programme, including those highlighted in previous Cabinet reports, together with their forecast closing position. Cabinet has not previously been advised of variances on the schemes noted below:

3.2.1 Underspends / removals from the current programme

- Grounds maintenance equipment (line 3) – underspend of £139k related to procurement savings reducing the need for borrowing.
- Self-Build scheme (line 45) budget £457k. Officers are proposing that this scheme is removed as it is not a project that is being actively progressed.

3.2.2 Schools programme total overspend of £96k funded from Education Basic Need Grant.

- Orchid Vale PFI expansion (line 102) – underspend of £40k, the project is now complete and final accounts are being agreed.
- Brimble Hill expansion (line 93)) – overspend of £36k as a result of a revised estimate being provided by the contractor
- Education Other Than At School (EOTAS) new provision (line 100) – an overspend of £100k related to higher than anticipated IT costs

3.2.3 Farringdon Road (line 26) – forecast overspend of £119k is covered through additional income from unit sales.

Variations to current approvals

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

3.3.1 At Cabinet in March 2018 (min 95 (3) & (4) refers) a budget of £5m was approved for the purchase and refurbishment of Chalkdown House with the purpose to convert into a residential care home. The owners of Chalkdown subsequently withdrew the property from the market and since then officers have been researching a suitable alternative.

3.3.2 It is proposed that the funding is now used to build a 24 bedroom extension and associated accommodation to Fessey House Residential Care Home (Line 44). An outline plan shows that there is sufficient land within the existing site. If approved officers will arrange for detail costings to be completed for June Cabinet. The expectation is that the required budget will be less than the £5 million currently approved.

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

Capital Monitoring Quarter 3 2018/19

Cabinet

Date: 20th March 2019

Additions to the Programme

3.4 Cabinet is asked to approve the following additions to the existing programme:

- 3.4.1 Special Education Needs and Disability (SEND) - £455k funded from grant. Cabinet will be aware that on the 4th March 2017 the Department for Education (DfE) announced allocations specifically for capital investment in provision for pupils with SEND. Swindon was allocated £978k over three years from April 2018 (£326k per year). The DfE announced a further share of £50m for SEND capital investment of which Swindon received £227k to be used in 2019/20, and in January 2019 another allocation for Swindon of £455k. It is proposed to add this to the existing budget and allow it to be bid for in line with the processes already established.
- 3.4.2 Car Park Lighting - £420k repaid from savings over 15 years. It is proposed to replace the lighting in 6 multi-storey car parks with LED alternatives, and to incorporate sensors & timers to provide more efficient lighting during opening hours. LED lights generally reduce annual electricity costs, currently a £167k budget in 2018/19, by 60% and there will be additional savings in maintenance costs. The installation will take circa 3 months from the start of the work. It is proposed to fund this from borrowing over 15 years. Savings are estimated at circa £70k p.a. after loan and interest payments.
- 3.4.3 Pothole repairs - £139k funded from grant. The Department for Transport has advised the Council that it will receive £139k of Pothole Action grant funding to repair potholes. It is proposed to include this within existing Highways budgets to deliver improvements on the roads.
- 3.4.4 Health Hydro - £1.5m funded from borrowing. The Council and GLL (Health Hydro operator) have undertaken an options appraisal, including a preventative maintenance report, to establish the future for this building. The report identified that £1.5m needs to be invested to maintain the building over the next 5 years. This is a precursor to pursuing the recommendations contained in the options appraisal that will secure a sustainable long term future for the building.

HRA schemes

- 3.5 Hawthorn, Gorse Hill (line 167) – overspend of £205k. This project is nearing completion, and has experienced an overspend due to ground contamination and the required control measures necessary to allow construction on the site. The will be funded from HRA reserves.

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

Capital Monitoring Quarter 3 2018/19

Cabinet

Date: 20th March 2019

4. Alternative Options

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

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 5.1 The increase in the capital budget of £3.614m, includes additional net borrowing of £2.176m which will result in an additional cost pressure of £174k in the general fund capital financing budget (based on a typical 25 year repayment profile).

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 Interim Director of Law (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 2018/19 Schemes

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

Capital Monitoring Quarter 3 2018/19

Cabinet

Date: 20th March 2019

9. Key Decision/Decision in Cabinet Work Programme

- 9.1 This is not a key decision and is included in the Cabinet Work Programme for March 2019.

Ref	Scheme Name	18/19 Budget Remaining £000's	18/19 Actual Spend £000's	Projected Outturn for Report £000's	Projected Variance for Report £000's
1	Asset Liability Management	106	21	106	-
2	Flood Defence Grant	104	-	104	-
3	Grounds Maintenance Equipment	139	-	-	(139)
4	Hay lane Caravan Site	111	-	111	-
5	Hodson Road embankment stabilisation	326	1	326	-
6	Playground Refurb	8	8	8	-
7	Private Sector Renewal Grants	300	32	300	-
8	Village Centres 13/14	80	1	80	-
	Community Works	1,174	63	1,035	(139)
9	A419 Sound Barrier - Feasibility	15	-	15	-
10	Asbestos Management	280	21	280	-
11	Aspen House	122	13	122	-
12	Avaya Telephony Replacement	330	-	330	-
13	Barbury Castle	223	-	223	-
14	Barnfield Solar Scheme	2,025	686	2,025	-
15	Buildings Demolition & Redevelopment	484	-	484	-
16	Capital Repairs and Maintenance	2,362	899	2,362	-
17	Carriage works Unit 3 @ Railway Village	(249)	26	23	272
18	Carriage works Unit 5 @ Railway Village	1,078	1,050	1,078	-
19	Carriage works Unit 7, 9 & 11 @ Railway Village	3,598	39	3,598	-
20	Cavendish Square - Acquisition	3,300	3,270	3,300	-
21	Children's ICS Project	560	156	560	-
22	Contribution to Superfast Broadband	240	-	240	-
23	Disabled Facilities Grant	1,192	891	1,192	-
24	Drakes Meadow Park property purchase	5,785	5,789	5,789	4
25	Equity Share Properties	250	15	250	-
26	Faringdon Road 1-3	157	207	276	119
27	Feasibility Studies	261	(75)	261	-
28	HR & Finance System	3,500	-	3,500	-
29	IT Infrastructure	1,100	369	1,100	-
30	Kimmerfields - CPO	2,753	(28)	2,753	-
31	Kimmerfields - site access road	1,500	-	1,500	-
32	Localities - buildings	6	-	6	-
33	Lydiard House	850	39	850	-
34	Lydiard House - Pool	100	-	100	-
35	Lysander House	63	-	63	-
36	Mechanics Institute	4	4	4	-
37	Moredon Recreation - Multi Sports Hub	3,650	72	3,650	-
38	Museum Artefacts Storage	146	-	146	-
39	Net Work Rail Land Purchase	5,300	1,100	5,300	-
40	NWOW IT	44	25	44	-
41	Office Accommodation	32	20	32	-
42	Redevelopment of Dorcan House / Eldene Shopping Centre	250	2	250	-

43	Regulatory & Statutory Services Case Management System	75	19	75	-
44	Extension of Fessey House	5,000	4	5,000	-
45	Self Build	457	-	-	(457)
46	Skype for Business	127	26	127	-
47	SMAG	4,817	16	4,817	-
48	Stronger Together	319	-	319	-
49	Waterside Depot - Proposed New Road Layout	709	8	709	-
50	Waterside Fleet Vehicles	703	71	703	-
51	Wichelstowe District Centre	11,457	4,495	11,457	-
52	Wichelstowe District Centre - Housing Parcel Feasibility	72	-	72	-
53	Wichelstowe District Centre - Parcel 2 & 3	126	126	126	-
54	Wichelstowe J16 Improvements	989	3,589	1,989	1,000
	Corporate Projects	66,162	22,944	67,100	938
55	1 - 7 Purton Road	79	-	79	-
56	Angel Ridge Play Area	28	13	28	-
57	Brimble Hill	84	84	84	-
58	Bruce Street Bridges and Baileys Corner	-	-	-	-
59	CCTV	60	50	60	-
60	County Ground Athletics Track Resurface and Clubhouse	1,057	82	1,057	-
61	East Wichel Major Open Space	342	-	342	-
62	Ermin Street, Blunsdon	245	-	245	-
63	Flemming Way & Whalebridge	238	-	238	-
64	Great Western Community Forest	331	11	331	-
65	Green Spine	5	-	5	-
66	Greenbridge Road Mini Roundabout	38	6	38	-
67	Havelock Square - Public Realm	48	-	48	-
68	Highdown Play Area	39	-	39	-
69	Kingsdown Crossroads Traffic Signals	81	62	81	-
70	Landscape improvements ay Greenbridge & Blagrove	59	25	59	-
71	Mouldon Hill Country Park	371	-	371	-
72	NDA - Management of Protected Species Reserve	43	-	43	-
73	North Star roundabout and Cocklebury Roundabout Great Western Way	1,665	-	1,665	-
74	Oakhurst way Crossing	71	34	71	-
75	Pentylands Country Park	35	-	35	-
76	Reception remodelling at Steam Museum	1	-	1	-
77	Regent Circus Highway Improvements Scheme	167	-	167	-
78	Spring Gardens Refurbishment	106	17	106	-
79	St Marks Recreation Ground	101	-	101	-
80	STEAM - Operations & Retail Management System	2	-	2	-
81	STEAM Museum Frontage Improvements	6	3	6	-
82	Tadpole Farm Transport Projects	96	-	96	-
83	Thamesdown Drive Speed Amelioration	46	40	46	-

84	Transfer Bridges	3,474	-	3,474	-
85	Tree and Landscape Improvements	19	-	19	-
86	Wanborough Footpaths Upgrade	85	75	85	-
87	Wanborough Primary School	48	48	48	-
88	Whitbourne / Fessy Renovations	147	45	147	-
89	Wichelstowe Off Site Landscape and Nature Conservation	103	5	103	-
90	Wroughton War Memorial	7	7	7	-
91	WW1 Memorial Restoration Project	2	1	2	-
	S106	9,329	608	9,329	-
92	Bridlewood	350	1	350	-
93	Brimble Hill	64	-	100	36
94	Capital Works - St Luke's	775	208	775	-
95	Condition Works Identified within the Asset Management Plan	1,533	135	1,533	-
96	Crowdys Hill	1,240	1,064	1,240	-
97	Devolved Formula Capital	287	287	287	-
98	Early Years places - Tick Tock Nursery - Mobile Replacement	130	130	130	-
99	Early Years provision Grow 2gether disadvantaged 2 Year Olds	140	136	140	-
100	EOTAS	1,124	1,159	1,224	100
101	Headlands School	505	5	505	-
102	North Swindon Primary School 1FE - Orchid Vale PFI Expansion	60	(10)	20	(40)
103	Oliver Tomkins Primary School and Nursery	40	40	40	-
104	Plas Pencelli Lodge Extension	260	193	260	-
105	PRU Conversion - St Luke's	225	-	225	-
106	Special Education Needs and Disability Capital Investment Fund	978	249	978	-
107	William Morris Primary School	8,887	788	8,887	-
	Schools	16,598	4,385	16,694	96
108	ASC Equipment	411	-	411	-
109	Estate Rationalisation - CSS systems upgrade	492	174	492	-
110	Extra care sheltered accommodation	112	-	112	-
111	H&SC Joint Working Projects	115	-	115	-
112	Housing Options - Shared Living Accommodation	120	-	120	-
	Social Care	1,250	174	1,250	-
113	Backlog Maintenance	456	11	456	-
114	Car Parks - Major Maintenance of MSCP	590	70	590	-
115	Concrete Light Column replacement	108	2	108	-
116	Cooperative Intelligent Transport Systems	114	1	114	-
117	Drainage Schemes	413	-	413	-
118	Footpath 5	185	2	185	-
119	Footway Maintenance	265	8	265	-
120	Gateway signage (incl car park directions)	328	2	328	-
121	Great Stall Bridge	34	34	34	-

122	Highways Asset Management Grant Elements 1 and 2	6	5	6	-
123	LED Street Lighting	7,600	-	7,600	-
124	Local Sustainable Transport Fund	547	436	547	-
125	LTP Bus Priority & Infrastructure	13	10	13	-
126	LTP Integrated - Traffic Management	987	29	987	-
127	LTP Maintenance	855	855	855	-
128	LTP Safety Schemes	581	105	581	-
129	LTP Sustainable Transport	117	1	117	-
130	M4 Junction 15	3,700	-	3,700	-
131	Mead Way Junction Improvements	3,986	206	3,986	-
132	NEV A420 Corridor - Gable Cross	3,969	116	3,969	-
133	NEV Greenbridge Roundabout	69	69	69	-
134	Non Highways Structures (bridges within parks etc.)	382	4	382	-
135	NON LTP Maintenance	695	(9)	695	-
136	NON LTP Traffic Signals	293	152	293	-
137	Pavement Condition Management	305	-	305	-
138	Rapid Transit - Quality Bus Corridors	9,056	1,639	9,056	-
139	Rights of way Improvement Plan	162	-	162	-
140	Road Markings	49	-	49	-
141	Sheppard Street Improvements	23	-	23	-
142	Southern Connector Road	10,765	335	10,765	-
143	Strategic Highways Model update (£200k/£200k/Nil)	66	-	66	-
144	Street Lighting	1,276	82	1,276	-
145	Structural Maintenance	798	131	798	-
146	Swindon Bus Exchange	2,892	193	2,892	-
147	Town Centre Parking Strategy	50	4	50	-
148	Union Square Car Park	163	-	163	-
149	Wellington Street Improvements	763	122	763	-
150	West of A419 - Package 2	1,956	19	1,956	-
151	White Hart Junction	27,754	390	27,754	-
152	Wichelstowe Southern Access	28,220	217	28,220	-
153	Wroughton Park and Ride bus entrance Traffic Signals Removal and other entry modifications	32	-	32	-
	Transport	110,623	5,241	110,623	-
	General Fund Total	205,136	33,415	206,031	895

154	Aids & Adaptations	1,486	738	1,486	-
155	Bathrooms	341	340	341	-
156	Bembridge Cl / Sycamore Gr	668	599	668	-
157	Brookfield, Highworth	79	8	79	-
158	Central heating	1,850	1,140	1,850	-
159	Contingent Major Repairs	625	72	625	-
160	Cranmore Ave, Park South	829	625	829	-
161	Electrics	969	517	969	-
162	Environmental & Communal Areas	27	3	27	-
163	Exceptional Extensive	2,900	(790)	2,900	-
164	External Walls	-	-	-	-
165	External/Entrance Doors	7	7	7	-
166	Fire Safety - Residential Flats	1,005	11	1,005	-
167	Hawthorn, Gorse Hill	438	643	643	205
168	HRA Acquisitions Programme	10,160	4,021	10,160	-
169	HRA Vehicle Acquisitions	312	258	312	-
170	Improvements	541	32	541	-
171	Kitchens	2,263	2,150	2,263	-
172	Penhill United Reform Church	2,011	1,220	2,011	-
173	Planned Maintenance	2,273	136	2,273	-
174	Queens Drive Regeneration	30,095	114	30,095	-
175	Refurbishment High-Rise Blocks	100	-	100	-
176	Roofs	500	3	500	-
177	Royal British Legion, Penhill	642	203	642	-
178	Scooter stores sheltered	266	(79)	266	-
179	Sussex Place	1,812	7	1,812	-
180	Townsend House	821	18	821	-
181	Ventnor Close	30	-	30	-
182	Windows	1,163	535	1,163	-
	HRA	64,213	12,531	64,418	205
	Council Overall Total	269,349	45,946	270,449	1,100

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Swindon's Art and Museum collections and cultural provision

Cabinet

Date: 20th March 2019

Author: Cabinet Member for the Town Centre

Wards: All

Parishes Affected: All

1. Purpose and Reasons

- 1.1 Swindon has both a rich heritage and an established arts and cultural offer. This offer is diverse, and is currently provided at a number of locations, some with limited visibility. Some of the facilities housing historic or cultural items and activities are difficult to access and in need of investment, meaning that the time is now right to consider a co-ordinated and cohesive strategy for how heritage, arts and culture are accessed in the future.
- 1.2 The most immediate priority is the Swindon Museum and Art Gallery (Swindon MAG). The Council owns and operates Swindon MAG, which houses an outstanding modern art collection of national importance, alongside largely locally-sourced artefacts of historic significance. The collections deserve greater visibility, bringing cultural and educational benefits to a wider audience. Officers have worked hard to assess options to achieve this outcome.
- 1.3 Moreover, in line with the adopted Town Centre Masterplan, great potential exists for the development of a wider cultural quarter and civic offer focussed around the Wyvern\Old Town Hall\Regent's Circus area. This report recommends that work is undertaken towards scoping a comprehensive cultural quarter providing a permanent solution. This will also give the best opportunity to display the collection and ensure the long term sustainability of Swindon MAG.
- 1.4 In the meantime, the Council will ensure that every opportunity is taken to showcase its collections, including improving accessibility to its artworks and artefacts in different locations. Also, following the motion at Full Council on 24th January which agreed to *"ask the Leader of the Council (to) present a report to Cabinet considering the options of how the Council can organise Swindon's own trail with sculptures decorated by local artists and use it to raise money for the GWH Brighter Futures appeal"*, it is proposed that a Member Working Group be established to determine how this project could be taken forward, unlocking opportunities for private sector sponsorship.

Further information on the subject of this report can be obtained from Richard Bell
Direct Dial Telephone Number (01793) 466706, rbell@swindon.gov.uk.

Swindon's Art and Museum collections and cultural provision

Cabinet

Date: 20th March 2019

2. Recommendations

Cabinet is recommended to:

- 2.1 Approve the production of a viable and deliverable masterplan for a rebuild of the Wyvern Theatre that includes (but is not limited to) a theatre, a new civic focus and a replacement Swindon Museum and Art Gallery, as a cultural quarter for Swindon, informed and supported by a masterplanning exercise to be funded through a Swindon and Wiltshire Local Enterprise Partnership (SWLEP) grant of £250,000.
- 2.2 Endorse the principle that appropriate items from Swindon's art and museum collection should be displayed at 'pop up' or rotating exhibitions within heritage and civic buildings around the town and, subject to relevant safeguards being in place, be made available for local business display.
- 2.3 Approve a one off budget of up to £100,000 to support the use of space for this wider display of existing art and museum artefacts.
- 2.4 Approve a budget of up to £400,000 to undertake essential improvements at the Swindon MAG at Apsley House.
- 2.5 Approve a new Council pledge that "Every Child will be encouraged to visit the Council's museums including the Swindon Museum and Art Gallery as a learning opportunity while they are at school".
- 2.6 Endorse the Council's role as a facilitator to support accessible art and culture including short term sculpture trails, which promote local talent, and may be auctioned for charitable causes.

3. Detail

Swindon Museum and Art Gallery

- 3.1 This section details the work undertaken towards finding a preferred option for the Museum and Art Gallery (MAG); outlines costings around that development and fit out; and details funding requirements.
- 3.2 Swindon MAG is currently located at Apsley House on the corner of Bath Road and Victoria Hill in Old Town. The premises provides for several small rooms in which artefacts are displayed on a themed basis alongside a gallery in which the art collections are rotated. A store exists within the building for artwork that is not on display. Museum artefacts that are not housed at Swindon MAG are stored at one of two off-site locations.

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Swindon's Art and Museum collections and cultural provision

Cabinet

Date: 20th March 2019

3.3 Apsley House constrains Swindon MAG in fulfilling its potential. The building has:

- Seven split levels throughout
- Limited accessibility to some of the rooms
- A rigid and compartmentalised internal structure which lacks flexibility
- Limited capacity for improvements to be made to displays or interpretation
- No active frontage
- Poor signage
- Very little physical capacity for commercial opportunities
- High maintenance costs, and
- Poor working conditions for staff.

3.4 Although a much loved local facility, the visitor experience at Swindon MAG falls well short of what would be expected from a modern museum. Swindon MAG's potential for reaching a wider audience and providing the environment that the artwork in particular commands, is limited. Space is at a premium and school visits are not easy to accommodate. Whilst measures are being put in place to assist the Council's other historic venues (Lydiard and STEAM) in reducing operational costs, without investment the potential for income generation at Swindon MAG's current location is limited. In the last year Swindon MAG attracted only 14,000 visitors compared to around 90,000 at STEAM, despite operating at a cost to the Council of £200,000 per annum. The subsidy per visitor is therefore approximately £14 per person, and this is not sustainable given our current financial challenges. Average daily visitor numbers are around 55 on the days when the museum is open, with only one exhibition in the last four years seeing daily visitor numbers exceed 70.

3.5 Over the last six months, the Council has undertaken an appraisal of potential alternative locations for Swindon MAG. This work has assessed criteria such as location, ease of conversion, ownership, costs, the potential for expansion \ income generation and deliverability.

Stage 1 Options Appraisal

3.6 The Stage 1 Options Appraisal assessed 17 alternative locations for Swindon MAG. The work included an invitation to stakeholders and residents to submit options for assessment, and all options put forward were evaluated.

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Swindon's Art and Museum collections and cultural provision

Cabinet

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- 3.7 A number of options were popular with stakeholders, but have had to be discounted from further assessment as a permanent home for Swindon MAG. Of these, the Carriage Works was discounted due to excessive insurance requirements and fit out costs, and concerns about the level of visitor numbers to justify an estimated spend of £11.1m. The Mechanics Institute would also be too costly to renovate, and is not in the Council's ownership. Options involving town centre retail space are also owned by third parties. This ownership challenge, even on a 20+ year lease would not provide the ongoing certainty required for the investment that the Council would have to make. It is, therefore, not appropriate to proceed with these sites as a permanent home. The museum staff and the Cabinet member are keen to think creatively and it is proposed that further investigations take place on the possibility of developing a hybrid approach, where 'pop up' exhibitions and displays of the art and museum artefacts could take place.

Stage 2 Options Appraisal

- 3.8 The appraisal work informed a shortlist of five options that were taken forward for further consideration at Stage 2. A 'do nothing option' was discounted on the basis that it would lead to the steady decline of Swindon MAG, and potentially its eventual closure. Likewise an option of constructing a dedicated standalone Museum and Art Gallery envisaged through the recent Heritage Lottery Fund (HLF) bid was discounted as it is not viable. The five options considered in more detail were:

- Option 1 – Conversion of part of the former Town Hall for the Museum and Art Gallery
- Option 2 – Conversion of Wyvern House (otherwise known as Clarence House) for the Museum and Art Gallery
- Option 3 – Conversion of part of the first floor of the Civic Offices for the Museum and Art Gallery
- Option 4 – Split facility with museum in Old Town Hall and Art in the Civic Offices
- Option 5 – Improvements to the existing facility at Apsley House

- 3.9 These options focus provision into a facility that is:

- in Council control
- close to other cultural facilities

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Swindon's Art and Museum collections and cultural provision

Cabinet

Date: 20th March 2019

- able to be converted and operated at comparatively low cost
- potentially available
- would not conflict with other potential uses or income streams, and
- accessible.

3.10 Work was then undertaken to understand opportunities and barriers around these options, including design development and an assessment of costs, which are summarised below.

Option 1 – Conversion of part of the former Town Hall for the Museum and Art Gallery

- Significant benefits around co-location with the library, potential for shared resources and the use of an important heritage location, which is owned by the Council.
- Conversion cost estimated at £1,471,000.
- Tenants on long term leases make this option unachievable.

Option 2 – Conversion of Wyvern House (otherwise known as Clarence House) for the Museum and Art Gallery

- This option would make use of Wyvern House (also known as Clarence House), which forms eastern side of Wyvern Square and is owned by the Council.
- Significant benefits around close proximity to the library and theatre.
- Conversion costs estimated at £1,604,000.
- Existing leases define the parts of the building that would be available for Swindon MAG.

Option 3 – Conversion of part of the first floor of the Civic Offices for the Museum and Art Gallery

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Swindon's Art and Museum collections and cultural provision

Cabinet

Date: 20th March 2019

- Much of the Civic Office building is now vacant with the consolidation of staff to other buildings.
- Owned by the Council with a staffed reception.
- This option focusses on the use of upper floors of the Civic Offices including possible internal reconfigurations and accessibility improvements.
- Conversion costs are estimated to be around £1,864,000.

Option 4 - Split facility with museum in Old Town Hall and Art in the Civic Offices

- Option 4 would be to separate the museum and art gallery elements, onto two sites.
- Sufficient space is likely to be available at the sites for the split option, and both buildings are accessible.
- Together the costs for this option are £1,768,000.

Option 5 – Improvements to the existing facility at Apsley House

- 3.11 Without improvement, the existing Swindon MAG facility in Old Town is not well suited to the modern display of museum artefacts or art. The building is also physically constrained which is diminishing its potential to enable access to the collections, and to develop income streams. It is estimated that the facility requires a modest level of investment to deliver the improvements that are needed to bring it up to an appropriate standard, and also enable essential repairs to be undertaken as they arise. With investment, the existing Swindon MAG has the potential to improve the visitor experience, but only once on-site storage and access solutions are resolved.
- 3.12 In this option, the facility at Apsley House would remain, with improved storage space. With investment, the Swindon MAG could become more accessible to all, could benefit from income streams associated with the hire of the Gallery space, and could diversify/expand the activities that take place there. To build on this potential, it is anticipated that capital works would need to be undertaken. These works should be limited to those that are essential for the continued, and improved, operation of the facility and are likely to include enhanced accessibility, updated security and other building works.

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Swindon's Art and Museum collections and cultural provision

Cabinet

Date: 20th March 2019

- 3.13 The level of investment and subsidy required to support this investment is anticipated to be substantially lower than the other evaluated options, and would provide an improved Swindon MAG facility until any wider redevelopment takes place. Initial indications are that these works will amount to no more than £400,000. As Apsley House is a listed structure with a complex internal layout these works will require careful consideration. The next step is to take initial cost estimates and firm up detailed feasibility and costings for a programme of work to the facility. This solution also defers the issue of what to do with Apsley House if it was no longer used as the MAG, its listed status meaning that it is more challenging to put it to an alternative use.

Additional considerations

A wider redevelopment opportunity

- 3.14 The area around, and including, the Wyvern Theatre is tired and in need of investment. The latest condition survey for the Wyvern Theatre provides evidence that the building will likely reach its end of life by 2026/27. Significant maintenance, accessibility and improvement works would be required to enable the Wyvern to continue as a functioning theatre. The HLF bid focused on construction of a new dedicated Museum and Art Gallery, and did not consider the future of the Wyvern.
- 3.15 The Town Centre Masterplan identifies the area incorporating Regent Circus, the Old Town Hall and Library, Wyvern Square, the Wyvern Theatre and associated car parks as having the potential to develop a wider Cultural offer. In addition to the theatre, a number of buildings in this area are becoming tired, and have a limited lifespan. The old Wyvern multi-storey Car Park has also been demolished.
- 3.16 In a report to Swindon and Wiltshire Local Enterprise Partnership (SWLEP), Swindon Borough Council has re-stated its commitment to identifying, and working to develop, a scheme which will address the issue of housing its art collection, within the context of developing a wider cultural offer in Swindon town centre. SWLEP funding of £250,000 has been therefore been made available and the Council, working with partners, will use the funding to develop a detailed masterplan for this area, focussing on consolidating the cultural, civic and community offer as a redeveloped Cultural Quarter. The masterplan will include the relevant financial and viability assessments needed to support a delivery strategy for the Cultural Quarter, which is likely to require, and include, some enabling development. The sale and/or redevelopment of the civic offices will comprise part of the viability requirement to contribute to the cost of the new Cultural Quarter. The outcome is intended to include a replacement Wyvern Theatre with an increased capacity to enable Swindon to attract performances for which it currently has no suitably sized venue, and sufficient provision for a

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permanent solution for both civic functions and a new MAG. A replacement theatre will also allow the Council to review the current levels of subsidy and rent associated with the existing facility.

- 3.17 The HLF bid assumed a total project cost of £22m for a stand-alone new MAG facility that was three times larger than today's Swindon MAG. The cost of a smaller museum and art gallery representing an increase in available space as part of a wider development scheme would be substantially lower.
- 3.18 It is anticipated that as this work progresses to a more granular level of detail, working \ advisory groups should be established to ensure that the needs of potential users of the new facilities are taken into account, and that there is appropriate Member involvement.

Pop Up exhibitions – 'Art on Tour'

- 3.19 The key to increasing accessibility to the collections and freeing space at Apsley House may be to develop one or more satellite facilities in or around the town centre to house art or artefacts 'on tour'. It is anticipated that these facilities would be in Council owned buildings that are already staffed, and where access is controlled by a reception. Of these, space could be made available now at low cost in the Civic Offices and STEAM for permanent, but rotating art displays. If the existing facility at Apsley House is to be improved, then rotating or 'pop up' exhibitions must be viewed as a crucial supporting part of that option. The cost of this provision will amount to no more than £100,000, and work remains ongoing to determine the precise figure. It is anticipated that the first of these exhibitions could be curated and in place by the end of the summer.
- 3.20 In addition to increasing visibility and exposure to our collections, there is clearly a need to provide a more commercial ethos to the Swindon MAG. By taking stored art from Apsley House the space for hire would be increased which will ensure that Swindon MAG is in a better position to capitalise on its position as a learning resource for schools.
- 3.21 Another aspect of 'art on tour' is the potential for Swindon to develop and showcase short term installations or sculpture trails in public areas, such as the Elephant Parade in London, the 'SuperLambBanana' in Liverpool and the Wallace and Gromit trail in Bristol. These installations typically involve local artists decorating identikit cast pieces which are then displayed in prominent locations for a period of time before being auctioned with profits going to charitable causes.
- 3.22 The benefits of such an installation are significant, creating interest around the Borough and providing an educational and leisure resource. Typically, art

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Swindon's Art and Museum collections and cultural provision

Cabinet

Date: 20th March 2019

installations are funded through private sponsorship. The Council does not have a budget for this type of activity but is keen to provide support through facilitation, by providing relevant advice and assistance for funding bids, and by co-ordinating the regulatory elements of the installation through its Event Safety Advisory Group (ESAG) to ensure that its responsibilities are discharged in a consistent and expeditious manner.

- 3.23 To take this project forward, a Member Working Group is proposed to be established, which will seek to investigate options for the management and funding of such an initiative.

Maximising our Education experience

- 3.24 The STEAM museum operates a successful and intensive education programme with no financial burden on the Council's base budget. This resource has built up over a long period of time and is able to adapt to changes in emphasis in the National Curriculum. It is proposed that STEAM and Swindon MAG work more closely together, including sharing resources and expertise in both this area, and in developing events and publicity.
- 3.25 It is accordingly proposed that an additional pledge is adopted with the objective of maximising the use of our museums as a learning resource.
- 3.26 Another area to be explored, which would improve accessibility to work from the collection and develop a modest income stream would be to hire works to interested businesses, subject to appropriate criteria being in place to cover their display.

4. Alternative Options

- 4.1 The Council could decide not to progress improvements to the cultural and heritage offer in Swindon, and not to invest in the art and museum collections at Swindon MAG. By failing to consider a context for the longer term sustainability of Swindon's cultural offer, the Council would run the risk of being unable to provide the leisure and learning environment that contributes not only to social development, but also vibrancy, realm and a sense of place. Without a properly planned and costed strategy for a cultural and civic focus, we will find ourselves in a much weaker position when the Wyvern Theatre and Wyvern House (Clarence House) need to be replaced.
- 4.2 The current operating model for Swindon MAG is unviable. Without investment, the current facility at Apsley House has little scope for generating income and without income is unsustainable. A number of options for relocation have been

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Swindon's Art and Museum collections and cultural provision

Cabinet

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assessed against a range of criteria, and costed for conversion of certain town centre buildings. This work has assessed the potential for Swindon MAG to relocate in its entirety, to relocate to split sites, to stay where it is, and to develop a more visible presence with satellite exhibitions.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

SWLEP funding of £250,000 is available and would be used to develop a viable and deliverable masterplan for a cultural and civic quarter for Swindon.

Investment in delivering 'art on tour', and in essential improvements to the existing SMAG is based on relevant costings, is expected to amount up to a maximum of £500,000 in total.

Legal and Human Rights Implications

All legal and human rights considerations have been taken into account in preparing this report and it is considered that the proposals within this report are compatible with Convention Rights.

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

The recommendations in this report support the long term redevelopment of a key part of Swindon's Town Centre and are intended to provide a focus for an enhanced and up to date cultural and civic offer. A new Swindon MAG will be a key part of this, ensuring its long term sustainability.

It is not anticipated that the recommendations in this report would have any significant impact on staff, health, rural issues or crime and disorder.

Diversity Impact Assessment (DIA)

Diversity issues have been considered in the options work that has informed this report. A DIA is available on request to support the recommendations of this Report.

Risk Management

By planning for future cultural development, and enabling improvements to the fabric, visibility and commercial potential of Swindon MAG, the Council is ensuring social and physical infrastructure is delivered in a manner that is affordable to the public purse.

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Swindon's Art and Museum collections and cultural provision

Cabinet

Date: 20th March 2019

The Council's Town Centre and Project Delivery Governance Framework ensures that all risks are appropriately managed through the delivery process in line with Council objectives.

6. Consultees

- 6.1 The adopted Town Centre Masterplan identifies the potential for the area around the Wyvern Theatre, library and Regent's Circus to develop as a cultural quarter. The Town Centre Masterplan was subject to wide ranging public consultation, and adoption by the Planning Committee.
- 6.2 The Options Appraisal to inform potential new homes for Swindon MAG invited stakeholders to submit ideas and proposals for new locations, which were then evaluated. Both the Swindon MAG Trust and the Friends of Swindon MAG were involved in this exercise.
- 6.3 Internally, the Board Director, Resources (Section 151 Officer) and Director of Law and Democratic Services (Monitoring Officer) are consulted in respect of all reports.

7. Background Papers

SWINDON MUSEUM AND ART GALLERY - OPTIONS APPRAISAL REPORT
Options Appraisal, (October 2018).

SWINDON MUSEUM AND ART GALLERY - 5 RELOCATION OPTIONS
APPRAISAL REPORT Subsequent option evaluation and costing, (January 2019).

8. Appendices

None.

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

- 9.1 This is a key decision, and is included on the Forward Plan.

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Swindon Local Transport Plan

Implementation Plan 2019/20

Cabinet

Date: 20th March 2019

Author:	Cabinet Member for Highways and the Environment Corporate Director of Communities and Housing
Wards:	All
Parishes Affected:	All

1. Purpose and Reasons

- 1.1 The report seeks approval for the adoption of the Local Transport Plan Implementation Plan for 2019/20 and for the Local Transport Plan Capital Programme budget apportionment for 2019/20.
- 1.2 The Local Transport Plan (LTP) is the principal means of delivering the Council's transport programme. It is the statutory document that contains the transport policies and programmes of the local transport authority. It is listed in Article 4 of the Council Constitution as a key document in forming the policy framework for the Council and it is subject to an annual report to the Cabinet in order to ensure transparency in the apportionment of the funding and aid the delivery of the programme.
- 1.3 The Local Transport Plan is the transport delivery plan for the wider strategic objectives of the Council. It supports and is consistent with the Vision for Swindon and the Council's planning policies; in particular the Local Plan and Central Area Action Plan. The Local Transport Plan has a key role in implementing the Corporate Plan's priorities and objectives, particularly in relation to the Vision for Swindon priorities.

2. Recommendations

Cabinet is recommended to:

- 2.1 Approve the Local Transport Plan (LTP) Implementation Plan for 2019/20.
- 2.2 Approve the Local Transport Plan Capital Programme budget categories and total spend of £4,104k for 2019/20, as detailed in Tables 1 to 7 of the Implementation Plan attached as Appendix 3.
- 2.3 Authorise the Corporate Director of Communities and Housing, in consultation with the Cabinet Member for Highways and the Environment to:
 - 2.3.1 Prioritise schemes in accordance with Vision for Swindon priorities,

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

Swindon Local Transport Plan

Implementation Plan 2019/20

Cabinet

Date: 20th March 2019

- 2.3.2 Approve scheme progression in accordance with the updated Protocol (attached as Appendix 2 and originally approved by the Cabinet in July 2010),
- 2.3.3 Amend the Protocol to reflect changing job titles, organisational restructuring and improved input from and visibility to members
- 2.3.4 Vary allocations between different budget categories,
- 2.3.5 Approve variations in scheme costs,
- 2.3.6 Add/substitute schemes, provided expenditure is contained within the approved total budget,
- 2.3.7 Add additional schemes to the 2019/20 programme subject to receipt of the Pothole Action Fund allocation for 2019/20
- 2.4 Authorise the Corporate Director of Communities and Housing, in consultation with the Cabinet Member for Highways and the Environment, to develop and submit a bid / bids during 2019/20 for relevant funding opportunities that might be launched by Government, or other funding agencies, for transport schemes that will benefit Swindon and which are in accordance with Vision for Swindon priorities.
- 2.5 Agree to continue with the Highways and Transport Minor Works Requests process set out in Appendix 4.

3. Detail

Transport Strategic Overview

- 3.1 The current Local Transport Plan (LTP3) was approved by Cabinet on 9th March 2011 and by Council on 14th April 2011 (Cabinet Minute 94, 2010/11 and Council Minute 134 2010/11 refer). It sets out an overarching strategy document (covering the period 2011 to 2026) supported by nine thematic Supplementary Documents and an Implementation Plan.
- 3.2 The Local Transport Plan - LTP3 - was prepared within the context of the Swindon Transport Strategy and under the supervision of the Local Development Plans Working Party. It is the delivery plan for the wider Transport Strategy and reflects the objectives of the Strategy. LTP3 also supports and is consistent with the Council's planning policies; in particular the Local Plan and Central Area Action Plan as well as priorities around air quality, the local environment and quality of life.

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Swindon Local Transport Plan

Implementation Plan 2019/20

Cabinet

Date: 20th March 2019

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- 3.3 Seven key transport challenges have been identified which the Local Transport Plan must address. Seven transport outcomes have been identified that should be achieved in order to address the challenges. This has been translated into six transport policies, which form the core of LTP3. A copy of the full Local Transport Plan Strategy document and supplementary documents is available on the Council's website. A summary document setting out the headline policies is included as Appendix 1.
- 3.4 Transport patterns, demand and growth within Swindon have progressed significantly since 2011. Hence a review of the Council's transport strategy is required to tie in with these changes and also the forthcoming Local Plan Review. This will, in turn, lead to an update of the LTP in the latter part of 2020/21. Work around the review of the Town Centre Movement Strategy is underway and it is expected that the strategy review will be completed during 2019. This will be the subject of separate reports to Cabinet as the review proceeds.
- 3.5 An Implementation Plan is produced for each year, with indicative information for the following two years (a rolling three year programme) and is subject to annual approval by Cabinet.

LTP Implementation Plan

- 3.6 At its meeting on 6 February 2019, Council approved the Capital Programme budget for 2019/20 of £4,104k (Agenda item 6, 6/02/2019 refers). This includes details of the overall Local Transport Plan grant funding for 2019/20 of £4,104k.
- 3.7 Allocation to both Maintenance and Integrated Schemes is detailed in Appendix 3.
- 3.8 The proposed Highways and Transport programme has therefore been developed within this total funding to ensure no further borrowing is required which would require a subsequent increase in debt charges.
- 3.9 The draft Implementation Plan for the period 2019/20 is included as Appendix 3, which sets out the proposed breakdown of the overall Highways and Transport capital budget across the different expenditure categories. In the absence of any firm funding notification beyond 2019/20 only an indicative allocation is shown for 2020/21 and 2021/22.
- 3.10 Individual schemes within the expenditure categories are authorised by the Corporate Director of Communities and Housing in consultation with the Cabinet Member for Communities and Place in accordance with the protocol first approved by Cabinet in July 2010 (Cabinet Minute 23, 2010/11 refers).

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Swindon Local Transport Plan

Implementation Plan 2019/20

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- 3.11 The latest version of the Protocol is included as Appendix 2. The Protocol will be further revised to reflect changing job titles, amendments arising from service efficiency driven re-organisations and improved input from and visibility to members. Schemes will be selected from the pool of schemes in each category up to the value of the available budget. Network deterioration and reprioritisation of schemes may create some changes in year and to future indicative programmes. It remains key to the Council's asset driven funding approach that maintenance schemes continue to be selected on a needs led basis in line with the Asset Management Strategy.

Highway Maintenance

- 3.12 The Council is committed to the asset management principles set out in the new Code of Practice (CoP), "Well Managed Highway Infrastructure" that came into being in October 2018 as a means to deliver a more efficient and effective approach to the management of highway infrastructure assets through longer term planning and ensuring that standards are defined and achievable for available budgets. The individual asset allocations set out in Appendix 3 are influenced by a range of factors including the Performance Management Framework, a comprehensive review of asset data, consideration of lifecycle planning scenarios and customer feedback, in support of the Highway Asset Management Strategy approved by Cabinet in October 2015 and reviewed and updated in 2018.
- 3.13 The overall public satisfaction score for highways maintenance from the 2018 public satisfaction survey is slightly lower than last year (49% v 52%) however remains consistent with the national average (49%) and in the upper quartile in comparison with other South West Highway Authorities.
- 3.14 Members should note that the Council's capital grant settlement includes the maximum amount for authorities rated Level 3 through the DfT's Local Highways Maintenance Incentive Fund. The authority has improved its asset management approach, processes and documentation over the last 2 years, successfully moving from Level 1 (lowest rating) in 2016, to Level 2 in 2017 and on to Level 3 (highest rating) in 2018.
- 3.15 Indicative settlements received from government are adjusted in Swindon to reflect a greater emphasis on maintaining network condition. Appendix 3 tables 2 and 3 indicate the changes. Whilst the reactive element of network maintenance (repairing small potholes) is funded through revenue, there is scope for capital funding to contribute to routine maintenance through capitalised major patching support.

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-
- 3.16 The DfT's Pothole Action Fund remains in place until 2020/21 and it is anticipated that a similar allocation to that received in 2018/19 (£139k) would be provided to the Council when funding announcements are released at the start of the new financial year. Any amount would expect to be allocated in year through delegated authority to the Corporate Director of Communities and Housing in consultation with the Cabinet Member for Highways and the Environment.
- 3.17 The Council received an additional (one off) £1.241m Highway maintenance allocation in 2018 from central government linked to the budget statement. This additional budget was allocated to a programme of resurfacing of residential roads, pothole patching, street lighting cable upgrades and subway lighting improvements and will be substantially complete this financial year.
- 3.18 The Council has approved a separate £7.2m project for the conversion of all street lights to LED. This covers replacement of lanterns only. The street lighting allocation in Table 4 will be used to replace defective concrete or steel lamp columns as part of the conversion programme.

Integrated Schemes

- 3.19 Appendix 3, table 7 sets out the range of Integrated scheme headings (i.e. all those other than maintenance schemes) for 2019/20. In addition to the LTP programme there are schemes funded in whole or part by S106 developer contributions and Local Growth Fund relating to cycling, walking, public transport and traffic management.
- 3.20 In most cases it is not possible to list the exact schemes that will be completed as most are subject to a range of delivery risks and this allows the risks to the overall program to be managed effectively. Many involve consultation with the public, councillors and statutory bodies. Some require planning consent or are linked to other developments. Schemes that cannot be delivered in 2019/20 are likely to be carried forward to future years.
- 3.21 Officers are currently working on an action plan which includes a range of options for traffic management schemes in the Rodbourne area in response to public concerns regarding the impact of congestion on local residents. When a costed programme of works in the area is agreed with local stakeholders funding will be available from the Integrated budget and the process by which this funding will be agreed and allocated is set out in the Protocol included as Appendix 2.

Minor Works Requests

- 3.22 In addition to the approved annual programme of works Highways and Transport also receives a number of requests from Ward Members for minor works in their areas – usually arising from contact with local residents. At the Highways event

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for Councillors In September 2017 officers presented details of the current process that is used for dealing with such requests.

- 3.23 To provide greater clarity and transparency for this process the details are set out in a briefing included with this report as Appendix 4 and will be published on the Council website.

Alternative Options

- 3.24 The production of a Local Transport Plan is a statutory requirement for each local transport authority in England. Failing to produce and maintain a Local Transport Plan is not therefore an option. It is listed in Article 4 of the Council Constitution as a key document in forming the policy framework for the Council.
- 3.25 It is intended that LTP3 will be reviewed and refreshed during its life. There is therefore the option to review and refresh elements of the plan as appropriate.
- 3.26 An Implementation Plan associated with the statutory requirement for the Local Transport Plan is therefore also needed. Consistent with previous approaches an Implementation Plan has been prepared for 2019/20. The 2019/20 plan is presented to members at this time in order to maximise delivery time within year. Proposals for 2020/21 are expected to be brought forward in March 2020.
- 3.27 Alternative options to individual schemes within the Implementation Plan can be considered at the initial Business Case preparation stage. In so doing, there is a necessity to co-ordinate works with other supportive funding streams and strategic plans. Whilst, through consultation, specific schemes may change or be replaced the fundamental principles of delivering the Local Transport Plan Strategy approved by the Cabinet will be maintained.

4. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

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

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- 4.4 Contracts for works and services in the programme are procured in accordance with Council Standing Orders.

Legal and Human Rights Implications

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

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

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

Diversity Impact Assessment

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

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4.10 This DIA is available from the report author.

Risk Management

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

5. Consultees

5.1 The Director of Finance (Section 151 Officer) and Interim Director of Law (Monitoring Officer) are consulted in respect of all reports.

6. Background Papers

6.1 None

7. Appendices

7.1 Appendix 1: LTP3 Strategy Summary

7.2 Appendix 2: Protocol for approving capital funded schemes

7.3 Appendix 3: LTP3 Implementation Plan 2019/20 – 2021/2022 (*The appendix is available online at the Council's website or on request from Committee and Member Services*).

7.4 Appendix 4: Minor Works Requests process (*The appendix is available online at the Council's website or on request from Committee and Member Services*).

8. Key Decision/Decision in Cabinet Work Programme

8.1 This is a Key Decision and is included in the Cabinet Work Programme for March 2019.

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Appendix 1

Swindon's third Local Transport Plan 2011-2026 Summary

Transport Mission for Swindon

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

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

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

Challenges facing Swindon

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

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

Transport Outcomes

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

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

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

Transport policies

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

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

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

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

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

Delivery options include–

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

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- Priority measures for public transport services where they currently experience delays and unreliability on the network.

Policy B – Improve road safety

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

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

Delivery options include–

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

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

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

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

Delivery options include –

- Annual maintenance programme on classified (major) roads
- Annual maintenance programme on unclassified (minor) roads
- Reactive maintenance across the network
- Annual renewal programme for street lighting
- Annual programme of maintenance of highway structures

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- Improvements to highway drainage at known flood risk locations.

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

The location, scale, density and design of new development and the mix of land uses have a significant influence on the demand for travel. Encouraging development in the town centre, on brown field sites close to existing shops and services, and supporting, where viable, higher density, mixed use developments helps reduce the need to travel and the length of journeys, and makes it easier for people to walk, cycle or use public transport. It also reduces the need to fund expensive highway infrastructure.

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

Delivery options include–

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

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

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

The Council will work closely with bus operators to support the commercial bus network. We will help plan and deliver service improvements and work towards a network of rapid transit corridors as economic growth progresses in future years. While focussed

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on the town centre the network will also cater for inter suburban journeys. The aim is to ensure that public transport provides a reliable and attractive alternative to the private car, with accurate and up to date information on how services are running. Measures will focus on improving the affordability, convenience and attractiveness of public transport.

Delivery options include–

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

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

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

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

Delivery options include–

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

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

- Report Local Transport Plan Implementation Plan to Cabinet.

-
- Once approval given:

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

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

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

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

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

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

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

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

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Appendix 3 – LTP Implementation Plan

LTP3 Implementation Plan

2019/20

This document sets out the highways and transport capital programme for 2019/20, with an indicative programme for 2020/21 and 2021/22.

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

Funding for transport comes from a number of sources –

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

On 6 February 2019 Cabinet approved its Capital budget for 2019/20 including the overall Highways and Transport capital budget.

The Government has confirmed Local Transport Plan grant funding for 2019/20 of £4,104,000, as set out in Table 1.

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

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

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

Budget Heading	Budget 19/20 (£)	Indicative 20/21 (£)	Indicative 21/22 (£)
LTP – maintenance grant	2,726,000	2,726,000	2,726,000
LTP – integrated grant	1,378,000	1,378,000	1,378,000
TOTAL	4,104,000	4,104,000	4,104,000

Table 2 sets out the overall allocation for 2019/20 by activity as agreed by Cabinet at its meeting on 6 February 2019.

Table 2 – Capital funding allocation by activity (£)

Activity	Budget 19/20 (£)	Indicative allocation 20/21 (£)	Indicative allocation 21/22 (£)
Highway maintenance	2,726,000	2,726,000	2,726,000
Integrated schemes	1,378,000	1,378,000	1,378,000
TOTAL	4,104,000	4,104,000	4,104,000

Having reviewed the allocation in Table 2 it is proposed to further amend the allocation between Maintenance and Integrated schemes in 2019/20 as set out in Table 3. The split between maintenance and integrated schemes reflects the local priority given to maintaining highway infrastructure.

Table 3 – Proposed Capital allocation by activity (£)

Activity	Budget allocation 19/20 (£)	Indicative allocation 20/21 (£)	Indicative allocation 21/22 (£)
Highway maintenance	3,269,000	3,269,000	3,269,000
Car park maintenance	250,000	250,000	250,000

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Integrated schemes	585,000	585,000	585,000
TOTAL	4,104,000	4,104,000	4,104,000

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Maintenance schemes

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

Table 4 – Maintenance Schemes – allocation by category

Activity	Indicative allocation 19/20 (£)	Indicative allocation 20/21 (£)	Indicative allocation 21/22 (£)
Major Carriageway maintenance and surface dressing	£882,000	£782,000	£782,000
Rights of Way Improvement Plan	£75,000	£75,000	£75,000
Backlog Routine Maintenance	-	-	-
Structural Maintenance	£597,000	£597,000	£597,000
Pavement Condition Management	£50,000	£50,000	£50,000
Street Lighting	£560,000	£560,000	£560,000
Drainage	£75,000	£75,000	£75,000
Minor road maintenance	£574,000	£674,000	£674,000
Footway maintenance	£281,000	£281,000	£281,000
Traffic Signals	£150,000	£150,000	£150,000
Road Markings	£25,000	£25,000	£25,000
TOTAL	£3,269,000	£3,269,000	£3,269,000

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Table 5 sets out the pool of maintenance schemes for 2019/20 to 2021/22. It is not possible to list the exact schemes that will be completed. Most are subject to a range of delivery risks and a pool of schemes allows the risks to the overall programme to be managed effectively. Schemes will therefore be delivered from this pool of schemes up to the value of the available budget in each category. Remaining schemes are likely to be carried forward to future years.

Table 5 – Maintenance Schemes – Pool of schemes 2019/20 – 2021/22

Scheme	Costs (£) 19/20	Costs (£) 20/21	Costs (£) 21/22
Major Carriageway maintenance and surface dressing			
A4259 Marlborough Road & Queens Drive – Structural Patching Various Locations – Phase 1	£125,000	-	-
A361 Lechlade Road – South of Inglesham Mill Bridge to north of C148 Junction Surface Treatment (1200m section)	£65,000	-	-
B4005 Hodson Road – Chiseldon to Toll House Surface Treatment (1800m section)	£78,000	-	-
C29 Wanborough Road - Callas Hill Crossroads (250m length in total)	£75,000	-	-
Rural Roads Surface Improvements: Investigations & Trial (A346 Marlborough Road)	£60,000	-	-
Surface Treatment Programme 2020/21 Pre-patching (A4361 Devizes Road, Elcombe)	£72,000	-	-
Carriageway Joint Sealing (various classified roads)	£70,000		
Capitalised Major Patching Support	£150,000	-	-
Direct Costs, Design & Consultancy Fees & Other Costs 2019/20 (including Project Delivery & HCW contribution))	£187,000	-	-
A4259 Queens Drive – Structural Patching Various Locations – Phase 2	-	£100,000	-
A4289 Bath Road – Eastcott Road roundabout including short section towards Victoria Road (100m section)	-	£35,000	-
A4361 Devizes Road, Wroughton – Church Hill to Elcombe (Surface Treatment)	-	£45,000	-
C409 London Street, Sheppard Street & Station Road (sections)	-	£68,000	-
Surface Treatment Programme 2021/22: Pre-patching – Sites to be confirmed	-	£109,000	-
Carriageway Joint Sealing (various classified roads)	-	£100,000	-
Capitalised Major Patching Support	-	£150,000	-
Direct Costs, Design & Consultancy Fees & Other Costs 2020/21 (including Project Delivery & HCW contribution)	-	£175,000	-
A313 Ocotal Way - St Josephs HFS to Drakes Way (& patching A4312 Drakes Way – Ocotal Way to Penny Lane)	-	-	£95,000
B4143 Bridge End Road/Gipsy Lane - Elgin Drive to Railway Bridge (150m section)	-	-	£95,000
Surface Treatment Programme 2021/22: Surface Dressing/ Slurry Seal – Sites to be confirmed			£75,000
Surface Treatment Programme 2022/23: Pre-patching – Sites to be confirmed			£127,000

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Carriageway Joint Sealing (various classified roads)	-	-	£65,000
Capitalised Major Patching Support	-	-	£150,000
Direct Costs, Design & Consultancy Fees & Other Costs 2021/22 (including Project Delivery & HCW contribution)	-	-	£175,000
Total	£882,000	£782,000	£782,000
Minor road maintenance			
Belmont Crescent (sections)	£29,000	-	-
Brington Road and Byfield Way	£13,000	-	-
Cannon Street	£13,000	-	-
Charlton Close	£37,000	-	-
Dobbin Close	£14,000	-	-
Eastcott Road (section)	£32,000	-	-
Eccleston Close	£9,000	-	-
Fairfax Close	£10,000	-	-
Farleigh Crescent	£24,000	-	-
Hamilton Close	£6,000	-	-
Hannington Close	£13,000	-	-
Harris Road	£5,000	-	-
Hertford Close	£7,000	-	-
Hicks Close, Wroughton	£9,000	-	-
Islandsmead	£51,000	-	-
Kirkstall Close	£12,000	-	-
Oak Tree Avenue	£16,000	-	-
Passmore Close	£14,000	-	-
Pendennis Road & Fleetwood Court	£24,000	-	-
Shirley Close	£5,000	-	-
Somerdale Close	£8,000	-	-
Watercreek Mews	£13,000	-	-
Wavell Road	£16,000	-	-
Pre-works patching for 2020/21 surface treatment	£54,000	-	-
Direct Costs, Design & Consultancy Fees & Other Costs 2019/20 (including Project Delivery & HCW contribution)	£140,000	-	-
Addison Crescent	-	£35,000	-
Bessemer Road East	-	£23,000	-
Birdcombe Road	-	£21,000	-
Carisbrook Terrace, Chiseldon	-	£33,000	-
Casson Road	-	£11,000	-
Cowleaze Crescent, Wroughton	-	£46,000	-
Crawford Close	-	£29,000	-
Ecklington	-	£24,000	-
Elmswood Close	-	£23,000	-
Faraday Road	-	£57,000	-
Grove Orchard, Highworth	-	£20,000	-
Meadow Way Lane	-	£14,000	-
Pinnocks Place	-	£14,000	-
Pipitdene	-	£16,000	-
Radnor Street	-	£37,000	-
Radstock Avenue	-	£13,000	-
Raggett Street	-	£8,000	-
Redruth Close	-	£6,000	-
Stapleton Close, Highworth	-	£44,000	-

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Pre-works patching for 2021/22 surface treatment	-	£60,000	-
Direct Costs, Design & Consultancy Fees & Other Costs 2020/21 (including Project Delivery & HCW contribution)	-	£140,000	-
Birch Street (section)	-	-	£24,000
Bourne Road (section)	-	-	£37,000
Cheney Manor Industrial Estate Road (section)	-	-	£125,000
Cloudberry Road	-	-	£9,000
Davenham Close	-	-	£5,000
Exeter Street	-	-	£18,000
Hampton Drive Estate (various)	-	-	£25,000
Huntley Close	-	-	£8,000
Kennett Road	-	-	£12,000
Lonsdale Close	-	-	£7,000
Orkney Close Area	-	-	£21,000
Richmond Road	-	-	£35,000
Southernwood Drive	-	-	£24,000
Speedwell Close	-	-	£6,000
Spenser Close	-	-	£10,000
Springhill Close	-	-	£12,000
Station Road, Highworth	-	-	£36,000
Stonecrop Way	-	-	£13,000
Stuart Close	-	-	£6,000
Westcott Street	-	-	£17,000
Willowherb Close	-	-	£14,000
Pre-works patching for 2022/23 surface treatment	-	-	£70,000
Direct Costs, Design & Consultancy Fees & Other Costs 2021/22 (including Project Delivery & HCW contribution)	-	-	£140,000
Total	£574,000	£674,000	£674,000
Footway maintenance			
Artis Avenue, Wroughton	£13,000	-	-
Cheraton Close, Crieff Close & Purbeck Close	£28,000	-	-
Corby Avenue (sections)	£84,000	-	-
Eastern Avenue	£45,000	-	-
Grange Close, Highworth	£5,000	-	-
Hazel Grove	£13,000	-	-
Keynsham Walk Footpaths	£5,000	-	-
Mannington Park	£28,000	-	-
Direct Costs, Design & Consultancy Fees & Other Costs 2019/20 (including Project Delivery & HCW contribution)	£60,000	-	-
Abington Way	-	£29,000	-
Carisbrook Terrace	-	£12,000	-
Coln Crescent	-	£32,000	-
Crombey Street (sections)	-	£42,000	-
Davenham Close	-	£22,000	-
Harrow Close	-	£6,000	-
Stratton Road (sections)	-	£30,000	-
Tyneham Road	-	£16,000	-
Cycletrack: Uxbridge Road to Whitehill Way (section)	-	£32,000	-
Direct Costs, Design & Consultancy Fees & Other Costs 2020/21 (including Project Delivery & HCW contribution)	-	£60,000	-
Crosswood Road	-	-	£6,000

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

Swindon Local Transport Plan

Implementation Plan 2019/20

Kipling Gardens & Lansbury Drive	-	-	£13,000
Lakeside	-	-	£20,000
Poulton Street	-	-	£8,000
St Margarets Road	-	-	£50,000
Wheeler Avenue	-	-	£39,000
Cycletrack: Whitehill Way to Hillyard Close	-	-	£85,000
Direct Costs, Design & Consultancy Fees & Other Costs 2021/22 (including Project Delivery & HCW contribution)	-	-	£60,000
Total	£281,000	£281,000	£281,000
Pavement Condition Management			
UKPMS	£50,000	£50,000	£50,000
Total	£50,000	£50,000	£50,000

Scheme	Budget (£) 19/20	Costs (£) 20/21	Costs (£) 21/22
Rights of Way			
Footbridge upgrades	£30,000	£30,000	£30,000
Route improvements	£45,000	£45,000	£45,000
Total	£75,000	£75,000	£75,000
Structural maintenance			
Structures backlog maintenance	£100,000	£105,000	£110,000
Waterproofing & Joint replacement schemes	£250,000	£260,000	£270,000
Steel bridges painting major maintenance schemes	£172,000	£15,000	£163,000
Principal/Special Inspections/Assessments	£50,000	£52,000	£54,000
Lynt Bridge strengthening	£25,000	£165,000	
Total	£597,000	£597,000	£597,000
Drainage			
Minor improvements to be prioritised using a risk based approach from sites identified in the Local Flood Risk Management Strategy annual action plan.	£75,000	£75,000	£75,000
Total	£75,000	£75,000	£75,000
Street lighting			
Various locations to be prioritised using a risk based approach following the completion of the annual cyclic structural testing and inspection programme.	£560,000	£560,000	£560,000
Total	£560,000	£560,000	£560,000
Traffic Signals (upgrades)			
Drakes Way/Ocotol Way	£110,000		
Ferndale Road/Whitehouse Road	£25,000		
Whitehill Way/Shaw Ridge	£15,000		
Manchester Road/Corporation Street		£80,000	
Lechlade Road/Highworth		£15,000	
W. Bassett Road/Penzance Drive		£20,000	

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Swindon Local Transport Plan

Implementation Plan 2019/20

Drove Road/Magic Roundabout		£20,000	
Victoria Road/Bath Road		£15,000	
Emlyn Square			£15,000
Park Lane/Church Place			£60,000
Beechcroft Road			£15,000
Newport Street/Hoopers Place			£20,000
Cirencester Way/Kembrey roundabout			£40,000
Total	£150,000	£150,000	£150,000
Road Markings			
Road markings refresh	£25,000	£25,000	£25,000
Total	£25,000	£25,000	£25,000

Table 6 - Car park maintenance schemes 2019/20

Scheme	Budget 2019/20 (£)	Allocation 2020/21 (£)	Allocation 2021/22 (£)
Fleming Way External (Phase 2)	£150,000		
Fleming Way Ventilation upgrade	£20,000	£150,000	
Brunel North stair tower cladding & painting		£30,000	£200,000
Concrete repairs & general backlog repairs (various MSCPs)	£80,000	£70,000	£50,000
Total	£250,000	£250,000	£250,000

Integrated schemes

This section sets out the range of Integrated schemes (i.e. all those other than maintenance schemes) for 2019/20. In addition to the LTP programme there are schemes funded in whole or part by S106 developer contributions and Local Growth Fund relating to cycling, walking, public transport and traffic management.

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

In most cases it is not possible to list the exact schemes that will be completed as most are subject to a range of delivery risks and a pool of schemes allows the risks to the overall program to be managed effectively. Many involve consultation with the public, councillors and statutory bodies. Some require planning consent or are linked to other developments. Schemes that cannot be delivered in 2019/20 are likely to be carried forward to future years.

Table 7 sets out the Integrated schemes to be funded by LTP grant allocated in 2019/20. The allocation figures include staff costs for the planning, design, management and supervision of the programme of schemes. They do not just cover works costs.

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

Swindon Local Transport Plan

Implementation Plan 2019/20

Table 7 – Integrated Schemes

Scheme	Budget Allocation 19/20 (£)	Indicative allocation 20/21 (£)	Indicative allocation 21/22 (£)
Road Safety schemes Package (based upon priority sites identified in the annual casualty review)	400,000	400,000	400,000
Direction sign upgrade programme	80,000	80,000	80,000
School safety zone programme	105,000	105,000	105,000
TOTAL	585,000	585,000	585,000

Appendix – 4

Highways & Transport – Minor works requests process

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

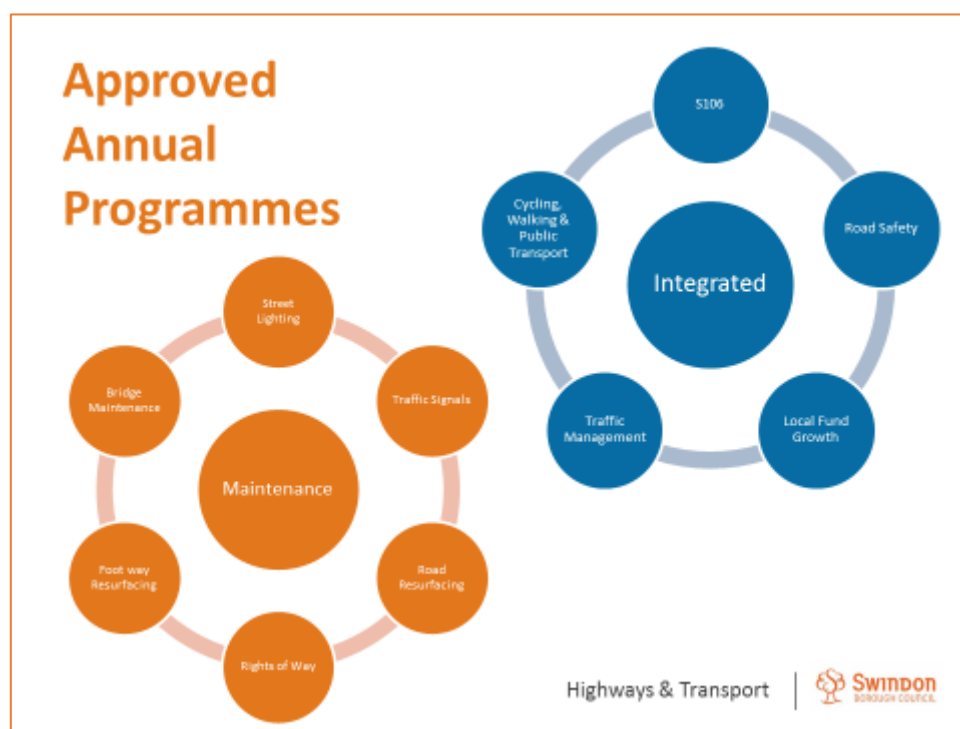
Minor works would include issues such as parking restrictions, speed limits, weight limits, road markings, road signs, safety features – on local roads.

Background

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

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

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



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

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

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

Current process

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

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

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

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

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

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

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

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

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

Two stage process

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

Stage 1

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

- Officers give feedback at that stage

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

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

Stage 2

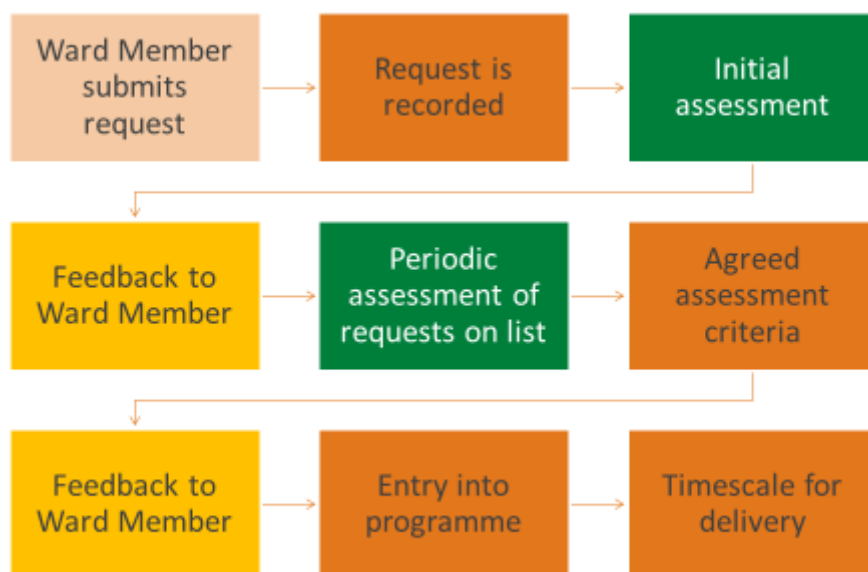
Officers then carry out the main assessment – using the criteria summarised here

- Is there clear evidence as to what the problem is that needs to be solved?
- What is the best solution?
- Is it clearly controversial?
- Does it have widespread community support?
- Does it simply move a problem elsewhere?
- Does it create significant additional assets to manage?
- Does it comply with national regulations and guidance?
- Is it proportionate in terms of officer time and resources relative to the problem or issue?

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

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

Minor Works Process



Air Quality Management Area Declaration

Cabinet

Date: 20th March 2019

Author: Cabinet Member for Housing and Public Safety
Director of Public Health

Wards: Old Town, Eastcott,

Parishes Affected: Central Swindon South

1. Purpose and Reasons

- 1.1 This report asks Cabinet to approve the draft Air Quality Action Plan for the Kingshill Air Quality Management Area. Cabinet approved the declaration of an Air Quality Management Area for a stretch on the Kingshill in February 2018. This was following a review and assessment of air quality within the Borough of Swindon, the Department for Environment, Food and Rural Affairs (DEFRA) objectives for Air Quality, with respect to Nitrogen Oxides (NOx) not being achieved in the Kingshill area. This report presents the work of the Air Quality Steering Group.
- 1.2 The council is obliged to prepare an Air Quality Action Plan setting out the measures it intends to put in place in pursuit of the objectives. This report sets out the plans to reduce the exceedance of NOx on Kingshill Road to levels within DEFRA's threshold within 5 years (2019-2014).
- 1.3 This report supports the Council's Vision and Outcome 5 of the Swindon Health and Wellbeing Strategy: Creation of sustainable environments in which communities can flourish. This action would also support the Council's Vision for Swindon Plan 2016-2020, Priority 1: "Improve infrastructure and housing to support a growing, low-carbon economy".

2. Recommendations

Cabinet is recommended to:

- 2.1 Approve these priorities to improve air quality in the Air Quality Management Area
 1. To investigate sustainable options for reducing emissions from road vehicles on Kingshill Road; particularly in the uphill, South-East direction.
 2. To facilitate a shift to more sustainable modes of travel, more active travel, better planned journeys, and more sustainable fuels.
- 2.2 Approve the draft Air Quality Action Plan for the Kingshill Air Quality Management Area as set out in appendix 1 to the report.
- 2.3 Authorise the Director of Public Health, to consult with DEFRA, the Environment Agency and neighbouring Local Authorities on the draft Action Plan for the

Further information on the subject of this report can be obtained from Ayo Oyinloye, extension 7074, AOyinloye@swindon.gov.uk.

Air Quality Management Area Declaration

Cabinet

Date: 20th March 2019

Kingshill Air Quality Management Area and to report back to cabinet following such consultation for final approval of the plan.

3. Detail

- 3.1 The Environment Act 1995, together with DEFRA's Policy Guidance (*PG16*) – *Local Air Quality Management*, requires Local Authorities to monitor local air quality and report on progress in keeping pollutants below thresholds to DEFRA. This is with a view to meeting objectives (i.e. not exceeding these target levels) in relation to a number of pollutants. The most common pollutant is Nitrogen Dioxide (NO₂). The target is that the long-term, annual average, concentration of NO₂ at relevant receptors should be less than 40µg/m³. The data are calculated as an annual average of readings and not point estimates.
- 3.2 Regular monitoring of NO₂, together with detailed assessment using additional monitoring and information, indicates that the following discrete location is currently in breach of the annual average air quality objective of 40µg/m³,
 - 3.2.1 Kingshill Road: The section of the A4289 eastwards from grid reference 414635E 183838N on Kingshill Road to its junction with Okus Road. Continuous monitoring of this site suggests this is due to the volume of traffic.
- 3.3 The recommendations in this report build on the Joint Strategic Needs Assessment on Air Quality in Swindon and on the Council's Annual Status Report (ASR) on Air Quality in Swindon 2017 submitted to DEFRA and the Council's declared Air Quality Management Area.
- 3.4 Air pollution, if not addressed, is associated with a number of adverse health effects. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, Poor air quality has a disproportionate effect on children and older people, and those with heart and lung conditions. There is also often a strong correlation with inequalities as less affluent communities are more likely to be situated near polluted busy roads, and are more likely to get adverse health impacts. The annual health cost to society of the poor air quality in the UK is conservatively estimated to be around £16 billion.
- 3.5 The Swindon Air Quality Joint Strategic Needs Assessment (JSNA) shows that no direct effect on health on Swindon residents has been observed as a result of poor air quality, the actual health impact in Swindon is difficult to isolate using local data. Although, poor air quality is a contributor to ill health it is often not the sole cause of disease.
- 3.6 At this identified location, Kingshill Road, current estimates are that NO₂ levels at relevant receptors, based on the calendar year 2017 monitoring data, are likely to be in the order of 51-µg/m³.

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Air Quality Management Area Declaration

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- 3.7 Swindon is a large growth town. The size of the town, and so the number of people travelling within it, is forecast to grow by in excess of 15% between 2010 and 2022.

We must reduce emissions generated on Kingshill Road by 30% from today's base, and maintain that reduction as the number of miles travelled in Swindon grows in line with the town's growth.

- 3.8 The Air Quality Management Steering Group has met over the past year to review the options for addressing the air quality issues in the AQMA. It has met with local residents and local businesses to raise the issues and solicit support. This was done in conjunction with local elected members through the Cabinet Member Advisory Group (CMAG) and with local parish councillors through an engagement event. The Steering Group produced the draft action plan that was put to a public consultation which version is attached as appendix 2.
- 3.9 The consultation survey opened to the public on the 21st December 2018 and closed on the 3rd February 2019. There were a total of 72 responses. Respondents were asked to select answers to two questions before being invited to leave any additional feedback on the Swindon Borough Council Air Quality Action Plan. In addition to the survey responses, Swindon Borough Council received a written response to the Air Quality Plan from the Central Swindon South Parish Council.
- 3.10 Seven out ten of respondents (71%) agreed with the council's priorities to Priority 1 – To investigate sustainable options for reducing traffic flow of Kingshill Road; particularly in the uphill, South East direction. Priority 2 – To facilitate a shift to more sustainable modes of travel, better planned journeys and more sustainable fuels.
- 3.11 Three quarters of the respondents (75%) agreed with the actions in the draft action plan. The details of the consultation is in Appendix B of the draft Air Quality Action Plan.
- 3.12 To reduce the emissions on this road this plan aims to remove Heavy Good Vehicles from this stretch of road. Source apportionment shows that removing heavy vehicles from the road will remove more than 10% of the NO2 emissions there. We estimate that around 250 heavy vehicles will be displaced in this way, but that these can be accommodated on alternative and better suited routes. We will seek to put in place a Traffic Regulation Order to restrict heavy vehicles on the road as quickly as possible.
- 3.13 Private Hire and Hackney Carriages. There are over 1000 taxis and 100 Hackney Carriages licensed by Swindon Borough Council. It is not known precisely what proportion of the traffic on this road is a taxi or hackney carriage, but it is clear that the road is an important route in and out of Old Town, and so private hire and hackney cab vehicles will make up a meaningful part.
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Private Hire Vehicles may be no older than 5 years at the time of first licence, and cannot be licensed older than 10 years under current arrangements. Hackney Carriages may be 15 years old before replacement, but make up only a small proportion of the fleet as a whole.

Under current licence conditions; the great majority of licensed private hire vehicles will be Euro 6b by 2024; as they were first registered after August 2015. A Hackney Carriage could be as old as Euro 5b however, and have done many miles by that age.

We will put forward proposals to the Licensing Committee to improve the emissions of the taxi and hackney carriage fleet through licence conditions; beyond that already mandated.

- 3.14 Bus Fleets. There are currently few buses that use Kingshill Road, but a modern, clean and efficient bus service will help us to accomplish the modal shift that we need to reduce travel in cars more generally. We will support our local bus companies to identify and obtain funding to improve the emissions profile and quality of their fleets.
- 3.15 Strategies and Policies. There are a number of Council Strategies and Policies which have the potential to influence the amount of traffic on Kingshill Road, and the emissions produced there:

The Local Plan 2026

The Local Transport Plan

The Town Centre Movement Strategy

The Park & Ride Strategy

The Local Authority Fleet Vehicle Purchasing Policy

We will refresh and update these documents to give a higher priority to air quality, particularly where they have potential to positively impact on air quality on Kingshill Road.

- 3.16 Modal shift and a switch to more sustainable fuels. In order to be successful in remedying the non-compliance with air quality criteria within the AQMA, and cope with the inevitable increase in travel as Swindon grows rapidly; we must achieve a modal shift in travelling behaviour.

More journeys must be made by public transport, walking, or cycling; all modes which also convey public health benefits through a more active lifestyle. There are important Public Health improvements, beyond an improvement in air quality, which might be obtained here.

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Where motorized transport is unavoidable; we must do what we can to foster the use of low or zero emission vehicles where possible. Much of this aim is outside our local control. Scrappage schemes and subsidy for ultra-low emission vehicles are most successful if done at national scale. However, there are things which we can influence in this area. We can prioritise electric charging facilities and parking spaces for ultra-low emission vehicles in the town and promote provision of charging facilities in new homes and businesses.

- 3.17 Council Vehicle Purchasing. The light vehicle fleet mostly operated by the Council's housing service will be renewed on a 1/3rd per year basis in the future. There is potential then to remove emissions from Swindon quickly through a change in the Council's procurement policy. A review of that procurement policy is currently under way.

We will refresh the light vehicles procurement policy to prioritise zero or low emission vehicles where it is viable.

For larger and heavier vehicles, such as refuse lorries and gritters; zero emissions is more difficult to achieve. We are though currently reviewing our procurement policy for large vehicles with a view to prioritizing zero emission or low emission vehicles where viable too.

- 3.18 Council Fuelling Infrastructure. In order to support a shift in the Council fleet; charging infrastructure must be provided at the depot.

We will install sufficient charging points at the depot to support a shift to zero emission vehicles where viable.

- 3.19 Increasing Public Transport Use. Buses and trains carry people to their destinations while producing significantly lower emissions per passenger mile.

We will work to increase the use of Public Transport, and will review the Park & Ride Strategy to provide alternative means of reaching the town centre.

- 3.20 Walking and cycling infrastructure. New developments in Swindon are designed with non-car travel in mind, and a network of interconnecting path and cycle ways is under constant development in Swindon.

We will work to improve the cycle and footpath network where opportunities exist and funding can be secured. One of Swindon's largest expansion areas is Wichelstowe; between the M4 motorway and the South of Old Town. An opportunity exists to better link Wichelstowe with Old Town for cyclists and walkers via the Old Town Railway Cycle Path. This existing way is in relatively poor repair, not well-surfaced and unlit at night.

We will work to identify funding to improve the Old Town Railway Cycle Path to provide an attractive active route into Old Town for current and future residents.

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Air Quality Management Area Declaration

Cabinet

Date: 20th March 2019

- 3.21 Fostering a modal shift through engagement. Some work is already undertaken to foster a move to green, public, and/or active travel. Swindon Travel Choices promotes active journey planning and active travel across Swindon. The Travel Plan Officer actively engages schools, communities and workplaces to promote greener and active travel. If we are to succeed in shifting sufficient travel miles away from cars and other motorized transport, we must do much more.

We will redouble our work with companies especially in Swindon to promote greener staff and company transport.

We will work with local bus companies to improve the quality of their fleet. Increase frequency of travel, consider new routes and encourage more people to travel by bus.

- 3.22 The draft action plan which was consulted on with the public has been amended following that consultation. The Council is required under the Environment Act to put the plan to a number of statutory consultees including the Environment Agency, neighbouring Local Authorities and DEFRA before then finalising the plan. It is recommended that the Director of Public Health be authorised by Cabinet, to consult with DEFRA, the Environment Agency and neighbouring Local Authorities on the draft Action Plan for the Kingshill Air Quality Management Area and to report back to cabinet following such consultation for final approval of the plan.

4. Alternative Options

- 4.1 Producing an Air Quality Action Plan (AQAP) a statutory requirement following declaration of an Air Quality Management Area (AQMA) and as such, there is no “do-nothing” alternative to this.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 5.1 Much of the financial implication of this Action Plan will be covered by regular business as usual. Detailed cost analysis will be done for each of the action plans at the appropriate stage. Indicative costs have been included in the plan (Table 0.1)
- 5.2 This action plan would allow the Council to be able to apply for additional funding from DEFRA and other National sources to address the Air Quality issues.

Legal and Human Rights Implications

- 5.3 There is a legal duty under section 84 of the Environment Act 1995 for an action plan to be produced following a Council making a declaration of an air quality

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Air Quality Management Area Declaration

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management area. Failure to produce an AQAP would leave the Council in breach of this legal duty. There is no known history of DEFRA resorting to any form of intervention where local authorities have failed in this duty, however it is known that DEFRA has 'named and shamed' those authorities who have not complied with their duties in terms of air quality management.

- 5.4 It is also likely that this may now become more pronounced as the UK is facing censure and charges from the European Union for failing to meet the stringent air quality objectives, particularly in terms of Nitrogen Dioxide. Public interest in air quality matters is inevitably also increasing in response to the higher profile given to it nationally in the media.
- 5.5 Other legal and human rights implications have been taken into account in preparing this report. It is considered that the recommendations are compatible with Convention Rights.

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

- 5.6 This action would positively impact on the health of residents by improving the location of poor air quality that are linked to traffic pollution.

Diversity Impact Assessment

- 5.7 A Diversity Impact Assessment (DIA) has not been done as this report does not make any new recommendations that would affect service delivery or impact on any of the protected characteristics. However, any action plan that is developed would be supported by the appropriate DIA.

6. Consultees

- 6.1 The Director of Finance (Section 151 Officer) and Director of Law and Democratic Services (Monitoring Officer) were consulted in respect of all reports.
- 6.2 The ward members of the affected area, parish councillors, local businesses and local residents have been consulted with.

7. Background Papers

- 7.1 Air Quality Annual Status Report 2016.

8. Appendices

- 8.1 Appendix A Draft Air Quality Action Plan (*The appendix is available online at the Council's website or on request from Committee and Member Services*).

Further information on the subject of this report can be obtained from Ayo Oyinloye, extension 7074, AOyinloye@swindon.gov.uk.

Air Quality Management Area Declaration

Cabinet

Date: 20th March 2019

9. Key Decision/Decision in Cabinet Work Programme

- 9.1 This is a Key Decision and is included in the Cabinet Work Programme for March 2019.



Swindon Borough Council Air Quality Action Plan

In fulfilment of Part IV of the
Environment Act 1995
Local Air Quality Management

March 2019

Local Authority Officer	Damon Green
Department	Public Protection
Address	Wat Tyler House West 5 th Floor, Beckhampton Street, Swindon, SN1 2JG
Telephone	01793 466102
E-mail	dgreen@swindon.gov.uk
Report Reference number	SBC/AQAP01
Date	March 2019

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Executive Summary

This Air Quality Action Plan (AQAP) has been produced as part of our statutory duties required by the Local Air Quality Management framework. It outlines the action we will take to improve air quality in Swindon between 2019 and 2024, and in particular, how we will reduce the Level of Nitrogen Dioxide within the Kingshill Air Quality Management Area to at least compliant levels.

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Poor air quality particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the least affluent areas^{1,2}.

The annual health cost to society of the impacts of particulate matter alone in the UK is estimated to be around £16 billion³. Swindon Borough Council is committed to reducing the exposure of people in Swindon to poor air quality in order to improve health.

This is Swindon's first Air Quality Action Plan, and stems from the declaration of an Air Quality Management Area covering a portion of Kingshill Road. The Management Area was declared as a result of Nitrogen Dioxide (NO₂) levels above the annual average limit of 40mcg/m³. NO₂ levels on parts of Kingshill Road have been measured at 56mcg/m³.

In order to meet the Annual Average limit of 40mcg/m³, Nitrogen Dioxide produced via use of the road must be reduced by 30%.

Put simply; in order to achieve this; the number of vehicles using the road must be reduced by at least 30%, or the emissions of NO₂ from vehicles must be reduced by at least 30%, or a combination of both. These are simple and easy to understand aims, but in practice this will be an extremely difficult and complex challenge.

Swindon is a large growth town. The size of the town, and so the number of people travelling within it, is forecast to grow by in excess of 15% between 2010 and 2022.

¹ Environmental equity, air quality, socioeconomic status and respiratory health, 2010

² Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

³ Defra. Abatement cost guidance for valuing changes in air quality, May 2013

We must reduce emissions generated on Kingshill Road by 30% from today's base, and maintain that reduction as the number of miles travelled in Swindon grows in line with the town's growth.

Our priorities are:

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

Against those priorities we have developed actions that can be considered under 9 broad topics:

- Traffic management
- Policy Guidance and Development Control
- Transport planning and infrastructure
- Alternatives to private vehicle use
- Policy guidance and development control
- Promoting low emission transport
- Promoting travel alternatives
- Public information
- Vehicle fleet efficiency

We will keep this plan under review, and will continue to identify and investigate further measures as they become visible to us.

In this AQAP we outline how we plan to tackle air quality drivers within our control. However, we recognise that this is a huge challenge, and that there are a large number of air quality policy areas that are outside of our influence (such as vehicle emissions standards agreed in Europe), but for which we may have useful evidence. We will contribute to the work of national and regional partners on issues beyond our direct influence.

Responsibilities and Commitment

This Action Plan was prepared by the Air Quality Steering Group of Swindon Borough Council with the support and agreement of the following officers and departments:

Cabinet Member for the Housing and Public Safety (inc. Environment)

Director of Public Health, SBC

Consultant in Public Health Medicine, SBC

Head of Highways and Transport, SBC

Service Manager Healthy Neighborhoods, SBC

Head of Planning, Regulatory Services and Heritage, SBC

Head of Communications, SBC

Localities Representative

This AQAP will be subject to an annual review and appraisal of progress, and reporting to the Chief Executive and Core Management Team (CMT) of the Council. Progress will be publicly reported each year in the Annual Status Reports (ASRs) produced by Swindon Borough Council, as part of our statutory Local Air Quality Management duties.

If you have any comments on this AQAP please send them to Service Manager Public Protection, Healthy Neighbourhoods at: Public Protection, Swindon Borough Council, Wat Tyler House West 5th Floor, Beckhampton Street, Swindon, SN1 2JG

airquality@swindon.gov.uk

Introduction

This report outlines the actions that Swindon Borough Council will deliver between 2019 and 2024 in order to reduce concentrations of, and exposure to, Nitrogen Dioxide air pollution within the AQMA on Kingshill Road. This will positively impact on the health and quality of life of residents and visitors to the Borough.

It has been developed in recognition of the legal requirement on the local authority to work towards Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995, relevant regulations made under that part, and to meet the requirements of the Local Air Quality Management (LAQM) statutory process.

This Plan will be reviewed every five years at the latest, and progress on measures set out within this Plan will be reported on annually within our Air Quality Status Reports (ASR).

In this Plan we set our measures to reduce emissions within the Air Quality Management Area directly, and most importantly; how we will contribute to the modal shift required to bring air quality more generally under control.

Summary of Current Air Quality in Swindon

Air Quality within Swindon Borough is generally very good.

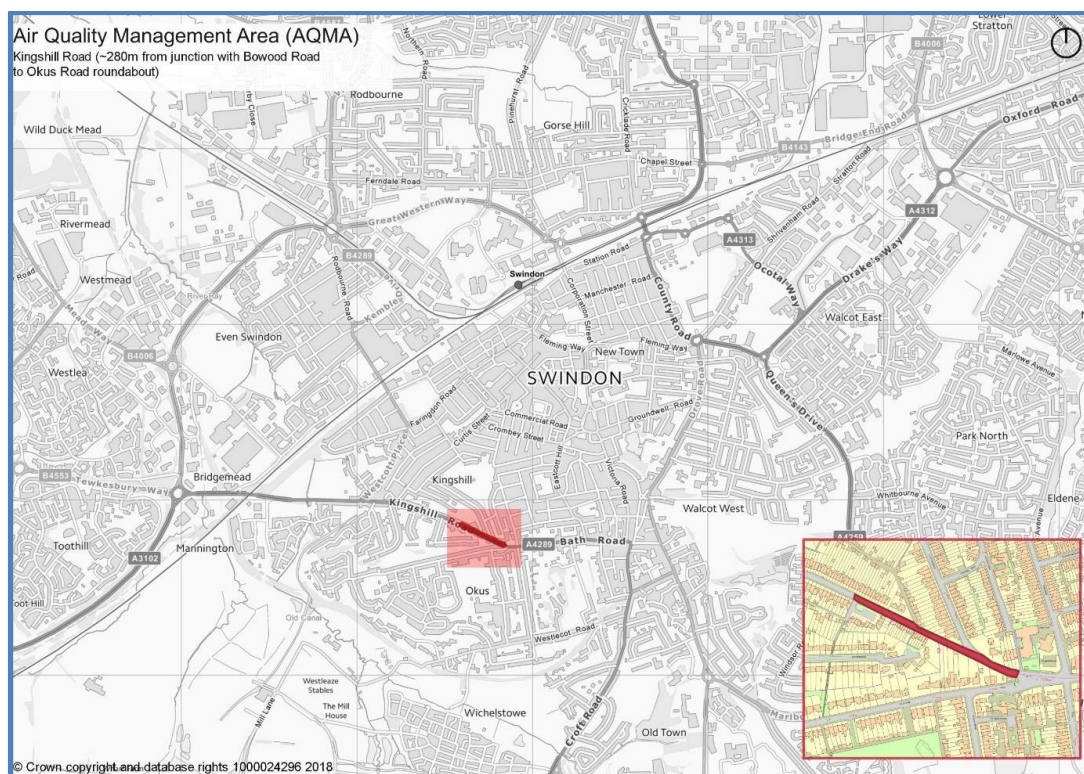
In common with many towns and cities however, there are some discrete parts of the town where air quality is less good. These areas are generally associated with busy traffic routes, and where dwellings lie close to the kerb; so called 'street canyons'.

Where a street 'canyon' exists, exhaust gases do not disperse well.

One such area in Swindon is at Kingshill Road, and here it has been necessary to declare an Air Quality Management Area (AQMA) which covers a circa 280m stretch of the road South East of the junction with Bowood Road to the roundabout with Okus Road. The pollutant of concern here is Nitrogen Dioxide (NO_2), and the limit value which has been exceeded is the Annual Average limit of 40mcg/m^3 .

Monitoring of air quality, principally by Diffusion Tube, indicates that the level of NO_2 at the façade of some dwellings on Kingshill reaches 56mcg/m^3 . NO_2 exists in the air everywhere as a background pollutant, but here heavy traffic flows emit more, and this has led to the exceedance. The road is oriented away from prevailing winds, and is uphill & closely bounded by trees and houses, so the gas cannot disperse well.

Figure 1 Map showing the Air Quality Management Area declared in Swindon



Swindon Borough Council Air Quality Action Plan - 2019

Other areas with measured levels of Nitrogen Dioxide approaching the limit levels include Rodbourne Road/Iffley Road and the west end of Manchester Road near to the bus station. The latter location, Manchester Road, is subject to proposed infrastructure changes which are expected to have a positive effect on pollution levels, and we maintain a watch on levels on Rodbourne Road/Iffley Road as we gather more data.

Overall, no clear overall trend in Nitrogen Dioxide levels could be observed in Swindon. A few sites experienced a slight worsening in pollution levels (Queens Drive, Kingshill Road), and a number of sites experienced a slight improvement (Cricklade Road, GWR Museum, Rodbourne Road). Although vehicles have become more efficient, and their emissions less harmful over time; vehicle use increases year on year also; offsetting much of the improvement.

A number of major road and rail works in Swindon in recent months and years have also affected traffic flows over relatively long periods. It is likely that this has affected average pollution measurements at some sites. At Kingshill Road though; it is clear that there is an air quality issue, and this plan seeks to improve that.

Levels of Nitrogen Dioxide around major roads continue to respond to rising levels of traffic, the improvement of vehicle emissions over time, and/or the constant evolution of the town's road network. Swindon has much major development either planned or in train, and levels of pollution will respond to these changes on a continuing basis. New development is designed to account for what is now known of the effects of heavy road traffic, and so we do not expect any new areas of concern to be identified. There will though be a continuing and growing pressure in areas already highlighted, as new development across Swindon inevitably leads to increased traffic in all areas, including those already identified as potential air pollution hotspots. The continuing improvements in vehicle emissions, and the move to alternative fuel vehicles is expected to somewhat offset the rise in the number of vehicles. We do not yet know to what extent however.

We continue to monitor air quality with regard to Nitrogen Dioxide in Swindon using a network of 29 diffusion tubes at 25 locations, a reference standard real time monitor, and also with some shorter term and real-time indicative monitors, coupled with traffic flow monitoring hardware. Please refer to our latest Air Quality Annual Status Report.

Swindon's Air Quality Priorities

The factors which drive the Nitrogen Dioxide levels within the Kingshill Road Air Quality Management Area are clear. A number of these factors are outside of our control however. The factors that drive the reported Nitrogen Dioxide levels are:

1. Topography.

The stretch of road comprising the AQMA is uphill heading South East, and the land to both the South and North is higher than the road surface. It is sheltered by buildings close to the road, and by large trees. As a result, the road and the residential receptors which line it, are mostly sheltered from the prevailing South Westerly and North Easterly winds. Nitrogen Dioxide produced by the vehicles using the road does not disperse well. Vehicles moving uphill emit more Nitrogen Dioxide, as they burn more fuel in doing so, whereas those moving downhill on over-run emit very little.

The topography of the AQMA is not under local control.

2. The proximity of receptors to the road.

On this stretch of road; a number of residential receptors lie very close to the road. A rank of 14 terraces in particular; from 101 to 114 Kingshill Road, lie extremely close to the kerb; with their front doors less than 2m from the road edge. It is these residences which experience the high (56mcg/m³) exposure to Nitrogen Dioxide at their façade.

We are unable to influence the proximity of these receptors to the roadside.

3. Traffic Flow

Kingshill Road carries around 18,000 vehicles a day. The road functions as a key route into and out of Old Town, and as a primary route to the South of Old Town, including to Wroughton, and other towns and villages in this direction. Long term traffic monitoring in the AQMA shows that Kingshill Road does not suffer significant congestion, and it functions well as a road. Only less than 2% of vehicles are heavy vehicles, and few buses, but they do contribute more than 10% of the NO₂.

Average vehicle speeds are high, and there is no evidence of queuing traffic in the AQMA, even during peak periods.

The scale of the reduction in Nitrogen Dioxide needed means it is not thought possible to meet the air quality criteria simply by reducing traffic flow on the road. Severely limiting access to the road, through closure or severe restriction would simply move the problem elsewhere, to other areas which are already close to the limit themselves, and may create new hotspots through severe congestion.

4. Vehicle Emissions

The design of engines with regard to their emissions, has been controlled by European legislation for some time. These Euro classes (new vehicles are currently 'Euro 6' or 'Euro VI') have imposed increasingly stringent emission limits, particularly with regard to Nitrogen Oxides. As a result; the national and local fleet is becoming cleaner over time, as older cars are removed from the roads and a higher proportion of vehicles on the road meet the most recent emission class. Government has also announced its intention that all new vehicles will be alternative fuel from 2040, some 21 years hence, and this will clearly ultimately have the biggest impact on the fleet mix. This is not a factor which is under significant local control.

Drivers can though influence how much pollution is emitted from their vehicle through the way that they drive it. Heavy braking and acceleration is wasteful of fuel, and contributes to local pollution. Similarly; using the gearbox to keep the engine in its most efficient rev range both saves fuel and minimizes pollution.

5. Travel Habits

For those working in Swindon; 60% of work journeys are made by car. For people who live in Swindon but work outside the Swindon area though; the proportion of trips made by car rises to over 80%. The majority of car journeys are made by a single driver with no passengers.

Public Transport accounts for 9% of all work trips; 8% by bus. 7% of work trips are made on foot and 3% by bicycle. These statistics are similar to all England.

57% of children walk to school, and 5% cycle (2017 survey).

Peoples travel options and habits clearly have a large impact on the environment, and especially on air quality. They can also negatively impact on health in general. For those that must drive; car sharing can be an effective way of reducing both congestion and pollution. Shorter journeys may be made on foot, by bicycle, or by public transport and these active forms of travel can contribute to overall health too. We clearly have potential to influence these statistics; by acting on the factors which inform people's travel choices.

The proportion of physically active adults in Swindon is about two thirds which is similar to the proportions across England, but there is clearly scope to improve this dramatically.

The factors over which we have some control drive our key priorities:

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

Public Health Context

Long-term exposure to air pollution reduces life expectancy, and healthy life expectancy, by increasing deaths from cardiovascular, respiratory conditions, and from lung cancer. It is estimated that long-term exposure to air pollution in the UK has an annual effect equivalent to 28,000 to 36,000 deaths. Short-term exposure (over hours or days) to elevated levels of air pollution can also cause a range of health impacts, including effects on lung function, exacerbation of asthma, increases in respiratory and cardiovascular hospital admissions, and mortality.

The people who carry the greatest burden of the effects of air pollution are often not the main pollutersⁱ. Air pollution disproportionately impacts those who live in less affluent areas, broadening health inequalities. Air pollution has a significant effect on public health, and poor air quality is the largest environmental risk to public health in the UK. In 2010, the Environment Audit Committeeⁱⁱ considered that the cost of health impacts of air pollution was likely to exceed estimates of £8 to 20 billion.

The Swindon Borough Council Joint Strategic Health Needs Assessment (JSNA) 2017ⁱⁱⁱ showed

- Poor air quality affects everyone. Air pollutants are known to contribute to heart disease, lung cancer and respiratory disease.
- Poor air quality can have long term impacts on everyone and immediate effects on vulnerable people (usually people with certain health conditions).
- Poor air quality has a disproportionate impact on the young and old, the sick and the poor.
- Air pollution is a mix of particles and gases. The most important pollutants are oxides of nitrogen (NOx) and particulate matter (PM).
- Road vehicles are the main pollution source in Swindon Borough Council
- Air quality in Swindon is relatively good but there are pockets where the air pollution exceeds permitted levels.
- Swindon is already doing a lot to improve air quality, including: promoting active and sustainable travel; designing the built environment to encourage healthy lifestyles and travel choices; and promoting cleaner energy.

In 2015, the fraction of mortality attributed to air pollution in Swindon was 5.1 (compared to 4.7 in England). This means, using modelled Particulate Matter data, and Swindon Borough Council Air Quality Action Plan - 2019

Swindon mortality data; it is estimated that 5.1% of mortality is attributed to air pollution. There is no Swindon specific estimate for the impact of air pollution on disease prevalence and health care utilisation. This is because air pollution is not the direct cause of many disease or health care utilisation, but it is a contributory factor in many conditions.

Road vehicles are the main source of pollution in Swindon. If we are to tackle air pollution; then we need to act on transport. Swindon broadly matches the rest of England for the proportion of journeys made other than by car, but there is clearly scope to improve on that, and switching to more active modes of travel would have other important public health benefits.

Planning and Policy Context

The Council Plan 2016-2020, sets out the vision for Swindon and the priorities we are trying to achieve for our residents and the borough of Swindon.

The Plan contains four priorities. Priority one is; to improve infrastructure and housing to support a growing, low-carbon economy.

Other plans support this, and are designed to ensure that environmental considerations are prominent in development decisions across the Borough.

Local Plan Policy

Applications for development are judged against the policies of the development plan unless material considerations dictate otherwise. The principal development plan Document covering Swindon Borough is the Adopted Swindon Borough Local Plan, 2026 (2015). **Policy EN7** covering Pollution states:

“(a). Development that is likely to lead to emissions of pollutants such as noise, light, vibration, smell, fumes, smoke, soot, ash, dust, grit or toxic substances that may adversely affect existing development and vulnerable wildlife habitats, shall only be permitted where such emissions are controlled to a point where there is no significant loss of amenity for existing land uses, or habitats.

(b). Similarly, where development would be adversely affected by the emission of pollutants from an existing use, the proposal will only be permitted where the users of

Swindon Borough Council Air Quality Action Plan - 2019

the future development are protected from loss of amenity from those emissions in accord with Policy DE1 (High Quality Design)”

Policy EN7 requires air quality to be properly assessed in the determination of all applications that are likely to impact upon it. The Council's Environmental Health Officers are consulted where schemes are likely to be significant contributors to a reduction in air quality. This may arise from increases in vehicular traffic, or direct emissions from the development, for example as part of a manufacturing, or waste management process.

Local Development Order

The Council has adopted a Local Development Order covering renewable energy and hydrogen fueling points. Simplifying the planning procedures for the latter has the potential to encourage more sustainable transport modes, with attendant reductions in polluting particulates. Once the Local Plan Review is adopted it is anticipated that additional Local Development Orders will be introduced to further encourage more sustainable fuels.

Local Plan Review

The Council is currently embarking on a review of the Local Plan. It is anticipated that improving air quality will be a key strand of the Plan's strategy, and a bespoke policy would be beneficial to ensure that measures to improve, or not further derogate air quality are demonstrated in all planning applications which are likely to generate particulate emissions.

Planning Applications

Planning Applications are judged against the policies of the Adopted Local Plan. The Council anticipates significant greenfield development on urban extension sites at the New Eastern Villages (8,500 homes), Kingsdown (1,650 homes) and Wichelstowe (up to 4,500 homes). Additional redevelopment of brownfield land in Swindon's urban area for a range of leisure, commercial and residential uses at Kimmerfields, North Star, Aspen House, The Locarno, and Oakfield are all anticipated to come forward in the next five years. The Council is also dealing with an appeal for a significant waste to energy facility at Keypoint in East Swindon. It is important that the processes associated with this facility do not give rise to an unacceptable reduction in air quality.

Source Apportionment

The AQAP measures presented in this report are intended to be targeted towards the predominant sources of emissions within Swindon Borough Council's area. To inform this we have carried out a source apportionment exercise.

Automatic traffic monitoring hardware has been installed, and used to provide detailed information on traffic flow and make up on Kingshill. This data has been used to determine which vehicles are contributing most to the Nitrogen Dioxide pollution on Kingshill Road.

The following tables give summary data for traffic flow on Kingshill which was obtained from permanent in-carriageway monitoring.

Table 3.2 Summary Traffic Data

	2017	2016
AADT	16798	15690
Average Speed of vehicle (mph)	32.0	31.7
%HGV	1.4	1.3

(AADT=annual average daily traffic)

This analysis shows the heavy predominance of light vehicle types; with very few HGVs or Buses.

The Emissions Factors Toolkit (EFT) (v 8.0.1) has then been used to model the relative contributions to NO₂ emissions on Kingshill of the different vehicle types.

Table 3.4 Modelled contribution of road vehicles, by type, to road NOx Emissions

	Total all vehicles	LDV	HDV	Petrol Cars & Vans	Diesel Cars & Vans	Rigid HGVs	Artic HGVs
NOx Emissions rate LDVs g/km	5005	4382	623				
% Contribution	100	87.6	12.4	15.4	72.0	10.0	2.5

Required Reduction in Emissions

The full source apportionment calculation may be found at **Appendix A**.

It is estimated that **NO₂ emissions must be reduced by 30%** in order to achieve compliance with the annual mean objective for Nitrogen Dioxide (40ug/m³).

Light vehicles powered by diesel fuel contribute an estimated 72% of all NO₂ at this site using this simple model, but we do not yet know what proportion of vehicles using this road are diesel powered. Work carried out by Ricardo

(<https://ee.ricardo.com/news/measuring-real-world-driving-emissions-the-first>) suggests that emissions between petrol and diesel powered vehicles may differ according to the temperature of the engine at the time; especially with regard to NO₂. Early results suggest that petrol engines emit most NO₂ when cold, and that diesel engines do so when hot, and we do not yet know how many journeys which include Kingshill Road are undertaken with hot or cold engines.

This will be a strand for our further study as we move through our action plan, and we plan to undertake real time emissions monitoring of traffic on Kingshill Road.

Key Priorities

The work so far undertaken shows clearly that in order to remedy the air quality problem within the AQMA; we must reduce traffic flow by at least 30%, or reduce emissions from vehicles using the road by the same amount, or a combination of both.

This leads us to 2 key priorities:

Priority 1 – To investigate sustainable options for reducing emissions from road traffic on Kingshill Road; particularly in the uphill, South East direction.

Priority 2 – To facilitate a shift to more sustainable modes of travel, and more sustainable fuels.

Both of the above broad priorities seek to either reduce traffic flow in the AQMA (without prejudicing other marginal areas), and/or to reduce emissions within the AQMA, either directly or indirectly.

The gradual improvement in emissions from the national fleet will help to improve the situation over time, but it will not be enough, or quick enough, and our action plan seeks to ensure that we resolve the situation across the 5 year expected life of this action plan.

Development and Implementation of Swindon AQAP

Consultation and Stakeholder Engagement

To inform the development of the draft Air Quality Action Plan, an Engagement event was held on 19th September 2018, where local residents who are most directly affected could find out more and share their ideas on possible solutions to tackle the levels of pollutant. The Engagement event was very well attended, with members of the public responding to a presentation highlighting the current issues, with a lively discussion and brainstorming on possible solutions which are included in this report. A review of these and other options has been undertaken, and a further public consultation highlighting worked up options and progress so far was undertaken between 21st December 2018 and 3rd February 2019. Outcomes of that consultation may be found at APPENDIX B.

Members of the public understood the problem very well, and contributed a number of ideas which we had already identified in our scoping work, along with some which we had not.

Table 4.1 – Consultation Undertaken

Yes/No	Consultee
NO	the Secretary of State
NO	the Environment Agency
YES	the highways authority
NO	all neighbouring local authorities
YES	other public authorities as appropriate, such as Public Health officials
YES	bodies representing local business interests and other organisations as appropriate

Steering Group

The Air Quality Steering Group was formed on the 28th February 2018. This group is made up of the following members

1. Cabinet Member for the Housing and Public Safety (inc. Environment)
2. Director of Public Health, SBC
3. Consultant in Public Health, SBC
4. Head of Highways and Transport, SBC
5. Service Manager Healthy Neighbourhoods, SBC
6. Head of Planning, Regulatory Services and Heritage, SBC
7. Head of Communications, SBC
8. Localities representative

The purpose of this group is to develop, direct, oversee, monitor and implement an effective Air Quality Plan for Swindon Borough Council, and to evaluate measures to improve air quality. This group meets monthly. The full Terms of Reference for this group may be found at **Appendix C**.

AQAP Measures

Table 5.1 shows the Swindon Borough Council AQAP measures so far developed. It contains:

- A list of the actions that form part of the plan.
- The responsible individual and departments/organisations who will deliver this action.
- The estimated cost of implementing each action (overall cost and cost to the local authority) where known.
- The estimated expected benefit in terms of pollutant concentration reduction within the AQMA.
- The timescale for implementation.
- How progress will be monitored.

Progress on all of the measures here will be reported on in Swindon Borough Council's Annual Status Report (ASR).

Our 2 priorities are:

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

These priorities are inter-related, and much that we do on one may have positive, or indeed negative, impacts on the other. In order to be successful, in practice; we must act on both all of the time.

Reducing Emissions on Kingshill Road.

Heavy Vehicles. Source apportionment shows that removing heavy vehicles from the road will remove more than 10% of the NO₂ emissions there. We estimate that around 250 heavy vehicles will be displaced in this way, but that these can be accommodated on alternative and better suited routes.

We will seek to put in place a Traffic Regulation Order to restrict heavy vehicles on the road as quickly as possible.

Private Hire and Hackney Carriages. There are 1000 taxis and 104 Hackney Carriages licensed by Swindon Borough Council. It is not known what proportion of the traffic on this road is a taxi or hackney carriage, but it is clear that the road is an important route into and out of Old Town, and so private hire and hackney cab vehicles will make up a meaningful part.

Private Hire Vehicles may be no older than 5 years at the time of first Licence, and cannot be licensed older than 10 years under current arrangements. Hackney Carriages may be 15 years old before replacement, but make up only a small proportion of the fleet as a whole.

Under current Licence conditions; the great majority of licensed private hire vehicles will be Euro 6b by 2024; as they were first registered after August 2015. A Hackney Carriage could be as old as Euro 5b however, and have done many miles by that age. We will put forward proposals to the Licensing Committee to improve the emissions of the taxi and hackney carriage fleet through licence conditions; beyond that already mandated.

Bus Fleets. There are currently few buses that use Kingshill Road, but a modern, clean and efficient bus service will help us to accomplish the modal shift that we need to reduce travel in cars more generally. We will support our local bus companies to identify and obtain funding to improve the emissions profile and quality of their fleets.

Strategies and Policies. There are a number of Council Strategies and Policies which have the potential to influence the amount of traffic on Kingshill Road, and the emissions produced there:

- The Local Plan 2026
- The Local Transport Plan
- The Town Centre Movement Strategy
- The Park & Ride Strategy
- The Local Authority Fleet Vehicle Purchasing Policy

We will refresh and update these documents to give a higher priority to air quality, particularly where they have potential to positively impact on air quality on Kingshill Road.

Modal shift and a switch to more sustainable fuels

In order to be successful in remedying the non-compliance with air quality criteria within the AQMA, and cope with the inevitable increase in travel as Swindon grows rapidly; we must achieve a modal shift in travelling behavior.

More journeys must be made by public transport, walking, or cycling; all modes which also convey public health benefits through a more active lifestyle. There are important Public Health improvements, beyond an improvement in air quality, which might be obtained here.

Where motorized transport is unavoidable; we must do what we can to foster the use of low or zero emission vehicles where possible. Much of this aim is outside our local control. Scrappage schemes and subsidy for ultra-low emission vehicles are most successful if done at national scale. However, there are things which we can influence in this area. We can prioritise electric charging facilities and parking spaces for ultra-low emission vehicles in the town and promote provision of charging facilities in new homes and businesses.

Council Vehicle Purchasing. The light vehicle fleet mostly operated by the Council's housing service will be renewed on a 1/3rd per year basis in the future. There is potential then to remove emissions from Swindon quickly through a change in the Council's procurement policy. A review of that procurement policy is currently under way.

We will refresh the light vehicles procurement policy to prioritise zero or low emission vehicles where it is viable.

For larger and heavier vehicles, such as refuse lorries and gritters; zero emissions is more difficult to achieve. We are though currently reviewing our procurement policy for large vehicles with a view to prioritizing zero emission or low emission vehicles where viable too.

Council Fueling Infrastructure. In order to support a shift in the Council fleet; charging infrastructure must be provided at the depot.

We will install sufficient charging points at the depot to support a shift to zero emission vehicles where viable.

Increasing Public Transport Use. Buses and trains carry people to their destinations while producing significantly lower emissions per passenger mile.

We will work to increase the use of Public Transport, and will review the Park & Ride Strategy to provide alternative means of reaching the town centre.

Walking and cycling infrastructure. New developments in Swindon are designed with non-car travel in mind, and a network of interconnecting path and cycle ways is under constant development in Swindon.

We will work to improve the cycle and footpath network where opportunities exist and funding can be secured. One of Swindon's largest expansion areas is Wichelstowe; between the M4 motorway and the South of Old Town. An opportunity exists to better link Wichelstowe with Old Town for cyclists and walkers via the Old Town Railway Cycle Path. This existing way is in relatively poor repair, not well-surfaced and unlit at night.

We will work to identify funding to improve the Old Town Railway Cycle Path to provide an attractive active route into Old Town for current and future residents.

Fostering a modal shift through engagement. Some work is already undertaken to foster a move to green, public, and/or active travel. Swindon Travel Choices promotes active journey planning and active travel across Swindon. The Travel Plan Officer actively engages schools, communities and workplaces to promote greener and active travel. If we are to succeed in shifting sufficient travel miles away from cars and other motorized transport, we must do much more.

We will redouble our work with companies especially in Swindon to promote greener staff and company transport.

We will work with local bus companies to improve the quality of their fleet. Increase frequency of travel, consider new routes and encourage more people to travel by bus

We will investigate the potential for signage on the approaches to the Air Quality Management Area to foster better driving behavior, to consider alternative means of travel, or identify alternative routes to relieve pressure within the AQMA.

Table 5.1, below outlines all of the actions that we have developed to bring the air quality with the AQMA to within permitted criteria as quickly as possible.

Table 0.1 – Air Quality Action Plan Measures

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
1	Seek to Implement Restrictions (Traffic Regulation Order) on Kingshill Road for certain vehicle classes.	Traffic Management	Strategic Highway improvements	Highways	2019 - 2020	2020 - 2021	12% reduction in road NO ₂	12%	Consultation with Highway Authority. Modelling of impacts of further restrictions.	2021	Source apportionment shows that Heavy Vehicles make up less than 1.5% of the road users on this road, yet produce over 12% of the emissions. Removing this category of vehicles can be achieved through a weight restriction on the road Cost: circa £5k + signage costs.
2	Upgrade the Old Town Railway cycle path and connect it to existing paths.	Transport Planning & Infrastructure	Cycle Network	Highways	2019 – 2021	2021 - 2022	A surfaced and useable route from Wichelstowe to Old Town	<2%	Pursuing funding opportunities	2023	The Old Town Railway cycle path could provide an attractive alternative route into and out of Old Town, especially for Wichelstowe residents, and those in West Swindon. Cost: to be confirmed
3	Improve emissions from Private Hire and Hackney Carriages through the licensing regime.	Promoting Low Emission Transport	Taxi Licensing Conditions	Licensing	2020	2022	All Private Hire at least Euro 6 by 2024. All Hackney Carriages EV or alternative fuel by 2024.	5%	Considering a Strategy and Policy	Discussions begun	1000 Licensed Private Hire, and 104 licensed Hackney Carriages in Swindon. Private Hire may be first licensed at no more than 5 years old, and may not be licensed after 10 years of age. Hackney Carriages may be licensed up to 15 years old. There are no current conditions around cleaner propulsion Cost: Normal Business

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
4	Investigate options for the installation of 'nudge' signage on approaches to the AQMA; to divert traffic and encourage good driver behavior.	Public Information	Via other mechanisms	Highways Public Health	2019	2021 – 2024	Reduction in road vehicles using Kingshill Road, and reduced emissions.	<5%	NA	2024	Seeking to encourage drivers to use alternative routes where practicable, and to drive appropriately in the AQMA.
5	Promote active travel (walking, cycling and public transport) through travel plans and the Swindon Travel Choices campaign.	Promoting Travel alternatives	Encourage / Facilitate home-working Intensive active travel campaign & infrastructure Personalised Travel Planning Promotion of Active Travel (walking, cycling, public transport) Implementation of School, Residential and Workplace Travel Plans	Highways	2019 - 2024	2019 - 2024	Reduction in road NO ₂	10%	ongoing	2024	<p>Active modes of transport are part of the Town Centre plan and the Swindon Transport Strategy</p> <p>Travel Plan Officer actively engages schools, communities and workplaces, particularly for new developments.</p> <p>Promote Swindon Travel Choices for active journey planning http://www.swindontravelchoices.co.uk/</p> <p>Cost: Normal Business</p>

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
6	Support and collaborate with local bus companies to minimise emissions and maximise usability of the bus network in Swindon, including their vehicle fleet renewal plans.	Alternatives to private vehicle use	Bus based Park & Ride, Other	Bus companies Planning Public Health	2019	2019 - 2024	Substantial increase in efficiency and reduction in emissions from buses. Increasing bus use.	<1%	ongoing	2024	Bus companies operating in Swindon are Thamesdown Transport and Stagecoach. Across that fleet; 53% of vehicles are EuroIII or EuroIV, and only 47% EuroV or EuroVI. Swindon's bus routes are radial; in and out from the centre, and there are comparatively few connections between the spokes. Improving routes offers the potential to displace car journeys. Park and Ride schemes have not taken off in Swindon. Cost: To be determined
7	Raise awareness of Air Quality Issues with local residents, schools and businesses to encourage behaviour change	Public Information	Via leaflets Via other mechanisms Via radio Via television Via the Internet Other	Public Health Localities LEP	2019	2019 - 2024	Substantial increase in public transport use and active travel.	10%	ongoing	2024	Influencing behaviour change through health education and promotion Cost: Normal Business
8	Engage and work with employers to promote greener fleets and staff transport arrangements.	Promoting Travel Alternatives Vehicle Fleet Efficiency	Encourage/Facilitate home-working Workplace Travel Planning Driver Training & ECO aids Fleet Efficiency and Recognition Schemes	Highways Public Health	2019	2019 – 2024	Greening of company vehicle fleets Reduction in business miles	<2%	ongoing	2024	Active modes of transport are part of the Town Centre plan and the Swindon Transport Strategy Travel Plan Officer actively engages schools, communities and workplaces, particularly for new developments. Promote Swindon Travel Choices for active journey planning http://www.swindontravelchoices.co.uk/

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
9	Review and, if necessary, update Local Development Orders relating to electric vehicle charging requirements and alternative fueled vehicle fueling stations across the borough. Review Parking Standards for new developments to mandate vehicle charging provision.	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance	Planning	2019	2020	Reviewed LDOs in place.	<2%	Review in progress	2020	Local development Order is already in place, but to be reviewed to ensure that it provides appropriate planning guidance Cost: To be determined
10	Pursue the Transport Vision 2026 for Swindon & Wiltshire LEP with regard to sustainable transport outcomes.	Transport Planning and Infrastructure	Bus route improvements Cycle network Public cycle hire scheme Public transport improvements-interchanges stations and services Other	Planning Highways	2019	2020 - 2024	NA	<5%	ongoing	2024	Wiltshire and Swindon LEP Local Energy Strategy – draft https://swlep.co.uk/docs/default-source/board-meetings/2018/28-nov-2018/agenda-for-board-meeting-28th-nov-2018.pdf?sfvrsn=15645c74_2 Cost: Normal Business

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
11	Review and enhance the Swindon Borough Local Plan (2026) to prioritise sustainable transport and ensure that policies relating to, and impacting upon air quality, are fit for purpose and serve to reduce emissions where possible.	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance Other policy	Planning Highways Public Health	2019 - 2020	2021	Local Plan review adopted	N/A. Target is to avoid significant deterioration as a result of new development	Ongoing. Local Growth Fund schemes delivered.	Target plan adoption Q1 2021	Swindon Borough Local Plan 2026 available at: https://www.swindon.gov.uk/info/20113/local_plan_and_planning_policy/635/swindon_borough_local_plan_2026 Cost: Normal Business
12	Review and enhance the developing Town Centre Movement Strategy with air quality improvements a central theme.	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance Other policy	Planning Localities Public Health Highways	2019	Subject to funding	New Town Centre Movement Strategy targeting air quality improvements as a central theme	5%	Currently being reviewed	TBC	TCM strategy under review Cost: Normal Business
13	Review and enhance the Swindon Local Transport Plan 2011-2026	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance Other policy	Planning Localities Public Health Highways	2019	2019 - 2024	Revised Swindon Local Transport Plan	5%	Currently being reviewed	2020	

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
14	Review the Park and Ride Strategy for Swindon to minimise the need for vehicular journeys into the town centre.	Alternatives to private vehicle use	Bus based Park & Ride	Highways Planning Localities Highways	2019	2020	New Park and Ride Strategy in place	1%	Under review	2020	Cost: Normal Business
15	Amend purchasing policy for Council owned vehicles to prioritise greener fuels and efficiency where viable.	Promoting Low Emission Transport	Public Vehicle Procurement – Prioritising uptake of low emission vehicles	Highways Waste Housing	2019 - 2020	2020 - 2023	All Council vehicles to be low emission where viable.	<5%	Policies being refreshed.	2023	Housing fleet renewed on a 1/3 replacement every year. Policy currently being refreshed to prioritise environmental considerations where viable. Large vehicle fleet for streetworks, waste, etc due for renewal in 2 years. Policy being refreshed to give greater weight to environmental considerations. Cost: Normal Business
16	Installation of vehicle charging points at Council depot	Promoting Low Emission Transport	Procuring alternative Refuelling infrastructure to promote Low Emission Vehicles, EV recharging, Gas fuel recharging	Highways Waste Housing	2019	2020 – 2021	Alternative fuel points installed and in use at depot	<2%	Planning and Procurement in train	2021	Prior to procuring alternative fueled public vehicles; charging and fueling infrastructure must be in place. Cost: Normal Business

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
17	Change the schedule for recycling and waste collection to out of peak times on Kingshill Road(7am - 9am)	Traffic Management	UTC, Congestion management, traffic reduction	Waste management	2019	2019	No peak time collections of Kingshill Road	<1%	Schedule planning in train	2019	Potential to move slots to middle of the day. Reduce queuing on Kingshill Road and create smoother traffic flow. Cost: Normal Business
18	Engage with local bus companies to increase the number and frequency of services to foster	Alternatives to private vehicle use	Other	Public Health	2019	2019 - 2020	N/A	<2%	NA	2020	Potential to assist modal shift

Appendix A: Calculation of Required Reduction in Road NO_x Emissions

Step 1: Use the NO_x to NO₂ calculator to obtain the NO_x concentration that equates to the 56µg/m³ NO₂.

Concentration measured at receptor (ie 102 Kingshill Road) = 56 ug/m³ NO₂

Using version 6.1 of the DEFRA calculator NO_x=97.42 ug/m³

Step 2: Obtain the local background concentrations of NO_x and NO₂ for the year of interest, from the background maps

LB NO₂ =13.16 ug/m³

LB NO_x =17.86 ug/m³

Step 3: Calculate the current “road NO_x” concentration (road NO_x-current), i.e. the difference between total NO_x (calculated or measured) and local background NO_x.

Current road NO_x =97.42-17.86 = 79.56 ug/m³

Step 4: Calculate the road NO_x concentration required to give a total NO₂ concentration of 40µg/m³, i.e. the annual mean objective (road NO_x-required). This can be done using the NO₂ from NO_x calculator by entering a total NO₂ concentration of 40µg/m³ along with the local background NO₂ concentrations. The calculator gives the road NO_x-required concentration.

Road NO_x concentration required to give a total NO₂ concentration of 40µg/m³

Road NO_x concentration required RNO_x= 56.26ug/m³

Step 5: Calculate the road NO_x reduction to go from the road NO_x-current to the road NO_x-required.

Road NO_x reduction = 79.56-56.26 = 23.3 ug/m³

% required reduction in road NO_x =23.3/79.56 = 30%

Source Apportionment for NO₂

A calculation has been made to understand the contribution of all sources of emissions to the exceedance of air quality objectives within the AQMA. This is important to identify priorities whilst preparing an AQAP.

The source apportionment is to identify the main contributors to pollution and the circumstances that may be controlled, such as the spilt of vehicle type (cars, lorries etc), whether the traffic is stationary or moving and the relative contribution of background source.

From the national maps of background annual mean concentrations obtain the total background NO₂ for the grid square within which the hot-spot is located [TB-NO₂]

TB(NO₂) for 17.3 as NO_x=30.3 ug/m³

Local background NO₂ (from DEFRA 2015) = 24.49 ug/m³

Regional NO₂ (from DEFRA NO₂ background maps 2015) = 7.27 ug/m³

Regional NO_x (from DEFRA NO_x background maps 2015) = 13.95 ug/m³

LB NO_x=TBNO_x-RBNO_x =30.3-13.95 = 16.35ug/m³

Step 2: Apportion the total background NO₂ into regional and local using the regional and local NO_x proportions:

$$\begin{aligned} [\text{RB-NO}_2] &= [\text{TB-NO}_2] \times ([\text{RB-NO}_x] / [\text{TB-NO}_x]) \\ &= 17.3 \times (13.95/30.3) = 7.96 \text{ug/m}^3 \end{aligned}$$

$$\begin{aligned} [\text{LB-NO}_2] &= [\text{TB-NO}_2] \times ([\text{LB-NO}_x] / [\text{TB-NO}_x]) \\ &= 17.3 \times (16.35/30.3) = 9.34 \end{aligned}$$

Step 3: Calculate the local NO₂ contribution at the worst-case location [L-NO₂] from the total measured minus background: [L-NO₂] = [T-NO₂] – [TB-NO₂]

$$L\text{-NO}_2 = 55.9 - 17.3 = 38.6 \text{ ug/m}^3$$

Step 4: Apportion the local contributions to total NO₂ concentration using the model concentrations or emission results for NO_x.

Calculation

In this case the Emissions Factors Toolkit (EFT) has been used (V 8.0.1). The EFT is published by Defra and the Devolved Administrations to assist local authorities in carrying out Review and Assessment of local air quality as part of their duties under the Environmental Act 1995. The EFT allows calculation of road vehicle pollutant emission rates for NO_x for a specified year, road type, vehicle speed and vehicle fleet composition.

Using the EFT the following contributions of different vehicle types to NO_x has been determined:

Cars and light vans = 87.6%

Heavy Goods Vehicles – 12.4%

NO₂ from small vans and cars (87.6%) x L NO₂ = 87.6 x 42.74 = 37.4 ug/m³

NO₂ from HGVs (10.7%) x L NO₂ = 12.4 x 42.74 = 5.3 ug/m³

The final source apportionment of the worst-case NO₂ 55.9g/m³ is thus:

Regional background = 3.45µg/m³ = (6.2%)

Local background = 9.71µg/m³ = (17.4%)

Local traffic: Heavy Goods Vehicles= 5.3g/m³ (9.5%)



Local traffic: cars = 37.4µg/m³ (67%)

Appendix B: Responses to Consultation

The survey opened to the public on the 21st December 2018 and closed on the 3rd February 2019. There were a total of 72 responses. Respondents were asked to select answers to two questions before being invited to leave any additional feedback on the Swindon Borough Council Air Quality Action Plan. In addition to the survey responses, Swindon Borough Council received a written response to the Air Quality Plan from the Central Swindon South Parish Council.

Your Views on the Swindon Borough Council Air Quality Action Plan

1. Do you agree with the council's priorities: Priority 1 – To investigate sustainable options for reducing traffic flow of Kingshill Road; particularly in the uphill, South East direction. Priority 2 – To facilitate a shift to more sustainable modes of travel, better planned journeys and more sustainable fuels.

			Response Percent	Response Total
1	Yes		71.01%	49
2	No		28.99%	20
			answered	69

The results show that the majority of respondents (71%) agreed with the council's priorities: Priority 1 – To investigate sustainable options for reducing traffic flow of Kingshill Road; particularly in the uphill, South East direction. Priority 2 – To facilitate a shift to more sustainable modes of travel, better planned journeys and more sustainable fuels.

Respondents who selected 'no' were invited to suggest what they felt should be changed. 19 respondents took the opportunity to leave additional comments. Concerns were raised that the priorities would not be achievable. In total 2 people agreed with priority 1, but felt that priority 2 was unrealistic, 1 of these respondents went further to suggest that priority 2 would require support from central government in order to be successful. In addition, 1 person stated that neither priority would be achievable without levels of funding outside of Council resources.



A total of 4 people felt that the best way in which to achieve priority 1 would be rerouting or restricting the access of cars to Kingshill Road, 2 of these people specifically mentioned that this would have a greater impact than priority 2 on the air

quality of the area. 1 of the respondents suggested that the introduction of a bus gate could be a way in which to achieve this. However, 3 people felt that success of priority 1 would move the issue elsewhere within Swindon and another person asked why this priority was just focused on Kingshill Road.

3 respondents mentioned that the way in which to improve air quality for residents would be to focus specifically on reducing NO₂ levels and 1 of these people questioned why this wasn't mentioned specifically in the Council's strategic plan.

The Central Swindon South Parish Council suggested amending the wording of Priority 1 to read 'To investigate sustainable options for reducing emissions from traffic flow on Kingshill Road, particularly in the uphill, South Eat direction.'

2. Do you agree that the council should be taking the actions listed in Table 3 Swindon Air Quality Action Plan Measures?

			Response Percent	Response Total
1	Yes		75.00%	51
2	No		25.00%	17
			answered	68

75% of respondents agreed with the Council should be taking the actions which are listed in Table 3 Swindon Air Quality Action Plan Measures.

The 17 people who disagreed with the council's proposed actions from the Swindon Air Quality Action Plan Measures were asked why they did not agree with the proposed actions. The prevailing theme of this feedback that the time frame suggested was too generous and that actions needed to take place sooner with 5 of the 17 responses commenting on this, 1 of whom otherwise agreed with the proposed actions. 1 person agreed with the actions but felt unable to support them without further understanding of the potential costs and benefits involved and another was concerned that measure 2 had 'Financial implications to be determined'.

Some of the respondents felt that the actions did not explain how they were to be achieved or did not contain any concrete actions. In total, 4 of the comments mentioned that 1 or more of the actions did not include any actual actions, of these, 3 people stated that this was true of measure 1, 2 people mentioned measure 3 and 1 of the respondents went further to state that actions 3, 4, 10, 11, 12, 13 and 14 were all 'essentially non-actions'.

People were also concerned about the levels of impact assigned to each of the measures in table 3 of the Swindon Air Quality Action Plan Measures. 3 people didn't feel that action 3 should be listed as 'high impact' stating that modelling without action would not have an impact on air quality. 1 of these people suggested that measure 1 should be changed from 'medium' to 'high' impact as implementation would contribute 30% towards the reduction target.

Measures 5 and 8 were mentioned in 2 of the responses, both of which stated that these were already being undertaken by the Council, an additional respondent asked how both of these would be achieved as they felt this wasn't addressed in the plan and another suggested changing the impact of these measures to 'low impact'.

3 people did not think that the actions listed would work citing the costs involved and that the actions didn't go far enough to make a difference.

3. Additional comments on the Draft Air Quality Action Plan

Respondents were asked whether they would like to leave any additional comments on the 'Draft Air Quality Action Plan' and a total of 38 people took the opportunity to do so. Of these comments the main theme to surface was that resources should be given to improving infrastructure for cyclists as a way to encourage alternative forms of sustainable transportation. In total this was mentioned by 12 people, 6 people specifically mentioned that improvement of access to and the quality of the Railway Path (improved surface, better lighting) in Old Town would encourage use by pedestrians and cyclists thereby diverting people from Kingshill Road, a point reiterated by the Central Swindon South Parish Council. 4 of the respondents were concerned that expecting people to cycle up Kingshill Road was unrealistic, reasons given for this were the steep incline and worries that the road would be too narrow to introduce a cycle lane.

Continuing along the same theme, 7 respondents felt that Swindon Borough Council should be doing more to actively encourage people to use more sustainable modes of transport such as public transport, walking, cycling and electric cars. Suggestions included the introduction of electric car charging points. Central Swindon South Parish Council suggested that Swindon Borough Council explore the 'On street Residential Chargepoint Scheme' as a way in which to introduce charging points. There were concerns raised by 2 people that although encouraging these modes of sustainable travel were mentioned in the action plan, there was no mention as to how this would be achieved. In total, 8 people and the Central Swindon South Parish Council commented

specifically on the positive impact that improving current public transport provision would have on air quality given what they perceived as the limited service which currently runs, suggestions included liaising with bus companies to increase the frequency of services and offering free services. 4 people supported the introduction of a park and ride service.

7 people felt that either banning heavy goods vehicles (HGVs) or restricting their access to Kingshill Road would improve air quality with one person suggesting the introduction of a charge as a way in which to achieve this and another suggesting a weight restriction along Kingshill Road. In addition, a further 2 people suggested banning diesel cars from accessing the road.

Respondents suggested means of diverting traffic away from Kingshill Road. One of the themes identified in the comments was the suggestion that the 'Southern Relief Road' should be reconsidered as a means to divert traffic from residential areas, in total this was mentioned by 4 people. 3 people also asked that the introduction of a congestion charge also be reconsidered with 1 stating that other areas have overcome issues with implementing the scheme. This was echoed by the Central Swindon South Parish Council who advocated the reconsideration of a congestion charge scheme, also stating that other authorities have overcome issues around GDPR compliance. 2 people suggested that the introduction of a bus gate would be a means of diverting traffic from Kingshill Road. 2 of the respondents suggested that reclassifying Kingshill Road as a residential or 'B' road would reduce the amount of traffic in the area. This was supported by the Central Swindon South Parish Council who were disappointed that the reclassification of Kingshill as a 'B' road and the upgrading of the divert route around Wichelstowe to an 'A' road was not included in the measures.

A total of 4 people suggested improving the roundabout/road/pedestrian provision at the top of Kingshill Road as a means to reduce stationary traffic along the road or encourage people to walk to their destination as oppose to drive there.

1 person stated that they were encouraged by the Draft Air Quality Action Plan and a further 2 were concerned that the timeframe suggested in the plan was too generous. Central Swindon South Parish Council stated that 'more detailed traffic modelling was required as a matter of urgency and this would give a better understanding of traffic journeys and the mix of vehicles in use.'

Appendix C: Swindon Air Quality Steering Group

Title	Air Quality Steering Group (AQSG)
Contacts	Damon Green, Service Manager Healthy neighbourhoods Dr Ayo Oyinloye, Consultant in Public Health
Outcome	To work collaboratively across the borough to improve the air quality and ensure that pollutant levels (nitrogen) are in line with limits set out in the Air Quality (England) Regulations 2000
Purpose	To develop, direct, oversee, monitor and implement an effective Air Quality Plan for Swindon Borough Council and evaluate measures to improve air quality.

Terms of Reference

<p>Objectives</p>	<ol style="list-style-type: none"> 1. To understand the extent, and drivers of air quality issues in Swindon, and how they may develop in the future 2. To establish and maintain links to other key policy areas and strategies to <ol style="list-style-type: none"> a. ensure that air quality objectives are promoted and achieved through linked internal policies and strategies b. ensure that the work of the group contributes to relevant national and regional policies where appropriate 3. To develop and publish the Swindon Air Quality Action Plan <ol style="list-style-type: none"> a. identify success criteria for the Plan b. coordinate appropriate local monitoring c. review monitoring results obtained d. undertake source apportionment e. identify actions required to improve air quality f. undertake measures selection and impact assessment g. produce and publish the Draft Swindon Air Quality Action Plan h. undertake consultation on the Plan i. review the Plan in the light of consultation responses received j. publish the final Swindon Air Quality Action Plan for sign off by the Chief Executive. 4. To identify and secure funding streams for the work of the group and Air Quality Action Plan. 5. To monitor, and evaluate success against the objectives of the Plan 6. To report on performance against the objectives of the plan to Swindon Borough Council and Central Government as part of the Air Quality Annual Status Report submission 7. To keep the Swindon Air Quality Action Plan under review, and to adjust and amend the Plan in response to any changes
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<p>Considerations</p>	<p>The Steering Group should collaborate to identify:</p> <ul style="list-style-type: none"> • If there are existing programmes in other areas that will contribute to emissions reductions (or increases) that should be accounted for within the AQAP. • What may influence the local pollution situation in the near future (i.e. 5 to 10 years); • The future trends that are likely to contribute (regional emissions trends as well as local factors); • If there is sufficient information to clearly define effective measures; • If an assessment may be required, before proceeding to developing the AQAP; • If emissions will reduce sufficiently to achieve air quality objectives in the next 5 years, as a result of measures already in place; • Whether it is appropriate to develop a generic set of measures, or whether locally derived measures targeting local hotspots is a preferred emissions management option – or a combination of both; and • If traffic management interventions are required. • Prioritisation options/proposals in relation to their respective cost benefits.
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Membership	<p>Core membership: Cabinet Member for the Housing and Public Safety (inc. Environment) Director of Public Health, SBC Consultant in Public Health, SBC Head of Highways and Transport, SBC Service Manager Healthy Neighbourhoods, SBC Head of Planning, Regulatory Services and Heritage, SBC Head of Comms, Mark walker</p> <p>Co-optees (for example) Representatives from Environment Agency Representatives from local Bus Companies Business Community</p> <p>Sub Groups will be convened where necessary to focus on specific issues with membership of these groups determined by the subject matter. Sub groups will report into the Steering group as directed.</p> <p>Other persons or bodies may be invited to attend and/or report to meetings if appropriate for the purposes of the group.</p>
Accountability	<p>The group will report to the Chief Executive/Corporate Management Team (CMT) of Swindon Borough Council and to the Cabinet Member for Housing and Public Safety. CMT will be asked to endorse any recommendations from the AQSG.</p>
Meeting Format	<p>The group will meet monthly. The Chair and their administrative support team will arrange the meetings, and ensure that agenda and minutes are circulated</p>
Review	<p>The Terms of Reference will be reviewed annually or as appropriate. The need for this steering group will reviewed annually and informed by Swindon's Annual Status Report to DeFRA.</p>
Date	<p>28/02/2018</p>

Appendix D: Reasons for Not Pursuing Action Plan Measures

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
Congestion Charges	Not proceeded with	This does not fit with the council's current aspiration for the centre of town Challenges to obtaining ANPR info due to GDPR raises questions around availability of alternative data sources to accurately assess the effectiveness of implementing this option
Removing Roundabout (Okus road)	Not proceeded with	This will result in traffic congestion on Okus Road will do little to reduce traffic on Kingshill Road. There is no evidence that congestion is the cause of the problem. The road flows well at all times.
Reinstating M4 Diversion (Kingshill)	Not proceeded with	The costs attached to the implementation of this option outweigh the possible expected benefits or return on this investment.
Scrappage Scheme (lower emission vehicles)	Not proceeded with	The costs attached to the implementation of this option outweigh the possible expected benefits or return on this investment.
Trimming Greenery (encourage air flow)	Not proceeded with	This action is not likely to make a significant impact as cutting trees/ shrubbery may open up other periphery houses to risk. In addition to this, it has been determined that the trees are not Council-owned, and this would likely raise challenges.
Road Closure of Kingshill Road	Not proceeded with	Modelled data shows that This action will cause congestion on the roads in the centre of the town and worsen air pollution in marginal areas
Partial Closure of Kingshill Road	Not proceeded with	Modelled data shows that This action will cause congestion on the roads in the centre of the town and worsen air pollution in marginal areas
Introduction of Traffic Lights	Not proceeded with	Feasibility studies concluded that the need for safe braking distances made this option unviable.
Further speed restriction on Kingshill Road	Not proceeded with	Modelling suggests that slowing traffic would worsen air quality not improve it.

Increased foliage and planting	Not proceeded with	Location restrictions prevent any planting. This will have little impact on NO ₂ concentration on this part of Kingshill
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Glossary of Terms

Abbreviation	Description
AQAP	Air Quality Action Plan - A detailed description of measures, outcomes, achievement dates and implementation methods, showing how the local authority intends to achieve air quality limit values'
AQMA	Air Quality Management Area – An area where air pollutant concentrations exceed / are likely to exceed the relevant air quality objectives. AQMAs are declared for specific pollutants and objectives
AQS	Air Quality Strategy
ASR	Air quality Annual Status Report
Defra	Department for Environment, Food and Rural Affairs
EU	European Union
LAQM	Local Air Quality Management
NO ₂	Nitrogen Dioxide
NO _x	Nitrogen Oxides
PM ₁₀	Airborne particulate matter with an aerodynamic diameter of 10µm (micrometres or microns) or less
PM _{2.5}	Airborne particulate matter with an aerodynamic diameter of 2.5µm or less
...	...

References

ⁱ Public Health England, Health Matters – Air Pollution, 14th November 2018,
<https://www.gov.uk/government/publications/health-matters-air-pollution/health-matters-air-pollution>

ⁱⁱ Environmental Audit Committee, Air Quality, Fifth Report of Session 2009–10 16th March 2010
<https://publications.parliament.uk/pa/cm200910/cmselect/cmenvaud/229/229i.pdf>

ⁱⁱⁱ Swindon Borough Council Air Quality Joint Strategic Health Needs Assessment

ⁱⁱⁱ Environmental equity, air quality, socioeconomic status and respiratory health, 2010

ⁱⁱⁱ Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

ⁱⁱⁱ Defra. Abatement cost guidance for valuing changes in air quality, May 2013

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The Bus Boulevard at Fleming Way. Bid to the Future High Street Fund

Cabinet

Date: 20th March 2019

Author: Cabinet Member for Town Centre Development
Cabinet Member for Highways and the Environment

Wards: Central

Parishes Affected: Swindon Central South

1. Purpose and Reasons

- 1.1 This report seeks Cabinet support to approve an outline strategy for how the Swindon should approach the challenges and future of the town centre's High Street, and approve an application for £25m funding through the Future High Streets Fund for the Bus Boulevard public transport interchange at Fleming Way, Kimmerfields. In addition, it recommends that the emerging Town Centre Movement Strategy, test the Whalebridge Junction north south movement to offer greater permeability of traffic movements at this junction.
- 1.2 The Bus Boulevard and Kimmerfields are key developments in the town centre and are linked to Pledge 3 "Refresh and implement the Masterplan for Swindon Town Centre, supporting our vision that Swindon is a vibrant, modern place". These decisions will help us to deliver the Bus Boulevard and bring forward a market-led Masterplan for the wider Kimmerfields site.

2. Recommendations

Cabinet is recommended to:

- 2.1 Endorse the themes set out at paragraph 3.12 to 3.19 that will inform the development of a vision for Swindon Town Centre which will accompany the capital bid for the Bus Boulevard to the Future High Street Fund
- 2.2 Approve the concept design for the Bus Boulevard scheme attached at Appendix 1 along with the accompanying artistic impressions at Appendix 2.
- 2.3 Authorise the Chief Executive, in consultation the Cabinet Member for Finance, to apply for external funding to deliver the Bus Boulevard scheme.
- 2.4 Authorise the Director of Finance, in consultation with the Cabinet Member for Resources and Cabinet Member for Town Centre to identify available funding as detailed at paragraph 3.21 to the Bus Boulevard scheme as a match element of the Future High Street Fund bid and bring the detailed allocation to a future Cabinet meeting for approval prior to the submission of a Phase 2 bid
- 2.5 Support improvements to the Whalebridge Junction and authorise the Head of Highways, in consultation with the Cabinet Member for Highways and the

Further information on the subject of this report can be obtained from Emma Gee, Mobile Telephone Number 07717578092, EGee@swindon.gov.uk.

The Bus Boulevard at Fleming Way. Bid to the Future High Street Fund

Cabinet

Date: 20th March 2019

Environment, to undertake detailed modelling linked with the emerging Town Centre Movement Strategy outlined in more detail at 3.42-3.45.

- 2.6 Authorise the Head of Town Centre Development, in consultation with the Head of Property Assets and Director of Finance to settle compensation claims pursuant to the issue of a General Vesting Declaration relating to the compulsory purchase of land to facilitate the Kimmerfields development, utilising budgets previously authorised by Cabinet (Cabinet minutes 22, 2013/14 and 37, 2017/18 refer).

3. Detail

Changing nature of the High Street

- 3.1 In the last 5 years we have witnessed dramatic changes to the retail industry brought about by changing consumer behaviour driven by on-line shopping, growth in out of town shopping destinations and out-dated business rates valuations which increasingly make bricks and mortar retail less affordable. Furthermore, there is a trend towards spending money on experiences rather than material possessions.
- 3.2 Wider economic conditions are serving to exacerbate problems with a weaker pound and a corresponding pressure on retail prices. These factors have contributed to the failure of high profile businesses such as Woolworths and BHS, the closure of high street shops and uncertainty about the future of department store giants Debenhams and House of Fraser, both of which are represented in Swindon town centre.
- 3.3 These factors all impact on the number of people on our high streets and the amount of money they spend. Under these conditions the town centre must evolve to tempt people back.
- 3.4 The High Street Report (Sir John Timpson, 2018)¹ highlights the changing role of the 'town centre', noting that the town centre performs a wider role than the 'high street' which is concerned mainly with shops and shopping. As noted in the Portas Review² and Grimsey Review,³ town centres need to diversify to attract consumers.
- 3.5 The recommendations from the Grimsey Review include;

¹ The evidence base for the Future High Streets Fund

² The Portas Review "An independent review into the future of our high streets" (2011)

³ The Grimsey Review, an alternative Future for the High Street (2018)

The Bus Boulevard at Fleming Way. Bid to the Future High Street Fund

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- 3.5.1 Long term plan: Establish an empowered organisation or Town Centre Commission under strong, established leadership through the local authority for each town centre, with a defined remit to build a 20-year vision/strategy for their unique place. Ensure that this vision is underpinned by a comprehensive business/place plan
 - 3.5.2 There is already too much retail space in the UK and bricks and mortar retailing can no longer be the anchor for thriving high streets and town centres. They need to be repopulated and re-fashioned as community hubs, including housing, health and leisure, entertainment, education, arts, business/office space and some shops.
 - 3.5.3 Embed libraries and public spaces at the heart of each community as digital and health hubs that embrace smart technology.
 - 3.5.4 Establish events teams to manage a comprehensive programme of activities that complement the town centre.
 - 3.5.5 Introduce clear high street assets ownership accountability by establishing a landlord register for each town to be able to trace the owner of every single property and engage them in the health and wellbeing of the place.
 - 3.5.6 Enable the change of use process through new legislation to be used to convert entire sub-high streets to residential or other uses within the agreed town plan and relocate successful independent businesses to the main commercial centre.
 - 3.5.7 Review and evaluate future use and relevance of out of town shopping parks, prepare a plan to bring unwanted space back into use to benefit the community in line with the Town Centre Commission Plan, while applying a Town Centre First policy and calling for no further out of town development.
 - 3.5.8 Section 106 income or any planning gains should be used to support the delivery of the Town Centre Plan.
 - 3.6 The Council and its partners are carrying out many of these recommendations already but as individual activities rather than under the umbrella of a single plan or call to action.
 - 3.7 The Swindon Borough Local Plan 2026 is currently in the process of being reviewed to extend its time horizon to 2036. The review of the Local Plan will update the Council's policy on retail frontages and land uses in Swindon's town centre. It is proposed to adopt a more flexible approach to change of use within the centre to encourage diversification to support the centre's
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attractiveness. Additionally, the Local Plan is proposed to offer a more supportive policy for residential uses in the centre. The Local Plan review will replace the Swindon Central Area Action Plan (2009) and will propose new site allocation policies which will set out the council's aspirations for some of the major town centre development sites, including Kimmerfields.

- 3.8 The InSwindon Business Improvement District (BID) have an important role to play in working with a wide range of stakeholders, including retailers, business owners and the community to develop and implement a strategic plan for the town centre with strong leadership and vision.
- 3.9 The BID's programme of work for 2017-22 includes a range of initiatives including an exciting events programme, Street Team BID ambassadors and a coordinated marketing strategy for the town centre.

A Vision for Swindon Town Centre

- 3.10 Residents view town centres as representing the health and prospects of their community. People's everyday experience of our town centre need to match the statistics which show Swindon performing well economically.
- 3.11 In Swindon there is pressure on both House of Fraser in the Brunel, which has only recently secured a one year lease and Debenhams who are yet to make public the name of the stores which will be subject to closure over the next 5 years. The Council and its partners know how much the town centre matters and we recognise the need to take a collaborative and coordinated approach to the future of our town centre, looking beyond retail to expand on urban living, provide more experience led activities and ensure it is safe, clean and attractive to residents, business, visitors and investors.
- 3.12 Town centres need housing, workplaces and public services to make them thrive. Swindon town centre will be a destination for socialising, culture, health and wellbeing, creativity and learning. A place to set up home and business, where people stay longer, spend more and keep coming back'.
- 3.13 Our approach will focus on 7 key themes and are set out in more detail at Appendix 3. The Vision will continue to evolve in consultation with partners and stakeholders.
- 3.14 **Easy to get to** – our town centre is accessible and easy to move around by walking, cycling, rail and bus.
- 3.15 **More than shopping** – our town centre responds to people's needs and offers positive, social, face to face experiences in a digital age.

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The Bus Boulevard at Fleming Way. Bid to the Future High Street Fund

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- 3.16 **Town Centre Living** – our town centre offers urban living where people can walk to work and play.
 - 3.17 **Safe, Clean and Green** - our town centre is a place where people enjoy being,
 - 3.18 **Heritage** – our town centre is brimming with local character, a place where our proud Great Western Railway engineering heritage meets our innovative future.
 - 3.19 **Driving our economy** - our town centre is a high performing centre where shops, leisure and entertainment trade well.
 - 3.20 **Civic Leadership and Cooperation** – our town centre is a hub for the community, sponsored by the community and supported by strong civic leadership.

The Bus Boulevard

- 3.21 The proposals for a new central public transport interchange at Fleming Way, now commonly referred to as the Bus Boulevard, are an integral part of the outline planning consent for Kimmerfields, a new mixed use development located on the prime route from the railway station to the town centre.
- 3.22 The Bus Boulevard would directly contribute to the town centre vision by delivering against the easy to get to, more than shopping, safe, clean and green and town centre living themes, while also contributing to prosperity. The bid to government will represent collaboration and cooperation amongst key town centre agencies and strong civic leadership. It will be the destination for the rapid transit routes from our urban extensions at Wichelstowe and the New Eastern Villages and will bring together both local urban and rural buses as well as national services.
- 3.23 The Bus Boulevard is a place making initiative which will create a thriving, attractive and accessible public and civic facility surrounded by high quality public realm.
- 3.24 The scheme will remove the severance caused by Fleming Way, reuniting the Central Business District with the town centre retail core. Businesses on the northern side of Fleming Way have reintroduced canteen facilities in recent years which further discourages movement by the 1000's of office workers into the town centre at lunchtimes and after work. This 'workday wallet' has considerable potential to boost footfall and trade in the town centre.

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- 3.25 In addition, it will offer excellent support for cycling and walking, improving the pedestrian and cycle experience of users, completing the 'missing link' for the Eastern and Western Flyer cycle routes and promoting healthy lifestyles.
 - 3.26 Delivery of the Bus Boulevard will also free up land at the existing bus station which increases the developable area of Kimmerfields by circa 20%.
 - 3.27 There is value in investing in place. Triggers for value uplift are generally associated with an increase in footfall to an area and include opening of new and improved public transport links. Investment in infrastructure will raise residential values across Kimmerfields, as evidenced by a National Agency commission carried out by Savills. This will also translate into a better quality product.
 - 3.28 Town centres play an important role in the community. As set out in earlier paragraphs, an emphasis on experience and wellbeing will be essential to ensure Swindon town centre remains a desirable destination for residents and visitors as the role of town centres, and the future of retail in particular, changes. We have the opportunity to deliver a once in a lifetime scheme with government support which achieves this aim and also attracts inward investment to further strengthen and diversify the town centre offer.
 - 3.29 The Bus Boulevard will deliver a number of objectives which are set out at Appendix 4.

Future High Streets Fund

- 3.30 Announced in the Autumn budget, the Fund is the government's attempt to help reinvigorate town centres facing challenges. The government views the Fund as the central part of their plan for the high street and the total value of the fund is £675m. The clear direction from government is that the fund should be used for projects that improve transport and access into town centres, and fit with the broader strategy of improving town centre vitality. More detail on the process and requirements of the bid are set out at Appendix 5.
- 3.31 There is the potential to develop a further bid for round 2 in 2020.

SWLEP Local Growth Fund - Progress towards a 'shovel ready' scheme

- 3.32 In July 2018 (Cabinet Minute 24, 2018/19 refers), Cabinet approved the preferred concept design for the Bus Boulevard alongside the allocation of funds from the £3 million Swindon and Wiltshire Local Enterprise Partnership (SWLEP) grant funding. This was secured to work up a technical solution for a temporary bus facility on Princes St car park and for further detailed design work for the Bus Boulevard.

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- 3.33 To date, the scheme has progressed to meet SWLEP expectations. Expenditure in this financial year (18/19) comprised preparatory surveys, enabling works for the temporary bus facility, the construction of a new surface car park at the site of the old Wyvern Multi Storey Car Park, design fees to arrive at a fixed concept design including visualisations of a newly regraded Fleming Way, and an Outline Business Case for the SWLEP which will also serve to support the bid.
- 3.34 BT have advised on options to move the substantial fibre optic and copper cable network in the centre of Fleming Way and an order to BT for the 'southern bypass' has been placed which will accommodate all new business on the cable network and reduce the likelihood that the costs associated with the diversion of the main BT cable along Fleming Way will increase.
- 3.35 Next year (19/20) expenditure is forecast for enabling works for the temporary bus station on Princes Street Car Park, Transport Assessment including Micro Simulation traffic modelling works to better understand the impact on the town centre transport movements, additional survey work including asbestos surveys on Fleming Way and the continuation of the BT cable diversions.
- 3.36 Designs for the temporary bus station have been produced and agreed in principle with bus operators. A programme is being developed which indicates approximately a 36 month build for the Bus Boulevard.
- 3.37 Artistic impressions of the Bus Boulevard have been produced alongside the concept plan to give a sense of how the space will look and feel once the subway is removed and the route across Fleming Way is opened out (see Appendix 2)

Capital Funding

- 3.38 The concept design for the Bus Boulevard is estimated to cost £30 million, £3 million of which has already been secured from SWLEP. This cost includes a provisional sum of £3m associated with highways improvements to the network which will be required as a result of the scheme.
- 3.39 The prospectus clearly states that it expects projects to be co-funded by public and private sector additions and this will be taken into consideration as part of the assessment of projects. Public co-funding is defined as being from a local area's own budgets which would include s106 funding.
- 3.40 The Future High Street bid will require approximately £5m of additional funding should a bid of £25m be successful. Cabinet is asked to support submission of the bid with a commitment from the Council for £5m of match funding within the expression of interest. Officers will look to identify sources of funding in advance of phase 2 application process. .
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Estimated Scheme cost	£33m	
Funded by:		
SBC		£5m
SWLEP grant		£3m
High Street Fund		£25m

- 3.41 The Council will engage with significant town centre landowners as to whether they may be willing to invest in public realm in the town centre which could also be attributed as match funding leveraged from the private sector.
- 3.42 The Council entered into an agreement for lease with the Bus Operators in 2015. This covered the terms of the relocation from the bus station and current Fleming Way set up. Funding for future maintenance costs would need to be identified.

Whalebridge Junction

- 3.43 The Kimmerfields Transport Assessment and Bus Boulevard transport impacts are being developed with the Town Centre Movement Strategy and results are expected in summer 2019. At this point, detailed knowledge about the impact of the Kimmerfields and Bus Boulevard schemes on the town centre traffic network will be known.
- 3.44 It is proposed to model changes to the Whalebridge junction. The current road layout does not provide permeability for traffic for all movements. While previous surveys and modelling have suggested that there is no evidence of significant demand for this north south route, now is the right time to explore whether there are better alternatives to the current layout which may impact positively on traffic movements and any associated impacts on journey times.
- 3.45 Specifically this will involve testing alteration of the junction layout and signal staging to allow direct turning movement from Corporation Street to Princes Street. The modelling and design work will consider delivery issues alongside the Bus Boulevard programme, land take requirements to retain bus priority, whether any changes would delay bus access to Fleming Way. This would demonstrate whether this north south movement would result in congestion or queuing elsewhere that would negatively impact on journey times into and out of the town centre.

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- 3.46 In addition, modelling will be carried out on the Gordon Road, Princes Street junction to determine traffic flows and movements during the period where the temporary bus facility at Princes Street is in operation and after. It will also model the impact of the removal of access on to Fleming Way from Islington Street.

Compulsory Purchase Update

- 3.47 In January 2019 the Council vested all land associated with the CPO decision by Secretary of State in February 2016. The land necessary to deliver the Bus Boulevard or Bus Exchange as it was then and which is subject to compulsory purchase is shown at Appendix 6.
- 3.48 A settlement has been reached with one of two main claimants and officers are in active negotiations with the remainder which should be concluded soon, without recourse to Lands Tribunal where possible.

4. Alternative Options

- 4.1 The Council could choose not to bid for Future High Street funding to deliver the Bus Boulevard scheme. This would result in a significant funding shortfall of £22m, and alternative funding sources would need to be identified which could put the delivery of the scheme at risk.
- 4.2 If the scheme were not to proceed the advanced funding from the SWLEP could be at risk.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 5.1 Should a bid of £25m be successful, the Council will need to identify match funding of £5m.
- 5.2 All infrastructure works will be procured through competitive tender. Modelling work will be funded from the £3m SWLEP funding. The new infrastructure would require annual maintenance funding and budget would need to be identified for this.

Legal and Human Rights Implications

- 5.3 The Director of Law and Democratic Services would oversee the preparation of the required legal documentation for the proposed transactions.
- 5.4 All legal and human rights considerations have been taken into account in preparing this report and it is considered that the proposals within this report are compatible with Convention Rights.

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

- 5.5 There are no such direct implications.

Diversity Impact Assessment

- 5.6 A Diversity Impact Assessment (DIA) was not completed at this time given the report does not propose any changes to service levels. DIAs will be carried out as appropriate to ensure that any temporary bus facility, the proposed Bus Boulevard and any highway alterations meet the required level of accessibility for all.

Risk Management

- 5.7 Economic development, to which this report contributes, is included in the corporate risk management plan. A risk register for the Bus Boulevard is maintained by officers.
6. Risks associated with the physical construction of the Bus Boulevard will be covered through robust project management of the scheme from inception to completion.

7. Consultees

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

8. Background Papers

- 8.1 None

9. Appendices

- 9.1 Appendix 1 – Latest Bus Boulevard concept design
- 9.2 Appendix 2 – Bus Boulevard artistic impressions
- 9.3 Appendix 3 – Town Centre Vision and Themes
- 9.4 Appendix 4 – Bus Boulevard Objectives
- 9.5 Appendix 5 – Future High Streets Fund Bidding Guidance
- 9.6 Appendix 6 – CPO land map

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The Bus Boulevard at Fleming Way. Bid to the Future High Street Fund

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10. Key Decision/Decision in Cabinet Work Programme

- 10.1 This is a Key Decision and is included in the Cabinet Work Programme for March 2019.

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Inset A - Coach and Taxi Rank

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SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION

In addition to the hazards/risks normally associated with the types of work detailed on this drawing, note the following significant residual risks (Reference shall also be made to the design hazard log).

Construction

Live traffic, Live utilities, Presence of soil contamination, asbestos, tar and breaking of concrete not known

Maintenance / Cleaning

None

Use

None

Decommissioning / Demolition

None

NOTES:

1. DO NOT SCALE FROM THIS DRAWING.
2. ALL DIMENSIONS IN METRES UNLESS OTHERWISE STATED.

Description						
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Drawing Suitability:
FOR INFORMATION ONLY

Status:
S0

Project Title:
Fleming Way Bus Boulevard

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Drawing Title:
**CONCEPT LANDSCAPE
MASTERPLAN
WORK IN PROGRESS**

Drawing Number:
Project: **FWB Blvd** - **ATK** - **ELS** -
- **DR - LL** - **000002**

Location:
Original Size: **A1** Scale: **1:500** Project Ref. No: **5167597** Sheet: **1 of 1** Rev: **P01.1**

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Appendix 2 – Bus Boulevard Visuals



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Appendix 3

Our draft Vision for Swindon's Town Centre will focus on 7 key themes

- 1.1 **Easy to get to** – Our town centre is accessible and easy to move around by walking, cycling, rail and bus
 - 1.1.1 a walkable town offers easy links between key destinations like Kimmerfields, the Railway Quarter, North Star Leisure Destination, the Cultural Quarter and the Designer Outlet Centre via an improved Bristol Street tunnel and a new north south crossing to overcome the barrier of the railway.
 - 1.1.2 investment in transport links like the Bus Boulevard make the town centre easy to access and encourage sustainable transport choices by improving user experience and convenience
 - 1.1.3 the lowering of Fleming Way improves accessibility by removing an underground subway and improves high street permeability
 - 1.1.4 the Bus Boulevard delivers the missing town centre link for cyclists where we join up the Western and Eastern Flyer dedicated cycle routes.
 - 1.1.5 Wellington Street public realm improvements draw people from the railway station towards Kimmerfields and the town centre. A walkable town offers easy links between key destinations like Old Town, North Star and the Outlet via an improved Bristol Street tunnel and a new north south crossing to overcome the barrier caused by the railway.
- 1.2 **More than shopping** – Our town centre responds to people's needs and offers positive, social, face to face experiences in a digital age.
 - 1.2.1 access to theatre, music and the arts is improved through a dedicated Cultural Quarter at Princes Street.
 - 1.2.2 a thriving evening economy offers high quality dining experiences, good hotels and exciting evening entertainment.
 - 1.2.3 leisure, family entertainment, specialist retailers, mixed-use spaces and local shops provide variety and choice
 - 1.2.4 a public services hub providing access to health, community and voluntary support and services as well as education.
 - 1.2.5 the town centre is open for longer, allowing people to access services at convenient times
- 1.3 **Town Centre Living** – Our town centre offers urban living where people can walk to work and play.
 - 1.3.1 our town centre is a desirable place to live because of the improved built environment and the enhanced cultural, leisure and shopping offer

- 1.3.2 There is housing opportunity and choice for ;
- 1.3.3 families within easy access of well performing schools and with leisure on the doorstep,
- 1.3.4 young professionals within walking distance of the railway station and easy reach of evening entertainment, and
- 1.3.5 the older generation who choose to be closer to the services they need and be part of a strong community.
- 1.3.6 Well designed, denser housing development supports public transport and a built in market for town centre shops and services
- 1.4 **Safe, Clean and Green** - our town centre offers a safe environment where people enjoy being,
 - 1.4.1 the creation of a new public transport interchange focussed on the Bus Boulevard (rail, bus, walking and cycling) makes public transport a much more appealing option for people visiting the town centre.
 - 1.4.2 there is good lighting, CCTV coverage and proactive policing.
 - 1.4.3 streets and car parks are clean and well maintained by a dedicated Town Centre Team.
 - 1.4.4 air quality is improved by removing the bus station from a residential area
 - 1.4.5 the Bus boulevard delivers a new green spine through the town centre
 - 1.4.6 new green space at Kimmerfields allows people to relax and spend time and there are better connections to our Town Gardens from Regent Circus.
 - 1.4.7 Wharf Green is a civic and entertainment space with a packed programme of events and activity where people come together
- 1.5 **Heritage** – our town centre is brimming with local character, a place where our proud Great Western Railway engineering heritage meets our innovative future.
 - 1.5.1 Theatre Square and Princes Street provide an exciting programme of Cultural events
 - 1.5.2 the ‘Great Western Historic Area’, our Heritage Action Zone, acts as a catalyst for regeneration and innovation.
 - 1.5.3 ‘Workshed’ at the Carriage Works, our digitech incubator, showcases the best of Swindon’s local entrepreneurial and innovative talent.
 - 1.5.4 the next phase of our fast growing digitech hotspot provides scale up and grown on space for local business
 - 1.5.5 The Cultural Institute grows and students add to town centre vitality

- 1.5.6 we work towards securing a sustainable future for our historic and landmark buildings by working in partnership with public and private sector stakeholders.
- 1.5.7 our world class heritage sets the standard for all new development and presents a strong identity to the outside world.
- 1.6 **Driving our economy** - our town centre is a high performing centre where shops, leisure and entertainment trade well.
 - 1.6.1 Fleming Way and the Bus Boulevard is the catalyst to place-making that makes the town centre the first choice location for business.
 - 1.6.2 a vibrant centre with accessible transport, digital infrastructure and a great daytime and evening offer attracts digital, creative and finance and professional services businesses and highly skilled employees to the benefit of our high street shops, leisure and entertainment businesses
 - 1.6.3 The concentration of these knowledge intensive businesses and their employees benefit the high street by driving higher footfall and spend
 - 1.6.4 In turn this strong trading environment and vitality means more shopping choice and a broader leisure offer
 - 1.6.5 More jobs are created in the town centre in Global Headquarters, small start-ups and everything in between. A strong office market offers an unrivalled combination of location and competitive rents.
 - 1.6.6 Workshed at the Carriage Works is the test case for new co-working space in central Swindon.
- 1.7 **Civic Leadership and Cooperation** - A hub for the community, sponsored by the community and supported by strong civic leadership.
 - 1.7.1 there is a coordinated vision is owned by local residents, business, land owners and other public delivery agencies work together
 - 1.7.2 we offer positive experiences and outcomes for those who rely on, and those who choose to visit our town centre.
 - 1.7.3 people take pride in their business, their home and their town centre
 - 1.7.4 the town centre is an inclusive place where there is real community spirit, where people support each other and work together for the good of the community

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Appendix 4 – Objectives of the Bus Boulevard project

- 1.1 The Bus Boulevard will deliver a number of objectives which are set out in more detail below.
- 1.2 **Addressing weaknesses in the built environment**
 - 1.2.1 Removes the severance of Fleming Way and its underpass, transforming one of Swindon town centre's most important but least attractive gateways
 - 1.2.2 Replaces the tired, poor quality existing bus station and improve perceptions of passenger security, thereby increasing bus patronage
- 1.3 **Creating a good first impression and enabling Kimmerfields**
 - 1.3.1 Improves Swindon's front door, creating an attractive route from the train station into the town and encouraging inward investment
 - 1.3.2 Kimmerfields to be a transformative place, by creating a high quality setting for it, raising its potential and its land values (a viewpoint endorsed by Savills)
 - 1.3.3 Frees up a prime Kimmerfields development parcel on the site of the existing bus station raising the developable area of the site by at least 20% increasing development value
- 1.4 **Making bus travel attractive**
 - 1.4.1 Creates bus stops where the operators want them to be, adjacent to the shopping centre, and consolidates all bus stops into one interchange location improving bus user convenience
 - 1.4.2 Makes bus use far more attractive and thereby encourages modal shift, supporting the sustainable development of the urban extensions
- 1.5 **A unique new green boulevard**
 - 1.5.1 Reimagines Fleming Way as an attractive new green spine, a linear park in the town
 - 1.5.2 A unique new bus facility and focal public space that the South West Design Review Panel feel would 'put Swindon on the map'

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Appendix 5 - Future High Streets Fund

- 1.1 The Fund represents a great opportunity for dynamic local authorities and their partners to get the initial capital needed to begin to deliver their specific visions for real change in their town centres. This will be the sole bid from Swindon to this fund. There is a cap of £25m on any one request for investment.
- 1.2 There are two rounds of the fund, with the second not expected to be before 2020. The fund will operate a competitive two phase process, the first being an Expression of Interest phase with a deadline of 22 March 2019.
- 1.3 Applicants will find out during the summer whether their Phase 1 application has been successful, and if so and can then proceed to Phase 2 of the process which involves the development of a full business case. The Government have stated that they expect full business case development to take between 6 – 12 months and there may be some revenue funding available to support this, although it is not guaranteed, as well as strategic support. They have also stated that they expect projects to be co-funded by either the public or private sector and this will be taken into account during the assessments.
- 1.4 In the first round of funding, projects which are “shovel ready” may be fast tracked for funding. The investment by the Swindon and Wiltshire Local Enterprise Partnership (SWLEP), outlined in more detail at section 5, means we are well placed to present a worked up scheme for Ministry of Housing, Communities & Local Government (MHCLG) for consideration.
- 1.5 It is anticipated that local authorities will take the lead in submitting applications due to the control they hold over the ‘strategic levers’ needed to bring forward projects. Officers will work to generate support for the bid with partners including InSwindon BID, SWLEP and the private sector. We will also work with our private sector stakeholders to try and secure an element of private sector funding within the proposals.
- 1.6 The expectation is that successful bids for investment will fall under one of the following themes:
 - 1.6.1 investment in physical infrastructure
 - 1.6.2 acquisition and assembly of land including to support new housing, workspaces and public realm
 - 1.6.3 improvements to transport access, traffic flow and circulation in the area
 - 1.6.4 supporting change of use including (where appropriate) housing delivery and densification
 - 1.6.5 supporting adaptation of the high street in response to changing technology

- 1.7 The Boulevard will likely be submitted under 1.6.3. Cases will be judged against the following three areas:
 - 1.7.1 defining the place
 - 1.7.2 setting out the challenges
 - 1.7.3 strategic ambition

This GENERAL VESTING DECLARATION is made 6th the day of November 2018 by SWINDON BOROUGH COUNCIL of The Civic Offices, Euclid Street, Swindon SN1 2JH ("the Authority")

WHEREAS:

1. On 16th February 2016 an Order entitled "The Swindon Borough Council (Kimmerfields) Compulsory Purchase Order 2014" was confirmed by the Secretary of State under the powers conferred on him by the Town and Country Planning Act 1990 authorising the Authority to acquire the land specified in the schedule hereto.
2. Notice of the confirmation of the Order was first published in accordance with section 15 of the Acquisition of Land Act 1981 on 1st March 2016
3. A notice of the Authority's intention to make a General Vesting Declaration was published on 25 August 2016 and included the particulars specified in section 3(3) of the Compulsory Purchase (Vesting Declarations) Act 1981 ("the Act"). The notice specified the period of two months beginning with the date of its publication as the period before the end of which this General Vesting Declaration could not be executed

NOW THIS DEED WITNESSETH that, in exercise of the powers conferred on it by section 4 of the Act, the Authority hereby declares that the areas of land numbered 1 and 2 and described in the Schedule hereto (being part of the land authorised to be acquired by the Order) and more particularly delineated and shown edged red and coloured green on the plan annexed hereto, together with the right to enter upon and take possession of the land shall vest in the Authority as from the end of the period of 28 days from the date on which the service of notices required by section 6 of the Act is completed.

THE COMMON SEAL OF)
SWINDON BOROUGH COUNCIL)
was hereunto affixed in the presence of:)

**HEAD OF CONVEYANCING,
ENVIRONMENT AND CONTRACTS**

Authorised Signatory
Director of Law



865401

**SCHEDULE
LAND COMPRISED IN THE ORDER AS CONFIRMED**

All interests, except those owned by the Acquiring Authority, in:

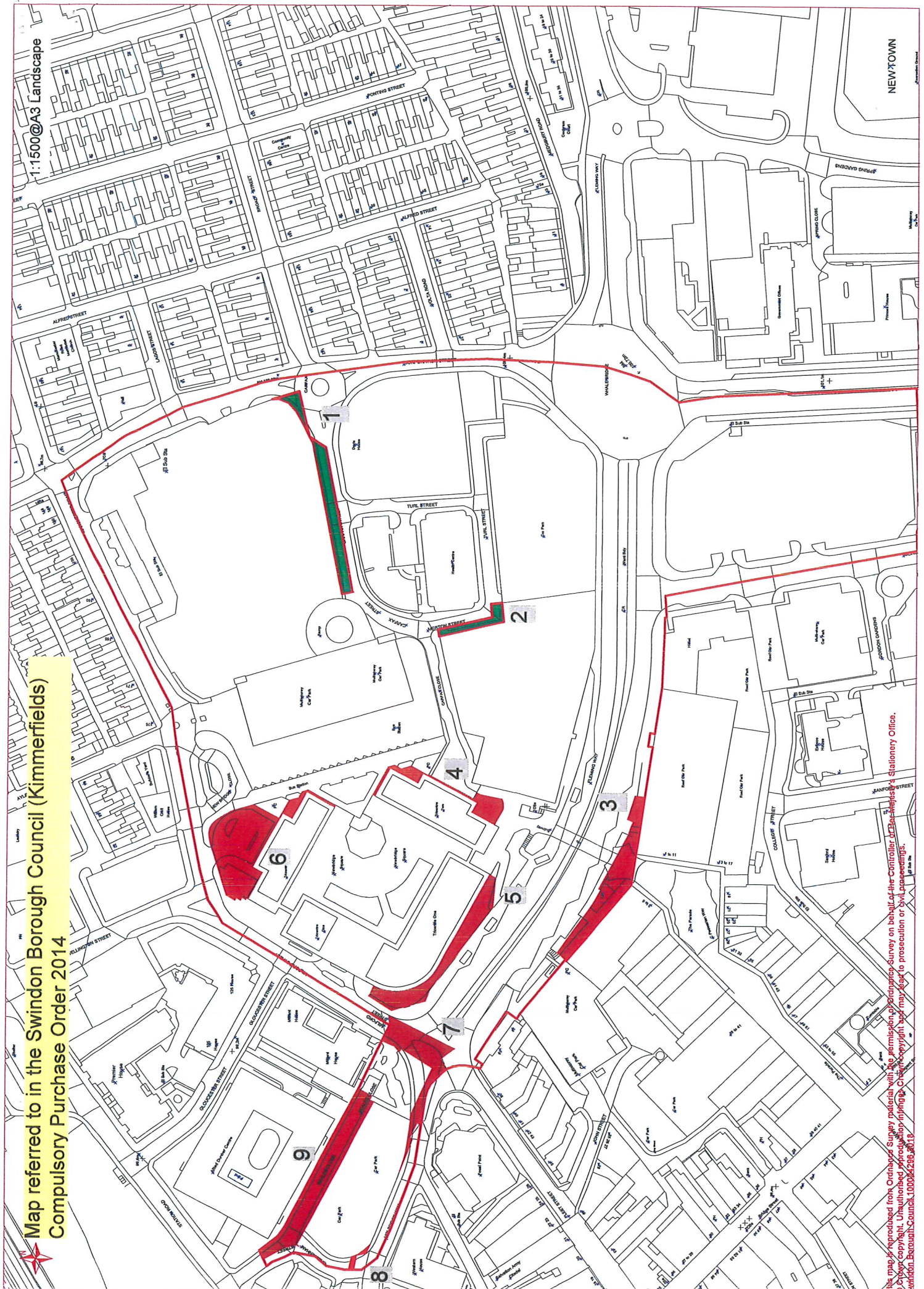
1. Part of Carfax Street forming public highway, comprising 474m²;
2. Part of Merton Street forming public highway, 135m²;
3. Land forming three kiosks/small shops, related areas of highway and related areas which previously formed highway but that is now the subject of a stopping up order dated 29 July 2014 and stairs leading out of Falcon House to Fleming Way, comprising 677m² excluding the interest of Thames Water Utilities (or their successor in title) in relation to

Rights in respect of sewers affecting Fleming Way/The Parade under various deeds of grant dated 8 August 1997;

4. Land adjoining Tri Centre 2, Carfax Close forming paving giving pedestrian access around Tri Centre 2, comprising 256m² ;
5. Land between Tri Centre 1 and the highway at Fleming Way and Milford Street forming landscaping, highway and land which previously formed highway at Fleming Way and Milford Street but that is now the subject of a stopping up order dated 29 July 2014, comprising 581m²;
6. Land adjoining Tri Centre 3, forming a secondary access/access for deliveries, a pedestrian thoroughfare around the side of Tri Centre 3 into Newbridge Square, parking for approximately 12 cars and landscaping and comprising 1036m²;
7. Part of Milford Street forming public highway and comprising 539m² excluding the interests of Southern Electricity Board of 55 Vastern Road Reading Berkshire RG1 8BU (or their successors in title) in relation to Rights in respect of underground cabling by way of a deed dated 31 May 1962.
8. Part of Cheltenham Street forming public highway and comprising 24m²; and
9. Part of Beales Close form in public highway and comprising 821m²

Map referred to in the Swindon Borough Council (Kimmerfields)
Compulsory Purchase Order 2014

1:1500@A3 Landscape



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Swindon Borough Council 100042296 2013

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Swindon Borough Local Development Scheme Review 2019

Cabinet

Date: 20th March 2019

Author:	Cabinet Member for Strategic Planning and Sustainability
Wards:	All
Parishes Affected:	All

1. Purpose and Reasons

- 1.1 To inform and seek agreement for the revised Swindon Borough Local Development Scheme (LDS) 2019, which establishes the work programme for the production of Local Development Plans, (principally the Local Plan), including joint working arrangements with Wiltshire Council, and of the arrangements to make it publicly available.
- 1.2 The LDS was last published in September 2017. Since that date the revised National Planning Policy Framework (NPPF2018) has been published which has implications for the production of the Swindon Local Plan review and joint working arrangements with Wiltshire Council. In order to formally commence the Review it is critical that an updated LDS is published to inform stakeholders and the public on the work programme and key dates in its production.
- 1.3 The Local Plan Review will have a key role in implementing many of the Corporate Plan's priorities and will be fundamental in delivering key elements of the Priority One: Improve infrastructure and housing to support a growing, low-carbon economy.

2. Recommendations

Cabinet is recommended to:

- 2.1 Approve the Swindon Borough Local Development Scheme as attached at **Appendix 1** and to publish it in accordance with the arrangements set out in paragraph 3.24.
- 2.2 Authorise 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, to make minor non-material changes to the content of the Swindon Borough Local Development Scheme if required, prior to publication.
- 2.3 Support the preparation of a Statement of Common Ground with Wiltshire Council to clarify the strategic cross boundary issues between the two authorities.

3. Detail

- 3.1 The Council is required to have an up to date Local Plan to provide a planning framework to shape and guide future development as the principal policy document in the determination of planning applications in the Borough.

Further information on the subject of this report can be obtained from Phil Smith, 01793 466443, psmith@swindon.gov.uk.

Swindon Borough Local Development Scheme Review 2019

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- 3.2 The Planning and Compulsory Purchase Act, 2004 (as amended by the Localism Act 2011) requires the Council to prepare and maintain a Local Development Scheme (LDS) setting out a rolling three year programme of work to deliver local planning documents.
- 3.3 Swindon Borough Council adopted its first LDS in September 2005, and since that time it has been subject to periodic review. A review of the LDS was published in September 2017 (Cabinet Minute 35, 6/09/2017 refers) setting out the timetable for the Swindon Borough Local Plan review. A further update has become necessary following the publication of the revised National Planning Policy Framework in July 2018.
- 3.4 In relation to plan making and housing delivery there are three significant changes introduced in the NPPF2018:
- 3.4.1 the introduction of a 'standard methodology' for calculating local housing need based on population projections and local affordability ratios (house price to income);
 - 3.4.2 this local housing need is to be expressed as a single authority housing requirement replacing the previous approach to calculate local housing need on the basis of housing market areas;
 - 3.4.3 Statements of Common Ground with neighbouring local planning authorities are to become live documents which identify the strategic cross boundary matters being addressed through the plan making process; and
- 3.5 This iteration of the LDS covers the period 2019 to 2022. The main element of the revised LDS is the preparation of the review of the Swindon Borough Local Plan. The Revised Local Plan will cover the period 2016 to 2036.

Local Housing Need

- 3.6 The Government signalled its intention to move to a standardised method of calculating local housing need in the Housing White Paper published in February 2017. At present, as outlined in the Government's consultation paper¹ issued in October 2018, the ONS 2014-based demographic data will be the basis for calculating local housing need until such time a new method for calculating local need is established that accords with the Government's aspirations for the housing market. That figure is 20,460 dwellings for the period 2016-2036.
- 3.7 It is critical for the future development strategy for the Borough that production of the Local Plan is not unduly delayed pending confirmation of the final housing needs methodology. It is therefore proposed to proceed on the basis of the

¹ Technical consultation on updates to national planning policy and guidance. Ministry of Housing, Communities and Local Government, October 2017

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Government's consultation paper. On this basis, the revised local housing need for Swindon Borough is likely to be significantly lower than indicated in the Swindon and Wiltshire Strategic Housing Market Assessment published in October 2017. On-going work is being under-taken to sense check the local housing need figure in respect of economic forecasts and affordable housing needs, and to consider the implications for future housing need and employment that flow from the recent announcement by Honda to cease production in the town.

- 3.8 Having established the housing need the second exercise is to assess future supply in order to meet that need.
- 3.9 The principle evidence base for assessing potential supply is the Strategic Housing and Employment Land Availability Assessment (SHELAA). Work has progressed over the last twelve months to update the SHELAA including consultation on an initial site analysis in the autumn of 2018. The final SHELAA Report was published on 11th February 2019 and contains an analysis of potential future supply.
- 3.10 In summary, about 18,000 dwellings are part of existing commitments in the form of either planning permissions or allocations in the adopted Local Plan and made neighbourhood plans. The SHELAA identifies residential sites for about 3,000 dwellings developable by 2036 with a further 5,000 developable subject to viability or infrastructure issues being overcome. Making an allowance for small windfall sites results in a potential remaining supply of some 27,000 dwellings.
- 3.11 On this basis, there is a sufficient supply of dwellings to:
 - 3.11.1 demonstrate that housing need could be met within Swindon Borough without recourse to seek allocations in adjacent authorities,
 - 3.11.2 allow for a choice of sites to be allocated according to sustainability appraisal criteria and informed by further public consultation, and,
 - 3.11.3 allow for flexibility in respect of viability and infrastructure issues being resolved.

Employment Land

- 3.12 Unlike housing land there is no standard method for calculating employment land need. The principal local evidence base is the Swindon Borough Employment Land Review (ELR) 2017. The ELR presents a range of future employment floorspace requirements of up to 242,600sqm to 2036.
- 3.13 The SHELAA identifies about 280,000sqm of gross employment floorspace on existing commitments, comprising permissions, plan allocations and sites with resolution to grant planning permissions. Beyond existing commitments, land suitable for employment development is identified with an estimated capacity for

Further information on the subject of this report can be obtained from Phil Smith, 01793 466443, psmith@swindon.gov.uk.

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about 200,000m² of employment floorspace is identified on sites with a total site area of 56.9ha (some of these sites are mixed use sites). Sites with a capacity for a further 1,000,000m² of employment floorspace are assessed as 'possibly developable'.

- 3.14 Notwithstanding this, identified sites may not meet the market requirements in respect of location, size and tenure. Further work will be required to match as far as possible market expectations with site availability in the context of environmental and other constraints.

Implications for Joint Working with Wiltshire Council and Statement of Common Ground

- 3.15 In accordance with Section 33A of the Planning and Compulsory Purchase Act 2004 (as amended) local authorities must engage constructively, actively and on an ongoing basis in any process by means of which development plan documents are prepared. This is termed the 'duty to cooperate'. It states that cooperation should take account of the most appropriate functional geographies, which would include housing market areas (HMAs) and functional economic market areas (FEMAs). This provided the momentum for joint working with Wiltshire and the proposed Joint Spatial Framework (Cabinet Minute 52, 18/10/2017 refers).
- 3.16 NPPF2018 now requires local authorities to "maintain one or more statements of common ground, documenting the cross-boundary matters being addressed and progress in cooperating to address these". National Planning Practice Guidance outlines what a statement of common ground should contain and explains that it should be "maintained on an on-going basis throughout the plan making process".
- 3.17 A statement of common ground can identify matters that are agreed, yet to be agreed, or further information that is required before matters can be agreed. It will identify those areas where cooperation is required to deliver the strategic policies of both authorities. To this extent it will cover many of the elements previously intended to be included within the Swindon and Wiltshire Joint Spatial Framework.
- 3.18 A Statement of Common Ground should, therefore, be prepared between Wiltshire and Swindon to confirm the extent of joint working between the two authorities, including:
- 3.18.1 whether the proposed housing requirements for Swindon Borough Council and Wiltshire Council can be accommodated within each authority's boundaries and if not the extent of the shortfall in provision.
- 3.18.2 whether the proposed employment land requirement identified in the Swindon and Wiltshire Functional Economic Market Assessment can be

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accommodated within each authority's boundaries and if not the extent of the shortfall in provision, and

3.18.3 whether there are other cross boundary strategic issues that should be addressed through joint working including infrastructure provision to support growth.

- 3.19 The Statement of Common Ground should be subject to ongoing review. The scope of the Joint Spatial Framework will be determined by the Statement of Common Ground. It may be reduced in scope compared to that previously proposed, for example, it may focus on employment land and infrastructure delivery.

Implications for the Local Plan Review Timetable

- 3.20 In order to make timely progress on the Local Plan Review and in light of the analysis of supply outlined above, it is proposed to proceed with the Local Plan underpinned by a Statement of Common Ground with Wiltshire Council.

- 3.21 The outline programme for the production of the Local Plan Review is presented in Appendix 4 of the LDS document. The key remaining dates for the production of the Local Plan are:

Preferred Options Consultation	Summer 2019
Pre-submission Consultation	Winter 2019/20
Submission for Examination	Spring 2020

- 3.22 Although there has been some short-term slippage in the timetable as outlined in the LDS 2017, 'front-loading' work particularly in relation to the SHELAA should enable a shorter period between consultation and re-drafting.

- 3.23 After submission, the timetable is largely dictated by the Local Plan Inspector, appointed by the Planning Inspectorate. Based on past experience it anticipated adoption of the revised Plan would be in early 2021, assuming it is found sound at examination. This end date target is the same as outlined in the LDS 2017.

Next Steps

- 3.24 Should the Cabinet approve the LDS it will be made available on the Councils website at the earliest opportunity.

4. Alternative Options

- 4.1 The Borough Council could choose not to amend its Local Development Scheme. However, an out of date scheme is of little use to stakeholders in programming their responses to key policy documents. Also, the Council's Plan preparation is

Further information on the subject of this report can be obtained from Phil Smith, 01793 466443, psmith@swindon.gov.uk.

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judged against the timetables in the Scheme and not having an up-to-date Local Plan may incur the intervention of the Secretary of State.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 5.1 The costs of preparing the review of the Local Plan will be met from the Forward Planning budget, which is determined annually based on likely spend, so the LDS is helpful in providing the basis of a spend profile. Proportional funding would be forthcoming from Wiltshire Council in respect of joint evidence base work.
- 5.2 The Swindon Borough Local Plan is a strategic planning policy document, and as such, it does not necessarily commit the Council itself to funding proposals contained within it. However, the Local Plan is a key document in securing Government funding for infrastructure and subsequent commitments on the Council for the expenditure of such funding.

Legal and Human Rights Implications

- 5.3 The preparation of the Local Development Scheme and the subsequent Local Plan Review have to be in accordance with relevant legislation, particularly the Planning and Compulsory Purchase Act 2004 as amended by the Localism Act 2011.
- 5.4 The content of this report will not have a direct implication on human rights issues.

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

- 5.5 The Local Plan Review will be subject to a Sustainability Appraisal incorporating Strategic Environmental Assessment and Health Impact Assessment to ensure that the impact of proposals can be minimised with the least negative impact possible on the Plan area. Other planned development documents will be in accordance with the Local Plan.

Diversity Impact Assessment (DIA)

- 5.6 A DIA has not been undertaken on the LDS as the purpose of the Scheme is to only outline the programme of the development plan, however DIA's will be undertaken on the development plan documents themselves.

Risk Management

- 5.7 The LDS programmes the statutory development plan for Swindon. Without programming of statutory plans, there is a significant risk that those plans, and the development they cover, will not be delivered when required. Also, there is a

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risk that without an LDS, stakeholders will not be informed of when responses will be required for key policy documents which could result in fewer responses and participation from Swindon's community.

- 5.8 Delay to the Local Plan Review could undermine the Council's vision to create and realise Swindon's aspirations for development. Adequate resourcing and robust proportional evidence are identified as potential risks to the Local Plan Review.

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 Borough Local Development Scheme 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 and Forward Plan

- 9.1 This is not a Key Decision.

Swindon Borough Local Development Scheme Review 2019

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Appendix 1 – Swindon Borough Local Development Scheme 2017 (provided separately)

Swindon Borough Council

Swindon Borough Local Development Scheme (9th Review)

**Swindon Borough Council's programme for the preparation of
Local Development Documents**

March 2019

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Introduction

1. A Local Development Scheme (LDS) is required to be prepared by Swindon Borough Council (the Council) under Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011).
2. The LDS must specify (among other matters) the documents which, when prepared, will comprise the Development Plan for the area. It must be made available publically and kept up-to-date. It is important that local communities and interested parties can keep track of progress.
3. The LDS sets out the timetable for the production of Development Plan Documents (DPDs) which comprise the Development Plan for the Borough, including the Local Plan, and sets out the key production and public consultation stages of DPDs. This enables the community, businesses, developers, service and infrastructure providers and other interested organisations to know which DPDs are to be prepared for the area and when they will be able to participate¹.
4. This LDS provides information about the preparation of the Swindon Borough Local Plan 2036 and related documents which will replace the Local Plan 2026 (adopted in 2015). The LDS takes into account ongoing joint working with Wiltshire Council.
5. Further documents will be added to the LDS programme as the need for them becomes apparent and resources allow.
6. The LDS is not in itself a planning policy; instead, it sets out what work will be undertaken to review existing planning policies and produce new ones for the future.
7. The Authority Monitoring Report produced by the Council will review the implementation of the LDS.
8. This LDS replaces the previous LDS published in September 2017. Changes to the LDS, since the last version was published, have been made as result of the publication of the Revised NPPF. In particular:
 - the introduction of a 'standard methodology' for calculating local housing need based on population projections and local affordability ratios (house price to income);
 - this local housing need is to be expressed as a single authority housing requirement replacing the previous approach to calculate local housing need on the basis of housing market areas;

¹ Public consultations will continue to be advertised and stakeholders notified when important documents are published for public consultation, in accordance with the Statement of Community Involvement which is available here:

https://www.swindon.gov.uk/info/20113/local_plan_and_planning_policy/641/statement_of_community_involvement

- Statements of Common Ground with neighbouring local planning authorities are to become live documents which identify the strategic cross boundary matters being addressed through the plan making process;
9. These changes have implications for joint working with Wiltshire Council and the subsequent timetable for the Local Plan Review.

Development Plan Documents

10. Development Plan Documents (DPDs) contain policies for the use, protection and/or development of land, usually including the allocation of land for development. These must be in general conformity with government guidance, in particular the revised National Planning Policy Framework (NPPF) 2018.
11. Together the DPDs for an area form the Development Plan for that Local Planning Authority. Section 38(6) of the Planning and Compensation Act states that planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise.
12. Foremost of the DPDs in an area is the **Local Plan**, which sets out local planning policies and identifies how land is used, determining what will be built where. A Local Plan may be a single document or a suite of Development Plan Documents (which can cover specific policy matters or specific geographical areas).
13. For a unitary authority, such as Swindon Borough, the Council has the responsibility for producing **Minerals and Waste Local Plans**. These have been produced jointly with Wiltshire Council.
14. **Neighbourhood Plans** are not compulsory. However, when duly prepared they are a statutory document that forms part of the development plan. In parished areas these are prepared by a town or parish council or councils. Neighbourhood Plans must be in general conformity with the adopted Local Plan.

Existing Development Plan Documents

15. The statutory development plan is the set of DPDs that together form the statutory basis for determining planning applications in Swindon Borough. The development plan comprises both DPDs prepared by Swindon Borough Council as local planning authority and made (adopted) Neighbourhood Plans prepared by Parish and Town Councils within Swindon.
16. On publication of this LDS, the statutory development plan for the Council comprises:

Table 1 – Swindon Borough Development Plan

Document	Notes
Swindon Borough Local Plan 2026	Adopted March 2015. Sets out the spatial vision, objectives and strategy for the spatial development of Swindon and policies and allocations to deliver the vision over the period to 2026.
Swindon Central Area Action Plan	Adopted February 2009. Amended by the Local Plan 2026. Encompasses the Town Centre, the Railway Village, the historic Great Western Railway Works, North Star, Old Town and surrounding residential areas.
Wiltshire and Swindon Minerals Core Strategy	Adopted July 2009. Sets out the spatial vision, strategic objectives and strategy covering minerals provision up to 2026 including the strategic policies and proposals to deliver the vision.
Wiltshire and Swindon Minerals Development Control Policies DPD	Adopted September 2009. Sets out generic policies to assist in determining planning applications for minerals development up to 2026.
Wiltshire and Swindon Minerals Site Allocations DPD	Adopted December 2012. Identifies land for future mineral (aggregates) working and aggregate recycling facilities up to 2026 in accordance with the Swindon and Wiltshire Minerals Core Strategy.
Wiltshire and Swindon Waste Core Strategy	Adopted July 2009. Sets out the spatial vision, strategic objectives and strategy covering waste provision up to 2026 including the strategic policies and proposals to deliver the vision.
Wiltshire and Swindon Waste Development Control Policies DPD	Adopted September 2009. Sets out generic policies to assist in determining planning applications for waste development up to 2026.
Wiltshire and Swindon Waste Site Allocations DPD	Adopted November 2012. Identifies land for future waste management facilities and aggregate recycling facilities up to 2026 in accordance with the Swindon and Wiltshire Waste Core Strategy.
Wiltshire and Swindon Minerals Local Plan	Adopted November 2001. One policy (Policy 35 Preferred Areas for Sharp Sand and Gravel) continues to be saved.

Document	Notes
Wroughton Neighbourhood Plan	Made July 2016.
Highworth Neighbourhood Plan	Made July 2017.
South Marston Village Neighbourhood Plan	Made November 2017
Hannington Parish Neighbourhood Plan	Made November 2018

17. Accompanying the Development Plan is the Swindon Borough Policies Map which is a geographical representation of the policies on an Ordnance Survey base.

Future Development Plan Documents

18. The Council is working on a review of its Local Plan and associated Development Plan Documents.

Swindon Borough Local Plan – Review (2036)

19. In accord with the recommendations in the Local Plan 2026 Inspector's Report, the Council's priority is to review the Local Plan, providing a new strategic context for development up to 2036. It will determine the level and direction for future growth. It will include the allocation of a range sites to meet the identified need, a review of existing development management policies, and strategic guidance for the production of future neighbourhood plans.
20. The following table sets out the content, coverage and timetable for the preparation of the Local Plan 2036 (the timetable is also illustrated in Figure 1 below).

Swindon Borough Local Plan Review (2016-2036)	
Role and subject	<p>This document will set out the overall development strategy for the period 2016 to 2036 for Swindon Borough. It will include strategic policies as well as locations for housing (including market, affordable, self- build, specialist and gypsy and traveller accommodation), employment sites and the identification of key supporting infrastructure.</p> <p>It will not be the purpose of the review to change or remove strategic objectives or policies that remain in accordance with national policy and support the delivery of sustainable development.</p> <p>The review will also include updating existing Local Plan development management policies to ensure their continued consistency with national policy and relevance to the development strategy.</p>
Geographical coverage	Swindon Borough
Document type/status	Development plan document
Chain of conformity	National policy
Replaces	Swindon Borough Local Plan 2026, Swindon Central Area Action Plan (2009)
Timetable – Key Stage	
Public consultation on scope & issues (Regulation 18)	Commenced Nov 2017
Public consultation on Preferred Options (Regulation 18)	Commences Summer 2019
Public Consultation on Pre-submission (Regulation 19)	Winter 2019/20
Submission to Secretary of State (Regulation 22)	During Q2 2020
Examination in Public (Regulation 24)	Commences Q3 2020
Inspector's Report (Regulation 25)	During Q4 2020
Adoption (Regulation 26)	During Q1 2021

(Regulation references taken from The Town and Country Planning (Local Planning) (England) Regulations 2012)

Note: The above shows the quarter that public consultation will commence, however the consultation period may run over into the subsequent quarter. The standard period for consultation is 6 weeks, but this may be extended over holiday periods.

21. The key milestone is the point at which the document is submitted to the Secretary of State and/or examination. Full Council is required to approve the DPD for submission and finally adopt the plan as per the Council constitution.

Swindon and Wiltshire Joint Working

22. In accordance with Section 33A of the Planning and Compulsory Purchase Act 2004 (as amended) local authorities must engage constructively, actively and on an ongoing basis in any process by means of which development plan documents are prepared. This is termed the 'duty to cooperate'. It states that cooperation should take account of the most appropriate functional geographies, which would include housing market areas (HMAs) and functional economic market areas (FEMAs). This provided the momentum for joint working with Wiltshire and the proposed Joint Spatial Framework (see below).
23. NPPF2018 now requires local authorities to "maintain one or more statements of common ground, documenting the cross-boundary matters being addressed and progress in cooperating to address these". National Planning Practice Guidance outlines what a statement of common ground should contain and explains that it should be "maintained on an on-going basis throughout the plan making process".
24. A statement of common ground can identify matters that are agreed, yet to be agreed, or further information that is required before matters can be agreed. It will identify those areas where cooperation is required to deliver the strategic policies of both authorities. To this extent it will cover many of the elements previously intended to be included within the Swindon and Wiltshire Joint Spatial Framework as detailed in the previous LDS (2017).
25. A Statement of Common Ground will therefore be prepared between Wiltshire and Swindon to confirm the extent of joint working between the two authorities, including:
 - whether the proposed housing requirements for Swindon Borough Council and Wiltshire Council can be accommodated within each authority's boundaries and if not the extent of the shortfall in provision.
 - whether the proposed employment land requirement identified in the Swindon and Wiltshire Functional Economic Market Assessment can be accommodated within each authority's boundaries and if not the extent of the shortfall in provision, and
 - whether there are other cross boundary strategic issues that should be addressed through joint working including infrastructure provision to support growth.
26. The Statement of Common Ground should be subject to ongoing review. The scope of the Joint Spatial Framework will be determined by the Statement of Common Ground. It may be reduced in scope compared to that previously

proposed, for example, it may focus on employment land and infrastructure delivery.

Minerals and Waste Development Plan Documents

27. As outlined in Table 1, Wiltshire Council and Swindon Borough Council have successfully cooperated in the preparation and adoption of a complete set of Minerals and Waste Development Plan Documents. These plans are being implemented and monitored through the Annual Monitoring Report (AMR) process. A review of national policy including the 'National planning policy for waste' will be undertaken. If as a result of this review, or through monitoring processes, a need arises to review aspects or the entire adopted policy framework, a programme will be developed through a subsequent iteration of the two authorities respective LDSs.

Development Plan Documents Prepared by Others

28. At the time of writing a number of **Neighbourhood Plans** are being prepared in Swindon Borough. They are prepared in a timescale that is set by the parish councils, not the Council, and therefore the timetable for their preparation is not contained within this LDS. The following Neighbourhood Plans are currently in preparation (stage reached):
 - Blunsdon St Andrew - East (area designated)
 - Stratton St Margaret (area designated)

Local Planning Guidance Documents

Existing local planning guidance documents

29. **Supplementary Planning Documents (SPDs)** are not part of the statutory Development Plan but provide additional guidance on matters covered by Development Plan Documents. They are not subject to independent examination but have significant material weight in the determination of planning applications. The preparation of Supplementary Planning Documents involves evidence gathering, an initial draft and public consultation. They may be subject to Sustainability Appraisal. On publication of this LDS the adopted Swindon Borough SPDs are:
 - **Residential Extensions and Alterations SPD.** This SPD amplifies Policy DE1 of the adopted Swindon Borough Local Plan 2026 by providing detailed guidance to assist in achieving high quality development and protect amenity.
 - **Inclusive Design Access for All SPD.** This SPD amplifies Policy DE1 of the adopted Swindon Borough Local Plan 2026 by providing guidance to assist in achieving high quality and inclusive design for all development; including individual buildings, public and private spaces.

- **Swindon Residential Design Guide SPD.** The purpose of this SPD is to expand upon Policy DE1: High Quality Design (Swindon Borough Local Plan 2026) and to assist with implementation of this policy in accordance with the National Planning Policy Framework (NPPF). The SPD builds on previous guidance to provide a clear set of principles and guidelines to ensure high quality design, and to shape new development in line with the Council's Strategic Planning Objectives on Design Quality, the placemaking ambitions within the Borough's Corporate vision and in accordance with the core principles of the NPPF.
- **Swindon Design Guide.** The Design Guide covers all aspects of design focusing on specific types of development and specific areas.
- **Shopfronts Coding Guidance.** The Shopfronts Coding Guidance Note will be applied whenever planning consent is required for a new or amended shopfront.
- **New Eastern Villages Planning Obligations SPD.** This SPD sets out Swindon Borough Council's approach to securing, by planning obligations, the infrastructure required as a consequence of developments in the New Eastern Villages. The approach detailed seeks to achieve the effective delivery of infrastructure to enable sustainable growth at the New Eastern Villages to ensure the right infrastructure is delivered in the right place, at the right time. The SPD provides more detailed advice and guidance on Local Plan Policies IN1 (Infrastructure Provision), SD3 (Development Management), NC3 (New Eastern Villages) and RA3 (South Marston).
- **New Eastern Villages Framework Travel Plan SPD.** This SPD sets out Swindon Borough Council's approach to securing the travel plan measures required by planning obligations as a consequence of development at the New Eastern Villages. The approach detailed within the SPD seeks to achieve the effective delivery of residential, workplace and educational travel plans to enable sustainable growth at the New Eastern Villages, and to ensure the correct supporting transport infrastructure is delivered in the right place, at the right time.
- **New Eastern Villages Sustainable Drainage Systems (SuDS) Vision SPD.** To ensure a cohesive approach to SuDS across the New Eastern Villages development, this SPD has been produced to inform pre-application discussions and assist with the formulation of masterplans. It also provides guidance on effective design solutions for SuDS schemes to encourage current planning applications to create high-quality sustainable communities.
- **New Eastern Villages Island Bridge Vision SPD.** This SPD sets out the vision for a cohesive network between the development islands at the New Eastern Villages where not already provided by developers. It has been produced to inform pre-application discussions and assist with the formulation of masterplans. Finally the document sets out the principles of

design for the bridge structures as well as Environment Agency minimum technical requirements.

- **New Eastern Villages (NEV) Green Infrastructure SPD.** This SPD seeks to provide a framework to ensure the delivery of an integrated and connected green infrastructure network and green spaces at the New Eastern Villages to support an environment where safe, healthy communities can be created. The document sets out the strengths and opportunities for a range of green infrastructure typologies that should be secured throughout the New Eastern Villages. Finally the SPD provides guidance on the delivery of strategic green infrastructure for each village to assist with formulation of masterplans for developers.
30. The Council also has adopted a number of other Local Planning Policy Documents which are also not part of the statutory Development but provide additional guidance. On publication of this LDS these are:
- **Affordable Housing Development Control Guidance Note.** This statement sets out the Council's position for adopted guidance that underpins Policy HA2: Affordable Housing in the adopted Swindon Borough Local Plan 2026. This is to be used as a material consideration to the determination of relevant planning applications.
 - **Archaeology Supplementary Planning Guidance (SPG).** This SPG provides guidance to developers, architects, agents and landowners where their development proposals impact on archaeological remains.
 - **Buildings of Significant Local interest SPG.** This SPG sets out the criteria for assessing proposals affecting buildings of significant local interest).
 - **Community Forest SPG.** This SPG seeks to ensure that, where applicable, the aims and objectives of the Community Forest are incorporated into development proposals.
 - **Conservation Areas SPG.** This SPG provides the background to the designation of the Borough's conservation areas and to list the architectural, historic and environmental elements that have formed the framework for the Council's Conservation Area Appraisals.
 - **Landscape Character Areas SPG.** This SPG provides guidance on the characteristics of each of the Borough's Landscape Character Areas that should be addressed when considering development proposals within them.
 - **Listed Buildings SPG.** This SPG provides advice on the repair and alteration of listed buildings, including the use of appropriate materials, and the detailed design of individual features.
 - **Noise and Residential Development SPG.** This SPG provides advice for developers to assist in protecting future occupiers of residential development from noise sources.

- **Open space and new housing development SPG.** This SPG provides guidance on open space and new housing development.
- **Tree Protection On Development Sites SPG.** This SPG provides guidance in respect of the preservation of appropriate trees within development schemes.
- **Guidance Note on Nature Conservation.**
- **Swindon Borough Parking Standards.**
- **Street Trading and Ancillary Retail Kiosks' Design Management Guidance Note (DMGN).** (This complements the existing policy documents, which relate to town centre regeneration, as well as providing more detail of the specifics of street trading - with the overall aim of working towards a more inviting town centre).
- **Travel Plans Guidance Note.** This provides guidance for the preparation of travel plans for new developments.

Future local planning guidance documents

31. The following Supplementary Planning Documents are being or will be prepared:
- A Supplementary Planning Document for the Bridge Street / Fleet Street area, to provide detailed guidance to inform the regeneration of this area. *Public Consultation – Summer 2019. Adoption - Autumn 2019.*
 - Local Heritage Assets SPD (*TBC*)
 - Local Heritage Assets at Risk SPD (*TBC*)
 - Conservation Appraisals Review (*TBC*)
 - Revised Parking Standards (*Consultation June 2019 – TBC*)

Other Planning Documents

Local Development Orders

32. **Local Development Orders** (LDOs) are made by local planning authorities and give a grant of planning permission to specific types of development within a defined area. They streamline the planning process by removing the need for developers to make a planning application to a local planning authority. They create certainty and save time and money for those involved in the planning process. On publication of this LDS the adopted Swindon Borough LDOs are:
- Local Development Orders in support of a low carbon Swindon covering the following elements:

1. Non-domestic air source heat pumps and district heating installations (this LDO applies Boroughwide)
 2. Hydrogen and electric car fuelling installations (this LDO applies on multiple sites)
 3. Pre-identified sites for solar arrays and solar farms (this LDO applies on multiple sites)
- Local development orders for employment sites at:
 - Blagrove Business Park
 - BMW Plant Swindon
 - Dorcan Industrial Estate
 - Groundwell Industrial Estate
 - Honda Plant Swindon
 - Keypoint
 - South Marston Industrial Estate
 - Local development order for Victoria Road. (An LDO has been prepared for the Victoria Road area to complement the redevelopment scheme being advanced at the College Site in helping deliver the regeneration of the wider Victoria Road/Regent Circus area).
 - Local development order for house extensions. (The House Extensions LDO applies to rear house extension planning applications in the Borough that are deemed low impact and in compliance with the Council's house extensions planning guidance. The LDO extends "Permitted Development" rights for qualifying rear house extensions. The LDO does not remove any of the nationally set "Permitted Development" rights).
 - Local development orders to deliver assisted living bungalows. (The Council has adopted Local Development Orders to help deliver assisted living bungalows on the following sites:
 - Land at end of Linden Avenue/Sycamore Grove, Pinehurst
 - Land behind Bembridge Close/Beaufort Green, Park North

Infrastructure Delivery Plan

33. An update of the Infrastructure Delivery Plan will be made to provide up-to-date guidance on the infrastructure required to support planned development and as part of the Local Plan Review.

Community Infrastructure Charging Schedule

34. The Community Infrastructure Levy (CIL) Charging Schedule will be reviewed in line with the review of the Local Plan, or the monitoring process indicates an earlier review, or as a response to legislative changes. CIL charging schedules are not formally part of the relevant Plan, but charging schedules and relevant plans should inform and be generally consistent with each other. The process for preparing a CIL Charging Schedule is similar to that which applies to the Local Plan. Guidance on the CIL is available on the Planning Practice Guidance website: <https://www.gov.uk/guidance/community-infrastructure-levy>. The Section 106 Planning Obligations Supplementary Planning Document will be reviewed in line with the CIL review.

Statement of Community Involvement

35. The Statement of Community Involvement (SCI) was updated in February 2019 and sets out the way we communicate with our businesses and communities on the preparation of planning documents and the determination of planning applications.

Authority Monitoring Report

36. Local planning authorities are required to prepare and publish an Authority Monitoring Report (AMR) on the progress of their development plans. It is anticipated that the Council will produce an AMR every 12 months and that this will be made available to the public on the Council's website. The AMR is not subject to public consultation.

Supporting Information

Duty to Co-operate in the preparation of development plan documents

37. Throughout the preparation of the Local Plan Review process the Council will exercise its duty to co-operate with neighbouring authorities, focusing on the key cross boundary and strategic issues highlighted by the evidence base.
38. The duty to co-operate was introduced through the Localism Act 2011 and requires councils and public bodies to 'engage constructively, actively and on an ongoing basis' in the preparation of Local Plan documents, including in the preparation of evidence to underpin these documents. The duty relates to sustainable development or use of land that has a significant impact on at least two local planning areas. Issues that may not be able to be wholly addressed by one local planning authority working alone are set in paragraph 25 in the NPPF.
39. The NPPF states that Local Authorities should consider producing joint planning policies to address some of these strategic matters, as well as informal strategies such as joint infrastructure and investment plans. A joint approach will not be required where an issue can be addressed adequately within one administrative

boundary. When compiling its scheme of work, the council considers and discusses with neighbouring authorities whether production of joint documents is a sensible course of action, such as with minerals and waste planning. The decisions of such considerations will be carefully recorded, clear justification by way of an explanation of the strategic context behind the course of action taken will be set out and, where necessary, a memorandum of understanding between the bodies published.

Risk assessment

40. Risk assessment will be undertaken during the LDS period by senior managers and will consider mitigation and contingency measures that may need to be implemented in order to ensure that sound DPDs are prepared and developed in a timely manner. Significant risks that have been identified include:

- failure to secure consensus with members leading to key milestones being missed
- changes to legislation and regulations delaying the plan making process
- lack of an appropriate and up-to-date evidence base
- insufficient resources (financial and staff) at critical points in the process

A more detailed risk assessment for the Local Plan Review is included at Appendix 2.

Appendix 1 - GLOSSARY

A guide to the terminology used in this document

Authority Monitoring Report (AMR) - A report on how the council is performing in terms of the Local Development Framework. It includes a review of the Local Development Scheme's timetable and monitors the success of development plan document policies.

Community Infrastructure Levy (CIL) - A charge levied by the council on new development to fund the provision of infrastructure and wider community benefits. In order to charge the levy, the council must have an adopted CIL Charging Schedule. As of April 2015 when the CIL Charging Schedule became effective, CIL is the primary mechanism for securing financial contributions from developers.

Community Infrastructure Levy Charging Schedule - A document that sets out the council's charges on development to provide funds to support the delivery of infrastructure. The Charging Schedule must be based upon a robust evidence base (linked to the Infrastructure Delivery Plan and robust viability assessments) and subjected to meaningful consultation. The Schedule is examined by an independently appointed assessor (generally the Planning Inspectorate); and if found sound, the council can then charge CIL. Swindon Borough's CIL Charging Schedule became effective in April 2015.

Development Plan Document (DPD) - A document setting out the council's planning policies and proposals. They are subject to community involvement, consultation and independent examination. A sustainability appraisal is required for each development plan document.

Gypsy and Traveller Accommodation Assessment (GTAA) - An assessment of the accommodation needs of gypsies and travellers.

Local Development Document (LDD) - The documents that set out planning policies for specific topics or areas, which make up the Local Development Framework.

Local Development Scheme (LDS) - A timetable for the preparation of local development documents.

Local Plan - A Development Plan Document setting out the spatial vision and strategic objectives of the planning framework for an area.

National Planning Policy Framework - The National Planning Policy Framework was

published on 27 March 2012 and revised in July 2018. The framework gives guidance to local councils in drawing up local plans and on making decisions on planning applications. This is a key part of the government's reforms to make the planning system less complex and more accessible, and to promote sustainable growth.

Neighbourhood Planning - The Localism Act, which received Royal Assent on 15 November 2011, introduced new rights and powers to allow local communities to shape new development by coming together to prepare neighbourhood plans.

Sustainability Appraisal (SA) - This is required under national legislation for development plan documents and include consideration of social and economic impacts as well as impacts on the environment. Sustainability Appraisals are designed to incorporate the Strategic Environmental Assessment process (see below).

Statement of Community Involvement (SCI) - This is a document which sets out how the council will consult and involve the public at every stage in the production of the Local Development Framework. It also applies to major development control applications. The SCI is not a development plan document.

Strategic Environmental Assessment (SEA) - An appraisal of the impacts of policies and proposals on economic, social and environmental issues, required by European legislation.

Supplementary Planning Document (SPD) - A Local Development Document which provides additional advice and information relating to specific policy or proposals in a Development Plan Document.

Appendix 2 - Local Plan Review Production Risk Assessment

Risk	Likelihood	Impact	Score	Response / Mitigation
Staff resources, including Planning Policy team absences (e.g. sickness) reducing capacity, affecting delivery timescales. Other workload that the Policy team may be required to accommodate which is not directly related to the Local Plan but which would divert resources away from core work activity. There may be issues in resourcing supporting staff input from other teams within the Council including transport, drainage or conservation.	2 (Medium)	2 (Medium)	4 (Medium)	Every effort will be made to rationalise workloads and to make use of staff in other sections where their skills are appropriate to the task, notably development management, housing and highways. Close working with management/portfolio holder will ensure that non-essential work streams are minimised to keep the team to programme. Specific studies will be undertaken by external specialist consultants where necessary. Short term contracts will be considered where appropriate, together with secondments with neighbouring authorities. Early engagement with other teams within the Council will take place to agree the requirement for their involvement in the project.
Availability of the Planning Inspectorate (PINS) for joint/concurrent examination. Once the Local Plan is submitted, its progress is heavily dependent on the ability of the Planning Inspectorate to provide the resources required. The timetable for the preparation and adoption of Local Plans depends on the capacity of the Planning Inspectorate to undertake examinations at the appropriate time. This risk is increased for conjoined examinations.	1 (Low)	2 (Medium)	2 (Low)	Every effort will be made to seek early confirmation from PINS that the proposed timings are acceptable. Officers will liaise with PINS on the timetable and provide them with early notification of when the Councils intend to submit.
Changing national policy, guidance and evidence. Changes to national planning policy, guidance or legislation can generate new issues or produce additional, unforeseen requirements. Such changes could potentially impact on deadlines, or force the Councils to revisit evidence or re-consult on changes made to the plan.	3 (High)	2 (Medium)	6 (High)	The Council will ensure officers keep up-to-date with emerging changes and the latest national guidance and best practice, revising the Local Plan timetable if necessary, and ensuring adequate budgetary provision for consultancy support if required. External support may be used to deliver new work or evidence base addendums if required.

Risk	Likelihood	Impact	Score	Response / Mitigation
New data becoming available. Unexpected or unknown issues arising during the preparation of the evidence base, plan preparation or sustainability appraisal could have implications for the plan reviews, in particular the spatial strategy. Evidence will need to be as up to date as reasonably possible.	2 (Medium)	2 (Medium)	4 (Medium)	Evidence may need to be amended if significant new data becomes available, taking a proportionate approach. Only significant changes in official government projections should justify changes to the strategy, though some tweaks to policy may be necessary. Parts of the previous Local Plan/Core Strategy evidence base may require a refresh to update existing information and ensure it remains fit for purpose. The policy team will mitigate this situation by undertaking an evidence base audit and project managing across the various evidence base disciplines to ensure that new information is disseminated as it becomes available. Officers and/or consultants will produce evidence base updates or addendums where necessary. Consultation windows will be used as an opportunity for interested parties to raise their concerns, frontloading issues at an early stage of plan-making, providing the Councils with the opportunity to accommodate changes or rebut criticisms where necessary.
Failure to meet the tests of soundness and legal compliance. All proposals and policies need to be justified to be found sound. There are also legal requirements relating to the duty to cooperate, Sustainability Appraisal and Habitats Regulations Assessment.	1 (Low)	3 (High)	3 (Medium)	Officers will attend relevant training or seminars on best practice, as well as maintaining a dialogue with the Planning Inspectorate and neighbouring authorities and other partners under the duty to cooperate. Consultants appointed to undertake specific studies will be required to ensure their work accords with national policy and guidance. All evidence will be robust and officers will make use of the Planning Advisory Service soundness and legal self-assessment toolkit, including commissioning critical friend support where necessary. Officers will follow the NPPF and Planning Practice Guidance and adhere to all applicable legislation.

Risk	Likelihood	Impact	Score	Response / Mitigation
Funding for evidence. Resources are not available to commission specific evidence base work.	1 (Low)	2 (Medium)	2 (Low)	Officers will undertake an evidence base audit identifying the evidence base documents that need to be refreshed or commissioned, and will cross-reference these to the skills, experience and resources available within the Councils. This will result in the efficient use of consultants only where absolutely necessary due to a lack of internal expertise or capacity. For joint working, costs will be shared by the two Councils which should lead to efficiencies and economies of scale.
Consultants not delivering within agreed timescales. Additional costs could also be incurred for out-of-scope work. This could result in delays to plan-making.	1 (Low)	2 (Medium)	2 (Low)	Timescales and expectations will be made clear to consultants within the project brief and reinforced at inception. Experience within the policy team of preparing briefs and managing consultants will minimise slippage. Should slippage begin to occur, the problem will be identified quickly and the consultants engaged with to find a solution.
Cooperation with other external bodies. Plan making requires cooperation, consultation and engagement with external bodies. The Duty to Cooperate needs to be met throughout the plan-making process and before Examination in Public takes place. Failure on the part of external bodies to respond in time or to provide adequate responses (requiring subsequent clarification) could cause significant delay to work programmes.	1 (Low)	2 (Medium)	2 (Low)	Officers will identify all relevant Duty to Cooperate partners and maintain an ongoing dialogue with them to ensure the duty to cooperate is met, recording meetings and the outcome of those meetings in a standard template. For joint working on evidence, clear working arrangements with other bodies will be required with strong programme management.

Risk	Likelihood	Impact	Score	Response / Mitigation
Difficulties in working with Infrastructure providers within our timescales. Infrastructure providers may have different priorities in terms of resource deployment leading to uncertainty about infrastructure requirements. Development planned through the Local Plan could have significant impacts on infrastructure requirements. If proposed allocations change late in the plan process it may be difficult to adjust infrastructure plans in time.	1 (Low)	2 (Medium)	2 (Low)	Officers will aim to provide clarity on the quantum and location of development to infrastructure providers as early in the plan-making process as possible so that they can identify infrastructure constraints and requirements. Ongoing liaison with infrastructure providers and developers will take place.
Large number of representations received during consultation periods. Logging and responding to a large number of representations could generate a significant amount of work, affecting resourcing of other projects and inputs into the Local Plan-making process.	2 (Medium)	1 (Low)	2 (Low)	The Councils will procure and make use on-line consultation response system to automate the processing of consultation responses as far as possible. Representations that are not submitted through the online system (e.g. by email or letter) will have to be manually entered, which is a time consuming task. Depending on the number of non-electronic comments received it may be necessary to bring in other staff, or temporary assistance, to record these comments.
Delays resulting from a legal challenge. A legal challenge to the Local Plan and the process for its development is a possibility given the possibility of significant public and/or developer opposition. The impact of this on the timetable could be significant if the challenge has substance.	1 (Low)	2 (Medium)	2 (Low)	Officers will follow the Planning Practice Guidance and PAS Plan Making Manual to ensure compliance with legal requirements and that risk of challenge is minimised. Officers will seek advice and assistance from Legal where necessary.
Lack of political consensus or not making decisions in a timely way. Given the significant public interest in the local plan elected members may feel they are not in a position to make a decision.	2 (Medium)	3 (High)	6 (High)	Close working with management/portfolio holder/Joint Working Group/Leaders Advisory Group will be required to ensure that the decision-makers are aware of the evidence, issues and options for the Local plan and what the impacts would likely be, in order to enable them to make an informed decision. Where agreement cannot be achieved there may be a need for further consultation or evidence gathering to recommend a way forward.

Risk	Likelihood	Impact	Score	Response / Mitigation
Late changes to proposals. There are a number of factors that could result in changes to the plan's proposals at a time which could result in delay. These factors include change of political direction, viability of infrastructure, development proposals and applications and impacts of plans being prepared by neighbouring authorities. A clear and early strategic steer on growth levels is needed to enable the plan to be developed to timetable (e.g. planning for infrastructure).	2 (Medium)	2 (Medium)	4 (Medium)	Early involvement of members through the Joint Working Group, Joint Strategic Economic Committee, Leaders Advisory Group and Cabinet will be required in confirming growth levels to be planned for and location of development. Ensuring that the evidence base is robust and capturing the views of duty to cooperate partners will assist in creating a sound footing and certainty for plan-making.
Submission of appeals on strategic greenfield development sites leading to team members dedicating time to support the preparation of appeal statements, proofs of evidence, additional evidence gathering, preparation for and attendance at hearings/public inquiries.	3 (Medium)	2 (Medium)	6 (Medium)	Officer time will be managed effectively. If necessary, external support could be used to represent the Council at appeal to limit the impact on plan-making work.
Ensuring that infrastructure provision is viable and agreeing a complementary approach to CIL/S106. Depending on the spatial strategy chosen there is the potential for the need for infrastructure to be provided across LPA boundaries. The two Councils currently operate separate CIL charging schedules which may need to be aligned, whilst S106 pooling restrictions affect the deliverability of infrastructure where numerous sites come forward together. The viability of sites will need to be assessed to ensure that infrastructure provision is deliverable.	1 (Low)	2 (Medium)	2 (Low)	Complete CIL/S106 viability work early in process. Commence discussions with infrastructure providers early to assess requirements and potential costs. Prioritise essential infrastructure requirements as necessary. Encourage land pooling where necessary to avoid S106 pooling restriction issues.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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