Notice of Council

Date: Tuesday, 24 November 2020 at 7.00 pm

Venue: Virtual Meeting

Chairman:
Cllr D A Flagg

Vice Chairman:
Cllr L Fear

Cllr H Allen	Cllr B Dove	Cllr L Lewis
Cllr L Allison	Cllr B Dunlop	Cllr R Maidment
Cllr M Anderson	Cllr M Earl	Cllr C Matthews
Cllr S C Anderson	Cllr J Edwards	Cllr S McCormack
Cllr M Andrews	Cllr L-J Evans	Cllr D Mellor
Cllr J Bagwell	Cllr G Farquhar	Cllr P Miles
Cllr S Baron	Cllr D Farr	Cllr S Moore
Cllr S Bartlett	Cllr A Filer	Cllr L Northover
Cllr J Beesley	Cllr N C Geary	Cllr T O'Neill
Cllr D Borthwick	Cllr M Greene	Cllr S Phillips
Cllr P Broadhead	Cllr N Greene	Cllr M Phipps
Cllr M F Brooke	Cllr A Hadley	Cllr K Rampton
Cllr N Brooks	Cllr M Haines	Cllr Dr F Rice
Cllr D Brown	Cllr P R A Hall	Cllr C Rigby
Cllr S Bull	Cllr N Hedges	Cllr R Rocca
Cllr R Burton	Cllr P Hilliard	Cllr M Robson
Cllr D Butler	Cllr M Howell	Cllr V Slade
Cllr D Butt	Cllr M Iyengar	Cllr A M Stribley
Cllr J J Butt	Cllr C Johnson	Cllr T Trent
Cllr E Coope	Cllr T Johnson	Cllr M White
Cllr M Cox	Cllr A Jones	Cllr L Williams
Cllr M Davies	Cllr J Kelly	Cllr K Wilson
Cllr N Decent	Cllr D Kelsey	Vacancy
Cllr L Dedman	Cllr R Lawton	Vacancy
Cllr B Dion	Cllr M Le Poidevin	

All Members of the Council are summoned to attend this meeting to consider the items of business set out on the agenda below.

The press and public are welcome to view the live stream of this meeting at the following link: https://democracy.bcpcouncil.gov.uk/ieListDocuments.aspx?MId=4618
If you would like any further information on the items to be considered at the meeting please contact: Democratic Services by email at democratic.services@bcpcouncil.gov.uk

Press enquiries should be directed to the Press Office: Tel: 01202 454668 or email press.office@bcpcouncil.gov.uk

This notice and all the papers mentioned within it are available at democracy.bcpcouncil.gov.uk

GRAHAM FARRANT
CHIEF EXECUTIVE

16 November 2020

Maintaining and promoting high standards of conduct

Declaring interests at meetings

Familiarise yourself with the Councillor Code of Conduct which can be found in Part 6 of the Council's Constitution.

Before the meeting, read the agenda and reports to see if the matters to be discussed at the meeting concern your interests

Do any matters being discussed at the meeting relate to your registered interests?

Disclosable Pecuniary Interest — Yes

Local Interest — Yes

No

Declare the nature of the interest

Declare the nature of the interest

Do you have a personal interest in the matter?

Yes / No

Do NOT participate in the item at the meeting. Do NOT speak or vote on the item EXCEPT where you hold a dispensation

Applying the bias and pre-determination tests means you may need to refrain from speaking and voting

Consider the bias and pre-determination tests

You can take part in the meeting speak and vote

You are advised to leave the room during the debate

You may also need to leave the meeting. Please seek advice from the Monitoring Officer

You may need to refrain from speaking & voting

You may also need to leave the meeting. Please seek advice

What are the principles of bias and pre-determination and how do they affect my participation in the meeting?

Bias and predetermination are common law concepts. If they affect you, your participation in the meeting may call into question the decision arrived at on the item.

Bias Test

In all the circumstances, would it lead a fair minded and informed observer to conclude that there was a real possibility or a real danger that the decision maker was biased?

Predetermination Test

At the time of making the decision, did the decision maker have a closed mind?

If a councillor appears to be biased or to have predetermined their decision, they must NOT participate in the meeting.

For more information or advice please contact the Monitoring Officer (susan.zeiss@bcpcouncil.gov.uk)

Selflessness
Councillors should act solely in terms of the public interest

Integrity
Councillors must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships

Objectivity
Councillors must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias

Accountability
Councillors are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this

Openness
Councillors should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing

Honesty & Integrity
Councillors should act with honesty and integrity and should not place themselves in situations where their honesty and integrity may be questioned

Leadership
Councillors should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs

AGENDA

Items to be considered while the meeting is open to the public

1. **Apologies**

   To receive any apologies for absence from Councillors.

2. **Declarations of Interests**

   Councillors are requested to declare any interests on items included in this agenda. Please refer to the workflow on the preceding page for guidance.

   Declarations received will be reported at the meeting.

3. **Confirmation of Minutes**   11 - 32

   To confirm as a correct record the minutes of the Ordinary Council meeting held on 15 September 2020 and the Extraordinary Council meeting held on 1 October 2020.

4. **Announcements and Introductions from the Chairman**

   To receive any announcements from the Chairman.

5. **Public Issues**

   To receive any public questions, statements or petitions submitted in accordance with the Constitution, which is available to view at the following link:

   https://democracy.bcpcouncil.gov.uk/ieListMeetings.aspx?CommitteeID=151&Info=1&bcr=1

   The deadline for the submission of a public question is 4 clear working days before the meeting.

   The deadline for the submission of a public statement is midday the working day before the meeting.

   The deadline for the submission of a petition is 10 working days before the meeting.

6. **Recommendations from Cabinet and other Committees**

   Please refer to the recommendations detailed below.

   (a)   Health and Adult Social Care Overview and Scrutiny Committee - 2   33 - 40
         March 2020 - Minute No 59 - The Big Plan 2018-21 Commissioning
         Strategy for Adults with Learning Disabilities Progress Report
         RECOMMENDED

         (a) In conjunction with the Cabinet member for Health and Adults
         recommend to Council that the Bill of Rights Charter for people with
         a Learning Disability is formally adopted by BCP Council.

(b)	Licensing Committee - 17 September 2020 - Minute No 8 - Licensing Act 2003 - Review of Statement of Licensing Policy (SOLP)	41 - 102

RECOMMENDED that the final version of the Statement of Licensing Policy as amended by the Committee be adopted by Full Council.

Note – attached with the agenda is the proposed final version of the Policy.

(c)	Cabinet - 30 September 2020 - Minute No 239 - Highway Maintenance Funding 2020/21 Report	103 - 118

RECOMMENDED that:-

(b) Cabinet recommend approval to full Council of the proposed programme outlined in Appendix A to utilise the £2.864M Pothole Fund award;

(d) Cabinet recommend approval to full Council for the proposed programme outlined in Appendix B to utilise the £4.184M Challenge Fund award

(e) Cabinet recommend approval to full Council for the capital allocation of £700k to Environmental Services.

(d)	Cabinet - 30 September 2020 - Minute No 241 - Flood Defences - Poole Bridge to Hunger Hill	119 - 130

RECOMMENDED that:-

(a) Cabinet approves submission of an Outline Business Case to the Environment Agency's Large Projects Review Group (LPRG) to seek circa £12m Flood Defence Grant in Aid (FDGiA) to construct tidal flood defences from Poole Bridge to Hunger Hill. LPRG is provisionally booked for Oct 2020;

(b) Cabinet approves that BCP Council adopt the new flood defence assets and commit to fund future maintenance costs (estimated £303k over 85 years);

(c) Cabinet approves for BCP to underwrite the costs, identified in the OBC, for adaptation measures for future phases of construction within the business case – estimated at a total of £836k in years 2071 and 2105; and

(d) Delegate authority to the Director for Growth and Infrastructure in consultation with the Section 151 and Monitoring Officers to agree the terms of any funding and/or supplier agreement(s).

(e)	Cabinet - 11 November 2020 - Minute No 249 - Western Gateway Rail Strategy	131 - 336

RECOMMENDED that Council:-

(a)   endorse the Western Gateway Rail Strategy; and

(b)   pursue the six route maps as identified in the Rail Strategy

and support the development of any business cases or feasibility studies arising.

(f)	Cabinet - 11 November 2020 - Minute No 250 - Recladding of Sterte Court blocks - HRA	337 - 354

RECOMMENDED that Council:-

(a) Approve the award of a contract modification to United Living to the value of £3.384m in order to deliver the removal of the current cladding system and installation of a new cladding system at Sterte Court, together with a budget of £0.25m for unexpected remediation works and a 5% project contingency allowance, and delegate authority to the Director for Housing to agree the detailed terms in liaison with the Section 151 Officer and Monitoring Officer and to enter into the relevant agreements;

(b) Approve the waiver of the right to charge leaseholders the cost of the works which may otherwise be recoverable for the reasons set out in Appendix B;

(c) Approve the budget virement of £3.816m within the HRA in order to support the delivery of the works;

(d) Approve the delegation to the Section 151 Officer to finalise the details and authorise submission of a bid to the Ministry of Housing, Communities and Local Government (MHCLG) seeking government grant toward the replacement of the works.

(g)	Cabinet - 11 November 2020 - Minute No 254 - 2020/21 Budget Monitoring & Medium-Term Financial Plan (MTFP) Update	355 - 434

RECOMMENDED that Council:-

(a) Requests that the Audit and Governance Committee review the financial regulations and consider whether new provisions are required for larger scale budget management actions taken by officers; and

(b) Approve the revenue and capital virements as set out in paragraphs 32 and 109.

(h)	Cabinet - 11 November 2020 - Minute No 256 - Estates and Accommodation Project	435 - 466

RECOMMENDED that Council:-

(a) Notes the progress being made on the 3 stage process towards delivering the council's 'New Normal' accommodation ambitions, specifically the BCP Council Civic Centre and associated customer services centres

	(b)	Approves the decoupling of the service and civic elements of the Estates and Accommodation Project, and to establish a Member Working Group to inform future civic requirements to be delivered separate from the service accommodation phase of the project
	(c)	Approves the project budget set out in Appendix 1 and delegates authority to the BCP Council Corporate management Board to approve expenditure from this budget to deliver the project
	(d)	Approves the procurement approach for the delivery of the council's 'New Normal' office requirements
	(e)	Authorises the commencement of the procurement process and delegates authority to award contracts to the Chief Executive in consultation with the Leader and appropriate senior officers as appropriate, in accordance with delegated authorities and the council's financial regulations

7.	**Review of the political balance of the Council and the allocation of seats**	467 - 472

The Council is asked to consider and approve the review of the political balance of the Council, the allocation of seats on Committees to each political group and the appointment of Councillors on Committees following the change in administration and two resignations from the Poole People and All Group.

8.	**Members' Allowances Scheme 2020-2021**	473 - 500

This report incorporates the recommendations of the Independent Remuneration Panel (IRP) on their review of the Members' Scheme of Allowances for 2020/21.

The report was deferred for consideration from the meeting of Council in June 2020 by the Chairman of Council due to the Coronavirus pandemic.

Following the change of political administration a further review was commissioned and undertaken by the same IRP to consider the role of the Lead Members. This forms part of a supplementary report.

The full year impact of implementing the IRP recommendations is £141,900.

9.	**Calendar of Meetings 2021-22 and 2022-23**	501 - 506

The Council is asked to consider and approve the schedule of meetings for the 2021-22 and 2022-23 municipal years and any associated issues.

10. **Notice of Motions in accordance with Procedure Rule 12**

   A – Islamophobia Definition

   The following motion submitted in accordance with Procedure Rule 12 of the Meeting Procedure Rules has been proposed by Councillor Drew Mellor and seconded by Councillor Chris Rigby:

   Further to the motion adopted in September 2019 that "That this Council unanimously, unequivocally and explicitly condemns prejudice and intolerance in all forms. We uphold, as is our moral and legal duty, the 9 protected characteristics of the 2010 Equality Act of age, disability, gender re-assignment, marriage and civil partnership, pregnancy and maternity, race, sex and religion or belief. There is no place in this Council, be it members or officers, for prejudice, discrimination or bigotry of any kind.

   This Council resolves to:

   a) adopt the widely and nationally adopted definition of Islamophobia.

   For Councillors information and ease of reference, set out below is the All Party Parliamentary Group definition of Islamophobia:

   "Islamophobia is rooted in racism and is a type of racism that targets expressions of Muslimness or perceived Muslimness."

   b) Ensure that all councillors and officers undertake regular race equality training, to include unconscious bias, to be reviewed by the Equality Action Commission.

   c) Provide an easily accessed route for any minority group with recognised characteristics to be similarly recognised by BCP Council.

   B – Fireworks

   The following motion submitted in accordance with Procedure Rule 12 of the Meeting Procedure Rules has been proposed by Councillor Lisa Lewis and seconded by Councillor Tony Trent:

   This Council resolves:

   • to require all public firework displays within the local authority boundaries to be advertised in advance of the event, allowing residents to take precautions for their animals and vulnerable people

   • to actively promote a public awareness campaign about the impact of fireworks on animal welfare and vulnerable people – including the precautions that can be taken to mitigate risks

   • to write to the UK Government urging them to introduce legislation to limit the maximum noise level of fireworks to 90dB for those sold to the public for private displays

• to encourage local suppliers of fireworks to stock 'quieter' fireworks for public display.

C – Ban on Badger Cull on BCP Land

The following motion submitted in accordance with Procedure Rule 12 of the Meeting Procedure Rules has been proposed by Councillor Vikki Slade and seconded by Councillor Chris Rigby:

Badger culling was piloted in England in 2013 as an attempt to reduce the devastation of Tuberculosis in cattle. In Summer 2014, Borough of Poole passed a motion which banned the culling of Badgers on land owned by the council, whether it was managed directly or leased to others. It does not appear that any of the other legacy councils in this area has passed such a motion

In 2015 the cull was formally extended to parts of Dorset and between 2016 and 2019 a further 39 areas of the country were included and earlier in 2020 an additional ten areas in the 'High Risk and Edge' areas will also become part of the area where the culling of badgers is lawful.

While there is no doubt that Bovine TB causes damage to farming and it is imperative that a solution to this problem must be found, there is plenty of evidence which demonstrates that culling badgers is expensive, ineffective and inhumane.

The Wildlife Trust, which manage land on behalf of BCP Council have opposed the badger cull since it first started and will not allow culling on any land that it owns. They believe that far from resolving the problem of badger culling it could actually be making the problem worse as they do not believe that badger to cattle transmission is the primary cause of the spread of TB in cattle.

We stand with tenant farmers, landowners and farming businesses in calling for an effective long-term solution to this disease which is one of the UKs greatest animal health threats but believe that in line with the Godfray Review alternatives must be brought forward to stop the repeated culling of badgers.

In 2019, 563 badgers were killed in Dorset during the cull but the animals are not routinely tested after death to know whether any of them were infected with Bovine TB. Studies carried out by a number of universities suggest that the prevalence of TB in culled badgers is between 1% and 3.8%.

This council therefore resolves to

   i)   confirms a ban on the culling of badgers on land owned by or leased from BCP Council with immediate effect

   ii) offers access to Dorset Wildlife Trust, Badger Trust and other professionals to land for the purpose of badger vaccination

iii) work with landowners and farmers on promoting biosecurity
measures to prevent transmission

iv) ask the portfolio holder to write to DEFRA to accelerate research into
alternatives to control TB in cattle

D – Lead Members and Scrutiny on BCP Council

The following motion submitted in accordance with Procedure Rule 12 of
the Meeting Procedure Rules has been proposed by Councillor Millie Earl
and seconded by Councillor Simon McCormack:

BCP Council believes that:

i) Lead Members appointed by the Leader to assist the executive in
their decision making cannot be members of scrutiny committees
and cannot substitute for absent members of scrutiny committees

ii) If this motion is passed by the council, the constitution shall be
amended to reflect this.

11. Questions from Councillors

The deadline for questions to be submitted to the Monitoring Officer is 16
November 2020.

No other items of business can be considered unless the Chairman decides the matter is urgent for reasons that
must be specified and recorded in the Minutes.

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BOURNEMOUTH, CHRISTCHURCH AND POOLE COUNCIL

COUNCIL

Minutes of the Meeting held on 15 September 2020 at 7.00 pm

Present:-

Cllr D A Flagg – Chairman

Cllr L Fear – Vice-Chairman

Present: Cllr H Allen, Cllr L Allison, Cllr M Anderson, Cllr S C Anderson,
Cllr M Andrews, Cllr J Bagwell, Cllr S Baron, Cllr S Bartlett,
Cllr J Beesley, Cllr D Borthwick, Cllr P Broadhead, Cllr M F Brooke,
Cllr N Brooks, Cllr D Brown, Cllr S Bull, Cllr R Burton, Cllr D Butler,
Cllr D Butt, Cllr J J Butt, Cllr E Coope, Cllr M Cox, Cllr M Davies,
Cllr N Decent, Cllr L Dedman, Cllr B Dion, Cllr B Dove, Cllr B Dunlop,
Cllr M Earl, Cllr J Edwards, Cllr L-J Evans, Cllr G Farquhar,
Cllr D Farr, Cllr A Filer, Cllr N C Geary, Cllr M Greene, Cllr N Greene,
Cllr A Hadley, Cllr M Haines, Cllr P R A Hall, Cllr N Hedges,
Cllr P Hilliard, Cllr M Howell, Cllr M Iyengar, Cllr C Johnson,
Cllr T Johnson, Cllr A Jones, Cllr J Kelly, Cllr D Kelsey, Cllr R Lawton,
Cllr M Le Poidevin, Cllr L Lewis, Cllr R Maidment, Cllr C Matthews,
Cllr S McCormack, Cllr D Mellor, Cllr P Miles, Cllr S Moore,
Cllr L Northover, Cllr T O'Neill, Cllr S Phillips, Cllr M Phipps,
Cllr K Rampton, Cllr Dr F Rice, Cllr C Rigby, Cllr R Rocca,
Cllr M Robson, Cllr V Slade, Cllr A M Stribley, Cllr T Trent,
Cllr M White, Cllr L Williams and Cllr K Wilson

27.   Apologies

There were no apologies submitted for this meeting.

28.   Declarations of Interests

Councillor Mike Brooke, in respect of agenda Item 6b - Cabinet 29 July
2020 - Minute no 204 – Adoption of the Statement of Community
Involvement, declared a local interest reporting that he was the Vice-
Chairman of the Broadstone Neighbourhood Forum.

29.   Confirmation of Minutes

The Minutes of the adjourned Annual Council meeting and Ordinary Council
meeting held on 7 July 2020 were confirmed.

30.   Announcements and Introductions from the Chairman

The Chairman reported on the following:

A – Death of Councillor Pete Parrish

The Chairman with great sadness reported on the recent death of
Councillor Pete Parrish. He advised Members that Councillor Parrish was
elected to BCP Council in May 2019 for the Canford Heath Ward and
served as a member of the Licensing Committee.

Councillor Sandra Moore paid tribute to Councillor Parrish for his service to the Council and his role as a Ward Councillor.

B – Death of Honorary Alderman Jean Moore

The Chairman with great sadness reported on the recent death of Honorary Alderman Jean Moore.

Councillor Mrs Moore was first elected to Dorset County Council in 1981, and to Bournemouth Borough Council in 1983 as a Moordown Ward Councillor. She served on numerous Committees for both Councils, took the Office of Mayor of Bournemouth Borough Council from 1996 to 1997 and became an Honorary Alderman in 2007.

Councillor Millie Earl paid tribute to Honorary Alderman Jean Moore for her service. Councillor Mark Anderson commented on his experience of working with Honorary Alderman Jean Moore.

The Council paid silent tribute to Councillor Pete Parrish and Honorary Alderman Jean Moore.

C – Card of thanks received from the Lord Lieutenant of Dorset

The Chairman reported on a card received from the Lord Lieutenant of Dorset Angus Campbell, referring to the innovation, collaboration courage and selflessness shown by so many across Dorset in the shadow of Covid-19 which was an inspiration and as Her Majesty the Queen's representative in Dorset he thanked everyone for their contribution in such extraordinary times.

D – 80th Anniversary of the Battle of Britain

The Chairman following a request from Councillor Susan Phillips reported on the 80th Anniversary of the Battle of Britain and in particular that today was Battle of Britain Day.

31.   Public Issues

The Chairman reported as follows:

A – Public Questions

In accordance with the Constitution the following public questions have been published on the website and a link circulated to all Councillors. Responses to these questions have also been published on the Council's website:

- Angela Sullivan on the plight of bars with live events
- Mr M A Rodger on the Covenant of Mayors
- John Dobson – Mudeford Sandbank Beach House Cafe
- Stephen Barratt - Mudeford Sandbank Beach House Cafe
- Sally Harris - Mudeford Sandbank Beach House Cafe
- Mary Timms - Mudeford Sandbank Beach House Cafe
- Kimbal Furmidge - Mudeford Sandbank Beach House Café
- Lindsey Webb – Mudeford Sandbank Beach House Café

B – Statements

In accordance with the Constitution the statements received as follows had been published on the website and a link circulated to all Councillors:

- Helen Ash on agenda item 12 - motion on vote of no confidence
- Susan Chapman on agenda item 12 - motion on vote of no confidence
- P Gatrell on agenda item 11 – Report under Section 5 of the Local Government and Housing Act 1989
- Zoe Tees on one-way system on Southbourne High Street

C – Petitions

The following petition received had been published on the website with a covering statement and a link circulated to all Councillors:

- Mr Frank Ahern on behalf of Save Land North of Merley

Note the above petition was submitted prior to the changes to the Constitution.

32.   Recommendations from Cabinet and Other Committees

6a - Cabinet 29 July 2020 - Minute no 203 – 2019/20 Financial Outturn Report

The Portfolio Holder for Finance presented the report on the 2019/20 Financial Outturn and proposed approval as set out on the agenda. He outlined the outturn position explaining that the improved position had resulted in a surplus of £0.2m in the general fund revenue account when the contingency had been used. The Portfolio Holder highlighted that in the first year the work of BCP Council had been delivered within the financial parameters set down by the shadow authority without the need to draw down on the Financial Resilience Reserve. He reported on a number of movements since the third quarter due to the impact of Covid. Councillors were asked to consider the recommendations relating to the capital virements as detailed in the report.

The recommendations arising from the meeting of the Cabinet held on 29 July 2020 relating to the above were approved.

Voting: Unanimous.

6b - Cabinet 29 July 2020 - Minute No 204 - Adoption of the Statement of Community Involvement

The Portfolio Holder for Strategic Planning presented the report on the adoption of the Statement of Community Involvement and proposed approval of the recommendations as set out on the agenda. She explained that the document replaced the legacy documents and highlighted the consultation undertaken. The Council was advised that since Cabinet agreed the content of the draft SCI an amendment had been made to the Town and Country Planning (General Permitted Development) Order 2015 that needed to be reflected in the SCI Section 3 (Table 1 relating to prior approval as detailed on the agenda.

Councillor David Kelsey moved the following amendment seconded by Councillor Ann Stribley:

That the following be added to recommendation (a)

subject to the additional requirement to send letters by post to neighbouring properties surrounding application sites.

The Portfolio Holder for Strategic Planning responded to the proposed amendment indicating her surprise in view of previous discussions and comments made previously by the Overview and Scrutiny Board.

Councillors discussed and commented on the timing of the amendment, the implications, wording, role of ward councillors, ensuring that residents were aware of planning applications and cost implications. In response to a question on the assessment of the financial implications of the amendment the Chief Executive reported that the financial implications were set out in the report and explained that if the amendment was passed it would have to be referred back to Cabinet to identify the source of funding.

The Portfolio Holder for Strategic Planning reported that currently letters were not being sent out in Bournemouth. She highlighted that if letters were sent out across Bournemouth, Christchurch and Poole the costs would be considerably more than £80k and this has not been considered. She explained that the Council was meeting its statutory requirement by what she had proposed.

A Councillor referred to the impact of Covid-19 and that he was under the impression that the digital channel would have progressed further than it had. He commented on the cost implications of potentially £30k and the need to keep residents informed. A Portfolio Holder referred to the need to progress the digital agenda.

Councillor Rigby suggested that the amendment should include additional wording namely "during the time of Covid-19". Councillor David Kelsey confirmed that he would include the additional wording in his amendment and referred to the annual review of the Statement of Community Involvement.

Councillors then voted on the following amendment:

That the following be added to recommendation (a)

subject to the additional requirement to send letters by post to neighbouring properties surrounding application sites during the time of Covid-19.

Voting: For – 54, Against – 1, Abstentions – 19

The amendment was carried.

In discussing the substantive motion a Councillor sought clarification on how Parish Councils would be notified of applications. The Portfolio Holder for Strategic Planning reported that Parish Councils would be notified, and this was referenced in Appendix 2 on page 109 specific consultation bodies.

The Leader of the Council asked if the Portfolio Holder for Strategic Planning could feedback to officers that the flowchart on page 103 would be

really helpful to include on the front page of the website with an addition between the yellow box publicising applications and the blue box on officer assessment with an arrow feeding in referencing the public and ward councillors. She highlighted that this would be useful for the Public in understanding the process.

The following substantive motion was carried:

That:

(a)   **the revised Statement of Community Involvement (Appendix 1) be adopted by Full Council subject to the additional requirement to send letters by post to neighbouring properties surrounding application sites during the time of Covid-19;**

(b)   **prior to publication of the SCI, authority be delegated to the Director for Growth & Infrastructure in liaison with the Portfolio Holder for Strategic Planning to make any further minor textual changes;**

(c)   **A review of the Statement of Community Involvement be undertaken within 1 year of adoption to assess and monitor its effectiveness; and**

(d)   **SCI Section 3 (Table 1) be amended with the addition of:**

Development Type	How BCP Council will meet statutory requirements
Certain applications for Permitted Development requiring Prior Approval as defined by the Town and Country Planning (General Permitted Development) Order 2015 as amended	***Notify each adjoining owner or occupier about a proposed development by serving on them a notice where required by the Town and Country Planning (General Permitted Development) Order 2015 as amended.**

Voting: Unanimous

6c - Cabinet 29 July 2020 - Minute No 207 - Housing Scheme at Cabbage Patch, St Stephens Road

The Portfolio Holder for Housing presented the report on the Housing Scheme at the Cabbage Patch, St Stephens Road and proposed approval of the recommendations as set out on the agenda. He outlined the detail of the project comprising of 11 units, the eco standards, the funding arrangements and the consultation through the Overview and Scrutiny Board.

A Councillor took the opportunity to highlight his support for the project.

The recommendations arising from the meeting of the Cabinet held on 29 July 2020 relating to the above were approved.

Voting – Unanimous.

6d - Cabinet 29 July 2020 - Minute No 208 - Youth Justice Plan 2020-21

The Portfolio Holder for Children's and Families presented the report on the Youth Justice Plan 2020-21 and proposed approval of the recommendations as set out on the agenda. She advised Councillors that this was a statutory plan and the service was Pan Dorset. Councillors were informed that the production of the Plan had been delayed due to Covid Lockdown so action to support the priorities and the plan were well underway. The Portfolio Holder reported that she welcomed the latest results of the plan as one of the Council's priorities was to offer the best support to our young people to help prevent and reduce the numbers committing offences locally. The Plan helps us to identify and fully understand the issues so that the Council can work with young people to fully support them. The Portfolio Holder reported that the Plan has also been considered by the Overview and Scrutiny Committee.

A Councillor reported that in areas where there were youth facilities the level of crime was lower, and this should be understood and recorded. Other Councillors highlighted the benefit of youth facilities throughout BCP Council the safeguarding team and welcomed the improvements in the key indicators. The Leader of the Council indicated that it was important to reflect on where additional funding was coming from and referenced page 183. She reported that the Council had continued to invest in the services and asked the Portfolio Holder to continue to lobby partners about the importance of everyone supporting these young people and to encourage our partners to take this seriously to get the youth justice agenda right as this has an impact on residents and life chances for young people. A Councillor referred to the time and funding for the speech and language therapist and asked if this could be ongoing.

The Portfolio Holder referred to the value of youth facilities and how the youth offending board recognised the benefit of a speech and language therapist and led in this field.

The recommendations arising from the meeting of the Cabinet held on 29 July 2020 relating to the above were approved.

Voting – Unanimous

6e - Cabinet 9 September 2020 - recommendations – Disposal of Broadwaters site, Wick Lane, Bournemouth (change in sale in price)

The Chairman reported that there was one recommendation from the Cabinet meeting held on 9 September on the Disposal of Broadwaters site, Wick Lane, Bournemouth (change in sale price). He reported that this item was exempt. No Councillors indicated that they wished to speak on the detail of the item.

The Leader of the Council presented the report on the above item and proposed approval of the recommendations as set out in the exempt report.

The recommendations arising from the meeting of the Cabinet held on 9 September 2020 relating to the above were approved

Voting – Agreed

Councillor Diana Butler voted against the recommendation.

33.   Decisions taken by the Chief Executive in accordance with the urgency powers

The Council was advised of the following decisions taken by the Chief Executive in accordance with the relevant urgency powers:

(a) Appointment of Interim Corporate Director for Children's Services (DCS)

(b) Appointment of Interim Director Law & Governance and Monitoring Officer

The Council was asked to ratify the decisions taken by the Chief Executive to appoint the above officers circulated with the agenda.

The Leader of the Council paid tribute to Anne Brown who had been the interim monitoring officer who had been taken ill and thanked her for her service to the Council. She would be replaced on an interim basis by Sian Ballingall who was the current Deputy Monitoring Officer. She also took the opportunity to welcome the new Interim Corporate Director for Children's Services, Elaine Redding.

RESOLVED that the urgent decisions taken by the Chief Executive detailed above be ratified.

Voting: Agreed.

Note - Councillor Mark Howell was unable to vote on the above decision as he had lost connection.

34.   Local Outbreak Management Plan - delegated powers

The Leader of the Council presented a report, a copy of which had been circulated to each Member and a copy of which appears as Appendix "A" to the minutes in the Minute Book on the Local Outbreak Management Plan and the specific powers delegated to the Chief Executive. She reported that she was delighted that so many Councillors had attended the seminar on 14 September 2020 on the Plan which explained the escalation process if the number of cases in the BCP Council area were to increase. The Plan provided for specific delegated powers to the Chief Executive as advised by the Director of Public Health relating to issues such as closure of premises.

The Leader in presenting the report referred to the current difficulties being experienced at testing sites including the Creekmoor testing site. She wanted to provide reassurance to the public and reported that she had written to Baroness Dido Harding, the Head of Test and Trace, the Secretary of State, local MPs and the Director of Public health, not only about the difficulties in obtaining tests but also other operational issues. The Leader of the Council reported that she had been raising complaints on these issues for some time. She emphasised that it was crucial that the public have confidence in the ability to get a test and follow the instructions from Public Health and that the Government needed to resolve this national issue quickly.

A Councillor reported that the training that she attended on 14 September 2020 was good, but extremely short and rather late. She highlighted her concerns relating to the actual process in accessing a test which was impossible. She explained that the Chief Executive had struggled to gain

any responses to his numerous approaches to Public Health. She referred to documented evidence of 'horror stories' that many local residents were experiencing. The Councillor reported that the Council had been advised that the issue was due to lab capacity which in her view was an excuse when the tests from the Creekmoor testing site were being sent to the same labs as Bristol, Isle of Wight and Devon. She proposed a virtual delegation from the Council be sent to Government on the Creekmoor regional testing centre emphasising that the process and protocols were not working and the need to resolve this matter quickly as the Council did not want any deaths as a result of this failing.

The Leader of the Council clarified the specific delegated powers of the Chief Executive in accordance with the Local Outbreak Management Plan which were to close premises, restrict events and restrict access to premises. She highlighted that the difficulties with testing was a national problem, the Council had no involvement with the Creekmoor Testing Centre and emphasised that this was a matter that the Government needed to resolve. A Councillor confirmed that she was not saying that the Council was at fault it was Public Health England and the incorporated system that had failed. The Leader of the Councillor apologised if she had misunderstood the Councillor.

A Councillor congratulated Officers for the plan and welcomed the acknowledgement of the role of ward councillors referenced in the training session on 14 September and the need to use ward councillors knowledge and insight. A Councillor also highlighted the need to be responsible and follow the guidelines as the number of cases in the area was a high number for other Countries where lockdown had been applied.

RESOLVED that Council notes that the Chief Executive has delegated authority to exercise the local powers available to the Council under the Health Protection (Coronavirus, Restrictions) (England) (No.3) Regulations 2020 (the "Regulations") should the need arise in connection with any outbreak or significant increase in coronavirus cases.

Voting: Unanimous

35.   Review of the Political Balance of the Council and the allocation of seats on Committees

The Leader of the Council presented a report, a copy of which had been circulated to each Member and a copy of which appears as Appendix 'B' to these Minutes in the Minute Book.

The Council was asked to consider and approve the review of the political balance of the Council, the allocation of seats on Committees to each political group and the appointment of Councillors to Committees.

The Leader of the Council outlined the proposed changes as detailed in the report. She reported on the proposal to replace Councillor Parrish on the Licensing Committee and remove a Liberal Democrat member on the Planning Committee which would be allocated to the Conservative Group. She reported on the Investigation and Disciplinary Committee and the

membership as set out in the Constitution which by default included the Leader of the Council. The Leader of the Council reported that she had approached the non-aligned Members for expressions of interests and had received a request for further information at this stage. She highlighted that the membership of the Committee still needed to be resolved.

RESOLVED that:

(a)   the revised political balance of the Council, as set out in Table 1 of this report, be approved;

(b)   the allocation of seats to each political group, as set out in Table 2 of this report, be approved, subject to any changes;

(c)   the appointment of Councillors to Committees and Boards taking into account the membership, as detailed in Table 3 and any nominations submitted by political groups, be approved acknowledging that the membership of the Investigation of Disciplinary Committee still needs to be resolved.

Voting: Unanimous

36.   <u>Review of Article 15 - Covid-19 Interim Decision-Making Arrangements</u>

The Leader of the Council presented a report, a copy of which had been circulated to each Member and a copy of which appears as Appendix 'C' to these Minutes in the Minute Book.

The Council adopted, under urgency provisions, an Article for the Constitution which enabled effective and transparent decision-making to continue during the Covid-19 crisis, including provisions relating to the holding of virtual meetings. The Article included provisions for review and indicated that, in any event, the Article would be reviewed by the end of September 2020.

The Leader of the Council outlined the interim decision-making arrangements adopted including the arrangements for virtual meetings. She reported that the Council had been able to maintain a full programme of Committees acknowledging that during lockdown there had been some reduction whilst maintaining statutory Committees. All Members had been able to access virtual meetings and the public had the opportunity to view public meetings via live streaming through You Tube, facebook and other electronic methods. The Leader of the Council explained that the report therefore sought Council's approval for a revision to this Article in light of working practices and latest guidance and outlined options for conducting meetings of the council during the pandemic and recommended that virtual meetings should continue. The Council was advised that consideration had been given to what was practical and admissible and the Leader of the Council reported that on site meetings would not be compliant with national public health guidance. She commented on the level of public interaction and the positive comments received in viewing meetings electronically. The Leader of the Council referred to the option of hybrid meetings which had also been considered but explained that there were difficulties with the co-ordination of differing electronic systems which were not compatible. Therefore, it was recommended to continue with virtual meetings. Councillors were informed that the Town Hall Accommodation Project was

making good progress and once the Group on civic and meeting spaces was convened (the Leader made a request for nominees to serve on this group) and concluded its work some spaces would be provided with the appropriate equipment.

A Portfolio Holder congratulated officers on the work undertaken to enable the Council to undertake meetings virtually and how the Chairman managed Council meetings. He welcomed 8.4 of the Article and the introduction of other parties to overview and scrutiny meetings.

A Member expressed her concerns on the length of time for the interim decision-making arrangements and asked if a review date could be included. The Leader of the Council clarified that 7 May 2021 was when the regulations would be reviewed by the Government. She highlighted the opportunity in view of the current situation and longer-term implications of Covid-19 of being able to reintroduce physical meetings was unlikely.

RESOLVED that the revised Article 15 – Covid-19 Interim Decision-Making Arrangements, as set out in Appendix 1 to this report, be approved with the current remote meeting arrangements.

Voting: Unanimous

37.   Report under Section 5 of the Local Government and Housing Act 1989

The Chief Executive presented a report, a copy of which had been circulated to each Member and a copy of which appears as Appendix 'D' to these Minutes in the Minute Book.

The Chief Executive explained that he was introducing this report on behalf of Anne Brown the Monitoring Officer who had left due to illness. He also wanted to take the opportunity of thanking her for her service in the short time that she was with the Council.

The Chief Executive reported that all Councils had a legal duty to publish a draft Annual Governance Statement alongside the Statement of Accounts which had been a legal requirement since April 2015 including for public consultation. The Chief Executive explained that the Annual Governance Statement sets out the Council's assessment of the key governance issues faced by the Council and the process for identifying those issues. He reported that the Council had carried forward the accounting practices from preceding authorities and in doing so had omitted to fulfil the specific legal duty of publishing the draft Annual Governance Statement for Bournemouth Borough Council. The Council had recognised this omission which had been identified by a local resident. The Chief Executive thanked him for bringing it to the Council's attention.

The Chief Executive reported that the Council had remedied this for the future and changed its practices, and he confirmed that the Annual Governance Statement for BCP Council for 2019/20 was published from 3 August until 14 September 2020 in accordance with the Regulations. He explained that the Monitoring Officer had a legal duty to advise the Council of the breach and that was why the report had been submitted to the Council.

A Councillor thanked Mr Gatrell who was a resident in his ward for bringing the matter to the attention of the Council. He reported that it was not necessarily a minor error as the Council broke the law. The Councillor highlighted the huge amount of effort undertaken by Mr Gatrell, that he was delighted that it had now been recognised and placed on record his thanks to Mr Gatrell. His comments were echoed by another Councillor who expressed his concern about the Council's approach.

RESOLVED that the report be noted.

Voting: Unanimous

Note the meeting was adjourned from 20:57 until 21:09

38.   Notice of Motions in accordance with Procedure Rule 12 and 14.2

The following motion was submitted in accordance with Procedure Rule 12 and 14.2 of the Meeting Procedure Rules and signed by the requisite number of Councillors proposed by Councillor Drew Mellor and seconded by Councillor Philip Broadhead:-

"In recent weeks, a number of decisions have been taken by the BCP Council Administration without proper consultation with the residents and businesses who will be affected. Ward Councillors were only consulted or informed, once plans were set to be implemented. This has resulted in a high level of public frustration and mistrust.

It is clear that the "Unity Alliance" administration is making decisions and plans without due regard to resident, business, visitor or councillor comment or suggestions.

This Council therefore has no confidence in the current administration to deliver for the residents of Bournemouth, Christchurch and Poole and seeks the removal from office of its Leader."

Members in considering the motion took into account the statements that had been received on the above, discussed the opportunity to work together the work undertaken by the Unity Alliance including their schemes, projects and policies, the expectations of local residents, the level of consultation and the operation of the Council during the pandemic.

A recorded vote was taken on the motion:

For

Cllr Hazel Allen	Cllr Bryan Dion	Cllr Cheryl Johnson
Cllr Mark Anderson	Cllr Bobbie Dove	Cllr Andy Jones
Cllr Sarah Anderson	Cllr Beverley Dunlop	Cllr Jane Kelly
Cllr Julie Bagwell	Cllr Jackie Edwards	Cllr David Kelsey
Cllr John Beesley	Cllr Duane Farr	Cllr Bob Lawton
Cllr Derek Borthwick	Cllr Laurence Fear	Cllr Drew Mellor
Cllr Philip Broadhead	Cllr Anne Filer	Cllr Tony O'Neill
Cllr Diana Butler	Cllr Mike Greene	Cllr Susan Phillips
Cllr Daniel Butt	Cllr Nicola Greene	Cllr Karen Rampton
Cllr Judes Butt	Cllr May Haines	Cllr Roberto Rocca
Cllr Eddie Coope	Cllr Peter Hall	Cllr Ann Stribley
Cllr Malcolm Davies	Cllr Nigel Hedges	Cllr Mike White

Cllr Norman Decent	Cllr Mohan Iyengar	Cllr Lawrence Williams

Against

Cllr Lewis Allison	Cllr George Farquhar	Cllr Simon McCormack
Cllr Marcus Andrews	Cllr David Flagg	Cllr Pete Miles
Cllr Steve Baron	Cllr Nick Geary	Cllr Sandra Moore
Cllr Mike Brooke	Cllr Andy Hadley	Cllr Lisa Northover
Cllr David Brown	Cllr Paul Hilliard	Cllr Margaret Phipps
Cllr Simon Bull	Cllr Mark Howell	Cllr Felicity Rice
Cllr Richard Burton	Cllr Toby Johnson	Cllr Chris Rigby
Cllr Mike Cox	Cllr Marion LePoidevin	Cllr Mark Robson
Cllr Lesley Dedman	Cllr Lisa Lewis	Cllr Vikki Slade
Cllr Millie Earl	Cllr Rachel Maidment	Cllr Tony Trent
Cllr L-J Evans	Cllr Chris Matthews	Cllr Kieron Wilson

Abstentions

Cllr Stephen Bartlett	Cllr Nigel Brooks	

Voting: For – 39; Against – 33; Abstentions – 2

The motion was carried, and the Chairman announced that an Extraordinary Council meeting would be held on 1 October 2020 at 7 pm for the Election of the Leader of the Council.

Councillor Mark Howell reported that he would undertake the role of acting Leader of the Council until a new Leader was appointed which he stated was a privilege and a great responsibility. He reported that he was disappointed that the Council was in this position and made a statement on the work of the Council, Officers and Councillors and in particular the former Leader. He referred to the declaration of the climate and ecological emergency and the commitment made by the Council. He thanked Cllr Slade for the huge amount of work that she had undertaken since May 2019 and reported that she had served the residents of Bournemouth, Christchurch and Poole very well.

39.   Questions from Councillors

Question from Councillor Andy Jones

The environmental charity 'Keep Britain Tidy' believes that education is the way to prevent the public from littering, supported by proportionate and fair enforcement. Could the Cabinet Member advise what action the Council is taking in respect of both of these areas. Could the Cabinet Member further advise how many fixed penalty notices have been issued as part of the Bournemouth town centre littering pilot and whether this will be made a permanent arrangement and also extended to other areas across the conurbation?

Response from Councillor Felicity Rice, Portfolio Holder for Environment and Climate Change

Through our 'Leave Only Footprints' campaign we have engaged with beach visitors on site, through our website and social media since 2017.

Supported in part by Natural England we recruited an engagement officer in September 2018 with a desire to take positive engagement to all primary school pupils in the BCP area, and whilst Covid has impacted on our ability to work with schools in 2020 we had over 2000 children engage with the programme in their schools and around 2500 engage with our programme on our seafront in 2019.

We are currently drafting a Leave Only Footprints strategy to enable us to improve our engagement activities, especially with the completion of the Environmental Hub at Durley Chine in summer 2021, to link in with the current Climate Emergency Action Plan and the BCP Waste Strategy when it is completed in the near future.

Regarding the fixed penalty notices pilot, Cabinet agreed on 15 January to implement a six month pilot to use CSAS Officers to issue fixed Penalty Notices for littering and these officers were allocated these powers following this approval. However, progress in implementing this was impacted by the Covid lockdown. Since the reopening of urban centres and throughout the busy summer period, CSAS Officers have been focused on tackling street ASB and begging. The six month pilot will formally start on September 14 and run until February 2021. Subsequently a report will be brought back to Cabinet setting out the outcome of the pilot, financial implications and future options appraisal for Environmental Enforcement across BCP. This will also be an important aspect of the future strategy for CSAS as a service going forward.

Question from Councillor Diana Butler,

The Dorset Local Industrial Strategy specifies "5 Foundations of Productivity" (ideas, people, infrastructure, business environment and place) – what steps have been taken to ask businesses, the public, council staff and councillors for ideas to retain Poole Civic Centre for the town?

Response from Councillor Vikki Slade

The creation of BCP Council in 2019 was based on the opportunity to deliver services at a conurbation wide level, thereby establishing a stronger regional and national profile for our area, and also to bring about sustainable financial efficiencies. As a single authority it was inevitable that our office accommodation requirements would change and in particular that the council's civic space would necessarily be less than when the preceding councils existed.

The aim of the Estates and Accommodation project is to bring about the most suitable way forward for our office accommodation and as members are aware the decision has already been made to establish our main civic office within the former Bournemouth Town Hall, as it represents the most appropriate option in terms of its location, space and facilities.

The future of the Poole Civic Centre will be determined in due course once it has been declared surplus to requirements. The timing of that decision will be dependent upon the developing timescales for the remodelling of the Bournemouth Town Hall, and a report will be provided to Cabinet in October seeking approval for the budgetary allocation to fund that work, along with its anticipated timescales. A working party has also been set up

for Cllrs looking at a range of issues including the Civic Space, Office Space and the wider Estates of the council which would include options around both Poole Civic Centre and Christchurch Offices and an officer group has been set up to consider the disposal strategy for any buildings considered surplus.

Every effort will be made to identify the most appropriate outcome for the council and its communities from these important disposals, but it would not be appropriate for the council to retain assets in excess of those it needs to support its operational requirements, or to not seek an outcome that supports the council's challenging financial position.

At this point there has not been wider consultation with the business world. Our economic development team work closely with businesses to understand the need for office space in our town centres and will ensure any enquiries that do come in of this nature are fed into the process. None have been received to date. Community groups have not been directly engaged with but the running costs of the buildings is such that a significant income would need to be obtained to justify the retention of buildings that are no longer required when there is considerable community space available already.

It should also be noted that the disposal of these assets will, in due course, generate a capital receipt that will be needed to fund the changes to the Bournemouth Town Hall to ensure that the council can modernise and work as intended by the new operating model approved by Council earlier this year.

I can confirm to members that any future decisions regarding the preferred disposal option for the Civic Centre will be considered by Cabinet in due course and a range of factors will no doubt be considered as part of that process in order to achieve the best outcome for the council and its communities. It should also be noted that as the Poole Civic Centre is a listed building that will have a significant impact on the options available.

Councillor Butler asked a supplementary question. She referred to the accommodation strategy which stated that the Poole Civic Centre would be the subject of disposal. She asked what right does BCP Council have to dispose of this iconic and valuable asset built for Poole residents.

Councillor Slade explained that BCP Council was the authority that now looks after the assets and protects the heritage of the three towns. The accommodation strategy has clarified that the Council would be moving to Bournemouth Town Hall as the civic centre. She reported that it would not be appropriate for the Council to retain a building that was not fit for modern use and did not fulfil its needs. The listing enables the heritage part of the building to be protected and saved for the people of Poole, but it does not mean it should be used as a civic centre. The Accommodation Strategy signed off through Council had already clarified that until the building was deemed as surplus it was not officially declared surplus and that would be the subject of the report that will come to Cabinet in October.

Question from Councillor Duane Farr

In the financially crippling aftermath of the Covid Lockdown, how prepared are BCP Council to support business and commerce in the conurbation to be able to take immediate advantage of the new global markets that will be available and how will this fit in with the BCP area Industrial Strategy?

Response from Councillor Mark Howell, Acting Leader of the Council and Portfolio Holder for Economy, Regeneration & Culture

The Council's Economic Development Team works in partnership with, and signposts to, the Department for International Trade and Dorset Chamber to support our local businesses with exporting.

The Department for International Trade provides exporting support including:

- Helping businesses sell overseas – including export finance
- Doing business with integrity
- Getting local market help to sell overseas
- Helping UK businesses expand into overseas markets
- Connecting overseas buyers with UK businesses

Dorset Chamber provides exporting support including:
- Customs declarations and training
- Certificates of Origin
- Export documentation
- Training
- Advice regarding ICC Incoterms - the rules define the responsibilities of buyers and sellers when trading internationally — setting out the obligations and risks involved in the delivery of goods
- Advice regarding letters of credit and foreign exchange through their partner Moneycorp

An Economic Development officer also leads on BREXIT issues.

BCP Council does not have an Industrial Strategy. Government creates the UK Industrial Strategy, and LEPs and Combined Authorities create Local Industrial Strategies. BCP Council has contributed to the draft Dorset Local Industrial Strategy though. The Council is also currently creating a draft Economic Development Strategy, which will fully align to both the national and draft Dorset Local Industrial Strategy.

The draft Economic Development Strategy's strategic themes are Economic Recovery; Flourishing people & communities; Productive businesses; Globally, nationally and locally connected; and Creating a vibrant city region. It builds on the BCP Local Economic Assessment, which provides a robust analytical evidence base. It will:

- help deliver the Council's Corporate Strategy; and
- detail how, following Covid-19 and BREXIT, we will deliver an inclusive, vibrant and sustainable economy, which also delivers our climate change and carbon reduction goals

The draft strategy will be sent to members and businesses for comments in the next couple of months and is scheduled to go to Cabinet in January

2021. An Action Plan will follow, which will detail the projects/initiatives that will deliver the strategy.

The Economic Development team regularly delivers 'Meet the Buyer' events to encourage larger international businesses to buy from smaller local businesses. On 29th September we are working with BAE to deliver a 'Meet the Buyer' event to let local suppliers know what products and services BAE are seeking. This event will also provide guidance and tips on securing contracts with BAE.

Councillor Farr asked about free ports which presents an opportunity to boost the local economy and employment with inward investment. Bournemouth Airport is listed in the running for free port status with the Chancellor's announcement of his vision and backing of free ports how is BCP Council working with Bournemouth Airport to facilitate this ambition?

The Acting Leader of the Council reported on the work of Dorset LEP to secure further investment to develop the smart ports project. He explained that in relation to free ports this was a relatively new initiative and he would make arrangements for a response to be provided to Councillor Farr.

Question from Councillor Ann Stribley

Will the portfolio holder kindly advise Council how many parking spaces have been lost across the Borough since May 2019?   Will he kindly identify the numbers on both the public highway and in our parks or on other Council land?

Response from Councillor Andy Hadley, Portfolio Holder for Transport and Infrastructure

I thank Councillor Stribley for her question (asking how many parking spaces have been lost across the borough). There has been no change of Council policy on existing parking since the Unity Alliance took control in May 2019. We have needed to find alternative uses for some spaces for a range of operational reasons.

You asked about spaces on highway, in car parks and other council land, and I have collated all that I have been made aware of across the multiple directorates.

As part of the Covid related distancing measures on the Lower High Street and Poole Quay, we suspended 13 x 1 hour time limited free parking spaces on the Lower High Street because the pavements were too narrow for people to safely pass. The trial road closure has not only enabled social distancing but has substantially improved accessibility for those with wheelchairs, buggies or mobility scooters, and has supported local businesses in Covid recovery.

We also moved the disabled bays alongside Sea Music across the road. These were substandard width, having limited space for door opening. The new disabled bays each have more room. There were 4 general parking bays that were removed to facilitate this. I have asked whether the dedicated space for HM Coastguard can be returned to general use since their office is no longer there. The old bays have been used to provide an outdoor dining area.

Evening Hill – The creation of the trial cycle lane to improve safety for pedestrians and uphill cyclists required the temporary suspension of approximately 37 car spaces, none of which were marked for disabled use. There are very many other parking spaces in the immediate area.

Birds Hill Road – Approximately 5 parking spaces were removed to create the Low Traffic neighbourhood closure.

Poole Park reconfiguration, this has removed some spaces but also added capacity near the fountain – approximately 10 spaces have been reallocated in favour of disabled only parking on the road from the Seldown entrance, and a net reduction of 3 spaces at Westfield car park and around the water fountain.

Christchurch – we created 3 coach spaces on the roundabout at the entrance to Two Riversmeet car park to assist coach operators – replacing 12 general parking spaces.

Boscombe Undercliff – this car park was closed to support social distancing, but given the impact of this linear feature on the beach users, and heavy pressure on our beaches, it has not been reinstated at this time in order to reduce congestion, and also because of antisocial behaviour by some drivers especially in the evenings. 12 bays which are marked for Disabled use, have been reinstated and only available to be pre-booked by those hiring the adapted beach huts. 340 general spaces were removed.

Ferry Car Park was initially closed to enable pedestrian and cyclist queueing for the Sandbanks Ferry, at their request. This has been reduced to 15 spaces, and we were last week advised that the Sandbanks Ferry no longer require the remaining spaces, so they will be restored.

There has been a general flow of identifying general or dedicated spaces for disabled drivers on street parking and releasing them when not required.

As part of heathland mitigation, 30 new car parking spaces are to be implemented at Stour Valley Nature Reserve, and 20 spaces are included in the Hicks Farm planning application

Upton Country Park. 30 additional spaces have been created in the former petanque area

The Canford Park SANG. this is not BCP owned but includes a significant new parking area.

I trust that is helpful.

Councillor Stribley asked has the Portfolio Holder conducted any study into the consequences of the loss of these parking spaces such as the extra pollution as drivers look for alternative parking, loss of income and additional congestion and obstruction with more on street parking and the inevitable consequence.

The Portfolio Holder reported that as part of the active travel plan people were encouraged to consider alternative modes of transport. He reported that in monitoring one week of use Evening Hill took as many people on bikes as there are spaces in the Sandbanks Car Park. In respect of the air quality he reported that he would have to ask for those details from the Environmental Team which was not part of his directorate.

Question from Councillor Andy Jones

Can the Cabinet Member confirm that it was only a Government recommendation to introduce the Boscombe Overcliff ETRO using a 7 day notice period, and not mandatory, therefore allowing him more than sufficient time to consult with residents and local businesses before implementing such an ill-thought-out scheme which generated numerous objections including a petition signed by over 2000 people?

Response from Councillor Andy Hadley, Portfolio Holder for Transport and Infrastructure

In May 2020 BCP Council was advised by the Department for Transport (DfT) that it had indicatively allocated us approximately £1.4million from the Emergency Active Travel Fund (EATF), in proportion to the public transport journeys to work in our area. The purpose of the fund is to support more people walking and cycling because of displacement due to the limited capacity on public transport, to support Covid-19 social distancing measures, and to attempt to reduce traffic congestion.

On 27 May the DfT issued application guidance that advised the Council that, in order to secure the first Tranche of the available fund (£280k), it needed to have 'swift and meaningful plans to reallocate road space to cyclists and pedestrians, including on strategic corridors.' The letter highlighted 'the quickest and cheapest way of achieving this will normally be point closures.'

The guidance also stipulated that proposals needed to be installed on the ground within 12 weeks, and for us this was from a standing start. I was advised that once plans were drawn up and available, the consultation itself would have taken more than the 12 weeks, and in normal times be undertaken face to face.

The DfT letter actively encouraged councils to use the Experimental Traffic Regulation Order (ETRO) process to implement such schemes, as they are quicker to implement and in their very nature allow for consultation and the flexibility to amend the measures in light of feedback from residents over the duration of the scheme.

Therefore, taking all of this into account, the Council decided that it would be appropriate to implement the scheme on the Boscombe Overcliff using this type of traffic regulation order. The use of a 7 days' notice period to implement an Experimental TRO is mandatory and stipulated in legislation.

The Overcliff was recommended by officers as a scheme to relieve pressure on the promenade, to improve this link on National Cycleway Route 2, and to support commuting by bike across this area, based on propensity to cycle modelling.

All relevant Ward Councillors were asked for their views alongside the materials being produced for public engagement, it is a regret that some chose instead to publish their own material that inaccurately misrepresented the scheme, which resulted in the petition that you mention.

Having deferred the scheme, I have had correspondence from people, who regret that this route was not calmed as vehicles do speed between the road humps, making it hazardous for pedestrians crossing and for cyclists along the route.

I would have preferred a prior consultation period, but the DfT Timelines and sanctions did not allow this.

Councillor Andy Jones asked how and when the Council will consult local residents. The Portfolio Holder reported that there is a meeting on Thursday this week on consultation on those schemes deferred and tranche 2 schemes. He also commented on the availability of new consultation software.

Question from Councillor Diana Butler

Why have Experimental Traffic Regulation Orders (ETROs) been decided and actioned so quickly, when most people have to travel within or between Poole, Bournemouth and Christchurch by motor vehicle for work or essential supplies?

Response from Councillor Andy Hadley, Portfolio Holder for Transport and Infrastructure

I thank Councillor Butler for her question.

As in my previous answer, the purpose of an Experimental Traffic Regulation Order is to implement quickly, with 7 days advance notice, and for the consultation and feedback to be over the duration of the experiment (6-18 months). Importantly the Government recommended this method to Councils to support the Emergency Active Travel changes in response to limited bus capacity, and the need to support alternative means of travel for passengers. We had instructions from DfT to commence implementing within 4 weeks and complete within 8 weeks, so this 12 week timeline required us to use the ETRO process.

You suggest that most people have to travel within or between BCP by motor vehicle, but that is only a choice for those with access to a car. The 2011 Census statistics (the most recent comprehensive guide) highlights that 64% or 2/3rds of travel to work journeys are undertaken by car/van. The rest walk, cycle or take public transport, or work from home.

Of the car commuting journeys

15 % are less than 2Km/ 1.2 miles, for many easily walkable

78 % are less than 10km/ 6.2 miles, easy cycling distance

No-one is suggesting that the disabled should walk or cycle, but for many people who are able, these shorter journeys could equally be undertaken by bike or on foot, saving the individual money, the hassle of finding a parking space, and reducing the congestion delays that we all face.

It is up to all of us to consider the appropriate mode of transport for the journeys that we make, and it is a duty on the Council to balance the limited available space to support all users, and to encourage people for their own health and wellbeing, and for the sake of each other, to choose an active travel mode when they can.

Councillor Diana Butler asked how the effects of ETROs will be recorded monitored and reported for decisions to be made as to whether to make them permanent or not.

The Portfolio Holder reported that there was a link on the Council's website to questionnaires for completion and those were being collated and will be presented at the end of the 6 month period. In addition, some of the sites were being monitored by cameras before and after and this information would be presented in order for a final decision to be made.

Note - Councillor Peter Hall left at 23:35

The meeting ended at 11.45 pm

CHAIRMAN

BOURNEMOUTH, CHRISTCHURCH AND POOLE COUNCIL

COUNCIL

Minutes of the Meeting held on 01 October 2020 at 7.00 pm

Present:-

Cllr D A Flagg – Chairman

Cllr L Fear – Vice-Chairman

Present: Cllr H Allen, Cllr L Allison, Cllr M Anderson, Cllr S C Anderson, Cllr M Andrews, Cllr J Bagwell, Cllr S Baron, Cllr S Bartlett, Cllr J Beesley, Cllr D Borthwick, Cllr P Broadhead, Cllr M F Brooke, Cllr N Brooks, Cllr D Brown, Cllr S Bull, Cllr R Burton, Cllr D Butler, Cllr D Butt, Cllr J J Butt, Cllr E Coope, Cllr M Cox, Cllr M Davies, Cllr N Decent, Cllr L Dedman, Cllr B Dion, Cllr B Dove, Cllr B Dunlop, Cllr M Earl, Cllr J Edwards, Cllr L-J Evans, Cllr G Farquhar, Cllr D Farr, Cllr A Filer, Cllr N C Geary, Cllr M Greene, Cllr N Greene, Cllr A Hadley, Cllr M Haines, Cllr P R A Hall, Cllr N Hedges, Cllr P Hilliard, Cllr M Howell, Cllr M Iyengar, Cllr C Johnson, Cllr T Johnson, Cllr A Jones, Cllr J Kelly, Cllr D Kelsey, Cllr R Lawton, Cllr M Le Poidevin, Cllr L Lewis, Cllr R Maidment, Cllr C Matthews, Cllr S McCormack, Cllr D Mellor, Cllr P Miles, Cllr S Moore, Cllr L Northover, Cllr T O'Neill, Cllr S Phillips, Cllr M Phipps, Cllr K Rampton, Cllr Dr F Rice, Cllr C Rigby, Cllr R Rocca, Cllr M Robson, Cllr V Slade, Cllr A M Stribley, Cllr T Trent, Cllr M White, Cllr L Williams and Cllr K Wilson

44.   Apologies

No apologies were received for this meeting.

45.   Declarations of Interests

No declarations of interest were received for this meeting.

46.   Public Issues

The Chairman reported as follows:

A-Public Questions

In accordance with the Constitution the public question received from Kate Salter on the Cabinet arrangements had been published on the website and a link circulated to all Councillors. The Chairman advised that a response to this question was not available prior to the meeting and in accordance with the Constitution Acting Leader, Councillor Mark Howell was invited to respond to the question.

In relation to this the Chairman advised that the verbal response provided by Councillor Howell would be published in writing on the Council website.

B – Statements

In accordance with the Constitution Members were advised that the statement received from Michael Finch had been published on the website and a link circulated to all Councillors.

C – Petitions

The Chairman advised that there had been no petitions received by the deadline for this Council meeting.

47.   Election of Leader of the Council

Nominations were received for the following Councillors:

Councillor Vikki Slade

Councillor Drew Mellor

The nominees outlined why they should be elected as Leader of the Council and a number of Councillors spoke in support of both of the nominees.

Councillor Julie Bagwell moved the motion that the question now be put. This motion was seconded by Councillor Daniel Butt. Upon being put to the vote the motion was carried with voting as follows:

For: 40

Against: 34

Abstentions: None

(Councillors Simon McCormack and Chris Rigby requested that their vote against the motion be recorded).

The nominees were then invited to sum up following which a secret ballot was undertaken in accordance with the Constitution. The Chief Executive reported on the outcome of the ballot as follows:

Councillor Vikki Slade: 33

Councillor Drew Mellor: 40

Abstentions: 1

RESOLVED that Councillor Drew Mellor be elected Leader of the Council in accordance with the Constitution.

48.   Questions from Councillors

No questions from Councillors were received from this meeting.

The meeting ended at 8.35 pm

CHAIRMAN

Bill Of Rights Charter

Written by
people with learning disabilities
2012

people first forum
giving a voice to people with learning disabilities

People First
DORSET

This Charter

In 2004 members of Poole Forum and Bournemouth People First (now People First Forum), and People First Dorset wrote their own Bill Of Rights without staff.

In 2011 they updated and added to the Bill Of Rights. They feel the message should be spread to as many people as possible so we have made this Charter.

This Charter is for organisations, services and individuals to sign up to, to say that they will support and work to the Bill Of Rights - the rights that most people take for granted!

Equality

We hope that you will sign up and show your support to achieving equal rights for all. Read on to find out more about the Bill Of Rights...

Bill Of Rights

The right to feel safe when going out

- from strangers, from burglars and from bullying

The right to feel safe in our own homes

- to learn how to be safe in our home
- to feel safe from staff
- to be able to report staff when they are mean

The right to live where we want to live

- to live where we want to
- to live with who we want to
- to make choices in the home and elsewhere

The right to support when and if I need it

- to choose our own carers and to choose how we are supported
- to respectful 'give and take' between carers and service users

The right to relationships

- to learn about friendships
- to marriage
- to engagements
- to sex education
- to choose when to have a relationship or not

The right to say NO!

- to bullying
- to drugs or drink
- to strangers
- to parents
- to staff

The right to confidentiality

- when making a report it won't come back on us
- we decide who sees our life plan
- around health issues (patient - doctor)

The right to communicate

- to use the latest technology (e.g iPads)
- to alternative communication
- to plain language with pictures

The right to independence

- to make decisions
- to go out
- to take care of our own stuff
- to run our own business
- to choose what to do
- to come and go when we want
- to be the boss of our own life
- to control our own money
- to a job

The right to adulthood

- to make our own decisions
- to get married
- to have children
- to have sex
- to birth control
- to vote
- to have a drink

The right to use public facilities

- swimming pools
- libraries etc

The right to transport

- to accessible transport
- to learn to drive

The right to good health care

- to confidentiality around health issues (patient - doctor)
- to make decisions
- to choose what to do
- to plain language with pictures

The right to have our voice heard by the Government about

- day services
- good health care
- living where we want to
- jobs

The right to freedom of speech

- to be the boss of our own life
- to make decisions
- to choose what to do

The right to have feelings

- to grief
- to get angry

Sign Up

To sign up, all you need to do is contact your nearest group:

- People First Forum
- People First Dorset

Your logo will then be added to the website to show you are supporting the Bill Of Rights.

We would like to thank Dave Hingsburger who facilitated both Bill Of Rights events (2004 and 2011).

Dave Hingsburger is a well known author and disability rights speaker from Canada.

Photo: just some of us with Dave Hingsburger in 2011

Contact Us

People First Forum

01202 746 060

Rossmore Leisure Centre
Herbert Avenue
Poole
BH12 4HR

giving a voice to people with learning disabilities

People First Dorset

01305 257 600

2 Herringston Barn
Dorchester
Dorset
DT2 9PU

People
First

DORSET

Statement of Licensing Policy
2020 - 2025

Licensing

Author: **Licensing Manager**
Version: V7
Review Date: November 2025

Index

1.　Purpose Statement

1.1　BCP Council is the Licensing Authority for the Bournemouth, Christchurch and Poole area under the Licensing Act 2003 and is responsible for Premises Licences, Club Premises Certificates, Temporary Event Notices and Personal Licences in its administrative area in respect of the sale and/or supply of alcohol and the provision of regulated entertainment and late night refreshment.

1.2　This Policy is prepared under Section 5 of the Licensing Act 2003 and was approved by BCP Council on XXX 2020. It will be kept under review and as a minimum will be reviewed no later than 2025.

1.3　Unless otherwise stated any references to the Council are to the BCP Council Licensing Authority.

1.4　This policy covers the licensable activities as defined by the Licensing Act 2003. These are:

- The sale of alcohol by retail
- Supply of alcohol by or on behalf of a club, or to the order of a member of the club
- The provision of regulated entertainment
- The provision of late-night refreshment

1.5　This policy has regard to the guidance issued by the Secretary of State under Section 182 of the Licensing Act 2003.

1.6　The council will carry out its functions under the Licensing Act 2003 with a view to promoting the licensing objectives namely:

- The prevention of crime and disorder
- Public safety
- The prevention of public nuisance
- The protection of children from harm

Each objective is of equal importance.

1.7　This Policy is concerned with the regulation of licensable activities on licensed premises, by qualifying clubs and at temporary events. The conditions that the council attaches to the various licences will focus on matters that are relevant to the four licensing objectives and will centre upon the premises that are being used for licensable activities.

1.8　With regards to this policy the council adopts the overall approach of encouraging the responsible promotion of licensed activities, in the interests of its residents and visitors, it will not tolerate irresponsible licensed activity.

2.　Who the Policy Applies To

2.1　This Statement of Licensing Policy will assist applicants, officers of the Licensing Authority, Responsible Authorities, Members of the Licensing Committee, and persons making representations in the consideration of the relevant issues regarding applications, and ensuring they are dealt with fairly in line with the law.

2.2　This Policy also affords members of the Licensing Committee and Officers alike, to consider the concerns of the public and other recognised bodies, and to take appropriate

measures where the objectives of the Licensing Act 2003 are put in jeopardy after licences have been issued.

3.   This Policy Replaces

3.1   This Policy replaces the three previous Licensing Act 2003 Statement of Licensing Policies that covered Bournemouth Borough Council, Christchurch Borough Council and The Borough of Poole.

4.   Approval Process

4.1   During the five year period, the Policy must be kept under review and the Licensing Authority may make any revisions to it as it considers appropriate, for instance in the light of feedback from the local community on whether the statutory objectives are being met.

4.2   Where revisions are made to the Section 182 Statutory Guidance by the Secretary of State, it will be for the Licensing Authority to determine whether revisions to its own Statement of Licensing Policy are appropriate.

4.3   BCP Council as the Licensing Authority has delegated the Licensing Committee to oversee the development and review of its Statement of Licensing Policy. Once finalised the policy is presented to the Full Council for ratification.

5.   Links to Council Strategies

5.1   This Policy supports the BCP Council Corporate Strategy and the Pan Dorset Drug and Alcohol Strategy (2016-2020). The Council's vision is to create vibrant communities with outstanding quality of life where everyone plays an active role. Effective licensing of controlled premises and activities is key to achieving this strategic vision for our communities.

5.2   The Licensing Authority aims to meet the BCP Council Corporate priorities regarding Dynamic Places and Connected Communities by ensuring the licensing process supports local businesses. We aim to help them to meet their statutory obligations, and keep residents and visitors to our licensed venues safe, whilst still having an enjoyable leisure experience.
https://www.bcpcouncil.gov.uk/About-BCP-Council/bcp-council-docs/BCP-Corporate-Strategy.pdf
https://www.dorset.police.uk/media/2768/bpd-alcohol-drugs-strategy-2016-2020.pdf

5.3   During the preparation of this policy document due consideration has been given to the following Key BCP Council Strategies:

- Corporate Strategy and Delivery Plan
- Health & Wellbeing Strategy
- Safeguarding Strategy
- Communities Engagement Strategy
- Crime & Disorder Reduction Strategy
- Equality & Diversity

6. Background Information

6.1 Bournemouth, Christchurch and Poole Council (BCP Council) is located in Dorset on the south coast. It is the 12th largest Unitary Council in England with a population of nearly 400,000 residents. The BCP area is predominantly urban with associated suburban areas, beaches, harbours, quay sides, open spaces, parks and gardens .

6.2 It has long established road and rail links to London, the Midlands and the South West and benefits from an international airport and a thriving freight port for commercial shipping, as well as an important destination for passenger and vehicle ferries, and cruise vessels.. It has three Universities, an innovative and business focused college and business strengths in the creative, digital, finance, aerospace, marine and environmental technology sectors.

6.3 It is one of the country's main holiday destinations and benefits from 15 miles of coastline with world recognised Blue Flag beaches. It is renowned for its water sports, music and arts festivals and its annual air festival. Bournemouth's night time economy has been accredited with the prestigious Purple Flag status for the last 10 years which is awarded to town and city centres that meet or surpass the standards of excellence in managing the evening and night time economy.

6.4 The area offers a vibrant mix of entertainment facilities for residents and visitors alike with established theatres, restaurants, cinemas, concert venues, conference facilities, museums and historic sites. The entertainment economy is well served with a wide variety of restaurants, pubs, bars and clubs.

6.5 The Council is keen to encourage a wide range of entertainment throughout the conurbation to support local cultural strategies. It recognises that live music, dancing, cinema and theatre enrich the cultural offer and benefit the wider economy.

6.6 The Council holds premises licences for a variety of public open spaces, pedestrian areas, the seafront and beaches, town centres, and community halls. This avoids the need for performers and entertainers to obtain a Premises Licence or give a Temporary Event Notice to perform in such areas. A schedule of the areas of land licensed in this way is available from the Council's Licensing Department and is also available from the website of the Department of Digital, Culture, Media and Sport.

6.7 Further information and statistics relating to BCP Council can be found via the following link: **https://www.bcpcouncil.gov.uk/Council-and-Democratic/Consultation-And-Research/Local-Data/Local-Data.aspx**

7. Policy Consultation

7.1 Section 5 of the Licensing Act 2003 (http://www.legislation.gov.uk/ukpga/2003/17/contents) requires a Licensing Authority to prepare and publish a statement of its licensing policy every five years. Such a policy must be published before the Authority carries out any function in respect of individual applications and notices made under the terms of the 2003 Act. A glossary of terms used within this document and within the Act and guidance can be found in Appendix A.

7.2 During the five-year period, the policy must be kept under review and the Licensing Authority may make any revisions to it as it considers appropriate, for instance in the light of feedback from the local community on whether the statutory objectives are being met. If the Licensing Authority determines and publishes its Policy in this way, a new five year period commences

on the date it is published. Where revisions are made to the Section 182 Statutory Guidance by the Secretary of State, it will be for the Licensing Authority to determine whether revisions to its own Statement of Licensing Policy are appropriate.

7.3   This policy will commence on **XXXX 2020** and remain in force for five years but will be kept under review subject to further consultation as referred to above.

7.4   Before determining its policy, the Licensing Authority consulted with the persons listed in section 5(3) of the 2003 Act. These are:

- The Chief Constable for the Dorset Police
- Dorset and Wiltshire Fire and Rescue
- The BCP Director of Public Health;
- Persons/bodies representative of local Premises Licence Holders;
- Persons/bodies representative of local Club Premises Certificate Holders;
- Persons/bodies representative of local Personal Licence Holders; and
- Persons/bodies representative of businesses and residents in its area.

7.5   The views of all these persons or bodies were given appropriate weight when the policy was determined. We believe that we have made reasonable efforts to consult an apporaite range of representatives and individuals in determining this policy.

7.6   Subject to the statutory requirements, it is for each Licensing Authority to determine the extent of the consultation it should undertake, and whether any particular person or body is representative of the groups described in the 2003 Act. A full list of consultees can be found in Appendix B.

7.7   Fees are set by Regulation and are intended to provide full cost recovery of all licensing functions including the preparation and publication of a Statement of Licensing Policy, but this will be based on the statutory requirements. Where a Licensing Authority exceeds these requirements, they will have to absorb those costs themselves.

Further advice can be obtained from:
The Licensing Manager
Licensing Team
BCP Council
Town Hall
Bourne Ave,
Bournemouth BH2 6EB
Tel: 01202 451180
Email: licensing@bcpcouncil.gov.uk

8.   Fundamental Principles of the Policy

8.1   This Statement of Licensing Policy has been prepared in accordance with the provisions of the Licensing Act 2003 and the Statutory Guidance issued under Section 182 of the 2003 Act by the Secretary of State. This Policy should be read as a whole and in conjunction with those provisions.

8.2   This statement is intended to assist Officers and Members in determining applications and to set out those factors that will normally be taken into consideration. Equally, it seeks to provide clarity for applicants, residents and other occupiers of property and investors, in order to enable them to plan a move to, remain or invest in the area with some measure of certainty.

8.3   This Policy sets out a general approach to making licensing decisions; it will not ignore or be inconsistent with provisions of the 2003 Act. For example, a Statement of Licensing Policy must not undermine the right of any person to apply under the terms of the 2003 Act for a variety of permissions and to have any such application considered on its individual merits. Similarly, it will not override the right of any person to make representations on an application or to seek a review of a licence or certificate where provision has been made for them to do so in the 2003 Act provided they are not frivolous or vexatious.

8.4   Licensing is about regulating licensable activities on licensed premises, by qualifying clubs and at temporary events within the terms of the 2003 Act. Conditions attached to various authorisations will be focused on matters which are within the control of individual licence holders and others with relevant authorisations, i.e. relevant to the premises and its vicinity.

8.5   Whether or not incidents can be regarded as being "in the vicinity" of licensed premises is a question of fact and will depend on the particular circumstances of the case. In cases of dispute, the question will ultimately be decided by the courts. In addressing this matter, the Licensing Authority will primarily focus on the direct impact of the activities taking place at the licensed premises on members of the public living, working, or engaged in normal activity in the area concerned.

8.6   Licensing law is not the primary mechanism for the general control of nuisance and anti-social behaviour by individuals once they are away from the licensed premises and, therefore, beyond the direct control of the individual, club or business holding the licence, certificate or authorisation concerned. Nonetheless, it is a key aspect of such control and licensing law will always be part of the overall approach to the management of the day time, evening and night-time economy within the conurbation.

8.7   Each application will be considered on its own merits and in accordance with this Statement of Licensing Policy. Conditions attached to licences and certificates will be tailored to the individual type, location and characteristics of the premises and events concerned. This is essential to avoid the imposition of disproportionate and overly burdensome conditions on premises where there is no need for such conditions. Standardised conditions will be avoided, and the licensing authority acknowledges it may be unlawful where they cannot be shown to be appropriate for the promotion of the licensing objectives in an individual case.

Licensable Activities

8.8   The Licensing Authority is responsible for considering all applications for licensable activities as defined in section 1 of the 2003 Act. Licensable activities are:

- The sale of alcohol by retail;
- The supply of alcohol to club members and their guests;
- The provision of regulated entertainment; and
- The provision of late night refreshment.

8.9   Schedule 1 to the 2003 Act sets out what activities are regarded as the provision of regulated entertainment and when they are licensable together with those activities which are not and therefore exempt from the regulated entertainment regime. More details regarding the types of exemption can be found in Chapter 16 of the Section 182 Statutory Guidance by the Secretary   of   State https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_d ata/file/705588/Revised_guidance_issued_under_section_182_of_the_Licensing_Act_2003 __April_2018_.pdf.

The descriptions of entertainment activities licensable under the 2003 Act are:

- A performance of a play;
- An exhibition of a film;
- An indoor sporting event;
- A boxing or wrestling entertainment;
- A performance of live music; *
- Any playing of recorded music; *
- A performance of dance; and
- Entertainment of a similar description to a performance of live music, any playing of recorded music or a performance of dance. *

*see Live Music Act 2012 and Legislative Reform (Entertainment Licensing) Order 2014 below

The Live Music Act and Legislative Reform Order made the following changes to the Licensing Act 2003:

8.10 The provision of regulated entertainment by or on behalf of local authorities, health care providers, or schools on their own defined premises will be exempt from entertainment licensing between 8am and 11pm on the same day with no audience limit.

8.11 Community premises not licensed to supply alcohol will be exempt from entertainment licensing requirements for live and recorded music between 8am and 11pm on the same day for audiences of no more than 500 persons.

8.12 The provision of amplified live music taking place on premises authorised by a premises licence or club premises certificate to supply alcohol for consumption on the premises (at a time when those premises are open for the purposes of being used for the supply of alcohol for consumption on the premises) will be exempt from entertainment licensing between 8am and 11pm before audiences of no more than 500 persons. This is subject to the right of a Licensing Authority to impose conditions about live music following a review of a premises licence or club premises certificate.

8.13 The provision of amplified live music taking place in a workplace not otherwise licensed under the 2003 Act (or licensed only for the provision of late night refreshment) will be exempt from entertainment licensing between 8am and 11pm of in front of audiences of no more than 500 persons.

8.14 The provision of unamplified live music taking place in any place will be exempt from entertainment licensing between 8am and 11pm. This is subject to the right of a Licensing Authority to impose conditions about live music following a review of a premises licence or club premises certificate relating to premises authorised to supply alcohol for consumption on the premises.

8.15 The provision of entertainment facilities is exempt from entertainment licensing.

8.16 Live and recorded music that is integral to a performance of Morris dancing or dancing of a similar type is exempt from entertainment licensing.

8.17 Travelling circuses are exempt from entertainment licensing in respect of all descriptions of entertainment, except an exhibition of a film or a boxing or wrestling entertainment, where

the entertainment or sport takes place between 8am and 11pm on the same day, with no audience limit.

8.18 Greco-Roman and freestyle wrestling is exempt from licensing between 8am and 11pm for audiences of up to 1000 persons.

8.19 An exhibition of film that is incidental to another activity (where that other activity is not itself a description of entertainment set out in paragraph 2 of Schedule 1 to the 2003 Act) is exempt from licensing.

Duplication

8.20 The Licensing Authority will actively seek to avoid attaching conditions that duplicate other regulatory regimes as far as possible.

8.21 However, these provisions will not always adequately address specific issues that arise on the premises in connection with certain types of licensable activities. Therefore, it may be necessary for the Licensing Authority to consider the imposition of conditions, if not volunteered by the applicant in their operating schedule and following relevant representations, if they are considered appropriate for the promotion of the licensing objectives and are not already provided for in any other legislation

Licence Conditions

8.22 Conditions on a premises licence or club premises certificates are important in setting the parameters within which premises can lawfully operate. The use of wording such as "must", "shall" and "will" is considered necessary to emphasise their importance.

8.23 Licence conditions:

- Must be appropriate for the promotion of the licensing objectives
- Must be precise and enforceable
- Must be unambiguous and clear in what they intend to achieve
- Should not duplicate other statutory requirements or other duties or responsibilities placed on the employer by other legislation
- Must be tailored to the individual type, location and characteristics of the premises and events concerned
- Should not be standardised and may be unlawful when it cannot be demonstrated that they are appropriate for the promotion of the licensing objectives in an individual case
- Should not replicate offences set out in the 2003 Act or other legislation
- Should be proportionate, justifiable and be capable of being met
- Cannot seek to manage the behaviour of customers once they are beyond the direct management of the licence holder and their staff, but may impact on the behaviour of customers in the immediate vicinity of the premises or as they enter or leave
- Should be written in a prescriptive format.

A copy of BCP Council's Model Pool of Licensing Conditions is attached at Appendix D which can be used to assist applicants when considering the four licensing objectives within their proposed operating schedule.

8.24 Where responsible authorities and other persons do not raise any representations about the application made to the Licensing Authority, it is the statutory duty of the Authority to grant a licence or certificate subject only to conditions that are consistent with the operating schedule and any mandatory conditions prescribed in the 2003 Act.

8.25   It is possible that in certain cases, where there are other legislative provisions which are relevant and must be observed by the applicant, no additional conditions at all are needed or considered appropriate to promote the licensing objectives.

8.26   The Licensing Authority wishes to work in partnership with all parties to ensure that the licensing objectives are promoted collectively. To support this aim and to minimise disputes and the necessity for hearings, the Licensing Authority considers it sensible for applicants to seek the views of responsible authorities before formally submitting applications, but it acknowledges that there is no legal requirement to do this.

Mandatory Conditions

8.27   The 2003 Act provides for certain mandatory conditions to be applied to premises licences or club premises certificates. The full list of mandatory conditions that apply at the publication date of this statement of licensing policy can be found at:

https://www.legislation.gov.uk/ukdsi/2014/9780111116906
https://www.gov.uk/government/publications/guidance-on-mandatory-licensing-conditions

8.28   The Licensing Authority expects that applicants, licence and certificate holders will familiarise themselves and ensure all staff are familiar with the mandatory conditions and any additional conditions such as those associated with the operating schedule or that may be attached by committee.

Enforcement and Sanctions

8.29   The enforcement and sanctions open to the Licensing Committee are set out in the Licensing Act 2003 and associated regulations.

8.30   BCP Council has established a Memorandum of Understanding (MOU) with Dorset Police and other enforcing authorities. This agreement assists officers to prioritise efforts to tackle 'problem' and 'high-risk' premises and forms the basis of an intelligence led approach. In respect of premises which are shown to be well maintained and managed a 'lighter' approach will be applied.

8.31   All inspections and enforcement procedures are carried out in accordance with the MOU to ensure that it is effective, well targeted and contributes to economic progress. The Council uses a graduated approach to enforcement in order to achieve compliance.

8.32   BCP Council will process personal information in accordance with the Data Protection Act 2018. The personal details provided by applicants will be held on a database and where the law allows, may be shared with other departments within the Council to update details they hold. BCP Council may also be required to disclose personal information to third parties (such as the Police, Department for Work and Pensions, Immigration Enforcement, or the National Fraud Initiative) for the purposes of preventing or detecting crime or apprehending or prosecuting offenders.

8.33   When judged necessary to do so, authorised officers of BCP Council and other responsible authorities will undertake unannounced inspections or test purchase visits to licensed premises in order to ensure compliance with the provisions of the 2003 Act and any other associated legislation.

8.34   BCP Council will receive, from time to time, reports from its officers on any formal enforcement proceedings instigated against licence holders in relation to offences under the 2003 Act.

Entertainment Provisions

8.35   BCP Council is committed to facilitating a broad range of entertainment provision within Bournemouth, Christchurch and Poole for the enjoyment by a wide cross-section of the public.

8.36   The Council in wishing to offer such facilities recognises that a balance needs to be struck between promoting the provision of entertainment and addressing concerns relevant to the licensing objectives. BCP Council is conscious of the risk that a licensing policy may inadvertently deter live music by imposing indirect costs of a disproportionate nature and will therefore only seek to impose conditions, when representations are received, that will be proportionate, justifiable, capable of being met and appropriate for the promotion of the four licensing objectives.

Need for licensed Premises

8.37   BCP Council recognises that there can be confusion about the difference between the "need" for premises and the "cumulative impact" of premises on the licensing objectives, for example, on crime and disorder. "Need" concerns the commercial demand for other premises and is a matter for the planning authority and for the market. This is not a matter for the Council in discharging its licensing functions or for its Statement of Licensing Policy.

9.   The Cumulative Impact of a concentration of licensed premises

9.1   In some areas where the number, type or density of licensed premises, such as those selling alcohol or providing late night refreshment, is high or exceptional, serious problems of nuisance and disorder may arise outside or some distance from those premises. Such problems generally occur as a result of large numbers of drinkers being concentrated in an area, for example when leaving premises at peak times or when queuing at fast food outlets or for public transport.

9.2   Queuing in itself may lead to conflict, disorder and anti-social behaviour. Moreover, large concentrations of people may also attract criminal activities such as drug dealing, pick pocketing and street robbery. Local services such as public transport, public lavatory provision and street cleaning may not be able to meet the demand posed by such concentrations of drinkers leading to issues such as street fouling, littering, traffic and public nuisance caused by concentrations of people who cannot be effectively dispersed quickly.

9.3   In order to address the issue of a high concentration of licensed premises in an area BCP Council may produce a Cumulative Impact Assessment Policy in accordance with the Licensing Act 2003. If such a Policy is produced the Licensing Authority will take this into consideration when determining any applications within the BCP Council area.

10.   Other Mechanisms for Controlling the Impact of Licensed Premises

10.1   Once away from the licensed premises, a minority of customers may behave badly and unlawfully. Other mechanisms exist both within and outside the licensing regime that are available for addressing such issues. For example:

- Planning control
- Positive measures to create a safe and clean town centre environment in partnership with local businesses, transport operators and other departments of the local authority, including Best Bar None, Pub Watch or BIDs
- Community Alcohol Partnership Scheme (CAP)
- Community Protection Notices
- The provision of CCTV surveillance in town centres, taxi ranks, street cleaning and litter patrols
- Powers of local authorities to designate parts of the local authority area as places where alcohol may not be consumed publicly
- A Public Spaces Protection Order
- The confiscation of alcohol from adults and children in designated areas
- Police enforcement of the general law concerning disorder and anti-social behaviour, including the issuing of fixed penalty notices
- A prosecution for the offence of selling alcohol to a person who is drunk (or allowing such a sale)
- Closure Notices and Closure Orders
- The power of the police, other responsible authorities or other persons to seek a review of a licence or certificate
- Raising a contribution to policing the late night economy through the Late Night Levy and Early Morning Alcohol Restriction Orders

10.2 The Licensing Authority recognises the importance of initiatives to aid public safety such as the Safe Bus in Bournemouth which has been running since July 2005 and was set up to provide a one stop shop in the town centre to support vulnerable people and deflect any minor injuries away from the ambulance service, unnecessary attendances at the A&E department and subsequent admissions. The use of Club Nannies also assists in the reduction of persons requiring the attention of the emergency services. The Licensing Authority also uses the Street Pastor schemes, Business Improvement District (BID) and Public Spaces Protection Orders (PSPO) as well as other alcohol related anti social behaviour initiatives. In key areas Community Safety and Accreditation Scheme (CSAS) officers patrol and take action to address street drinking and support council initiatives.

10.3 The Licensing Authority has not considered the use of alternative measures such as fixed closing times, staggered closing times or zoning within its area. Should the Licensing Authority intend to use such measures in order to orchestrate closing times so as to manage problems in the night-time economy based upon the promotion of the licensing objectives, then a review of this aspect of the policy will be undertaken and will justify its reasons for doing so within its Statement of Licensing Policy.

Best Bar None, Town Watch and Pub watch

10.4 The Licensing Authority will support organisations such as Best Bar None, Town Watch and Pub Watch which contribute towards providing safer environments for the patrons of premises operating in the evening and night time economy. There are a number of groups covering areas and districts throughout Bournemouth, Christchurch and Poole that seek to improve the network of real time information that allows them to take proactive action to minimise the effects on crime and disorder and anti-social behaviour. The Licensing Authority expects licensees to support and be active members of trade led best practice schemes.

Preventing Glass Injuries

10.5 Glass-related injuries, whether accidental or due to violent crime, can lead to major injury and be life changing. Customers prefer glasses and bottles and using alternatives for glass can

place extra financial burdens on businesses. However, glasses and bottles can be used as weapons in the drinking environment and by removing glass from premises, injuries may fall.

10.6   Removing glass from premises will be targeted to those that are considered to carry a higher risk for potential crime and disorder or the nature of the activity increases the risk of glass becoming a risk.

10.7   The Licensing Authority will expect licensees to consider the need for alternatives to glass as part of their application and to have early discussions with Dorset Police on suitable alternatives.

- It may be appropriate to provide alternatives to glass in the following circumstances:
- Where the nature of the event or activity prevents the frequent collection of glass from the venue,
- High volume vertical drinking establishments trading beyond midnight, particularly in any cumulative impact area,
- Large outdoor events,
- Areas where children or vulnerable adults are likely to be present, e.g. play areas, children's parties,
- Where there is a history of glass incidents

10.8   Where alternatives to glass bottles are considered they must form part of the operating schedule or supporting information. Licensees will also be expected to maintain an on-going review of the need for alternatives to glass.

Alcohol Deliveries

10.9   Premises such as takeaways should make clear on their application if they intend to sell alcohol via a delivery service. Test purchases of alcohol deliveries to an under 18 carried out by the council noted a number of failures to ensure alcohol was not handed directly to those under 18 or if an adult was present on the premises.

10.10 An applicant seeking a licence that will enable them to provide alcohol as part of a n alcohol delivery service should include in their operating schedule the procedures they intend to operate to ensure that:

- The person they are selling alcohol to is over the age of 18
- That alcohol is only delivered to a person over the age of 18
- That a clear document trail of the order process from order, despatch from the licensed premises and delivery to the customer is maintained (with times and signatures) and available for inspection by an authorised officer
- The time that alcohol is sold on the website/over the phone and the time the alcohol is delivered is within the hours stated on the licence for the sale of alcohol

Licensing hours

10.11 With regard to licensing hours the Licensing Authority recognises that the Government acknowledges that different approaches may be appropriate for the promotion of the licensing objectives in different areas. The 2003 Act gives the Licensing Authority power to make decisions regarding licensed opening hours as part of the implementation of its Statement of Licensing Policy. The Licensing Authority expects applicants for all types of licensed premises to consider licensing hours as an important issue when preparing their operating schedules, and to consider the impact of the hours requested on the licensing objectives.

10.12 The Licensing Authority recognises that licensed premises make an important contribution to our local community, and that it has a wide range of tools available to effectively manage the different pressures that licensed premises can bring. In determining any strategies concerning licensing opening hours, the Licensing Authority will not seek to restrict the activities of licensed premises where it is not appropriate for the promotion of the licensing objectives.

10.13 In considering licensing hours each case will be decided on its merits. The Licensing Authority will consider relevant representations received and may limit the hours permitted for licensable activities and impose different hours from those requested. This will be done only if it is necessary to promote the licensing objectives. There will be no general presumption in favour of lengthening licensing hours.

10.14 The Licensing Authority expects applicants to consider winding down periods when they prepare their operating schedules. Gradual winding down of entertainment such as loud music should take place before the sale of alcohol concludes and the end of trading hours. Such winding down will encourage customers to leave of their own volition and may reduce any potential for nuisance as they leave the licensed premises. Customers may be more likely to leave the premises spasmodically in small groups rather than en masse.

10.15 The Licensing Authority will always consider an applicant's specific case. If the matter of licensing hours has been raised in a representation, it will take into account any proposals from the applicant to minimise the risk of nuisance and disorder being caused or exacerbated by customers leaving the premises. However, it is unlikely that statement such as "the premises are well managed" or "the applicant is of good character" or that "the style of the premises is intended and likely to attract a discerning clientele" will alone be sufficient to demonstrate that restrictions on hours of trading should not be applied.

11. Integration of Strategies

11.1 The Licensing Authority will endeavor to promote proper integration of the Statement of Licensing Policy with local crime prevention, planning, transport, tourism, equality schemes and cultural strategies together with any other plans introduced for the management of town centres' and the night-time economy. Whilst many of these strategies are not directly related to the promotion of the four licensing objectives, they indirectly impact upon them. The Licensing Authority recognises the importance of co-ordination and integration of such policies, strategies and initiatives.

11.2 Licensing Authority notes that the Statement of Licensing Policy must have regard to an expectation of preventing crime and disorder pursuant to Section 17 of the Crime and Disorder Act 1998.

11.3 The Licensing Authority also recognises the connection between excessive alcohol consumption, poor health and cost to the Health Authority. As part of a wider package of initiatives, the Council is aiming to deal with the negative effects of alcohol consumption through its The Pan Dorset Drug and Alcohol Strategy (2016 – 2020).

Planning and Building Control

11.4 Planning permission, building control approval and licensing regimes will be properly separated to avoid duplication and inefficiency. Granting of licences will not relieve applicants of the need to apply for planning permission or building control consent and there is an expectation that these issues will have been explored before licensing applications are

submitted. Applicants are recommended to obtain correct planning consents prior to applying for a licence to avoid potentially inoperative licenses.

11.5   Matters for consideration in licensing applications will not duplicate matters considered as part of any planning application. Licensing decisions will consider any relevant planning decisions either by the Planning Committee or following appeals against decisions taken by that committee and as such licensing applications shall not be a re-run of the planning application and will not cut across decisions taken by the Planning Committee or following appeals against decisions taken by that committee.

11.6   The Licensing Sub-Committee is not bound by decisions made by the Planning Committee, and vice versa, but, as set out in Chapter 9 of the Statutory Guidance, will consider discussions with their planning counterparts prior to determination with the aim of agreeing mutually acceptable operating hours and scheme designs.

11.7   The granting by the licensing sub-committee of any variation of a licence which involves a material alteration to a building will not relieve the applicant of the need to apply for planning permission or building control where appropriate.

11.8   In circumstances when, as a condition of planning permission, a terminal hour has been set for the use of premises for commercial purposes and where those hours are different to the licensing hours, the applicant must observe the earlier closing time. Premises operating in breach of their planning permission will be liable to prosecution under planning law.

11.9   The Planning Authority may also make representations as a responsible authority as long as they relate to the licensing objectives. The Licensing Authority recognises that nuisance and crime and disorder are matters that share common ground within the planning and licensing regimes. Concerns relating to the character and function of an area and aspects of amenity that do not constitute a public nuisance are outside the scope of the licensing regime and will be dealt with separately by the Planning Authority. The Licensing Authority therefore recognises that a combination of licensing and planning powers together with effective management of the street environment is required to overcome these problems.

Promotion of Equality

11.10   The Licensing Authority recognises that the Equality Act 2010 places a legal obligation on public authorities to have due regard to the need to eliminate unlawful discrimination, harassment and victimisation; to advance equality of opportunity; and to foster good relations, between persons with different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

11.11   The Council is required to publish information at least annually to demonstrate its compliance with the Equality Duty. These details are published on the Council's website. Further guidance is available from Government Equalities Office and the Equality and Human Rights Commission   https://www.gov.uk/government/organisations/government-equalities-office; https://www.equalityhumanrights.com/en

12.   The Licence Process and Applications

12.1   Applications must be made to the council in the form prescribed by Regulations. Guidance is available to applicants setting out the detail of the process on the BCP Council website.

12.2   The Licensing Committee expects applicants to have regard to this statement of licensing policy when completing their operating schedule. Applicants are expected to obtain sufficient information to enable them to demonstrate, when setting out the steps they propose to take to promote the licensing objectives that they understand:

- The layout of the local area and physical environment including crime and disorder hotspots, proximity to residential premises and proximity to areas where children may congregate;
- Any risk posed to the local area by the applicants' proposed licensable activities; and
- Any local initiatives (for example, local crime reduction initiatives or voluntary schemes including local taxi-marshalling schemes, street pastors and other schemes) which may help to mitigate potential risks.

12.3   Applicants are expected to include positive proposals in their application on how they will manage any potential risks. Where specific policies apply in the area (for example, a cumulative impact policy), applicants are also expected to demonstrate:

- An understanding of how the policy impacts on their application
- Any measures they will take to mitigate the impact
- Why they consider the application should be an exception to the policy

12.4   It is expected that enquiries about the locality will assist applicants when determining the steps that are appropriate for the promotion of the licensing objectives. For example, premises with close proximity to residential premises should consider what effect this will have on their smoking, noise management and dispersal policies to ensure the promotion of the public nuisance objective. Applicants must consider all factors which may be relevant to the promotion of the licensing objectives, and where there are no known concerns, acknowledge this in their application.

12.5   The majority of information which applicants will require will be available within this statement of licensing policy. However, other publicly available sources which may be of use to applicants include:
- The Home Office Police Crime Mapping website;
- The Dorset Police websites;
- Websites or publications by local responsible authorities;
- Websites or publications by local voluntary schemes and initiatives;
- Online mapping tools; and
- Any information made publicly available by Public Health Dorset to identify key facts in relation to alcohol related harm.

12.6   While applicants are not required to seek the views of responsible authorities before formally submitting their application, they may find them to be a useful source of expert advice on local issues that should be taken into consideration when making an application. The Licensing Committee encourages co-operation between applicants, responsible authorities and, where relevant, local residents and businesses before applications are submitted in order to minimise the scope for disputes to arise.

12.7   Applicants are expected to provide the Licensing Authority with sufficient information in the operating schedule of their application form to clearly demonstrate the extent to which their proposed conditions and actions, are appropriate to promote the licensing objectives. Applications must not be based on providing a set of standard conditions to promote the licensing objectives and applicants are expected to make it clear why the steps they are proposing are appropriate for the premises.   A copy of BCP Council's Model Pool of Conditions is attached at Appendix D.

12.8 In some circumstances, it is possible that no measures will be appropriate to promote one or more of the licensing objectives, for example, because they are adequately covered by other existing legislation. It is however important that all operating schedules should be precise and clear about the measures that are proposed to promote each of the licensing objectives.

12.9 In the absence of relevant representations from responsible authorities or other persons, the application must be granted, subject only to any mandatory conditions prescribed by the Act and such other conditions consistent with the applicant's operating schedule. In this context "relevant" means: **relating solely to one or more of the licensing objectives**.

12.10 The applicant must ensure that a copy of the application is served on each responsible authority. Where the Council is the responsible authority, the applicant must serve a separate copy of the application on each of the various Council departments – it is not the function of the Licensing Team to do this for the applicant (unless received electronically).

12.11 The responsible authorities are entitled to make representations in relation to applications for the grant, variation or review of a licence in the context of any of the four licensing objectives. Any other persons have the same entitlement and can instigate a premises licence review.

Ward Councillors may make representations themselves or support other persons if asked to do so.

12.12 The Licensing Authority will expect applicants to consider the following matters in the context of promoting the four lincensing objectives: -

- The nature of the area where the premises are situated.
- The precise nature, type and frequency of the proposed activities.
- Where alcohol is to be sold for consumption on the premises, the extent of seating available.
- Any measures proposed by the applicant as outlined in the operating schedule to mitigate or prevent any adverse impact upon the licensing objectives, including the proposed hours of operation.
- The nature, principally in terms of the age and orderliness, and number of customers likely to attend the premises.
- Means of access to and exit from the premises.
- The impact of the smoking ban, to include reference to noise pollution.
- Transport provision in the area, and the likely means of public or private transport for customers arriving/leaving the premises.
- Parking provision in the area.
- The potential cumulative impact of licensable activities in the relevant local area.
- Other means and resources available to mitigate any adverse impact particularly to local residents.
- Such other matters as may be relevant to the application.

12.13 The Chairman, Vice-chairman and Members of the Licensing Committee are elected at the annual meeting of the Council. The Licensing Authority will ensure that Board Members and Officers are appropriately trained to carry out their duties under the Licensing Act 2003.

12.14 In cases where applicants and anyone making a representation or objection against the application cannot reach agreement the matter will be referred to the Licensing Committee or Sub Committee for consideration to decide whether the granting of the application would result in the licensing objectives being undermined. It may refuse an application it subject to conditions that are needed to promote the licensing objectives or take such other action as

set out in the Act. A copy of the Procedure of Hearings is attached at Appendix F and Protocol of Virtual Hearings Appendix G

13. Care, Control and Supervision of Premises

13.1 Within all licensed premises, whether or not alcohol is to be sold, the Licensing Authority will expect to see evidence of proper management both in practice and in the Operating Schedule. All persons involved in the management of the premises must ensure that a sufficient number of responsible and trained persons are at the licensed premises at all times. They have the responsibility to monitor and manage the activities taking place. They must ensure that all statutory responsibilities and the terms and conditions of the licence are complied with. The applicant's operating schedule must address the issue of the management of the licensed premises.

13.2 The operating schedule for premises in which alcohol will be sold must appoint a Designated Premises Supervisor (DPS). The Licensing Authority will normally expect the premises licence holder to give the DPS day-to-day responsibility for running the premises. As such, the DPS should normally be present on the licensed premises on a regular basis. When not on the premises, the Licensing Authority will expect the DPS to be readily contactable and able to deal quickly with any problems that arise.

13.3 The Licensing Authority also recommends that the DPS undergoes additional training or has experience relevant to the nature and scope of the licensable activities taking place on the premises.

14. The Licensing Objectives

Prevention of Crime and Disorder

14.1 The Licensing Committee will look to Dorset Police as the main source of advice on crime and disorder.

14.2 Conditions, if imposed, will be targeted on deterrence and preventing crime and disorder. For example, where there is a good reason to suppose that disorder may take place, the presence of CCTV cameras both inside and immediately outside the premises can actively deter disorder, nuisance, anti-social behaviour and crime generally. Some licence holders may choose to use CCTV for the prevention of crime directed against the business itself, its staff, or its customers, but any condition may require a broader approach to the overall promotion of the prevention of crime and disorder objective. The Licensing Committee would wish to ensure that the precise locations of cameras are identified on plans to ensure that certain areas are properly covered and to avoid any uncertainty/dispute as to the terms of any condition imposed.

14.3 The inclusion of radio links and ring-round systems should be considered by applicants for public houses, bars and nightclubs operating in the town centres and other leisure areas with a high density of licensed premises. These systems allow managers of licensed premises to communicate instantly with the Police and each other which can facilitate a rapid response to any disorder which may be endangering the customers and staff at premises.

Public Safety

14.4 Licence holders have a responsibility to ensure the safety of those persons using their premises, as a part of their duties under the 2003 Act. This concerns the safety of people

using the relevant premises rather than public health which is addressed in other legislation. Physical safety includes the prevention of accidents and injuries and other immediate harms that can result as customers become more vulnerable from alcohol consumption, such as unconsciousness or alcohol poisoning.

14.5 Conditions relating to public safety may also promote the crime and disorder objective as noted above.

14.6 Applicants should give consideration to a number of matters in relation to public safety which may include:

- Reference should be made to the guidance on requirements under the Regulatory Reform (Fire Safety) Order 2005 which are available from Dorset & Wiltshire Fire and Rescue Service www.dwfire.org.uk
- Ensuring appropriate access for emergency services such as ambulances
- Good communication with local authorities and emergency services, for example communications networks with the Dorset Police and signing up for local incident alerts
- Ensuring the presence of trained first aiders on the premises and appropriate first aid kits
- Ensuring the safety of people when leaving the premises (for example, through the provision of information on late night transportation)
- Ensuring appropriate and frequent waste disposal, particularly of glass bottles
- Ensuring appropriate limits on the maximum capacity of the premises
- Consider the use of CCTV in and around the premises (which may also assist with promoting the crime and disorder objective
- Provision of a defibrillator
- Ensuring use of toughened or plastic drinking vessels if appropriate

14.7 It is recognised that measures that are appropriate to promote public safety will vary between premises and the examples listed above may not be applicable in all cases. Applicants should give due consideration when making their application which steps are appropriate to promote the public safety objective and demonstrate how they intend to achieve that.

14.8 Applicants should make provision to ensure that premises users safely leave their premises. Measures that may assist include:

- Providing information on the premises of local licensed taxi companies who can provide transportation home
- Ensuring adequate lighting outside the premises, particularly on paths leading to and from the premises and in car parks

14.9 Public safety may include the safety of performers appearing at any premises, but does not extend to the prevention of injury from participation in a boxing or wrestling entertainment.

Prevention of Public Nuisance

14.10 Licensed premises, particularly those operating after 23:00 hours and into the early morning, can adversely affect people living or working in the vicinity of the premises. The applicant's operating schedule must therefore contain practical steps to prevent disturbance to local residents. The issues will mainly concern nuisance from noise, light, odour and litter.

14.11 Conditions relating to noise nuisance will usually concern steps appropriate to control the levels of noise emanating from premises. This might be achieved by a simple measure such

as ensuring that doors and windows are kept closed after a particular time, or persons are not permitted in garden areas of the premises after a certain time. More sophisticated design measures to mitigate sound escape from the premises may be appropriate where individual circumstances dictate. Any conditions appropriate to promote the prevention of public nuisance will be tailored to the type, nature and characteristics of the specific premises and its licensable activities.

14.12   Where applications have given rise to representations, any appropriate conditions shall normally focus on the most sensitive periods. For example, the most sensitive period for people being disturbed by unreasonably loud music is at night and into the early morning when residents in adjacent properties may be attempting to go to sleep or are sleeping. This is why there is still a licensing requirement for performances of live music between 11 pm and 8 am. In certain circumstances, conditions relating to noise emanating from the premises may also be appropriate to address any disturbance anticipated as customers enter and leave.

14.13   The Licensing Authority is mindful of the potential for noise nuisance from amplified sound and live music. Where there are relevant representations on this issue, the Licensing Authority will normally impose appropriate conditions on variations or new licences or refuse consent if necessary for the promotion of the licensing objective. A condition to prevent noise nuisance could be imposed in such circumstances

14.14   Applicants must demonstrate that they have considered those factors that cause or add to public nuisance. It is good practice to consult with a noise expert to ensure the effectiveness of measures undertaken. The Council's Pollution Control Team can also be consulted to assist in developing a Noise Management Plan.

Factors to consider include:

- Location of the premises and use of associated outside areas, for example, particularly for smoking (see paragraphs 14.17 – 14.23)
- Customer age and behavioural profile
- Hours of operation
- Nature of activities to be provided - temporary or permanent
- Location of activities - inside or outside
- Design and layout of the premises
- Use of noise limiting devices
- Number of people attending the premises
- Availability of public transport and parking provision
- Winding down period between the end of the licensable activities and closure of the premises
- Last admission time
- Fliers and other advertising material (The Council operates a licensing scheme to regulate distributors, further details can be obtained here).

14.15   Measures to control light nuisance will also be given careful consideration. Bright lighting outside premises which is considered appropriate to prevent crime and disorder may itself give rise to light nuisance for some neighbours. Applicants, the Licensing Authority and responsible authorities will need to balance these issues.

14.16   Beyond the immediate area surrounding the premises, these are matters for the personal responsibility of individuals under the law. An individual who engages in anti-social behaviour are accountable for their own actions. However, it is considered perfectly reasonable for the Licensing Committee to impose a condition, that requires the licence holder or club to place

signs at the exits from the building encouraging patrons to be quiet until they leave the area, or that, if they wish to smoke, to do so at designated places on the premises instead of other external areas, and to respect the rights of people living nearby to a peaceful night.

Outdoor Areas and Smoking Areas

14.17 Where applicants propose to provide seating, tables or other facilities in any outdoor area, whether covered or not, or to permit the use of outdoor areas as smoking areas, applicants will be expected to demonstrate in their operating schedule that:

(a) Suitable and sufficient measures will be in place to prevent the escape of noise and other public nuisance from that outdoor area, from the licensed premises or from any of the licensable activities

(b) Effective management controls and other measures such as removal of seating/tables, presence of staff and installation of CCTV are in place to ensure that licensable activities and the use of such areas by customers or other persons, ceases at such time as may be prescribed as a condition on the licence.

14.18 After 2300 consideration should be given to the impact of patrons using outside smoking areas. The Licensing Authority will normally expect the public use of external areas in the licensee's control to cease at 23.00 hours, or addition controls of patrons put in place.

14.19 Following the implementation of the smoking ban in July 2007 the Licensing Authority recognises that smokers wishing to smoke will have to go outside the licensed premises. They may also want to take alcohol purchased inside for consumption outside.

14.20 In some cases smoking will be in garden areas. In others, it may be on other parts of the licensed premises. The premises may provide some form of shelter but these must not be fully or substantially enclosed in accordance with the Health Act 2006. Licensees should be aware of their responsibilities to prevent public nuisance.

14.21 Noise is likely to be caused not only from persons outside, but from the licensed premises if doors are continually opened or left open as customers go in and out.

14.22 If relevant representations are received, the Licensing Authority may consider conditions restricting the use of outside areas. Such conditions may include the prevention of drinks within the external area, restricting the carrying of any receptacle outside, prohibiting re-entry to premises after customers have left or restrictions on the number of people allowed at any one time in the outside areas and having dedicated staff to monitor the smoking area and take action where necessary.

14.23 The Licensing Authority may impose conditions on licences requiring the operators to provide cigarette disposal units in the vicinity of the premises and to carry out regular cleaning of the area as necessary in order to prevent public nuisance.

Night Cafes and Takeaway Premises

14.24 Premises open after 23:00 hours supplying hot food or hot drink for consumption on or off the premises can attract large groups of customers many of whom have already consumed alcohol. The gathering of people around takeaways can lead to additional noise, disturbance and litter. Concerns have been raised about the level of crime, disorder and nuisance outside takeaway food premises late at night. Model pool of conditions available for applicants to ensure steps are taken include in order to address these concerns.

Protection of Children from Harm

14.25 The applicant's operating schedules must demonstrate that suitable measures are in place to protect children from harm.

14.26 Where children are expected to attend a licensed event, or an event held on licensed premises even though alcohol is not being served, appropriate adult supervision will be required if considered necessary by way of risk assessment. Supervision should comprise one adult member of staff for every 50 children. Where the entertainment is music and dancing, two door supervisors licensed by the Security Industry Authority must be employed for every 50. Nothing in this Policy shall seek to override child supervision requirements contained in other legislation.

14.27 For premises that give rise to particular concern, there will be a presumption against permitting any access for those under 18 years of age. Premises that give particular concern include those where:

- Entertainment or services of an adult or sexual nature are commonly provided
- There have been convictions of members of the current staff at the premises for serving alcohol to minors, or premises where clear evidence is produced by a Responsible Authority to prove underage drinking has been permitted by the premises licence holder or the operator
- There is known association with drug taking or dealing
- There is a strong element of gambling on the premises, excluding premises which have a limited number of cash prize gaming machines only
- The supply of alcohol for consumption on the premises is the exclusive or primary purpose of the service provided at the premises.

14.28 The protection of children from harm and their welfare is of paramount importance. Family-friendly and food led premises are encouraged, but the risk of harm to children is an essential consideration when determining applications.

14.29 With accompanied children having greater access to licensed premises there is an opportunity to have more family-friendly leisure. Clearly, this places additional responsibilities upon licence holders. It is recognised too that parents and others accompanying children have responsibilities to ensure the welfare and protection of children.

14.30 The protection of children from harm includes the protection of children from moral, psychological and physical dangers. Specifically, in relation to the exhibition of films, or transmission of programmes or videos, this includes protection from exposure to strong language, sexual expletives and portrayals of sexual activity.

14.31 Children are more vulnerable, and their needs will require special consideration. This vulnerability includes their susceptibility to suggestion, peer group influences, inappropriate example, the unpredictability of their actions due to their age, and the lack of understanding of danger.

14.32 Where no licensing restriction is necessary, admission of children remains entirely a matter at the discretion of the individual licensee or club. Conditions requiring the admission of children will not be imposed.

14.33 Whilst children may be adequately protected from harm by the action taken to protect adults, they may also need special consideration and no policy can anticipate every situation. When addressing the issue of protecting children from harm, applicants are advised to demonstrate what practical measures they will take where appropriate.

14.34 The following examples of control measures are given to assist applicants. They should be taken into account when producing any operating schedule:

- Provision of a sufficient number of staff employed or engaged to secure the protection of children from harm
- Complete exclusion of children and limitations on the hours when they may be present whether or not accompanied by a responsible adult
- Restrictions to certain parts of the premises, or exclusion of children from certain activities
- Imposition of requirements for children to be accompanied by a responsible adult
- Adoption of "Challenge 25" or other similar initiative to require sight of evidence of age from any person under 25 who is attempting to buy alcohol or have alcohol delivered.
- Acceptance of "proof of age" documentation, by means from time to time recognised by the Licensing Authority in consultation with the Police and Trading Standards. (The PASS accreditation system of the British Retail Consortium is commended)
- The Licensing Authority commends the Portman Group Code of Practice on the Naming, Packaging and Promotion of Alcoholic Drinks, and compliance with the terms of that Code
- Measures to ensure that children do not purchase, acquire or consume alcohol, including keeping a refusals register in English and in accordance with any relevant and reasonable requirements of Trading Standards
- Measures to avoid children being exposed to incidents of violence or disorder.

14.35 The Licensing Authority supports the following measures to reduce alcohol-related anti social behaviour by those under 18:

- Police powers under the Confiscation of Alcohol (Young Persons) Act 1997 to remove alcohol from young people in any public place where the public have access
- Police and Trading Standards powers to implement test purchasing to target on and off licences selling to under 18 year olds, and carry out age challenges to reduce underage drinking from supermarkets, off licences, in pubs and other licensed venues.
- Further promotion of proof of age schemes
- Prosecution of those persistently selling alcohol to children, under the Violent Crime Reduction Act 2006.

14.36 The Licensing Authority will expect applicants to ensure that children are not allowed access into premises when licensable activities involving entertainment or services of an adult or sexual nature take place.

14.37 Licensees' operating schedules for premises showing films must include arrangements to prevent children from viewing age-restricted films as classified by the British Board of Film Classification. Uncertified films must be brought to the attention of the Licensing Authority for classification.

15   Public Health

15.1 Whilst public health is not a licensing objective, health bodies are deemed to be responsible authorities under the 2003 Act. They may now make representations in respect of

applications and call for the review of a premises licence or club premises certificate where they have appropriate evidence to do so and can demonstrate how an applicant's proposals at the specific premises will undermine one or more of the licensing objectives.

15.2   The Licensing Authority recognises that the health and wellbeing of communities can be adversely affected by drinking excess alcohol. National evidence shows that whilst there is little difference in alcohol consumption between people living in more or less deprived areas, people living in the most deprived areas has an almost two-fold greater risk of an alcohol-related death than people living in the least deprived areas.
(see https://bmcpublichealth.biomedcentral.com)

15.3   Public Health Dorset supports safeguarding initiatives which include vulnerable adults. Ensuring robust staff training as part of any application and setting out training and identification of vulnerable or intoxicated people and ensuring they are safe when on and as they leave the premises.

15.4   Public Health Dorset as a responsible authority works closely with the other responsible authorities and plays an active part in contributing to the licensing policy and assisting applicants promote the licensing objectives. Health bodies may hold information which other responsible authorities do not, but which would assist the Licensing Authority in exercising its functions. This information may be used by the health body to make representations in its own right or to support representations.

15.5   There is also potential for health bodies to participate in the licensing process in relation to the protection of children from harm. This objective not only concerns the physical safety of children, but also their moral and psychological well being.

15.6   Evidence relating to under-18 alcohol-related emergency department attendance, hospital admissions and underage sales of alcohol could potentially have implications for both the protection of children from harm and the crime and disorder objectives. Consumption of alcohol by under 18s can lead to serious and acute health impacts. Health bodies can provide evidence to lead or support representations in relation to this objective. In relation to proxy purchases, data collected by health bodies could be used to inform other responsible authorities, including the police and the licensing authority, about a prevalence of proxy purchasing in a particular area.

15.7   Although less obvious, health bodies may also have a role to play in the prevention of public nuisance where its effect is prejudicial to health and where they hold relevant data.

15.8   The Licensing Authority seeks to encourage and support any voluntary initiatives that premises may wish to adopt to help reduce alcohol harm within our communities. Such initiatives may include:
- Avoiding the sale of beers, lagers and ciders over 6.5% ABV which are sold in plastic bottles or metallic cans (note: this does not include premium, craft or specialist products as these are not a target for problem drinkers)
- Taking steps to consider the display of alcohol in such a manner that will not unduly encourage people to drink irresponsibly and equally limit the exposure children have to alcohol advertising
- Refraining from placing alcohol products amongst, near or next to confectionary that would usually be consumed by children or young people (which would include till point toys or stickers)
- The use of breathalysers as a means of determining intoxication and supporting door staff decisions not to admit, or serve customers who are already intoxicated

16   Temporary Event Notices

16.1   The system of permitted temporary activities is intended as a light touch process, and as such, the carrying on of licensable activities does not have to be authorised by the Licensing Authority on an application.

16.2   Temporary Event Notices are subject to various rules which are set out in the home office guidance using this link.
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/118375/tens.pdf

16.3   **Standard TEN -** The Licensing Authority encourages applicants to give as much notice as possible of such events in excess of the minimum statutory period of ten working days so that appropriate advice and guidance can be given to organisers. Ten working days' notice means ten working days exclusive of the day on which the event is to start and exclusive of the day on which the notice is given.

        Late TEN - Applicants can apply for a 'late TEN' up to 5 working days before the event; and can apply for up to 10 late TENs per calendar year.

16.4   The most important aspect of the system of temporary event notices is that no permission is required for these events from the council. Instead a person wishing to hold an event at which such activities are proposed to be carried on (the "premises user") gives notice to the Licensing Authority of the event (a "Temporary Event Notice" or TEN). Once notification is received only the Police or Environmental Health (EH) may intervene to prevent such an event or modify the arrangements for such an event. The Licensing Authority will only intervene itself if the limits on the number of notices that may be given in various circumstances would be exceeded.

16.5   It is recognised that many applicants submitting a Temporary Event Notice will not have a commercial background or ready access to legal advice. They will include, for example, people acting on behalf of charities, community and voluntary groups, all of which may stage public events to raise funds, and usually the event will include licensable activities. The Licensing Authority will ensure that applicants are guided and supported through the process.

16.6   In exceptional circumstances, the Police or Environmental Health may issue an objection notice because they believe the event would undermine the one or more of the four licensing objectives set out in the 2003 Act.

16.7   The Police or Environmental Health must issue an objection notice within three working days of being notified, they can subsequently withdraw the notice if the applicants can provide robust assurances. The issuing of such an objection notice requires the consideration of the objection by the Licensing Committee or Sub Committee. If an objection notice is issued in relation to a late notification (between 9 – 5 working days) before the event the notification is cancelled, and licensable activities are not authorised.

16.8   The ability of the Police and Environmental Health to serve such a notice is a further reason why event organisers are strongly encouraged by the Licensing Authority not to rely on giving the minimum amount of notice and to contact the local Police and Environmental Health at the earliest possible opportunity about their proposals.

17   Outside Events

17.1   The Licensing Authority advises applicants for outside events to plan well in advance and contact a licensing officer to discuss the need for a premises licence or other permission.

17.2   Where events may be of large, diverse or contentious in nature, the Licensing Authority advise that the organisers discuss the event with the responsible authorities to consider potential issues relating to the licensing objectives that could result in representations being made. The event may be referred to a Safety Advisory Group (SAG) which is made up of the responsible authorities, emergency services and other relevant bodies that advise on the safety and local impact of events within BCP Council.

17.3   An Event Management Plan (EMP) should be drawn up for final approval by the SAG members and should include details regarding drug testing if appropriate. **https://www.bournemouth.co.uk/dbimgs/Event-guidelines-update-joint-2020.pdf**

17.4   Any advice given by the Safety Advisory Group will not preclude responsible authorities and interested parties from making representations relating to the event.

17.5   The Licensing Authority advises any applicant for an outside event to be aware of and take note of the Purple Guide and Managing Crowds Safely (HSG 154) to ensure the safety of the public attending the event.

18   The Review Process

18.1   The proceedings set out in the 2003 Act for reviewing premises licenses and club premises certificates represent a key protection for the community where problems associated with the licensing objectives occur after the grant or variation of a premises licence or club premises certificate.

18.2   At any stage, following the grant of a premises licence or club premises certificate, a responsible authority, or any other person, may ask the Licensing Committee to review the licence or certificate because of a matter arising at the premises in connection with any of the four licensing objectives. In incidents of serious crime and/or disorder the Police may apply for an Expedited/Summary Review of a premises licence.

18.3   An application for review may be made electronically as long as it is on the required form and in accordance with the Regulations.

18.4   In addition, the Licensing Authority must review a licence if the premises to which it relates was made the subject of a closure order by the Police based on nuisance or disorder and the Magistrates' Court has sent the Authority the relevant notice of its determination, or if the Police have made an application for summary review on the basis that premises are associated with serious crime and/or disorder.

18.5   Any responsible authority under the 2003 Act may apply for a review of a premises licence or club premises certificate. Therefore, the Licensing Authority may apply for a review if it is concerned about licensed activities at premises and wants to intervene early without waiting for representations from other persons. However, it is not expected that Licensing Authorities should normally act as responsible authorities in applying for reviews on behalf of other persons, such as local residents or community groups. These individuals or groups are entitled to apply for a review of a licence in their own right if they have grounds to do so. It is

also reasonable for the Licensing Authority to expect other responsible authorities to intervene where the basis for the intervention falls within the remit of that other authority. For example, the Police should take appropriate steps where the basis for the review is concern about crime and disorder or the sexual exploitation of children. Likewise, where there are concerns about noise nuisance, it is reasonable to expect the local authority exercising environmental health functions for the area in which the premises are situated to make the application for review.

18.7   Where the Licensing Authority does act as a responsible authority and applies for a review, it is important that a separation of responsibilities is still achieved in this process to ensure procedural fairness and eliminate conflicts of interest. Further information on how the Licensing Authority should achieve this separation of responsibilities can be found in Chapter 9 of the Statutory Guidance.(https://www.gov.uk/government/publications/explanatory-memorandum-revised-guidance-issued-under-s-182-of-licensing-act-2003)

18.8   Where authorised persons and responsible authorities have concerns about problems identified at premises, it is good practice for them to give licence holders' early warning of their concerns and the need for improvement, and where possible they should advise the licence or certificate holder of the steps they need to take to address those concerns. A failure by the holder to respond to such warnings is expected to lead to a decision to apply for a review.

18.9   If the application for a review has been made by a person other than a responsible authority (for example, a local resident, residents' association, local business or trade association), before taking action the Licensing Authority must first consider whether the complaint being made is relevant, frivolous, vexatious or repetitious. Further guidance on determining whether a representation is frivolous or vexatious can be found in Chapter 11 of the Statutory Guidance. (https://www.gov.uk/government/publications/explanatory-memorandum-revised-guidance-issued-under-s-182-of-licensing-act-2003)

18.10   When the Licensing Authority receives an application for a review it must arrange a hearing. The arrangements for the hearing must follow the provisions set out in regulations. These regulations are published on the Government's legislation website. www.legislation.gov.uk It is particularly important that the premises licence holder or club premises certificate holder is made fully aware of any representations made in respect of the premises, any evidence supporting the representations and that the holder or the holder's legal representative has therefore been able to prepare a response.

Powers of the Licensing Authority on the Determination of a Review

18.11   Where the Licensing Committee considers that action under its statutory powers is appropriate, it may take any of the following steps:

- Modify the conditions of the premises licence
- Exclude a licensable activity from the scope of the licence
- Remove the designated premises supervisor, for example, because they consider that the problems are the result of poor management
- Suspend the licence for a period not exceeding three months
- Revoke the licence

18.12   In deciding which of these powers to invoke, the Licensing Committee will seek to establish the cause or causes of the concerns that the representations identify. The remedial action taken will generally be directed at these causes and will always be no more than an

appropriate and proportionate response to address the causes of concern that instigated the review.

19   Responsible Retailing for Off-Sales

19.1 The Licensing Authority is concerned that the irresponsible consumption of alcohol from off-sales is a significant problem and adversely affects the licensing objectives as it gives rise to problems of drunkenness, disorderly behaviour and a higher risk of alcohol sales to children.

19.2 Bournemouth have established a Community Alcohol Partnership (CAP) scheme which is run by a locally managed multi-agency partnership and whose aim is to reduce alcohol harm in local communities from drinking by young people under 25, with a particular emphasis on preventing underage drinking.

19.3 The Licensing Authority therefore wishes to minimise the negative impact on the licensing objectives created by this irresponsible consumption of alcohol from retail alcohol sales. Some parts of Bournemouth, Christchurch and Poole have Public Spaces Protection Orders (PSPOs) in place to help address problems of drinking alcohol in public areas. Drinking in public spaces can be a major source of anti-social behaviour, often involving young persons, and it can lead to crime or the fear of crime.

19.4 When considering an application or review where evidence indicates problems relating to problem drinking from off-sales the Licensing Committee will consider the design and layout of premises wishing off-sales. In such areas all new applications must:

- Specify the area to be used for the sale or exposure for sale of alcohol
- Displays should conform to the guidance issued by the British Retail Consortium or any other future guidance issued by trade bodies, Government departments or locally adopted standards to provide a 'responsible display' of alcohol
- Applicants should note that a display will not be considered suitable at entrance/exit points of premises where it might interfere with customer flow, near check outs, entrances or exits where shop lifting may become easier
- By using advertising that does not conform to the Portman Group Code or promote irresponsible drinking
- Consisting of significant amounts of high strength alcohol or give undue prominence to high strength alcohol

19.5 In cases where representations are made against applications for off sales of alcohol for premises that are:

- In areas where Public Spaces Protection Orders (PSPOs) are in place
- Near to alcohol addiction recovery activities or buildings held in hospital or clinic settings
- In areas where drinking in public spaces affects any of the licensing objectives

Local information including areas of deprivation, population and crime statistics can be found via this link
https://www.bcpcouncil.gov.uk/Council-and-Democratic/Consultation-And-Research/Local-Data/Local-Data.aspx

The Licensing Authority may not support such applications and may refuse dependant on the evidence presented to support the representations.

20   Late Night Levy

20.1 The Licensing Authority acknowledges that the Police Reform and Social Responsibility Act 2011 enables a Licensing Authority to charge a levy on premises who are licensed to sell alcohol late at night in the conurbation (between midnight and 06:00 hours), as a means of raising a contribution towards the costs of policing the late-night economy. BCP Council has not introduced such a levy but the option of introducing such a levy may be kept under review by the Licensing Committee.

21   Early Morning Restriction Orders (EMROs)

21.1 In addition to the provisions contained within the Police Reform and Social Responsibility Act 2011 for the Late Night Levy, there is an additional power for the Licensing Authority to restrict sales of alcohol in the whole or part of their areas for any specified period between midnight and 06:00 hours if it considers it appropriate for the promotion of the licensing objectives, the option of introducing an EMRO may be reviewed by the Licensing Committee.

22   Personal Licenses

22.1 Every supply of alcohol under the premises licence must be made or authorised by a person who holds a Personal Licence. The Act does not require the presence of a Personal Licence Holder at all times but if any sales are made when a Designated Premises Supervisor (DPS) is not present, then they must have been authorised by somebody who holds a Personal Licence. Regardless of whether a Personal Licence holder is present or not he will not be able to escape responsibility for the actions of those authorised to make such sales.

22.2 The Licensing Authority recommends that the DPS authorises authorisations for the sale of alcohol be made by other staff members to be in writing to ensure that those authorised are clear what their legal responsibilities are. Any premises at which alcohol is sold or supplied may employ one or more Personal Licence Holders.

22.3 The Council recognises it has no discretion regarding the granting of personal licences where:

- the applicant is 18 or over
- possesses a licensing qualification
- has not had a licence forfeited in the last five years and
- has not been convicted of a relevant offence

22.4 An application for a personal licence to sell alcohol must be made in the form specified in government guidance or regulations. The application form must be accompanied by the requisite fee. The applicant should also produce evidence of the relevant qualifications and their right to work in the UK.

22.5 Applicants should produce a Disclosure and Barring Service (DBS) certificate along with the application form. The certificate must be current (produced within 1 month of application) and comply with the Regulations on personal licence applications. Applicants are also expected to make a clear statement as to whether or not they have been convicted outside England and Wales of a relevant offence or a similar offence.

22.6 Where the application discloses relevant unspent convictions the Licensing Authority will notify the Police of the application and the convictions. The police may make objection on the grounds of crime and disorder. If an objection is lodged a hearing must be held. The Licensing Authority will, at such a hearing, consider carefully whether the grant of the licence will compromise the promotion of the crime prevention objective. It will consider the seriousness

and relevance of the conviction(s), the period that has elapsed since the offence(s) were committed and any mitigating circumstances. The Licensing Authority will normally refuse the application unless there are exceptional and compelling circumstances which justify granting it.

23   How to use this Policy

23.1 This policy is a guidance document for applicants and members to assist the decision making process in line with the licensing act 2003. Failure to have reference to this policy could result in an appeal to the magistrate's court and costs being awarded to either party depending on the outcome of the appeal.

23.2 This statement of licensing policy should be used in conjunction with the following documents:

- The Licensing Act 2003 http://www.legislation.gov.uk/ukpga/2003/17/contents
- The revised guidance issued under section 182 of the Licensing Act 2003 https://www.gov.uk/government/publications/explanatory-memorandum-revised-guidance-issued-under-s-182-of-licensing-act-2003
- The Licensing Act 2003 (Premises Licences and Club Premises Certificates) Regulations 2005 http://www.legislation.gov.uk/uksi/2005/42/contents/made
- The Licensing Act 2003 (Hearings) Regulations 2005 http://www.legislation.gov.uk/uksi/2005/44/contents/made
- The Licensing Act 2003 (Fees) Regulations 2005 http://www.legislation.gov.uk/uksi/2005/79/contents/made
- Alcohol Licensing Guidance https://www.gov.uk/guidance/alcohol-licensing
- Live Music Act 2012 http://www.legislation.gov.uk/ukpga/2012/2/contents/enacted
- Entertainment Licensing Reform https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/328492/Entertainment_Licensing_Legislative_Reform_Order_Explanatory_Document.pdf

24   Roles and Responsibilities

24.1 The 2003 Act provides that the functions of the Licensing Authority are to be taken or carried out by its Licensing Committee. Many of the decisions and functions will be purely administrative in nature, and in the interests of speed, efficiency and cost effectiveness, the Licensing Authority shall undertake a process of delegation of its functions. https://democracy.bcpcouncil.gov.uk/documents/s12892/Part%203%20-%20Responsibility%20for%20Functions.pdf

24.2 In accordance with the Licensing Act 2003, BCP Council has established a Licensing Committee consisting of 15 Council members. Where relevant representations are made against an application (and not withdrawn) or review requested, the application shall be determined at either a Licensing Committee or Sub Committee which will constitute three members of the Licensing Committee.

24.3 The list of responsible authorities can be found in Appendix C.

25   Further Information and Evidence

25.1 Further information relating to this policy can be found at the following sites:

- https://www.bcpcouncil.gov.uk/About-BCP-Council/bcp/your-place-bcp-facts.aspx

- https://www.bcpcouncil.gov.uk/About-BCP-Council/EIA/Equality-Impact-Assessments.aspx
- https://www.bcpcouncil.gov.uk/Council-and-Democratic/Consultation-And-Research/Local-Data/Local-Data.aspx
- https://democracy.bcpcouncil.gov.uk/ieListMeetings.aspx?CommitteeId=288

Appendix A – Glossary

Appendix B – List of Consultees

Appendix C – Responsible Authority Contact List

Appendix D – Model Pool of Conditions

Appendix E – Enforcement Memorandum of Understanding

Appendix F – Procedure at Hearing

Glossary

This section explains the key terms used in the policy statement. These terms are all defined in the Licensing Act 2003 and Guidance. This glossary is only intended to clarify the general meaning of each of the terms. This list is not exhaustive nor are the definitions legally comprehensive.

ACPO	Association of Chief Police Officers (see www.acpo.police.uk)
Applicant	A person making an application in respect of a Premises Licence or Club Premises Certificate.
Application to vary a Premises Licence	Where a Premises Licence holder wishes to amend the licence the Act allows, in most cases, for an application to vary to be made rather than requiring an application for a new Premises Licence.
ASB	Anti social behaviour.
British Beer and Pub Association (BBP)	See www.beerandpub.com
British Board of Film Classification (BBFC)	The national body responsible for the classification of cinema films and videos.
CCTV	Closed Circuit Television.
Child	The Licensing Act 2003, s145(2) defines child as an individual under the age of 16
Club Premises Certificate	Club Premises Certificates are authorisations needed by clubs to carry on certain activities (eg. selling alcohol to members and their guests). They may be granted to clubs that meet the special requirements set out in Part 4 of the 2003 Act (regarding membership, that the club is established and conducted in good faith and special conditions where the club supplies alcohol to its members). The application process is similar to that for a Premises Licence; for example, there are similar provisions about advertising applications and making representations. However, a key difference is that, unlike a Premises Licence, there is no requirement to identify a designated premises supervisor to allow the supply of alcohol under a Club Premises Certificate.
Community Alcohol Partnership Scheme (CAP)	CAP is the national co-ordinating organisation for the establishment of local Community Alcohol Partnerships.
Community Safety and Accreditation Scheme (CSASS)	Officers who have been given some police powers who patrol key areas within the BCP Council Area
Community Protection Notices (CPN)	A Community Protection Notice (CPN) is aimed to prevent unreasonable behaviour that is having a negative impact on the local community's quality of life.
Conditions/Conditions consistent with the Operating Schedule	Conditions include any limitations or restrictions attached to a licence or certificate and essentially they are the steps or actions the holder of the Premises Licence or the Club Premises Certificate will be required to take or refrain from taking at all times when licensable activities are taking place at the premises in question.
Councillor	An elected member of the Council.
CSE	Child Sexual Exploitation

Decile	Ten equal groups into which a population can be divided according to the distribution of values of a particular variable. Such as "the lowest income decile of the population".
DPS	The Designated premises Supervisor is a personal licence holder specified in the Premises Licence. All premises licensed to sell alcohol will have an identified personal licence holder, known as the DPS. The purpose of the DPS is to ensure there is always one specified individual who can be identified as a person in a position of authority on the premises.
Early Morning Alcohol Restriction Order (EMRO)	An additional power for the Licensing Authority to restrict sales of alcohol in the whole or part of their areas for any specified period between midnight and 06:00 hours if it considers it appropriate for the promotion of the licensing objectives.
Expedited/Summary Review	An application undertaken when the Police consider that the premises concerned are associated with serious crime and/or disorder.
Guidance	Section 182 of the Licensing Act 2003 provides that the Secretary of State must issue, and from time to time may revise, guidance to licensing authorities on the discharge of their functions under the 2003 Act. The Guidance is provided for Licensing Authorities carrying out their functions. It also provides information for magistrates hearing appeals against licensing decisions and has been made widely available for the benefit of operators of licensed premises, their legal advisers and the general public. It is a key mechanism for promoting best practice, ensuring consistent application of licensing powers across the country and for promoting fairness, equal treatment and proportionality.
In the vicinity	Whether somebody lives or works 'in the vicinity' of a premises is a matter that will be decided by the relevant licensing authority. The word has no particular technical meaning and in licensing matters should be interpreted as an ordinary English word and in a common sense fashion. In doing this, licensing authorities might take into account whether the party is likely to be affected by any disorder or disturbance occurring or potentially occurring at those premises.
Irresponsible Promotions	An irresponsible promotion is one that encourages the sale or supply of alcohol for consumption on the premises and carries a significant risk of leading or contributing to crime and disorder, prejudice to public safety, public nuisance or harm to children. This is dealt with by mandatory conditions which are attached to all premises authorised for the sale of alcohol on the premises.
Late Night Levy	A means of raising a contribution towards the costs of policing the late-night economy.
Late-night refreshment	The provision of late-night refreshment means the supply of hot food or hot drink to the public, for consumption on or off the premises, between 11pm and

	5am, or the supply of hot food or hot drink to anyone between 11pm and 5am, on or from premises to which the public has access. However, there are a number of exemptions in Schedule 2 of the Licensing Act 2003 (eg. vending machines in certain circumstances, where the hot food or hot drink is supplied free of charge, or where it is supplied by a registered charity).
Licensable activities	Licensable activities are the sale of alcohol, the supply of alcohol by or on behalf of a club to, or to the order of, a member of the club, the provision of regulated entertainment and the provision of late-night refreshment. If you carry on any of these activities, you are likely to need an authorisation (a Premises Licence, a Club Premises Certificate or a temporary event notice).
Licensee	Generally refers to the holder of a Premises Licence but also includes in this policy an applicant for a Premises Licence or applicant for a provisional statement unless otherwise stated.
Licensing Act 2003	The Licensing Act 2003 became law on 24 November 2005. The Licensing Act 2003 introduced a single licence scheme for licensing premises that: – Supply alcohol – Provide regulated entertainment – Provide late-night refreshment.
Licensing Authority	This refers to Bournemouth Christchurch and Poole Council as the body responsible for licensing under the Licensing Act 2003.
Licensing objectives	Licensing authorities must carry out their functions with a view to promoting four licensing objectives. These are: – The prevention of crime and disorder – Public safety – The prevention of public nuisance – The protection of children from harm. Licensing authorities must decide applications in connection with Premises Licences and Club Premises Certificates on the basis of the steps it considers appropriate to promote these objectives. Each objective is of equal importance.
Licensing Policy	See Statement of Licensing Policy.
Licensing subcommittee	Full licensing committees delegate a number of their functions to one or more 'licensing subcommittees'. These are made up of three members of the full licensing committee.
Lower Super Output Areas (LSOA)	LSOA is a geographic area used by the NHS to highlight statistical health data. Also known as Lower Layer Super Output Areas they are a geographic hierarchy designed to improve the reporting of small area statistics in England and Wales.
Mandatory Conditions	The 2003 Act provides for Mandatory Conditions to be included in every licence and/or Club Premises Certificate. See Mandatory Condition section for conditions.

Memorandum of Understanding (MOU)	An MOU is an agreement between two or more parties. It expresses a convergence of will between the parties, indicating an intended common line of action.
Minor variation	Small variations that will not impact adversely on the licensing objectives are subject to a simplified 'minor variations' process. Variations to: – extend licensing hours for the sale or supply of alcohol for consumption on or off the premises between the hours of 11pm and 7am; or – increase the amount of time on any day during which alcohol may be sold or supplied for consumption on or off the premises are excluded from the minor variations process and must be treated as full variations in all cases.
Off-Sales	Supply of alcohol in a sealed or open container for consumption off of the premises.
Operating schedule	The operating schedule is the part of the application form for a Premises Licence or Club Premises Certificate where the applicant sets out various details about how they propose to operate the premises when carrying on licensable activities. Among other things, it must include a description of the proposed licensable activities, proposed opening hours and times for licensable activities, proposed duration of the licence or certificate, and a statement of the steps the applicant proposes to take to promote the licensing objectives (for example, arrangements for door security to prevent crime and disorder). The significance of the operating schedule is that if the application for the Premises Licence or Club Premises Certificate is granted, it will be incorporated into the licence or certificate itself and will set out the permitted activities and the limitations on them.
Personal Licence	Personal Licences authorise an individual to supply alcohol, or authorise the supply of alcohol in accordance with a Premises Licence or a temporary event notice. Not everybody who works in any licensed premises will need to hold a Personal Licence; however, all premises licensed to sell alcohol will have an identified personal licence holder, known as the designated premises. In addition, all supplies of alcohol under a Premises Licence must be made or authorised by a person who holds a Personal Licence.
Premises Licence	A Premises Licence authorises the use of premises for 'licensable activities'.
Provisional Statement	This 'statement' can be applied for where premises are being or about to be constructed for licensable activities. This will give the owner some reassurance about whether a licence would be granted if the premises were built as set out in the application for the provisional statement. However, a provisional statement is not an authorisation, so the relevant permission must still be obtained in order to carry on licensable activities.

Public Space Protection Order (PSPO)	Public Spaces Protection Orders (PSPOs), which were brought in under the Antisocial Behaviour, Crime and Policing Act 2014. PSPOs specify an area where activities are taking place that are or may likely be detrimental to the local community's quality of life. PSPOs impose conditions or restrictions on people using that area.
Purple Guide	Best practice guidance document for outside events.
Qualifying Clubs (with regard to Club Premises Certificates)	Qualifying clubs are those clubs that meet the special requirements set out in Part 4 of the 2003 Act (regarding membership, that the club is established and conducted in good faith, and special conditions where the club supplies alcohol to its members). These are clubs where members join together for a particular social, sporting or political purpose and then combine to purchase alcohol in bulk for its members (see examples under 'Club Premises Certificate' above). Such clubs carry on activities from premises to which public access is restricted and where alcohol is supplied other than for profit.
Regulated Entertainment	Generally speaking, the provision of regulated entertainment means the commercial or public provision of entertainment facilities or the commercial or public provision of any of the following sorts of entertainment: – The performance of a play – An exhibition of a film – An indoor sporting event – Boxing or wrestling entertainment – A performance of live music – Any playing of recorded music – A performance of dance – Entertainment of a similar description to live music, recorded music or dance. Schedule 1 of the Licensing Act 2003 contains further specific rules about where the definition of 'regulated entertainment' applies. These rules concern the intended audience and whether the regulated entertainment is for profit.
Relevant Representation	These are written representations about the likely effect of the grant of an application for or variation to a Premises Licence or Club Premises Certificate, on the promotion of the licensing objectives. Any persons, such as local residents, or businesses and responsible authorities, such as Environmental Health, can make representations. The term 'relevant' refers to representations that are considered 'valid' by the licensing authority. The representations must be made within 28 days after the day on which the application is given and if made by a person other than a responsible authority must be made seriously (ie. must not be frivolous or vexatious). Representations can also be made in relation to an application for the review of a Premises Licence or Club Premises Certificate.

Responsible Authorities	Responsible authorities include public bodies that must be notified of applications and are entitled to make representations to the licensing authority in relation to the application for the grant, variation or review of a Premises Licence or Club Premises Certificate. Any representations must be about the likely effect of granting the application on the promotion of the licensing objectives. Responsible authorities include the following for the area in which the premises are situated: – The licensing authority – The chief officer of police – The fire authority – The planning authority – The health authority – The health and safety authority – The environmental health authority – The body recognised as being responsible for protection of children from harm – Inspectors of Weights and Measures (trading standards officers) – And in respect of vessels only: i) The Environment Agency ii) The British Waterways Board iii) The Maritime and Coastguard Agency, and if different from these: iv) The relevant navigation authority/authorities for the place(s) where the vessel is usually moored or berthed or any waters where it is proposed to be navigated at a time when it is used for licensable activities. - Home Office Immigration Enforcement
Review	Interested parties including local residents can also request a review of a particular Premises Licence when problems occur that are related to the licensing objectives. Following the review, the licensing authority can consider a range of responses such as suspending or revoking the licences, excluding certain licensable activities or changing conditions attached to a licence. However, it can only take these actions where they are appropriate to address the problem and promote one or more of the four licensing objectives.
Risk assessment	The overall process of identifying all the risks to and from an activity and assessing the potential impact of each risk.
Safety Advisory Group (SAG)	Safety Advisory Group or SAG is made up of representatives from the local authority such as environmental health, licensing, emergency services such as police and Fire and Rescue Service, other relevant bodies and the event organiser. It is a platform for discussing and advising on public safety and concerns at an event.
Safe Bus Bournemouth	Is a bus run by a partnership project to provide a safe place for vulnerable people to go during the late night environment.

SIA	Security Industry Authority who are the licensing authority for door supervisors. Door supervisors are responsible for the safety and security of customers and staff in venues such as pubs, bars, nightclubs and other licensed premises or at public events.
Statement of Licensing Policy	Every licensing authority will publish a 'statement of licensing policy' every five years. This will set out the general approach the licensing authority will take when making licensing decisions.
Temporary Event Notice (TEN)	This is the notice that organisers of small-scale temporary events must give to make it a 'permitted temporary activity'. This notice must be in a prescribed form. There are certain limitations imposed on this system. A TEN can be referred to as a Standard TEN or a Late TEN.
Variation	See Application to vary a Premises Licence.

LICENSING ACT 2003
CONSULTATION OF STATEMENT OF LICENSING POLICY REVIEW 2020

Age UK Bournemouth	info@ageukbournemouth.org.uk
Age Concern Christchurch	contact@ageconcernchristchurch.org.uk
APPL Solutions Limited, Managing Director	solutions@applicensing.co.uk
Arts University Bournemouth	hello@aub.ac.uk
Association of Convenience Stores	acs@acs.org.uk
Association of Licensed Multiple Retailers	info@almr.org.uk
Best One	enquiries@best-one.co.uk
BH Live	peter.gunn@bhlive.co.uk
BII (British Institute of Innkeeping)	qualifications@bii.org
Bishop of Salisbury	bishop.salisbury@salisbury.anglican.org
Bishop of Winchester	andrew.robinson@winchester.anglican.org
John Gaunt & Partners	JWallsgrove@john-gaunt.co.uk
Bournecoast Property Agents	info@bournecoast.co.uk;
Bournemouth & District Law Society	office@bournemouthlaw.com
Bournemouth and Poole Rough Sleepers Team, Assertive Outreach Worker (Alcohol)	info@mungos.org
Bournemouth Accommodation and Hotel Association	info@bhhotels.co.uk
Bournemouth Area Hospitality Association	bha@bha.org.uk
Bournemouth Branch of the Federation of Small Businesses	matthew@escapeyachting.com
Bournemouth Chamber of Trade & Commerce	president@bournemouthchamber.org.uk
Bournemouth Coastal BID	info@coastalbid.co.uk
Bournemouth Community Church	office@bournemouthcommunitychurch.com
Bournemouth Interpreters Group	AMarsh1004@aol.com
Bournemouth Islamic Centre and Central Mosque	info@salaam.co.uk
Bournemouth Magistrates' Court	do-bournemcgen@hmcts.gsi.gov.uk
Bournemouth Symphony Orchestra	jmale@bsorchestra.co.uk
Bournemouth Town Centre BID	info@towncentrebid.co.uk
Bournemouth Town Centre Parish (The Diocese of Winchester)	ianterry@live.co.uk
Bournemouth Town Watch	jon.shipp@bcpcouncil.gov.uk
Bournemouth University	enquiries@bournemouth.ac.uk
Bournemouth YMCA	enquiries@bournemouthymca.org.uk
British Beer & Pub Association	contact@beerandpub.com
Burton and Winkton Parish Council	burton@dorset-aptc.gov.uk
CAMRA (Campaign for Real Ale)	camra@camra.org.uk
CAP (Community Alcohol Partnership)	andrew.williams@bcpcouncil.gov.uk
Castlepoint	peter.matthews@castlepointshopping.co.uk
Christchurch Chamber of Commerce	office@christchurchbusiness.co.uk
Christchurch Town Council	townclerk@christchurch-tc.gov.uk
Charminster Traders Association	info@experiencecharminster.info
Citizens Advice Bureau	admin@bournemouthcab.co.uk
College at Lansdowne	enquiries@bpc.ac.uk
Diageo	gbcustomerservice@diageo.com

Dorset Council Licensing	licensingteamb@dorsetcouncil.gov.uk
Dorset Healthcare University NHS Foundation Trust	ron.shields@dhuft.nhs.uk
East Bournemouth Pubwatch	davidgmh@yahoo.co.uk
Enterprise Inns plc, Regional Manager	liz.appleton@enterpriseinns.com
Gambling Commission, Area Manager	n.dowse@gamblingcommission.gov.uk
Highcliffe and Walkford Parish Council	trish.jamieson@highcliffewalkford-pc.gov.uk
Hope FM	sddayman@gmail.com
Hurn Parish Council	hurnparishcouncil@talktalk.net
Innpacked	Info@innpacked.com
Institute of Licensing	info@instituteoflicensing.org
JCP Law, Licensing Solicitor	julia.palmer@jcplaw.co.uk
Keep Britain Tidy	enquiries@keepbritaintidy.org
Kuits Solicitors	anthonylyons@kuits.com
Laceys Solicitors	info@laceyssolicitors.co.uk
Lansdowne Baptist Church	office@lansdownebaptistchurch.org.uk
LV Streetwise Safety Centre, Centre Manager	alison@streetwise.org.uk
National Coastal Tourism Academy	jo.edom@coastaltourismacademy.co.uk
National Organisation of Residents Associations	chairman@nora-uk.co.uk
North Bournemouth Pubwatch	tom@barbuffalo.co.uk
NTE Strategy Group	jon.shipp@bcpcouncil.gov.uk
Pokesdown Community Forum	Pokesdown.cf@gmail.com
Police and Crime Commissioner	pcc@dorset.pnn.police.uk
Poppleston Allen, Licensing Solicitors	c.eames@popall.co.uk
Poole BID	Info@poolebid.com
Poole Chamber of Commerse	info@poolechamber.org.uk
Poole Dolphin Centre Manager	John.grinnell@dolphinshoppingcentre.co.uk
Poole Harbour Commissioner	pooleharbourcommissioners@phc.co.uk
Poole Town Centre Manager	info@pooletowncentre.com
Prama Life	Sarah-jane.wouthern@pramacare.co.uk
RNLI – Poole Lifeboat station	poole@rnli.org.uk
Robert Sutherland, Keystone Law	robert.sutherland@keystonelaw.co.uk
Sacred Heart Catholic Church, Bournemouth	office.sacredheart@btinternet.com
Samaritans	jo@samaritans.org
Saxon Square Management Company	bhcommercial@ellis-partners.co.uk
Security Industry Authority	info@the-sia-org.uk
South Western Ambulance Service	wayne.darch@swast.nhs.uk
Southbourne-on-Sea Business Association	info@sosba.co.uk
St Mungos	info@mungos.org
St Swithun's Church	tim@stswithuns.me
Trethowans solicitors	licensing@trethowans.com
The Avenue Shopping Centre	avenuecentre@btconnect.com
The Dorset SARC (Sexual Assault Referral Centre)	dorsetsarc@twelvescompany.co.uk
UK Youth Parliament	info@ukyouthparliament.org.uk
Wallisdown Info	admin@wallisdown.info
Wine and Spirit Association	info@wsta.co.uk
Winton Online	winton.communityofficer@bcpcouncil.gov.uk
Winton Traders Association	execofficer@bournemouthchamber.org.uk

IN ADDITION THE FOLLOWING GROUPS HAVE BEEN CONSULTED:-

Responsible Authorities	Dorset Police
	Wiltshire & Dorset Fire and Rescue Service
	Public Health Dorset
	Trading Standards
	Pollution Control
	Planning
	Child Protection
	Health & Safety
	Home Office Immigration
BCP Council	All Councillors
	Legal Services
	Corporate Directors
	Libraries
	Tourism and Corporate Communication
	Events team
	Equalities and Diversity Manager
	Industry Partnership Manager
	Seafront and Business Development
	Community Engagement

Licensing and Responsible Authority

Applicants are required to submit the original licensing application to the Licensing Authority and send a full copy of the application (including plans) to each of the following responsible authorities.

Where an application for a Premises Licence, Club Premises Certificate (or variations to the same) or provisional statements or Temporary Event Notice has been submitted electronically copies of the application will be forwarded to the relevant responsible authorities by the Licensing Authority.

Licensing Authority

The Licensing Manager
Licensing Team
BCP Council
Town Hall
Bourne Ave,
Bournemouth BH2 6EB
Tel: 01202 451180
E-mail: licensing@bcpcouncil.gov.uk
https://www.bcpcouncil.gov.uk/Home.aspx

Payment Methods

Pay by Debit or Credit Card Online by visiting bcpcouncil.gov.uk/payonlineB Type of payment = Licensing Then select, EHL licensing Act 2003 Ref = **BH-«licno»** Amount = Select add to add further payments Complete Card Holder details Select next Confirm details and make payment Send remittance by email to licensing@bcpcouncil.gov.uk
I enclose my cheque for £**«licfee»**. Cheques – payable to: **BCP Council.**
Payment by BACS, please quote ref –**WJ110-KG1** Account No = 21006622. Sort Code = 40-13-07. Please send remittance by email to licensing@bcpcouncil.gov.uk

If you are applying electronically, via email, and wish to make payment via card please provide your contact details so that a member of the team can call you upon receipt of the application.

Responsible Authorities

(1) Dorset Police Authority

Chief Officer of Police
c/o DAHRT, Dorset Police
Bournemouth Police Station
Madeira Road
Bournemouth
Dorset
BH1 1QQ
Tel: 01202 223156
Email: licensing@dorset.pnn.police.uk

(2) Dorset & Wilshire Fire and Rescue Service

Five Rivers Health and Wellbeing Centre
Hulse Road
Salisbury
Wiltshire
SP1 3NR
Tel: 01722 691717
Email: fire.safety@dwfire.org.uk

(3) Protection of Children from Harm

Safeguarding & Commissioning and Improvement – People Services
Poole Civic Centre Annex
G14 Ground Floor
Municipal Road
Poole
BH15 2SD
Tel: 01202 714747
Email: c.safeguardingchildren@bcpcouncil.gov.uk

(4) Weights and Measures Authority

Trading Standards Manager
Communities
BCP Council
Unit 1, New Fields Business Park
Stinsford Road
Poole
Dorset
BH17 0NF
Tel: 01202 261700
E-mail: environment@bcpcouncil.gov.uk

(5) Environmental Health Authority

Environmental Health Manager
Communities
BCP Council
Unit 1 New Fields Business Park
Stinsford Road

Poole
Dorset
BH17 0NF
Tel: 01202 261700
E-mail: environment@bcpcouncil.gov.uk

(6) Inspectors of Health and Safety

If you are applying for a premises licence for one of the following you will need to submit a copy of your application to BCP Councils Environmental Health health and safety officer:
• Offices
• Shops
• Public Houses
• Restaurants
• Hotels
• Guest Houses
• Campsites
• Saunas
• Solaria
• Art Centres or Galleries
• Sports Centres
• Schools
• Pleasure Craft
• Churches and Church Halls

(6A) Health & Safety

Environmental Health Manager
Environment and Community BCP Council
Unit 1, New Fields Business Park
Stinsford Road
Poole
Dorset
BH17 0NF
Tel: 01202 261700
Email: environment@bcpcouncil.gov.uk

If you require a premises licence for one of the following, you will need to submit a copy of your application to the Health and Safety Executive:
• Fairgrounds
• Circuses
• Agricultural Shows
• Ski Slopes
• Railways
• Local Authority Premises
• Police Authority Premises
• Fire Authority Premises

(6B) Health and Safety Executive

HSE
2 Rivergate House
Bristol
BS1 6EW
Tel: 01179 886000

E-mail: hse.infoline@natbrit.com

(7) Planning Authority

Planning Manager,
BCP Council
Town Hall
Bourne Ave,
Bournemouth BH2 6EB
Tel: 01202 451323
E-mail: planning@bcpcouncil.gov.uk

(8) Public Health

Director of Public Health
Public Health Directorate
1st Floor, Princes House
Princes Street
Dorchester
DT1 1TP
Telephone: 01305 225874
Email: publichealth-licensing@dorsetcc.gov.uk

(9) Home Office (Immigration Enforcement)

Alcohol Licensing Team
Immigration Enforcement
Lunar House
40 Wellesley Road
Croydon, CR9 2BY
Email: Alcohol@homeoffice.gsi.gov.uk

In relation to vessels, responsible authorities also include navigation authorities within the meaning of S. 221(1) of the Water Resources Act 1991 that have statutory functions in relation to the waters where the vessel is usually moored or berthed or any waters where it is proposed to be navigated when being used for licensable activities.

(10) Maritime & Coastguard Agency

Marine and Coastguard Agency
Southampton Marine Office
Spring Place
105 Commercial Road
Southampton
SO15 1EG
Tel: 02380 329228
Email: infoline@mcga.gov.uk

Model Pool of Licensing Conditions

INTRODUCTION

Conditions include any limitations or restrictions attached to a premises licence or club premises certificate and are essentially the steps or actions that the holder of the licence or certificate will be required to take, or refrain from taking, in relation to the carrying on of licensable activities at premises.

There are three types of condition that may be attached to a licence or certificate – proposed, imposed and mandatory.

Failure to comply with a condition imposed on a premises licence or club premises certificate is a criminal offence, which on conviction is punishable by an unlimited fine and/or six months imprisonment.

The following list of proposed model conditions has been produced by BCP Council Licensing Authority in order to assist applicants for the grant or variation of premises licences or club premises certificates when drafting the contents of the operating schedule (Part M of the application form). The operating schedule should set out the steps (proposed conditions) the applicant will take to promote the four licensing objectives should the application be granted.

The licensing objectives are –
- The prevention of crime and disorder
- The prevention of public nuisance
- Public Safety
- The protection of children from harm

It is important that applicants consider the contents of their operating schedule carefully and only offer those which they consider appropriate to promote the licensing objectives for their particular premises and style of operation. Location, size and capacity, hours of operation and licensable activities should be considered.

This list is not exhaustive and is not intended to prevent or deter applicants from proposing their own conditions which they consider appropriate for their particular premises.

It is important not to propose conditions which are inappropriate for the style of operation or will be impossible to comply with.

INPUT OF RESPONSIBLE AUTHORITY

The list does not restrict applicants, any of the responsible authorities, or other person, from proposing any alternative or additional conditions they consider appropriate to promote the licensing objectives during the consultation period.

Applicants are advised to contact the responsible authorities before they submit their application to discuss their proposals in detail.

INPUT OF LICENSING COMMITTEE/SUB-COMMITTEE

In the event that your application is considered by the Licensing Committee or Sub-Committee, as a result of relevant representations being made and not withdrawn, the Licensing Committee or Sub-Committee may choose to impose any of the conditions included in the list (but will not be obliged to do so) or may choose to impose individual conditions they see fit or may choose not to impose conditions.

Licensing Objective		SUGGESTED CONDITION WORDING
Prevention of Crime and Disorder	Refusal Book	A Refusals Register shall be maintained at the premises and used to record any and all occasions upon which any person is refused the sale of alcohol (or delivery of the same) with a note of the reason for the refusal, the date and time and a brief description of the person(s) concerned. If the refusal relates to a delivery, the record shall also contain a note of the delivery address and the name of the customer concerned. The register shall be kept at the premises for a minimum period of 12 months and made available for inspection by police, council and other authorised officers on request.
	Incident Log	An incident log shall be kept at the premises. The log should include the date and time of the incident and the name of the member of staff involved. The log to be made available on request to an authorised officer of the Council or the Police, which will record the following: (a) all crimes reported to the venue as having occurred within or immediately outside the premises (b) all ejections of patrons (c) any complaints received relating to crime and disorder (d) any incidents of disorder (e) all seizures of drugs or offensive weapons (f) any faults in the CCTV system or searching equipment or scanning equipment The incident log shall be kept at the premises for a minimum period of 12 months and be made available for inspection by police, council and other authorised officers on request.
	Alcohol Deliveries Bespoke conditions should be considered in relation to **delivery-only** premises to address the following concerns:- ID Checks – How and by whom is this being completed and recorded? W hat is the	All persons making deliveries of alcohol from the premises shall be instructed to report to the holder of the licence or the DPS any and all occasions when a delivery is refused and the reason for that refusal and a record of all such refusals shall be maintained at the premises. The record shall be checked by the DPS or the manager(ess) in charge of the premises at least once a week and shall be signed to that effect. Alcohol sold shall be ancillary to food prepared and served on/delivered from the premises. Alcohol deliveries shall only be made to residential/business addresses.

	protocol for refusal and how is this being monitored? Maximum quantities of alcohol. This should be considered to ensure adequate controls and to safeguard against proxy-sales.	
	ABV Limit This condition is applied as needed depending on the application (for example where there are particular concerns about street drinking)	No beer, lagers or ciders of 5.5% ABV (alcohol by volume) or above shall be sold at the premises.
	CCTV	A CCTV system, shall be installed and thereafter maintained in good working order to cover all public parts of the premises (excluding lavatories). Cameras covering entry and exit points shall be capable of enabling frontal identification of every person entering in any light condition. The CCTV system shall continually record and cover areas where alcohol is kept for selection and purchase by the public, whilst the premises is open for licensable activities. It shall operate during all times when customers remain on the premises. All recordings shall be stored for a minimum period of 31 days with correct date and time stamping. Recordings shall be made available for viewing (subject to Data Protection Act 2018 or any replacement legislation) immediately upon the request of Police or an authorised officer and copies provided in a playable format as soon as is reasonably practicable, provided in each case that requests for viewing and/or copies are compliant with data protection regulations. A staff member from the premises who is conversant with the operation of the CCTV system shall be on the

		premises at all times when the premises are open to the public.
	SIA Door Supervisors	The holder of the licence shall undertake a risk assessment with regard to the deployment of SIA Door Supervisors at different times of the day and on different days of the week to determine whether it is appropriate to deploy door staff on those days and/or at any other time(s) and to then implement the outcome of the risk assessment. A copy of the risk assessment should be made available to an authorised officer of the Licensing Authority or Dorset Police upon request.
	Queues	The licence holder shall ensure that any queue to enter the premises which forms outside the premises is orderly and supervised by door staff so as to ensure that there is no public nuisance or obstruction to the public highway. The designated queuing area shall be enclosed within appropriate barriers to ensure that the footway is kept clear. All staff engaged outside the entrance to the premises, or supervising or controlling queues, shall wear high visibility yellow jackets or vests.
	Pub and Town Watch	The premises shall maintain membership of the Townwatch scheme (or any successor scheme); a senior member of staff shall attend all Townwatch meetings unless an emergency arises preventing such attendance and the premises will support Townwatch initiatives.
	Off Sales	There shall be no sales of alcohol for consumption off the premises. All sales of alcohol for consumption off the premises shall be in sealed containers only, and shall not be consumed on the premises.
	Drugs	There shall be a written drugs policy detailing the actions to be undertaken to minimize the opportunity to use or supply illegal substances with the premises. Training of staff in relation to this policy shall be recorded and available for inspection by an authorised officer at all reasonable times. Records shall be retained for at least 12 months. A drug safe shall be available on the premises to deposit any illegal substances found. There shall be a clear policy with the agreed procedure for handling and the retention of any article seized.

		There shall be a clear visible notice displayed on the premises advising those attending that the Police may be informed if anyone is found in possession of controlled substances or weapons.
	Glass and Bottles	All drinks shall be served in plastic/paper/toughened glass or polycarbonate containers. The contents of any bottled beverage shall be decanted into a plastic/paper/toughened glass or polycarbonate container before service to any customer. The collection of glass and bottles shall be undertaken at regular intervals. Bottle bins shall be provided at the exit doors and staff shall show due diligence in preventing bottles and glasses being taken from the premises.

Licensing Objective		SUGGESTED CONDITION WORDING
Prevention of Public Nuisance	Noise Limiter	*For High Risk Businesses with residential located above or in the local vicinity and/or a business whose main purpose is provision of music.* A noise limiter shall be fitted to the musical amplification system set at a level determined by and to the satisfaction of an authorised officer of the Environmental Health Service, so as to ensure that no noise nuisance is caused to local residents or businesses. The operational panel of the noise limiter shall then be secured by key or password to the satisfaction of officers from the Environmental Health Service and access shall only be by persons authorised by the Premises Licence holder. The limiter shall not be altered without prior agreement with the Environmental Health Service. No alteration or modification to any existing sound system(s) should be effected without prior knowledge of an authorised Officer of the Environmental Health Service. No additional sound generating equipment shall be used on the premises without being routed through the sound limiter device.
	Noise Escape	*For all businesses who intend to open into the evening with residential located above or in the local vicinity. (ensure times are the same as other similar businesses in the area)* No noise generated on the premises, or by its associated plant or equipment, shall emanate from the premises nor vibration be transmitted through the structure of the premises which gives rise to a nuisance.

		All audio from the music system will be played at background level only.
		A lobbied entrance (that is two sets of doors that are set so that one is closed when the other one is open) shall be installed at the premises.
		Loudspeakers shall not be located in the entrance lobby or outside the premises building
		Live/recorded music will stop at (XX.XX)
		The front entrance doors to the premises shall have self-closers and be maintained as such for the duration of the licence.
	Doors and Windows	*For all businesses offering music into the evening with residential located above or in the local vicinity (ensure times are the same as other similar businesses in the area)*
		All windows and external doors shall be kept closed after (XX:XX) hours, or at any time when regulated entertainment takes place, except for the immediate access and egress of persons.
	Allowing People Outside/Smoking	*For all businesses allowing patrons to leave the premises e.g. to smoke (ensure times are the same as other similar businesses in the area)*
		There shall be no admittance or re-admittance to the premises after (XX.XX) except for patrons permitted to temporarily leave the premises to smoke or to make a telephone call, is impractical to do so from within the building.
		Patrons permitted to temporarily leave and then re-enter the premises, e.g. to smoke or to make a telephone call, shall be limited to (X) persons at any one time.
		Patrons permitted to temporarily leave and then re-enter the premises, e.g. to smoke or to make a telephone call, shall not be permitted to take drinks or glass containers with them.
		The premises licence holder shall ensure that any patrons drinking and/or smoking outside the premises do so in an orderly manner and are supervised by staff so as to ensure that there is no public nuisance or obstruction of the public highway.
		Loudspeakers shall not be located outside the building.

		Notices shall be prominently displayed at any area used for smoking requesting patrons to respect the needs of local residents and use the area quietly. Patrons permitted to temporarily leave and then re-enter the premises to smoke or to make a telephone call shall be restricted to a designated smoking area defined as (specify location). After (XX.XX), Patrons will only be permitted to use the outside area for temporary purposes e.g. to smoke or to make a telephone call.
	External Tables and Chairs	*For those businesses with external tables and chairs (ensure times are the same as other similar businesses in the area)* No food or alcohol shall to be served on the patio/terrace area after (XX.XX) hours. All outside tables and chairs shall be rendered unusable by (XX.XX) each day. All tables and chairs shall be removed from the outside area by (XX.XX) each day.
	Signs	*For all businesses where patrons will leave during an evening and have residential in the local area.* Notices shall be prominently displayed at all exits requesting patrons to respect the needs of local residents and businesses and leave the area quietly.
	Queueing to Enter Premises	*See prevention of crime and disorder above.*
	Movement of Waste Externally	*For all businesses who store waste externally (ensure times are the same as other similar businesses in the area)* No waste or recyclable materials, including bottles, shall be moved, removed from or placed in outside areas between (XX.XX) hours and (XX.XX) hours on the following day. No collections of waste or recycling materials (including bottles) from the premises shall take place between (XX.XX) and (XX.XX) on the following day.
	Deliveries	*For all businesses with deliveries to the premises (ensure times are the same as other similar businesses in the area)* No deliveries to the premises other than milk and newspapers shall take place between (XX.XX) and (XX.XX) on the following day.
	Takeaways	*For all businesses operating takeaway/delivery functionality late into the evening*

		All staff including delivery drivers will be trained making them aware that they must be considerate of neighbouring premises; a sign requiring this will also be placed on any door used for the collection of the delivery at all times.
	Manager's Phone Number to be Available	*For High Risk businesses likely to cause a nuisance.* A direct telephone number for the manager at the premises shall be publicly available at all times the premises is open. This telephone number is to be made available to residents and businesses in the vicinity.
	Steam and Odours	No fumes, steam or odours shall be emitted from the licensed premises so as to cause a nuisance to any persons living or carrying on business in the area where the premises are situated.

Licensing Objective		

Public Safety	Considerations of Dorset & Wiltshire Fire and Rescue Service
	
	NOTE – These matters must be considered in the Fire Risk Assessment under the Regulatory Reform (Fire Safety) Order 2005
	
	These considerations will not be duplicated to form conditions on your licence.
		Occupancy to include:
		• Numbers
		• Type of Occupants (young/old/mental capacity/vulnerable)
		• Disabilities/impairments
		• Floor space calculations / Exit capacities
		
		Means of Escape to include:
		• Travel Distances
		• Emergency Lighting
		• Signage
		• Final exits (number, location, locking mechanisms)
		• Protected Routes to include:
		   o Compartmentation (walls and ceilings)
		   o Fire Doors to satisfy FD30S
		
		Automatic Fire Warning & Detection
		
		Firefighting Provisions
		
		Fire Risk Assessment
		
		Your attention is drawn to the following sources of information and advice -
		
		FIRE SAFETY RISK ASSESSMENT GUIDES
		
		✓ Guides suitable for your type of premises, published by the Department of Communities and Local Government, are available from bookshops, or free by downloading from the internet – http://www.gov.uk/workplace-fire-safety-your-responsibilities

		✓ Information regarding Business Fire Safety can be found on Dorset & Wiltshire Fire and Rescue Service website https://www.dwfire.org.uk/business-fire-safety/

Licensing Objective		SUGGESTED CONDITION WORDING
Protection of Children from Harm	Challenge 21 or Challenge 25	Challenge (21/25), shall be operated at the premises where the only acceptable forms of identification are recognised photographic identification cards, such as a driving licence or passport / holographically marked PASS scheme identification cards. Appropriate signage advising customers of the policy shall prominently displayed in the premises.
	Staff Training	All staff working at the premises concerned with the sale of alcohol shall be trained with regard to the law on restricted sales (to persons under the age of 18 and/or who are intoxicated) and with regard to the terms and conditions of the premises licence. A written record of all staff training shall be maintained and kept on the premises and made available on request to an authorised officer of the Council or the Police.
	Considerations for child safeguarding	Children (under 18) shall not be allowed upon the premises.

Clear signage of the times and areas children (under 18) may be admitted shall be displayed.

Children (under 18) shall only be allowed to remain on the premises between the hours of --:-- and --:-- on any day.

Bars and restaurants expecting under 16s to be accompanied past a certain hour.

A lost children procedure shall be in place with DBS checked staff to care for any lost children. |

LICENSING COMMITTEE AND SUB COMMITTEE PROTOCOL FOR PUBLIC SPEAKING

The following protocol for public speaking shall apply in respect of hearings under the Licensing Act 2003, the Gambling Act 2005, and Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 (as amended by the Policing and Crime Act 2009).

This includes applications relating to the licensing of alcohol, regulated entertainment, late night refreshment, gambling, and sex establishments, Hackney Carriage and Private Hire vehicles, which are the responsibility of the Licensing Committee/Sub Committee to determine as set out in Part 3.3 of the Council's Constitution.

1. The Chair welcomes everyone to the hearing, identifies all parties present and makes introductions.

2. Matters of general housekeeping are dealt with, eg location of fire exits and toilets, fire alarms, notification that the hearing may be recorded, reminder to switch mobile phones to silent.

3. All persons who have given notice of their intention to speak are identified.

4. Identify if any person who wishes to withdraw a representation or wishes not to speak

5. Chair explains proposed procedure and order of speaking for hearing as set out in Appendix A. All parties confirm agreement or make representations on procedure proposed.

6. Licensing Officer's report is presented.

7. Parties present their representations in the order agreed.

8. Parties who are speaking should not repeat the information which they have already given in writing in their representation. They will be able to expand on the written information given, provided the information remains relevant. Any addition information should be limited to the grounds of their representation(s). For example, if they are objecting on the grounds of Public Nuisance, then they should confine their comments to matters relating to Public Nuisance.

9. Members of the Licensing Committee or Sub Committee may ask questions after each representation and at the end of all representations. Parties, will be allowed to ask questions through the Chair.

10. Following representations, the parties will be given the opportunity to sum up. Party who spoke first to go last.

11. Members will deliberate in private with the clerk and legal representative as appropriate present.

12. The decision will be taken by the Committee and that decision delivered by the Chair to all parties at the conclusion of the hearing as appropriate. A written decision notice will be issued following the hearing in accordance with the regulations.

13. The Legal Adviser will advise the parties of any right of appeal as appropriate.

General points

- The hearing may be adjourned at any time at the discretion of the Members
- Members may amend the procedure at any time if they consider it to be in the public interest or in the interest of a fair hearing
- Licensing Hearings are held in public. However, the Chair may exclude members of the public (including a party to the Hearing) from all or part of a Hearing where it considers the public interest in doing so, outweighs the public interest in the Hearing.
- The Chair may exclude any person from a hearing for being disruptive.
- Meetings of the Licensing Committee in public session are audio recorded by the Council for subsequent publication on its website. The meeting may also be audio recorded and/or filmed for live or subsequent broadcast by members of the public and media representatives.
- The hearing will take the form of a discussion.
- Only persons (or their representatives) who have made an application, are subject to an application or have submitted a written representation to the Licensing Authority under the relevant Act are permitted to speak at the hearing.
- Any further information to support an application or a representation must be submitted at least 5 working days prior to the Hearing. Any submissions submitted less than 24 hours before the hearing must be agreed by all parties at the Hearing, before it can be considered
- If a party has informed the Authority that he does not intend to attend, or be represented at the hearing, or has failed to advise whether he intends to attend or not, the hearing may proceed in his absence

For other matters in Part 3.3 of the Council's Constitution which are the responsibility of the Licensing Committee, the procedures set out in Appendix 6 of the Council's Constitution in relation to public questions, statements and petitions shall apply.

This includes such matters as making recommendations on relevant policies, approving the level of fees charged by the Council, and making decisions on tariffs charged by the Public Carriage Trade.

The Council's Constitution can be accessed using the following link:

https://democracy.bcpcouncil.gov.uk/ieListDocuments.aspx?CId=151&MId=3671&Ver=4&Info=1

For further information please contact democraticservices@bcpcouncil.gov.uk

Appendix A

Proposed procedure and order of speaking for Licensing Act 2003 hearings

- The Licensing Officer/Other Council Officer presents report
- Applicant will make their Application
- Questions of the Applicant by all parties, Members of the Committee/Sub-Committee to go first
- Responsible Authorities and Other Persons will make their representations.
- Questions of the Responsible Authorities and Other Persons. Members of the Committee/Sub-Committee to go first.
- All parties will be given an opportunity to sum up (with the party who spoke last to go first).
- Sub-Committee will deliberate in private with Legal Adviser and Clerk present. Councillors new to Licensing may observe but will not take part in the decision making)
- Sub-Committee will return, and the Chair will announce the decision if appropriate (a written decision notice will be issued following the hearing in accordance with the regulations).
- The Legal Adviser will advise parties of any right of appeal as appropriate.

LICENSING COMMITTEE AND SUB COMMITTEE
PROTOCOL FOR PUBLIC REPRESENTATION AT VIRTUAL MEETINGS

The existing protocol for public speaking has been adapted to apply in respect of virtual hearings under the Licensing Act 2003, the Gambling Act 2005, and Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 (as amended by the Policing and Crime Act 2009).

It has been amended in accordance with Article 16 of the Council's Constitution: Covid-19 Interim Decision Making Arrangements, and the requirements of The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020.

This includes applications relating to the licensing of alcohol, regulated entertainment, late night refreshment, gambling, and sex establishments, Hackney Carriage and Private Hire vehicles, which are the responsibility of the Licensing Committee/Sub Committee to determine as set out in Part 3.3 of the Council's Constitution.

14. The Chair welcomes everyone, matters of general housekeeping are dealt with, notification that the hearing may be recorded for live and subsequent broadcast on the Council's website, reminder to switch mobile phones to silent, principles for managing formal skype meetings.

15. The Chair identifies all parties present and makes introductions.

16. Matters of general housekeeping are dealt with, notification that the hearing may be recorded for live and subsequent broadcast on the Council's website, reminder to switch mobile phones to silent.

17. All persons who have given notice of their intention to speak are identified.

18. Identify if any person who wishes to withdraw a representation or wishes not to speak

19. Chair explains proposed procedure and order of speaking for hearing as set out in Appendix A. All parties confirm agreement or make representations on procedure proposed.

20. Licensing Officer's report is presented.

21. Parties present their representations in the order agreed.

22. Parties who are speaking should not repeat the information which they have already given in writing in their representation. They will be able to expand on the written information given, provided the information remains relevant. Any addition information should be limited to the grounds of their representation(s). For example, if they are objecting on the grounds of Public Nuisance, then they should confine their comments to matters relating to Public Nuisance.

23. Members of the Licensing Committee or Sub Committee may ask questions after each representation and at the end of all representations. Parties, will be allowed to ask questions through the Chair.

24. Following representations, the parties will be given the opportunity to sum up. Party who spoke first to go last. The hearing will then conclude.

25. Members will deliberate in private with the clerk and legal representative as appropriate present.

26. The decision will be taken by the Committee and notification of the decision will be given within the period of five working days beginning with the day or the last day on which the hearing was held in accordance with the regulations. The notification of decision will include information about the right of appeal as appropriate.

27. The Legal Advisor will advise the parties of any right of appeal as appropriate at the conclusion of the hearing.

General points

- The hearing may be adjourned at any time at the discretion of the Members
- Members may amend the procedure at any time if they consider it to be in the public interest or in the interest of a fair hearing
- The Sub Committee may decide to conduct all or part of a hearing in non public session where it considers the public interest in doing so, outweighs the public interest in the hearing.
- The Chair may exclude any person from a hearing for being disruptive.
- Meetings of the Licensing Committee in public session are recorded by the Council for live and subsequent broadcast on its website.
- The hearing will take the form of a discussion.
- Only persons (or their representatives) who have made an application, are subject to an application or have submitted a written representation to the Licensing Authority under the relevant Act are permitted to speak at the hearing.
- Any further information to support an application or a representation must be submitted at least 5 working days prior to the Hearing. Any submissions submitted less than 24 hours before the hearing must be agreed by all parties at the Hearing, before it can be considered
- If a party has informed the Authority that he does not intend to participate, or be represented at the hearing, or has failed to advise whether he intends to participate or not, the hearing may proceed in his absence

For other matters in Part 3.3 of the Council's Constitution which are the responsibility of the Licensing Committee, the procedures set out in Appendix 6 of the Council's Constitution in relation to public questions, statements and petitions as amended by Article 16: Covid-19 Interim Decision Making Arrangements and the provisions in The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020 shall apply.
This includes such matters as making recommendations on relevant policies, approving the level of fees charged by the Council, and making decisions on tariffs charged by the Public Carriage Trade.
The Council's Constitution can be accessed using the following link:
https://democracy.bcpcouncil.gov.uk/ieListMeetings.aspx?CommitteeID=151&Info=1&bcr=1

For further information please contact democraticservices@bcpcouncil.gov.uk

Appendix A

Proposed procedure and order of speaking for virtual hearings

- The Licensing Officer/Other Council Officer presents report
- Applicant will make their Application
- Questions of the Applicant by all parties, Members of the Committee/Sub-Committee to go first
- Responsible Authorities and Other Persons will make their representations.
- Questions of the Responsible Authorities and Other Persons. Members of the Committee/Sub-Committee to go first.
- All parties will be given an opportunity to sum up (with the party who spoke last to go first). The hearing will then conclude.
- Sub-Committee will deliberate in private with Legal Adviser and Clerk present. (Councillors new to Licensing may observe but will not take part in the decision making).
- Notification of the Sub Committee's decision will be given within the period of five working days beginning with the day or the last day on which the hearing was held in accordance with the regulations. The notification of decision will include information about the right of appeal as appropriate.
- The Legal Adviser will advise parties of any right of appeal as appropriate at the conclusion of the hearing.

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CABINET

Report subject	**Highway Maintenance Funding 2020/21 report**
Meeting date	30 September 2020
Status	Public Report
Executive summary	This Cabinet report has been developed to: 1. Note the allocation of £2.864M of Dept for Transport (DfT) Pothole Funding and seek approval to add it into the 2020/21 LTP Capital Programme. 2. Seek recommended approval to deliver the proposed programme outlined in Appendix A to utilise the £2.864M Pothole Fund award. 3. Note the allocation of £4.184M of Dept for Transport (DfT) Challenge Funding and seek approval to add it into the 2020/21 LTP Capital Programme. 4. Seek recommended approval to deliver the proposed programme outlined in Appendix B to utilise the £4.184M Challenge Fund award 5. Outline funding shortfalls within Highway Delivery to fulfil Council statutory obligations as set out in Section 41 & 58 Highways Act 1980 and the Well Managed Highways Infrastructure code of practice 2016. 6. Seek to address the in-year (2020/21) funding gap for Highway Delivery Services approved spend - to support repairs, maintenance and asset replacement in order to enable the fulfilment of the Council's statutory duties.
Recommendations	**It is RECOMMENDED that:** **1. Cabinet note the allocation of £2.864M of Dept for Transport (DfT) Pothole Funding and approve its addition into the 2020/21 LTP Capital Programme.** **2. Cabinet recommend approval to full Council of the proposed programme outlined in Appendix A to utilise the £2.864M Pothole Fund award.** **3. Cabinet note the allocation of £4.184M of Dept for Transport (DfT) Challenge Funding and approve its addition into the 2020/21 LTP Capital Programme.** **4. Cabinet recommend approval to full Council for the proposed programme outlined in Appendix B to utilise the £4.184M Challenge Fund award** **5. Cabinet recommend approval to full Council for the**

	capital allocation of £700k to Environmental Services. 6. **Cabinet receives a further report at the earliest opportunity to consider future years capital funding allocation options and impacts for Environment & Growth & Infrastructure Services.**
Reason for recommendations	**Recommendations 1-5** These approvals/recommendations for full Council approvals would enable the delivery of the proposed programme and ensure that BCP Council are able to fully utilise the funding awarded. **Recommendation 6** Proposal to submit a further report at a later date, to consider future years capital funding allocation options and impacts for Environment and Growth & Infrastructure Services will align with funding announcements for future years (post 2020/21) allocations, together with ongoing appraisal work to allow BCP Council to more clearly define the level of maintenance programme funding deficits.
Portfolio Holder(s):	Cllr Andy Hadley, Cllr Dr Felicity Rice
Corporate Director	Bill Cotton, Kate Ryan
Report Authors	Tim Forrester, Lynne Wait, Kate Langdown, Simon Legg
Wards	Council-wide
Classification	For Decision/Recommendation

Background

Pothole & Challenge Fund:

1. The national funding is intended to fix up to 50 million potholes but is also available for local authorities to undertake longer-term road resurfacing works to prevent potholes from appearing in the first place.

2. The funding allocated to each local highway authority in England in 2020/21 is based on a formula using 2019 road length data provided by each local authority, and also takes into account the number of highways assets such as bridges and lighting columns for which they are each responsible for. The funding is allocated on annual basis, it is however important to note that there is no guarantee of future years funding streams.

3. The allocation made in June 2020 also included an element of Challenge Fund that was not subject to a competitive bid.

Challenge Funding:

4. The local highways maintenance Challenge Fund was established to help deliver the government's commitment to ensure that we have well maintained local highway

infrastructure fit for the 21st century. It was first announced in the 2014 Autumn Statement.

5. The purpose of the fund is to enable local highway authorities in England to bid for major maintenance projects that are otherwise difficult to fund through the usual formula needs element allocations they receive from government.

6. Tranche 1 was launched in 2015 and Tranche 2A in 2017.

7. The current Tranche 2b of the challenge fund is available for 2019 to 2020 and 2020 to 2021, with a total of £198 million on offer. Local authorities were able to bid for projects that would improve the quality of roads and surrounding infrastructure, including bridges and viaducts, to benefit the local economy and make driving safer.

8. BCP Council submitted a bid in October 2019 for funding to undertake a programme of highway maintenance works.

9. In June 2020 BCP Council were informed that the bid had been successful and an award of £4.184M was subsequently made.

Structural Maintenance programme derivation:

10. The Structural Maintenance Programme is driven by a number of factors, both external and internal. These are:

- Maintaining the asset of the highway network in a cost-effective way in accordance with the Asset Management Policy and Strategy.

- Maintaining the highway network to an acceptable standard for all road users (motor vehicles, cyclists and pedestrians)

- Providing an enhanced environment for residents

- Performance indicators used to measure public satisfaction e.g. NHT Survey

- National Performance Indicators

11. Condition information collected in an annual programme of surveys is used as a basis for assessing the condition of individual roads in order to determine a priority listing in for the Council's Structural Maintenance Programme.

12. The conditions surveys comprise:

- SCANNER – this is a survey carried out using a special vehicle that measures the condition of the highway surface recording the texture, profile and cracking. This survey is undertaken on the classified network (A, B and C roads).

- SCRIM – this is a machine based survey which measures the skid resistance of the road surface. All A and B roads are surveyed.

- MRM – this survey records the same details as a Scanner survey with the exception of cracking defects. It is mounted on a smaller vehicle so is more suitable for unclassified roads. 25% of all unclassified roads are surveyed each year.

13. The surveys give a road condition index (RCI) for all roads surveyed which provides an initial list of roads for treatment.

14. A prioritised programme can be produced using software available through our Pavement Management System based on input of specific scheme criteria for levels

of cracking, loss of profile and surface texture and minimum lengths of roads to be treated.

15. The RCI is supplemented by data from safety inspections on where reactive repairs are being carried out and from officers local knowledge of particular sites as there can be occasions where the machine survey records are not totally reliable for example some trench reinstatements can be picked up as cracking by the survey

16. The programme is drawn up in consideration of trying to satisfy all of the criteria listed above.

Asset Management Policy and Strategy:

17. It is a requirement of the Highway Infrastructure Asset Management Guidance and Well-Maintained Highway Infrastructure that highway authorities have an Asset Management Policy and Strategy. These documents were in place for the legacy authorities and work is currently underway to produce documents for BCP Council. These will be presented to Cabinet in March 2021 and will set out the basis for allocating capital funding and detail the levels of service that can be expected.

18. The objectives of the Asset Management Policy and Strategy documents are:

- Demonstrate the commitment to adopting the principles of highway infrastructure asset management by senior decision makers.

- Document the principles, concepts and approach adopted in delivering highway infrastructure asset management at a high level.

- Link with the local authority's policies and strategic objectives and demonstrate the contribution of the highway service in meeting these.

- Set out the desired levels of service from implementing asset management.

- Facilitate communication with stakeholders of the approach adopted to managing highway infrastructure assets.

19. The asset management policy describes the principles adopted in applying asset management to achieve the authority's strategic objectives.

20. The asset management strategy sets out how the asset management policy is to be achieved, how long-term objectives for managing the highway are to be met and how the strategy is to be implemented, including setting targets and measuring performance. It sets clear direction, provides links with other relevant documents, such as corporate plans, and sets out the benefits of investing in the highway infrastructure.

Capital Funding Allocation:

21. Funding for maintenance is allocated by the DfT on a formulaic needs basis based on network length, number of bridges and lamp columns. This funding is supplemented by the Incentive fund which is allocated depending on the level of progress with Highway Asset Management processes – BCP is currently assessed as band three and receives the maximum amount of funding available.

22. The current five-year funding period ends in 20/21 and there is currently no confirmation of what funding level there will be in future years following the spending review due in the autumn. There has been an indication that the current amount allocated under the Maintenance Block in future years may increase current allocations by up to 50% but this is subject to confirmation. A prioritised programme

is drawn up annually to allocate the budget in line with need as determined by the latest surveys.

23. This current year is also the final year of the Incentive Fund allocated via the Self-Assessment process in its current format. There is no indication yet of how this may be amended for future years or what the change in funding of this element may be.

24. Additional funding is also provided through the pothole fund which for this year has been allocated using the formula approach as described above.

25. Other funding is made available on an ad hoc basis via the Challenge fund or Pinch Point funds which is subject to a competitive bidding process.

26. Announcement on the currently submitted BCP Council Pinch Point funding bid is awaited.

27. A summary of capital funding allocated to BCP for 2020/21 is shown below:

Funding Stream	Amount
Highways Maintenance Block needs element	£3,084,000
Highways Maintenance Block incentive element	£641,000
Pothole and Challenge Fund (allocated May 2020)	£2,864,000
Challenge Fund Bid (awarded June 2020) This funding is awarded to undertake the projects included in the bid	£4,184,000

28. Breakdown of proposed funding allocation to Environment Services in 2020/21

Funding Source	Purpose	Amount
LTP Maintenance Block Allocation *(already approved)*	Planned Patching	£200,000
Pothole and Challenge fund	Planned Patching	£212,000
Pothole and Challenge Fund	Capital Maintenance	£488,000
Total Capital funding allocation to Environment Services		**£900,000**

Summary of financial implications

29. Addition of £2.864M Pothole & Challenge Fund award into the 2020/21 LTP Capital Programme to be spent in line with the criteria defined by DfT.

30. Addition of £4.184M Challenge Fund award into the 2020/21 LTP Capital Programme to be spent in line with the bid submission approved by DfT.

31. Allocation of an additional £700k to Environment Services (£200k allocation already confirmed as part of the approved 2020/21 LTP Capital Programme – Maintenance Block).

Summary of legal implications

32. In accepting the funding awards from DfT, BCP Council have made a commitment to deliver defined programmes of activity within the agreed timescales.

33. Section 41 of the Highways Act 1980 imposes a duty on the Highway Authority (BCP Council) to maintain those roads, footways and cycle tracks that are 'Highway maintainable at public expense'.

34. Section 58 of the Highways Act 1980 states that a statutory defence against third party claims is provided where the Highway Authority can establish that reasonable care has been taken to 'secure that the part of the highway to which the action relates' to a level commensurate with the volume of ordinary traffic such that it 'was not dangerous to traffic'.

35. The pressure on revenue allocation and proposed utilisation of capital where appropriate will put more pressure on the amount and type of work that will be completed in the capital budget. This may lead to an overall reduction in maintenance standard and potential increase in user dissatisfaction and complaints which could lead to challenges to the Authority under Section 56 of the Highways Act.

36. Extreme events e.g. weather, may challenge the service in terms of reaction and keeping pace with safety defect repair policy timescales.

Summary of human resources implications

37. The programme of work proposed will be managed collaboratively by internal BCP Council resource with support from framework/ tendered contractors as appropriate.

Summary of sustainability impact

38. Refer to Appendix D – Decision Impact Assessment (DIA) Report 148

Summary of public health implications

39. Budget shortfalls could impact negatively on public health with reduced maintenance having an effect on more injuries resulting from crashes, trips and falls and could impact use of sustainable travel alternatives, particularly walking and cycling.

Summary of risk assessment

40. Inability to undertake sufficient planned and general preventative maintenance work will result in an increased depreciation of the highways asset. This will lead to increased deterioration and defects as a consequence.

Background papers

Well Managed Highways 2016; [Published Work]

http://www.ukroadsliaisongroup.org/en/codes/

Roads funding information pack

https://www.gov.uk/government/publications/roads-funding-information-pack/roads-funding-information-pack

Appendices

1.   Appendix A – Pothole & Challenge Fund Proposed Programme
2.   Appendix B – Challenge Fund – Tranche 2B Programme
3.   Appendix C – Overview of Highway Delivery – Functions & Funding Shortfalls
4.   Appendix D – DIA Report 148 (separate attachment)

APPENDIX A - POTHOLE AND CHALLENGE FUND PROGRAMME				
Approved by Director June 2020	**Ward**	**From**	**To**	**Cost**
Sopers Lane	Broadstone/Creekmoor	Rugby Road	York Road	£150,000 Complete
Willow Drive	Christchurch Town	Sopers Lane	Stour Road	£145,000 Complete
North Road (inc part of Springfield Road)	Parkstone	Ashley Rd	Springfield Road	£60,000 Complete
B3068 Sea View Road	Newtown and Heatherlands	Ashley Rd	Grove Rd	£103,0000 Complete
			TOTAL	**£458,000**
Proposed Programme for Approval				
Planned Patching allocated to Environment		various		£212,000
Capital Maintenance allocated to Environment		various		£488,000
		TOTAL allocated to Environment		**£700,000**
Resurfacing Programme				
Commercial Road	Parkstone	Contribution to Challenge fund scheme		£75,000
A35 Wimborne Road 'Phase 3'	Oakdale	Contribution to TCF scheme		£0 (initially £300,000 prior to allocation of Capital Maintenance funding to Environment)
B3061 Ashley Road	Newtown and Heatherlands/Penn Hill/Alderney and Bourne Valley	Alder Road	Albert Road	£200,000
Charminster Road	Muscliff and Strouden Park/Moordown/Queens Park	East Way	Castle Lane West	£150,000

A3049 Ashley Road	Boscombe West/Boscombe East and Pokesdown	A35 R/A	Tower Road	£100,000
Poole Hill	Bournemouth Central/ Westbourne & West Cliff	Orchard Walk	St Michaels Rbt	£250,000
B3065 Haven Road	Canford Cliffs	Ravine Road	Canford Cliffs Road	£125,000
Avenue Road	Christchurch Town	B3073 Fairmile Road	A35 Barrack Road	£150,000
Sherborne Crescent	Canford Heath	Seatown Close	Herstone Close	£95,000
A35 Bournemouth Road	Penn Hill	Alexandra Rd	Archway Rd Signals	£65,000
		Total Resurfacing Programme		**£1,210,000**
Retread recycling programme:				
Elphinstone Road	Highcliffe and Walkford	Entire road		
Chessel Avenue	Boscombe East and Pokesdown	Entire road		
Benmoor Road	Creekmoor	Entire road		
		Total Retread Programme *		**£112,000**
Deferred Retread Recycling Programme				
Mossley Ave	Alderney and Bourne Valley	Scott Road	Astbury Avenue	Deferred to future years to allocate funding to Environment**
Norwood Place	Boscombe East and Pokesdown	Entire road		Deferred to future years to allocate funding to Environment**
St Osmunds Road	Penn Hill	Glengariff Road	Alton Road East	Deferred to future years to allocate funding to Environment**
St Annes Avenue	East Southbourne and Tuckton	Entire road		Deferred to future years to allocate funding to Environment**

Hunt Road	Burton and Grange	Entire road		Deferred to future years to allocate funding to Environment**
Edward Road	Burton and Grange	Entire road		Deferred to future years to allocate funding to Environment**
Grouted asphalt programme				
Shapland Avenue	Bearwood and Merley	Entire road		
Weldon Avenue	Bearwood and Merley	Entire road		
Bournemouth Hospital bus hub	Littledown and Iford	Entire road		
Finchfield Avenue	Bearwood and Merley	Entire road		
Knighton Heath Road	Bearwood and Merley	Entire road		
Rycroft Avenue	Bearwood and Merley	Entire road		
Stony Lane roundabout	Christchurch Town	Entire road		
Venning Avenue	Bearwood and Merley	Entire road		
Mannings Heath roundabout	Canford Heath	Entire road		
Bourne Valley roundabout	Alderney and Bourne Valley	Entire road		
Yarrow Road roundabout	Canford Heath/Newtown & Heatherlands	Entire road		
		Sub Total for above Schemes		£240,000
Somerford roundabout	Mudeford, Stanpit and West Highcliffe	Entire road	Contribution to challenge fund scheme.	£60,000
		Total for Grouted Asphalt Programme		**£300,000**
Programme Management Fees				**£84,000**

Notes

* This is an estimate of the schemes that could be included in a reduced Retread recycling programme. Due to the reduction of budget from an original allocation of £300,000 some economies of scale will be lost with the remaining works being delivered in a less costs effective manner.

** The effect of deferring part of the programme is that schemes planned for completion in 21/22 will be deferred to future years to accommodate the reduction in funding for 20/21

APPENDIX B – CHALLENGE FUND TRANCHE 2B PROGRAMME					
	From	**To**	**DfT**	**Local**	**Third Party Funding**
A35 Commercial Road	Park Road	Church Road	£686,000	£75,000	
A3060 Castle Lane West	Muscliffe Way	Broadway Roundabout	£1,570,000		
A35 Poole Road	Pottery Roundabout	Bourne Valley Road	£211,000		£200,000
A35 Christchurch Road	Centenary Way	Seabourne Road	£1,198,000		
A341 Wimborne Road	Ferncroft Road	Northbourne Rbt	£345,000	£390,000	
A35 Somerford Roundabout			£174,000	£60,000	
			£4,184,000	**£525,000**	**£200,000**

Appendix C - Overview of Highway Delivery - Functions & Funding Shortfalls

Highway Delivery Services involves several functions:

Highway Delivery Environment Service	
Highway inspection	Documented inspection of the Highway to identify issues, respond to reports and provide Section 58 defence against third part claims
Surfacing	Plugging and repair of potholes and surface defects along with associated paviours, kerbs and channels
Impact (safety) fencing & pedestrian barriers	Inspection, tensioning, maintenance and repair/replacement of fencing (c.35km) and barriers
Street furniture	Repair and replacement of highway maintainable bollards, benches and seating
Signs and lines	Maintenance of road signs (non-illuminated) and road markings
Winter service	Provision of road weather forecasting, salting and snow clearance
Drainage	Maintenance of highway drainage assets including c.70,000 gullies
Out of hours response	24/7/365 call out service to highway emergencies and related incidents
Traffic management	Traffic management (mobile works, lane closers, etc., to support vegetation management and cleansing)

Highway Delivery Revenue Funding

Legacy Council Funding positions	Bournemouth	Christchurch	Poole
revenue budget 2019/20	£2,364,000	£271,000	£2,259,000
km road network	509.0	220.0	535.0
£ per km	£4,644.40	£1,231.82	£4,222.43

As part of 2020/21 budget setting process a funding shortfall of £650,000 was identified in relation to legacy Dorset Council disaggregated budget for Christchurch. 60% (£393,832) increase in revenue funding was approved for the 2020/21 budget with the ambition that the remaining £256,168 would be incorporated in the 2021/22 budget setting process as a member priority to address the funding disparity between legacy authorities.

This funding addressed the immediate inequality (Christchurch) between legacy authorities, but did not address the legacy funding pressures on the wider Highway Delivery Service emerging as a direct consequence of an aging highway network, increasing severe weather snow/ice, flooding events and its adverse impact on highway condition and the application of a single more rigorous Inspection Policy in line with the Well Managed Highways Infrastructure code of practice 2016 and Insurance provider requirements. However, due to Covid-19 impacts on Council finances £142,000 of the approved £393,832 was subsequently deferred to deliver required in year savings needs.

As a result of service demand and to fulfil its Statutory Duties the Highway Delivery team overspent by £468,000 in 2019/20. A subsequent review of expenditure identified £404,000 that could be classed as capital and was transferred to the capital programme. Despite this overspend the level of identified safety repairs, component replacement works, and emergency repairs further exceeds resource/budget and continues to grow. At the current time there are c.1000 outstanding defect repairs across BCP Council of which c. 750 are overdue their allocated rectification date which was determined by risk assessment and as a consequent presents a real legal, financial and reputational risk to the Council.

The proposed additional in year allocation of capital will help address a substantial number of the outstanding recorded defect cases and thereby significantly reduce the current legal, financial and reputational risks to the authority. However, it must be noted that without a longer-term strategic decision on how this ongoing funding shortfall is to be addressed to support an aging network and increasing identified defect cases this will have to be presented as a known MTFP pressure for 2021/22 and onwards.

Appendix D: Decision Impact Assessment Report

Highway Maintenance Funding 2020/21 Report

DIA Proposal ID: 148
Assessment date: 27th August 2020
Assessor(s): Tim Forrester
Support: Roxanne King

The Decision Impact Assessment (DIA) is a requirement of BCP Council's Financial and Procurement Regulations. It has been developed to help project managers maximise the co-benefits of proposals, reduce risk and ensuring that sustainable outputs and value for money are delivered through every project, plan, strategy, policy, service and procurement.

The following report highlights the opportunities and potential issues associated with the above titled proposal. It has been assessed against a number of themes and shared with BCP Council Theme Advisors for internal consultation. The RAG ratings and additional information have been provided by the project manager and may or may not have incorporated feedback from theme advisors. Results should be scrutinised by decision-makers when considering the outcome of a proposal.

The results of this DIA will be combined with all other assessments to enable cumulative impact data across a wide range of data sets. Individual DIA reports should be included in proposal documentation and made available to decision makers for consideration. Cumulative impact reports will be produced annually or as required by the Climate Action Steering Group and Members Working Group.

For questions and further information, please contact Sustainability Team at DIA@bcpcouncil.gov.uk

Please note: This report is in a draft format and may appear different to future DIA reports.

DIA Report 148/TF/270820

Decision Impact Assessment

Welcome Roxanne King

Proposal Title: Highway Maintenance Funding 2020/21 Report

BCP Council

	Home Page	
Review registration		
Climate Change & Energy	Complete	🟢
Communities & Culture	Complete	🟢
Waste & Resource Use	Complete	🟡
Economy	Complete	🟢
Health & Wellbeing	Complete	🟢
Learning & Skills	Complete	🟢
Natural Environment	Complete	🟡
Sustainable Procurement	Complete	⚪ (grey)
Transport & Accessibility	Complete	🟢

Key

⚪ Not yet assessed

🔴 Serious challenges - remedial action required

🟡 Some challenges - further thought and mitigation action required

🟢 On target - positive or no negative impacts identified

⚫ (grey) No positive or negative sustainability impacts identified

Submit Proposal

Ask for help

DIA Report 148/TF/270820

Proposal Title	Highway Maintenance Funding 2020/21 Report	
Type of Proposal	Other	
Brief Description	Programme of highway network maintenance improvements utilising external grant funding allocations.	
Assessor	Tim Forrester, DLEP & Programme Manager	
Directorate	Regeneration & Economy	
Service Unit	Growth & Infrastructure	
Estimated Cost	Above OJEU threshold - £7,048,000	
Ward(s) Affected	All Wards	

Sustainable Development Goals (SDGs) Supported

RAG reasoning and proposed mitigation/monitoring actions

Theme	RAG	RAG reasoning *Details of impacts including evidence and knowledge gaps*	**Mitigation and monitoring actions** *details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc)*
Climate Change & Energy	🟢	Efficient processes and weather proof technologies deployed as standard, taking into consideration expected future impacts of climate change.	Road network degradation and required works will be monitored constantly.
Communities & Culture	🟢	Funding will enable the maintenance of a safe road network.	Road network degradation and required works will be monitored constantly.
Waste & Resource Use	🟡	Works will include the recycling and relaying of materials where possible, given the road conditions. Supply chain of materials (especially raw materials) to be investigated.	Road network degradation and required works will be monitored constantly, including supply chains and waste generation.
Economy	🟢	Improved road network supports local economy and the efficient movement of people and goods. It will reduce the council's liabilities associated to claims for accidents/damage on the highway.	Road network degradation and required works will be monitored constantly to ensure reduced risk and liability.
Health & Wellbeing	🟢	Highway network improvements will help facilitate active travel through safe road conditions. Relining process could potentially lead to the development of improved cycle facilities.	Road network degradation and required works will be monitored constantly. Online portal enables residents to report issues on the highway, including aspects which could have a detrimental impact on their health and wellbeing.

DIA Report 148/TF/270820

Learning & Skills	🟢	Funding allocations will allow recruitment/retention of existing staff and the implementation of new ways of working.	Opportunities to be determined.
Natural Environment	🟡	Road network already in existence, this programme seeks to maintain it at a high quality, reducing degradation and environmental impacts. Opportunities to improve the natural environment could be explored.	Road network degradation and required works will be monitored constantly. Expansion of the highway network not within scope of this funding/report.
Sustainable Procurement	⚪	Works within the programme of activities will require individual tenders/procurement of materials etc. which will be assessed as required.	N/A
Transport & Accessibility	🟢	Highway condition improvements will benefit all network users and more specifically will help facilitate active travel through safe road conditions. Relining process could potentially lead to the development of improved cycle facilities.	Road network degradation and required works will be monitored constantly.

DIA Report 148/TF/270820

CABINET

Report subject	**Flood Defences - Poole Bridge to Hunger Hill**
Meeting date	30 September 2020
Status	Public Report
Executive summary	Poole town centre is at considerable flood risk which will increase over time with the effects of climate change. Recent schemes have been completed from Baiter to Poole Bridge, delivered by both the Environment Agency (EA) and Poole Harbour Commissioners (PHC). However, the area remains at risk due to the ageing infrastructure between Poole Bridge and Hunger Hill. BCP Council is leading on a proposal for tidal flood defences on the remaining frontage.

The current policy of flood defence delivery through regeneration and private development has not provided the required level of investment. Our proposal is to deliver via a single scheme, led by the council, working in liaison with the various landowners.

The costs to build the defences are estimated at circa £12m for delivery of all primary works in a single phase. The OBC confirms it is all eligible via Flood Defence Grant in Aid.

This is implementing the preferred option from the (2014) Poole Bay, Poole Harbour and Wareham, Flood and Coastal Erosion Risk Management Strategy (PWFRMS). This approved strategy identified that within Central Poole Cell there are 573 properties at flood risk in the present day 1% AEP event, rising to over 2,000 properties at flood risk by 2110.

The preferred option is for a new quay wall between the bridges and a crown wall in addition to the existing defences north of RNLI, along with some localised land raising and flood gates around the RNLI site. The most economic approach allows for adaptive phasing, with minor additional works (~£836k) planned for 2071 and 2105. The OBC currently states BCP will underwrite the cost of the future phases.

The scheme should be a catalyst for future development along West Quay Road, and public realm enhancement, identified in the Local Plan (2018), also providing continuous pedestrian and cycle access from the Town Quay to Holes Bay. New quay wall heights |

	and public walkways will be consistent with any redevelopment of the power station site on the opposite side of Backwater Channel.
Recommendations	**It is RECOMMENDED that:** a) **Cabinet approves submission of an Outline Business Case to the Environment Agency's Large Projects Review Group (LPRG) to seek circa £12m Flood Defence Grant in Aid (FDGiA) to construct tidal flood defences from Poole Bridge to Hunger Hill. LPRG is provisionally booked for Oct 2020.** b) **Cabinet approves that BCP Council adopt the new flood defence assets and commit to fund future maintenance costs (estimated £303k over 85 years)** c) **Cabinet approves for BCP to underwrite the costs, identified in the OBC, for adaptation measures for future phases of construction within the business case – estimated at a total of £836k in years 2071 and 2105.** d) **Delegate authority to the Director for Growth and Infrastructure in consultation with the Section 151 and Monitoring Officers to agree the terms of any funding and/or supplier agreement(s)**
Reason for recommendations	1. Mitigates high level of flood risk for West Quay Road, Old Town and parts of the Town Centre in Poole 2. To influence the potential for future development coming forward in the Twin Sails Regeneration Area, contributing to delivery of the Local Plan. 3. Positive public realm / place shaping consistency across the central area of the Poole. 4. Ease developer viability issues, unlocking land for much needed housing, contributing to council targets 5. Enables regeneration initiatives / highway improvements otherwise hindered or at risk by flooding 6. Prevent the need for the EA's temporary defence plan that would temporary barriers erected along highway for the whole area 7. All initial works fully funded via Flood Defence Grant in Aid, so zero cost to the council 8. Contributes to Defra targets to protect household from flooding 9. Present day value of damages in a 'do-nothing' scenario is £161m and with a proposed scheme cost of around £12m, the cost-benefit ratio is over 13 to 1

Portfolio Holder(s):	Felicity Rice, Environment and Climate Change
	Mark Howell, Regeneration and Culture and Deputy Leader
Corporate Director	Bill Cotton, Regeneration and Economy
Report Authors	Matt Hosey, Head of Flood & Coastal Erosion Risk Management, BCP
	Ben Murray, Programme Manager, Flood Defences – Poole Bridge to Hunger Hill, WSP
Wards	Poole Town;
Classification	For Recommendation

Background

1. Central Poole has significant flood risk with the Poole Bridge to Hunger Hill area not benefitting from any formalised flood defence assets. The current water frontage (shown in Figure 1.1), is in a mixture of different private ownerships, inconsistent defence levels and in varying condition states. Most of the existing defence levels are very low, with several being overtopped on a simple high spring tide.

2. The ongoing urban regeneration of the Twin Sails area was expected to include the delivery of the required flood defences to protect both new development and the wider flood-risk area within Poole Town Centre. However, it has not materialised and recent developments (at the RNLI) have only included defences along discrete lengths. The flood risk remains across the whole of Back Water Channel and this will significantly increase in future years with the impacts of climate change, including sea level rise.

3. Developers and Landowners have shown positive support for a single scheme to deliver the required defences, giving confidence that scheme delivery can progress through to construction without significant challenge. Access has already been provided to undertake Ground Investigations to inform the OBC.

4. The proposed scheme combines with other recent projects delivered by the Environment Agency, Poole Harbour Commissioners and BCP Council to provide improved tidal flood protection to the urban area and include:

- Holes Bay Flood Defences 2018
- Poole Quay Sea Wall 2015-2019

Fig. 1.1 shows the proposed flood defence extents along Back Water Channel from Hunger Hill (A350, Holes Bay Road) to the historic Poole Bridge.

Strategic Context

5. The OBC follows the recommendations of both the Poole and Christchurch Bays Shoreline Management Plan (2011) which set a policy of 'Hold the Line' for all of the urban northern Poole Harbour shoreline and the Poole Bay, Poole Harbour and Wareham Flood and Coastal Erosion Management (FCERM) Strategy (2014). Business cases for Flood Defence Grant in Aid must be in line with the approved Strategy.

6. The flood defence scheme is listed on the Environment Agency's (EA) Flood and Coastal Erosion Risk Management (FCERM) medium term plan for reducing flood risk to residential and commercial property. Currently, the EA has a temporary de-mountable flood defence plan for West Quay Road. However, a permanent solution is urgently sought due to the complexities and disruption of erecting a temporary barrier along the entire length of the highway.

7. The proposed flood defences from Poole Bridge to Hunger Hill also align with several strategies addressing the management of flood and coastal risk. More detail is provided in: Background Papers.

Scheme Objectives and Benefits

8. The proposed flood defence scheme has numerous objectives which relate to three main themes including:

    *   **Flood risk mitigation.** Implement the preferred option in line with local flood risk management strategy, thereby mitigating the increasing risk of flooding to people and property in light of the impacts of climate change.

    *   **Regeneration.** To help unlock land for future development, provide the potential for public realm improvement and contribute positively to BCP Council's sustainability agenda.

    *   **Environment**. Have full regard for the special environmental sensitivities of the location, seeking to maintain and enhance where possible the condition or integrity of the designated sites.

    The proposed scheme design provides a 1 in 200 year Standard of Protection (0.5% AEP). It is important to note that no projects eliminate flood risk, but mitigate to a set design standard.

    Key benefits are listed in 'reasons for recommendation'.

Summary of Options

9. The options for Cabinet to consider are either:

    *   Submit an OBC to the EA for funding of a flood defence scheme along the Poole Bridge to Hunger Hill frontage, facilitating the construction of defences starting as soon as possible (aiming for Autumn/Winter 2021)

    or

    *   Continue to wait for developers/landowners to build new developments that will incorporate the required flood defence measures

Options Appraisal

10. Details of decision making within the OBC

    The area was split into 5 discrete cells to assess the options as each had very different existing assets and issues.
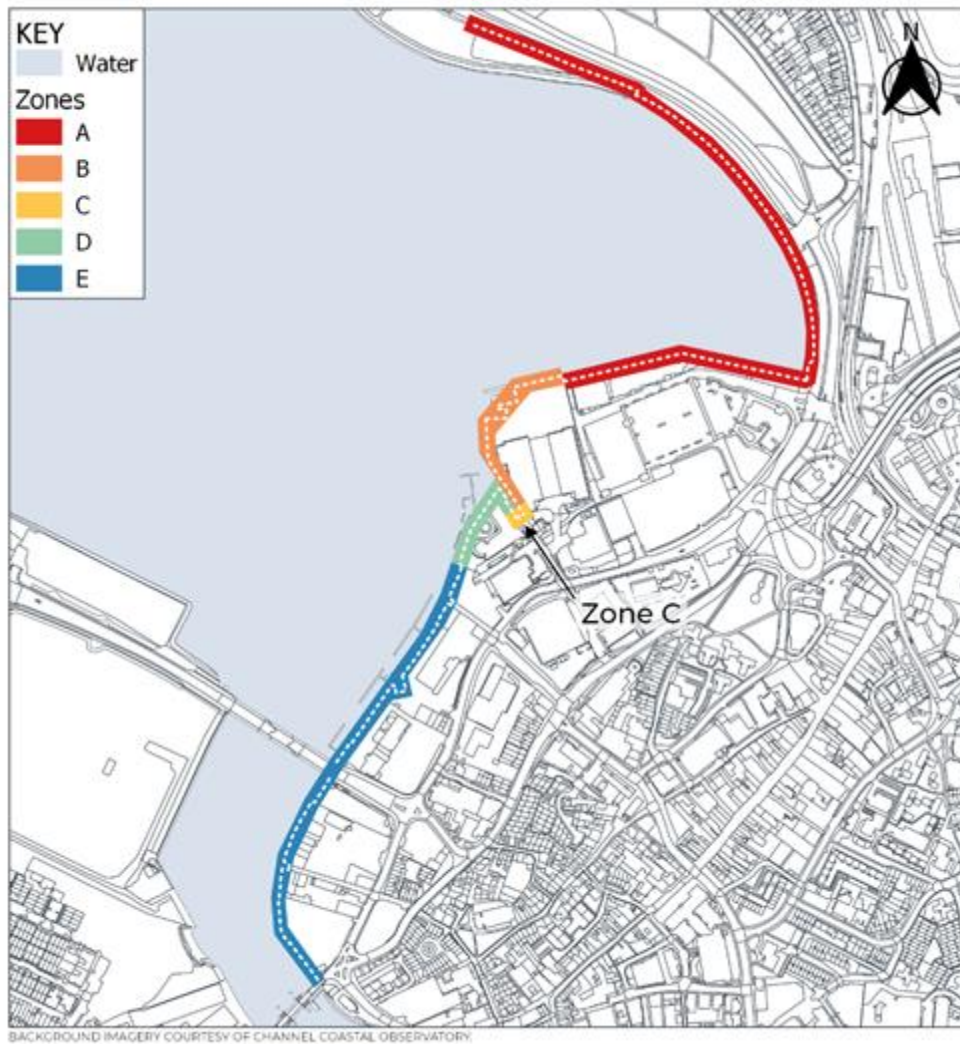
The OBC details how the options for each frontage are considered and how the final recommended options, in line with the approved Strategy, are chosen. The high level information from the Multi-Criteria Analysis is shown in table 1.1 below.

Table 1.1

Location	Description	Reason for short list or rejection
Zone A	*Raise defences now to 3.6m AOD (0.5%AEP for 100yrs)*	Rejected: Significant immediate impacts and no adaptive approach. Unnecessary intervention too early unlikely to secure support and consents.
	Raise defences now to 2.65m AOD (0.5% AEP for 50yrs), then raise to 3.6m AOD in 2071	Shortlisted: Adaptive approach. Limited environmental impacts and buildability issues.
	Provide temporary demountables (such as EA national asset) or similar	Rejected: Effectiveness uncertain. Significant disruption during deployment. Reliant on accurate forecasting.
Zone B	*Raise defences now to 3.6m AOD (0.5%AEP for 100yrs)*	Rejected: Existing wall asset new with long residual life. Inefficient to replace now.

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Location	Description	Reason for short list or rejection
	Raise defences in 2105 to 3.6m AOD (0.5%AEP for 100yrs)	Shortlisted: Adaptive approach. Economic use of existing asset with good SOP for next 85yrs.
	Provide temporary demountables from 2105 (such as EA national asset) or similar	Rejected: Effectiveness uncertain. Significant disruption during deployment. Reliant on accurate forecasting.
Zone C	*Ground raise and/or floodgate now to 3.6m AOD (0.5%AEP for 100yrs)*	Rejected: Unnecessary scale of intervention to early. Relative short gate life will be life expired before need.
	Ground raise and/or floodgate now to 2.49m AOD and then raise to 3.6m AOD in 2071	Shortlist: Adaptive approach. Economic use of assets.
	Provide temporary demountables (such as EA national asset) or similar	Rejected: Effectiveness uncertain. Significant disruption during deployment. Reliant on accurate forecasting.
Zone D	*Raise defences now to 3.6m AOD (0.5%AEP for 100yrs)*	Rejected: Existing wall asset with long residual life. Inefficient and unnecessary to replace now.
	Raise defences in 2071 to 3.6m AOD	Shortlisted: Adaptive approach. Economic use of existing asset with good SOP for next 50yrs.
	Construct set back defence in 2071 to 3.6m AOD	Rejected: Quay wall infrastructure still required for existing asset owner.
	Provide temporary demountables (such as EA national asset) or similar	Rejected: Effectiveness uncertain. Significant disruption during deployment. Reliant on accurate forecasting.
Zone E	*Raise defences now to 3.6m AOD (0.5%AEP for 100yrs)*	Shortlisted: Replacement wall required in this zone. More cost effective to build to target height from year 0.
	Raise defences now to 2.65m AOD (0.5% AEP for 50yrs), then raise to 3.6m AOD in 2071	Rejected: Insufficient to provide regeneration confidence. Inefficient construction approach and not cost effective.
	Provide temporary demountables (such as EA national asset) or similar	Rejected: Effectiveness uncertain. Significant disruption during deployment. Reliant on accurate forecasting.

The OBC preferred option(s) needs to follow the FCERM Appraisal Guidance rules in order to satisfy the requirements for technical and financial approval by the Environment Agency.

Table 1.1 shows the recommended options that form the basis of the proposed OBC.

11. <u>Continuing to rely on developers to provide flood defences</u>
The current policy of flood defence delivery wholly through regeneration and private development is not providing the required level of investment to achieve the FCERM strategy policy, resulting in the need to investigate alternative options and funding mechanisms.

Summary of financial implications

12. <u>The financial breakdown of scheme funding is as follows:</u>

    2019/20 - £310k Local Levy to draft OBC

    Subject to OBC approval:

    2020/21/22 – circa £12m (OBC being finalised) Flood Defence Grant in Aid for detailed design and construction of all main elements of the flood defences.

    Future costs:

    Maintenance - £303k over the life of the scheme, through BCP revenue maintenance budget

    2071 & 2105 - £863k for minor adaptation measures meet the required standard of protection set out in the OBC. This will be funded through the RNLI for works on their site and through CIL (as agreed at Project Board).

    For the purposes of bidding for Flood defence Grant in Aid, BCP are to underwrite all future costs.

13. <u>Key financial parameters of the business case:</u>

    PV Benefits of ~£161m over the life of the scheme through variety of factors including flood risk to properties as well as people related benefits such as 'risk to life'.

    Benefit cost ratio of over 13 to 1

Summary of legal implications

14. As a Coast Protection Authority and Land Drainage Authority, BCP council can deliver Flood and Coastal Erosion Risk Management schemes using their permissive powers (Coast Protection Act 1949 and Land Drainage Act 1991). BCP Council are also a Lead Local Flood Authority, as detailed in the Flood and Water Management Act 2010.

15. Having adopted the Poole Bay, Poole Harbour and Wareham Flood and Coastal Erosion Risk Management Strategy (2014), BCP Council are the Risk Management Authority with responsibility for the Poole Bridge to Hunger Hill coastal frontage.

16. The FCERM team aim to do deliver the scheme in conjunction and agreement with landowners, developers and other stakeholders. Presentations were provided to developers and land owners in July 2019 and they are very supportive of the single scheme approach. The new flood defences will be in the ownership of BCP Council, including the future maintenance.

Summary of human resources implications

17. BCP Council can deliver the scheme with a combination of in-house staff and the technical support of the Council's professional services framework contract with WSP.

18. Once built, the flood risk management assets will be monitored through regular inspections and maintained by BCP Council's FCERM Team.

Summary of sustainability impact

19. The proposed flood defences provide a long-term, sustainable, adaptive approach to implementing coastal flood risk management that is technically, environmentally and economically viable, considering future projections of climate change and sea level rise.

20. The scheme has full regard for the special environmental sensitivities of the location (SSSI, SPA, Ramsar) and requires licence and consents as required for defence works of this nature through the Crown Estate, Marine Management Organisation (MMO), Natural England and BCP Council as the Planning Authority to provide:
    • Environmental Impact Assessment screening opinion (requested)
    • Construction Noise and Vibration Assessment (complete)
    • Preliminary Ecological Appraisal (complete)
    • Habitats Regulation Screening Assessment (complete)
    • SSSI Assent
    • Water Framework Directive assessment (complete)

21. Construction delivery will be strictly administered to minimise carbon footprint. This is embedded in all Flood Defence Grant in Aid schemes and the EA's carbon calculator will be utilised throughout the detailed design stage.

22. Flood and erosion risk is a key factor when considering sustainability of any proposals within BCP Council and forms part of the new Decision Impact Assessment. The fact this project will mitigate such risk over the whole Poole Town Centre area will ensure an extremely positive 'sustainability impact' is delivered.

Summary of public health implications

23. The delivery of the flood defences from Poole Bridge to Hunger Hill will provide significant reduction to the risk of flooding to people and property, which emerging research demonstrates will give considerable public health and well-being benefits. The OBC benefits realisation had a large proportion of its value derived from people related benefits (47%), thus demonstrating that the project will deliver a significant positive impact.

24. To put this in another context, if BCP Council does not deliver the required flood defences, there will be considerable negative health implications in future years, both from the mental/emotional impact of flooding as well as a risk to life.

25. The work also involves extensive stakeholder engagement, providing an opportunity to share information and educate local communities about the future risks of flooding and the benefits that flood protection schemes can bring Additional benefits to communities can be considered to improve public realm as well as provide flood and erosion risk management.

26. The proposed scheme will help deliver the regeneration aims of a continuous seafront access route from the Town Quay to Holes Bay, significantly improving the ability for public leisure / exercise and reducing the volume of traffic in the town centre.

Summary of equality implications

27. There are no equality implications of this recommendation.

Summary of risk assessment

28. Without the provision of the proposed flood defences, over the next 100 years, significant numbers of residential and commercial properties and highways infrastructure would experience tidal flooding. The potential adverse impact to the tourism economy and amenity benefit would be of a scale of local, regional and national importance

Background papers

29. The provision of flood defences for Poole Bridge to Hunger Hill is consistent with all relevant local and national strategies and policies, the most notable of which are summarised below;

30. National FCERM Strategy for England, (Presented to Parliament) July 2020

The National FCERM strategy has been split into three high level core ambitions concerning future risk and investment need:

- *climate resilient places: working with partners to bolster resilience to flooding and coastal change across the nation, both now and in the face of climate change*

- *today's growth and infrastructure resilient to tomorrow's climate; Making the right investment and planning decisions to secure sustainable growth and environmental improvements, as well as resilient infrastructure; and*

- *a nation ready to respond and adapt to flooding and coastal change.*

31. Defra – 25yr Environment Plan, 2017

One of the five objectives outlined in Defra's single department plan is to create a nation better protected from floods and other hazards with strong response and capabilities by;

- *Better protecting 300,000 homes from flooding by 2022;*

- *Build, maintain and operate high quality flood and coastal erosion risk management assets;*

- *Publish guidance to Local Authorities and other flood risk management authorities on coastal adaptation.*

32. Poole and Christchurch Bay Shoreline Management Plan 2 (SMP2), 2011
    http://www.twobays.net/smp2.htm.

The Poole and Christchurch Bay SMP2 covers the project frontage and was first adopted in 2011.
The project area falls within Policy Development Zone 3 – Poole Harbour and Associated Coastline and at a more detailed level within Management Unit PHB.I (Poole Harbour North).

The agreed policy is 'Hold the Line' for the project frontage, recognising that this area includes the core residential, commercial and heritage centre of Poole. The principal aim over the whole area is to maintain the important regional and national economic viability of the area. As such the policy throughout the area is to continue to defend the built and recreational assets.

The SMP2 'refresh' process is currently underway with BCP Council having hosted a meeting on this specific topic. There are currently no proposals to change any of the agreed policies or management intent on the coastal units within Poole Harbour.

33. Poole Bay, Poole Harbour and Wareham Flood and Coastal Erosion Risk Management Strategy (PWFRMS), 2014

The PWFRMS was submitted to the EA's Large Project Review Group (LPRG) in 2013 and was approved by the EA in December 2014. Previous numerous related studies and strategies have been undertaken and where appropriate were considered within the P&W Strategy. Particularly relevant studies include;

- Poole Bay and Harbour Strategy (BBC, 2004);
- Borough of Poole Flood Risk Management Strategy (BoP, 2011); and
- Borough of Poole Strategic Flood Risk Assessment Level 1 & 2 (BoP, updated 2017).

The PWFRMS identified a preferred option of 'Improve' for the Central Poole cell (see Table 2.1), with the deliverable standard of protection to be determined at the detailed appraisal stage.

Option	Description Summary
4a: Improve (1% AEP min)	Short term: Replace seawalls near Lifting Bridge and at West Quay Road and Power Station site (potential private development areas). Raise quay wall between Dolphin Quay and Fishermen Landing Stage. Establish cut-off flood defence between port / Sunseekers site and rest of Lower Hamworthy. Raise (or replace) existing defence walls between Lifting Bridge and Baiter to design standard. Medium Term: Local defence improvements at Holes Bay (west). Long Term: Raise existing defence walls typically by further 0.4m to sustain against sea level rise.

Table 2.1 PWFRMS Preferred Option

This business case will seek to implement and deliver the preferred strategic option, updated with the results of more detailed appraisal studies undertaken since the PWFRMS.

34. BCP Council Corporate Strategy, 2019

The BCP Council Corporate Strategy 2015-2019, sets out five key priorities with two most applicable to this project being;

1. Sustainable Environment – Leading our communities towards a cleaner, sustainable future that preserves our outstanding environment for generations to come.
2. Dynamic Places – Supporting an innovative, successful economy in a great place to live, learn, work and visit

35. In July 2019 BCP Council passed a motion to formally declare a 'climate and ecological emergency'. BCP Council are committed to ensuring that sustainability runs through every aspect of the Council's business.

36. In addition, updates on the flood defence scheme will take place on the FCERM partnership website as it progresses:

https://poolebay.net/project/flood-defences-poole-bridge-to-hunger-hill/

Appendices

There are no appendices to this report

CABINET

Report subject	**Western Gateway Rail Strategy**
Meeting date	11 November 2020
Status	Public Report
Executive summary	The Western Gateway Rail Strategy is an area wide rail strategy which outlines how rail will help deliver the overall vision and objectives for transport in the Western Gateway area.
Recommendations	**It is RECOMMENDED that:** (a) **Council endorse the Western Gateway Rail Strategy.** (b) **Pursue the six route maps as identified in the Rail Strategy and support the development of any business cases or feasibility studies arising.**
Reason for recommendations	To ensure BCP Council has a strong voice in the up-to-date regional rail strategy. This will enable the council to plan positively for rail. To provide a framework for future rail investment as part of the Western Gateway arrangement. This would enable the council in partnership with other Western Gateway members and Network Rail to procure and deliver the necessary studies, business cases, needed to support enhanced rail infrastructure.
Portfolio Holder(s):	
Corporate Director	Bill Cotton, Corporate Director for Regeneration and Economy
Report Authors	Julian McLaughlin, Director for Growth and Infrastructure Alexis Edwards, Transport Development Team Leader
Wards	Council-wide
Classification	For Recommendation

Background

1. At the Western Gateway Sub-National Transport Body (STB) Partnership Board meeting of 19th June 2019, members of the Board agreed for officers to pursue "production of an area wide rail strategy". To meet that objective, a commission was awarded to WSP for the first of two phases of work. BCP Council is represented on the Board by the appropriate Portfolio Holder.

2. At the STB Board meeting of 8th December 2019, members of the Board were informed of the progress in developing the draft strategy and the outcome of the stakeholder consultation. At the following Board meeting of 4th March 2020, members of the Board were presented with phase 1 of the strategy. The Board agreed to continue funding the rail strategy towards the production of phase 2, which includes an accompanying summary document of both phases to assist Western Gateway in presenting its future ask to government.

3. Since the March 2020 STB Board meeting the full strategy has been developed and is provided in Appendix 1. It is important to note that the need for change is clearly articulated in the document and the base line conditions of existing services are equally well defined. At the September 2020 SSTB Board meeting the full strategy was endorsed by the Board.

Rail Strategy Phase 1

4. The rail strategy has a clear vision; with the five themes (Choice, Social Mobility, Decarbonisation, Productivity and Growth) supported by focussed objectives and priorities. These objectives and priorities were developed and defined by the stakeholder engagement exercises into a series of Conditional Outputs under each theme.

5. The 23 Conditional Outputs that form the focus of the Rail Strategy are the target aspirations or minimum standards needed to meet the outcomes expected by the rail strategy. These Conditional Outputs thereby give the Western Gateway, the constituent Local Authorities and industry stakeholders a clear vision of what success looks like.

6. Three strategic definitions have been used against which some of the Conditional Outputs are framed: Service designation, hub definition, and accessibility definition. Service designation attempts to categorise services and flows within four categories; Urban / Metro, Suburban, Regional, and Intercity. Hub definition relates to interchange and journey speeds at key locations i.e. line with the Western Gateway's Strategic Transport Plan three hubs approach. Accessibility definition relates to two distinct areas; Access to Stations i.e. the journey to the station, and Access for All i.e. within the station and aboard the train.

Rail Strategy Phase 2

7. Phase 2 of the Rail Strategy is principally focussed on three parts. Part 1 is a condensed summary of the phase 1 report with amendments following feedback and review arising from the eConsulations and eWorkshops. Part 2 focusses on the theme chapters (Choice, Social Mobility, Decarbonisation, Productivity and Growth) that were developed in Phase 1 of the Rail Strategy. Each theme is summarised in a high-level objective and developed into a number of priorities. These in turn are

linked to a series of actions, for the short, medium and long-term. Part 3 sets out the delivery approach for the Rail Strategy.

8. The Rail Strategy is very clearly not a wish list of schemes and interventions based on legacy requests, instead it sets out clear outcomes that Western Gateway wants from the rail network. Rather the rail strategy allows for the broad outcomes which Western Gateway want to be tested by Network Rail through their own internal processes thereby allowing the right infrastructure or timetabling outputs identified to be taken forward for funding and delivery in a coordinated and timely fashion.

9. The delivery of the Western Gateway Rail Strategy has been structured in to six 'route maps' in order to focus and align actions and interventions to relevant bodies and themes. The purpose of the route maps is to set out a series of well planned, effective and prioritised activities to meet the Western Gateway's vision for the rail. The six route maps are:

- Strategy, governance and collaboration
- Strategic Planning (Task Force) & Configuration States
- Digital Solutions Taskforce
- Stations & Access to Rail Task Force
- Freight Task Force
- Future Ready & Resilience Task Force

10. A supplementary glossy brochure similar to those used by other STBs has been produced and is given in Appendix 2. This condenses the Rail Strategy into a clear and hard-hitting document to lobby government and act as a briefing tool in setting out the Western Gateways vision and route maps to achieving it.

Williams Review

11. The Rail Strategy considers the potential implications of the Williams Review. The review has considered the structure of the whole rail industry and the way in which passenger rail services are delivered. The review was expected to make recommendations through a White Paper for reform to the industry that prioritise passengers' and taxpayers' interests. However, due to the COVID-19 emergency the review has still yet to be published.

12. The COVID-19 Emergency Measures Agreements (EMAs) introduced to ensure the rail system continued to function throughout the COVID-19 emergency were replaced in September with Emergency Recovery Management Agreements (ERMAs) that confirmed the end of the franchising regime. The Williams Review is still expected to be published in due course, but Government is working to alternative franchising mechanism to replace the ERMAs. Consequently, the conditional outcomes and recommendations within the Rail Strategy have been designed to be flexible to changes to industry structures.

Continuous Strategic Modular Planning (CMSP)

13. CMSPs are Network Rail's localised studies designed to understand timetabling and infrastructure requirements necessary to deliver the outcomes that rail industry stakeholders such as local authorities want. Future CMSPs are planned within both Western and Wessex Routes as set out in Table 1 including a CMSP for Dorset Connectivity which is currently in progress. As the two Network Rail route areas

cover more than the Western Gateway not all the future CMSPs are relevant, several of the CMSPs are relevant to BCP Council.

Year	CMSP
2019	West of England line (completed, Wessex Route) Solent Connectivity (completed, Wessex Route) Resilience (completed, Wessex Route – NR internal only)
2020	Bristol – Birmingham (ongoing, Western Route) Bristol – Exeter (Western Route) Bristol - South Wales (Western Route, Wales System Operator leading) Dorset Connectivity (ongoing, Wessex Route) Solent to Midlands Freight (Wessex Route, in conjunction with Highways England) South West Main Line Capacity (London Waterloo to Woking) (Wessex Route)
2021	West of England (Bristol travel to work area) (Western Route) South West Main Line Capacity (Woking and beyond) (Wessex Route)
2022	Western route decarbonisation (Western Route) Swindon corridors (Western Route)
2023	Bristol to South coast ports (Western Route) Taunton to Reading (Western Route)

Table 1- Future CMSPs

14. It should be noted that the Rail Strategy outcomes will be investigated in-depth through the CMSP process to identify the outputs necessary to make them possible. This is the approach through which changes to track or service will be delivered as Network Rail will own the development and delivery process for future business cases.

Implications for BCP

15. Currently BCP Council is working jointly with Dorset Council and Network Rail on the Dorset Connectivity CMSP. The remit for this CMSP is to examine potential improvements to:

- North to South connectivity from the Dorset Coast via the Heart of Wessex line to Bristol, South Wales, Swindon and the South West either by more frequent direct services or improved interchange at Yeovil. Castle Cary or Westbury with services on the West of England line and Great Western Main Line

- East to West connectivity between rural Dorset and the Bournemouth, Christchurch and Poole conurbation

- East to West connectivity between the Bournemouth, Christchurch and Poole conurbation and the Solent area

- It will also take into account aspirations for improved diversionary capability for Great Western services via the Heart of England and West of England lines during perturbation and engineering work, taking into account the findings of the recent West of England line CMSP and Solent CMSP

- Understand performance and resilience issues in the study area and consider how this might be addressed

16. Whilst it is too early for any of the outcomes of the Dorset CMSP, it should be noted that the alignment of the emerging outputs Dorset CSMP closely follow the approach

recommended by the Western Gateway rail strategy of addressing regional connectivity issues and better connecting (housing) development to rail.

17. The Dorset CMSP does not directly examine increased London frequencies or reducing the journey times as it is focussed on addressing poor local usage of the rail network and improving regional connectivity to the east, north and west. As referred in Table 1, the South West Main Line Capacity (Woking and beyond) CMSP planned for 2021 will involve BCP Council. and will examine journey time and frequency questions. This planned CMSP will build on the ongoing South West Main Line Capacity (London Waterloo to Woking) CSMP which will consider the constraints at the Waterloo throat and at Clapham Junction as well as the need for an additional track(s) onto Woking and how these impact the possibility of additional services. Work in the recently published Solent Connectivity CMSP by Network Rail did identify capacity constraints at Southampton Central hindering additional local services. This work has suggested service extensions to Totton for train terminations currently taking place at Southampton Central freeing up network capacity and the introduction of bidirectional signalling at Eastleigh platform 1 would enhance capacity and timetable resilience for Waterloo services directly benefiting BCP Council.

COVID-19

18. Work on this strategy started before the Covid-19 pandemic. The short-term effects of lockdown on rail patronage are well documented. As things stand passenger numbers are rising but are still considerably below pre-Covid levels. It is unknowable whether working, shopping and travel behaviours will revert to the historic 'normal' after the pandemic (and when that might be), but the focus of the Rail Strategy, setting out the Western Gateway's aspirations for the rail network remains valid. Indeed, the long-term vision and objectives still stand despite the impacts of COVID-19 in the main due to the focus of the Rail Strategy on long term outcomes rather than specific outputs.

Consultation, communication and engagement

19. The Rail Strategy has been developed with extensive input from industry stakeholders. Phase 1 of the Rail Strategy involved three workshops across the Western Gateway area and an eConsultation were held with the constituent authorities, Network Rail, Train Operating Companies (TOCs) and Freight Operating Companies (FOCs). Interested industry stakeholders including passenger groups were invited to participate in the eConsultation.

20. For phase 2 the programme of engagement was adapted to be carried out digitally due to COVID-19. Consequently, three eConsultations were held supplemented by an eWorkshop with the stakeholders. These digital events added detail to the outputs and assisted with packaging specific interventions. Each eConsultation was supplemented with dedicated meetings with the Network Rail Western (including the Bristol to Birmingham CMSP) and Wessex (including the Dorset CMSP) teams due to the high synergies of these workstreams. The draft Rail Strategy was subsequently consulted on with the industry stakeholders and the constituent authorities during August 2020.

21. The entire consultation and engagement process is summarised in Figure 1.
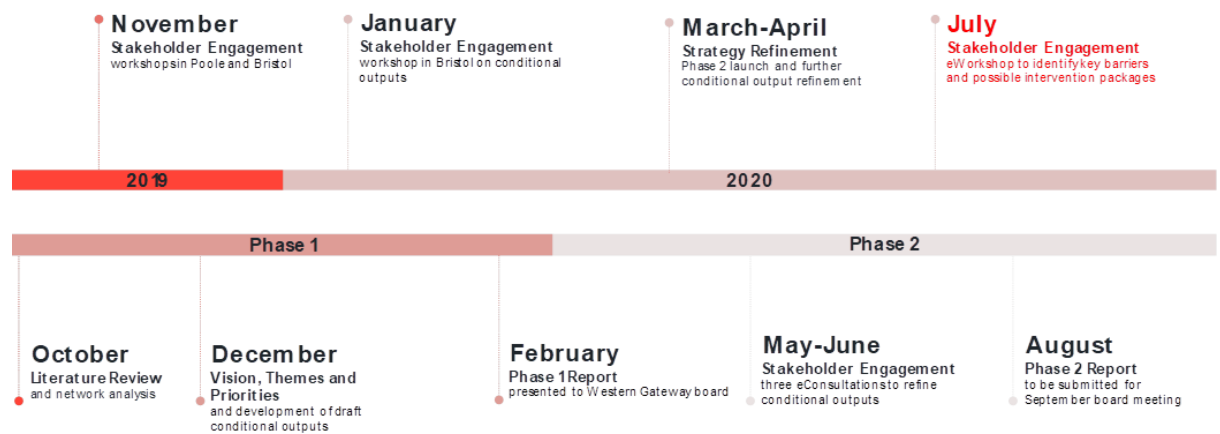
Figure 1: Consultation process

22. An extensive amount of feedback on the draft Rail Strategy was provided leading to a number of alterations being incorporated into the final strategy. Beyond minor detailed changes on the specific nature of some assumptions, the main amendments and revisions focussed on delivery and clarification of what will be recommended or be required to deliver by when and by which organisation. Clarity has been added regarding the role and interface with Network Rail on the delivery side of the strategy and revisions to service designations, frequencies and specific outcomes have been made. The phrasing of 'targets' has been revised to 'minimum aspirations', and words around the purpose of the strategy document – to be a guide and tool for the region's sub-national ambitions – has been included.

Options Appraisal

23. The first option available to the council would be to do nothing and not adopt the Rail Strategy. This option is not recommended as the council currently does not have a clear regional rail strategy and failure to endorse the approaches within the strategy would jeopardise the region's effectiveness at facilitating strategic investment from government in the region's rail network.

24. The second option would be for the Council to adopt the Western Gateway STB Rail Strategy. The constituent members of the Western Gateway STB will benefit from the STB providing a single, unified voice to government; signalling our collective priorities on strategic rail investment in partnership with rail industry stakeholders such as Network Rail and the Train Operating Companies and the Council is recommended to adopt the Western Gateway Rail Strategy

Summary of financial implications

25. There are no specific capital or revenue implications associated with the adoption of the strategy itself, as it was funded by the Western Gateway. However, it should be noted that funding opportunities will need to be sought to realise a number of the aims and aspirations set out in the strategy, as and when they affect the council and this may include the preparation costs for bids to government through the RNEP; and will need to be aligned to the Corporate Plan and the council's Medium Term Financial Strategy.

Summary of legal implications

26. While there are no direct legal implications arising from the adoption of the Strategy at this stage, further legal advice may be required in respect of supporting the objectives of the Strategy as outlined in this Report. This may include advice on potential funding arrangements, advice and agreements arising from dialogue with rail companies and infrastructure providers, and in respect of procurement of professional advice. Legal Services will continue to provide support and assistance to the work of the Strategy.

Summary of sustainability impact

27. It is anticipated that the rail strategy will have a positive impact on the environment. Improved connectivity, station enhancements and the provision of new stations within the Western Gateway will all contribute to rising passenger numbers and a transfer of trips from away from road to rail, reducing congestion, reducing harmful emissions and improving accessibility.

28. It should be noted that the Rail Strategy has decarbonisation as one of its five key themes with the objective "to enable rail to contribute more actively towards the decarbonisation of the Western Gateway". The three priorities for decarbonisation are listed below:

    (i) Identify ways to reduce the carbon emissions per passenger of rail journeys on diesel rolling stock

    (ii) Identify alternatives to diesel rolling stock including priorities for electrification

    (iii) Identify ways in which more freight can be transported by rail rather than road, in particular to deep-sea ports

Equalities Implications

29. No adverse impact on any protected groups.

Background papers

Published works

Appendices

Appendix 1- Western Gateway Rail Strategy Technical Report

Appendix 2- Western Gateway Rail Strategy Brochure

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QUALITY CONTROL

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Signature				
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EXECUTIVE SUMMARY

To be a region that is **sustainably connected** and provides **high quality** and **value for money** travel opportunities for all its businesses, residents and visitors

Western Gateway is the Sub-National Transport body formed of the nine local authorities between Gloucestershire and Dorset. It aims to be a region that is sustainably connected and provides high quality and value for money travel opportunities for all its businesses, residents and visitors.

WSP was commissioned by BCP Council on behalf of the Western Gateway Transport Steering Group and its Stakeholders to develop a Rail Strategy for the region. Based on engagement with Stakeholders in the form of eConsultations, an online eWorkshop and a number of specific interviews, the conditional outputs developed during Phase 1 were investigated in more detail and fortified to drive change in the five key themes:

1 **Choice** - This theme seeks to make rail the mode of choice across the Western Gateway.
2 **Decarbonisation** - This theme aims to enable rail to contribute more actively towards the overall decarbonisation of the Western Gateway region.
3 **Social Mobility** - This theme targets to provide equal journey opportunities by rail for all residents of the Western Gateway by improving access to stations, multi-modal interchange, and affordable rail travel.
4 **Productivity** - This theme seeks to enable rail to contribute more actively to improvements in productivity across Western Gateway.
5 **Growth** - This theme facilitates sustainable growth across Western Gateway through better connecting development to rail and making sure the rail network is resilient to change.

23 conditional outputs set out the ambitions for rail in WG. **Six route maps to delivery** describe the governance, actions and processes for Western Gateway to follow as the implementation of the strategy progresses. This includes the establishment of **five cross-industry Taskforces** to deliver, monitor and evaluate these route maps between 2020 through to 2040 and beyond, ensuring that investment is prioritised and targeted to make a tangible difference to residents, businesses and visitors to the Western Gateway.

5	23	5	6
Key Themes	Conditional Outputs	Tasks Forces	Route Maps to Delivery

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The strategy will require all relevant stakeholders to collaborate and leverage their influence to deliver this strategy and realise the identified Conditional Outputs. The Western Gateway Board and each of the **5 Taskforces** will have a series of actions and tasks to undertake within designated timescales to progress towards delivery of the strategy. This is clearly defined for the 0-3 year phase of the strategy, with actions and tasks for later phases being defined by deliverables and decisions made by the Board in the first phase. The **6 route maps** to Delivery are outlined in the table below: these are designed to be a blueprint for the Board and Taskforces to procure and deliver the necessary studies, business cases, and, in later stages of the strategy, design and construction. Chapter 7 contains the Route Maps themselves and more detail on the conditional outputs to be monitored and evaluated by each Taskforce.

Route Map	Owner
Strategy, Governance and Collaboration	Western Gateway Board
Strategic Planning and Configuration States	Strategic Planning Taskforce
Digital Solutions	Digital Solutions Taskforce
Stations & Access to Rail	Stations & Access to Rail Taskforce
Freight Taskforce	Freight Taskforce
Future Ready & Resilience	Future Ready & Resilience Taskforce

The Rail Strategy presents an ambitious yet deliverable vision for making rail a vital part of a sustainable transport network both within Western Gateway and across to its neighbouring authorities which has the support of all stakeholders who have been involved in its production.

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1 INTRODUCTION

1.1.1 Western Gateway (WG) is the Sub-National Transport (STB) body formed of the nine local authorities between Gloucestershire and Dorset. It aims to be a region that is sustainably connected and provides high quality and value for money travel opportunities for all its businesses, residents and visitors.

1.1.2 Part of this overall Strategic Transport Plan is to develop a mode-specific Rail Strategy which outlines how rail will help deliver the overall vision and objectives for transport in WG.

1.1.3 WSP was commissioned by BCP Council on behalf of the Western Gateway Transport Steering Group and its Stakeholders to develop a Rail Strategy for the region. This Strategy presents the need for change based on a review of policy, challenges and trends, it explores the region's vision, objectives and priorities, and develops a series of Conditional Outputs which will support the delivery of these objectives.

1.2 PREVIOUS WORK

1.2.1 This Phase 2 Report builds on the Phase 1 Report issued in February 2020, which outlined the need for change, the vision, objectives and priorities for rail in WG, and a series of draft Conditional Outputs. The technical reports for both Phases will be amalgamated and condensed into a single, published strategy document in September 2020.

1.2.2 The Phase 1 report set the geographical, economic and transport contexts for this work, at strategic, policy and operational levels, setting out details of the current rail network and passenger and freight services, committed and developing plans for improvements, and how these fit with the strategies and aspirations of the local authorities in Western Gateway. The report pays close attention to potential demographic and technological changes and how they may affect the demand for and supply of transport over coming decades. An important facet of this work is the attention paid to cross-boundary services – WG railways are part of a national network, and some key transport nodes which serve WG populations are outside the region. Key policy considerations include:

- the climate emergency;
- an integrated transport network within WG;
- interconnected UK-wide transport networks;
- an evolving railway network;
- a strategic transport network;
- a customer focused rail network;
- sustainable growth and a resilient network; and
- freight requirements and opportunities.

1.2.3 The Phase 1 report and subsequent work has identified that the **need for change** covers all aspects of the railway, including:

- route and track upgrades, including capacity and speed enhancements, to take account of growth (covering passenger and freight services);
- service levels (frequency, routes served; connections)
- rolling stock (quality, efficiency, traction modes);
- station access and facilities;
- the place of stations in their communities and wider transport networks;
- journey times (including line speeds and service frequencies); and
- reliability and punctuality.

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1.3 REPORT STRUCTURE

1.3.1 This report presents Phase 2 of the development of the rail strategy and is structured as follows:

- Introduction, Context, Progress, Definitions and Designations
- Theme chapters:
  - Choice;
  - Social Mobility;
  - Decarbonisation;
  - Productivity; and
  - Growth;
- Delivering the Rail Strategy.

1.3.2 Chapter 1 is a condensed summary of the Phase 1 report with amendments based on the feedback and continuous improvement process through eConsultations and workshops.

1.3.3 The five themes – Choice, Social Mobility, Decarbonisation, Productivity, Growth – were identified by WSP based on stakeholder workshops to provide a clear framework for the strategy. They are closely inter-connected, while still giving clear focus and shape. Each theme is summarised in a high-level objective and developed into a number of priorities. These in turn are linked to a series of Conditional Outputs (COs), each of which becomes deliverable through a series of actions, for the short, medium and long-term. Objectives, priorities and COs sometimes overlap, and many of the actions address more than one theme objective or CO. COs are conditional upon them demonstrating a robust business case (Value for Money) for identified interventions intending to deliver the respective outputs, and the aim of the strategy is to provide a robust framework and a consistent appraisal across the Western Gateway.

1.3.4 Work on this strategy started before the COVID-19 pandemic. The short-term effects of lockdown on rail patronage are well documented; at the time of writing, passenger numbers on the rail network are rising – but are still considerably below pre-COVID levels. It is uncertain whether changed working, shopping and travel behaviours will persist after the pandemic (and when that might be), but the focus of this strategy, on setting out aspirations for the rail network in the context of the climate emergency and making rail accessible by all, remains valid, looking ahead towards a net carbon zero future.

1.4 GEOGRAPHICAL CONTEXT

1.4.1 Western Gateway and its nine constituent local authorities comprise a great variety of places, with major urban centres and conurbations, market towns and rural areas, coastal and inland as seen in Figure 1-1. The region borders the Peninsula Transport area to the south west (Cornwall, Devon, Somerset) and with three sub-national transport body areas to the north and east: Midlands Connect, England's Economic Heartland and Transport for the South East. The Western Gateway area also borders Wales.

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Figure 1-1 - Local Authority Boundaries in the Western Gateway
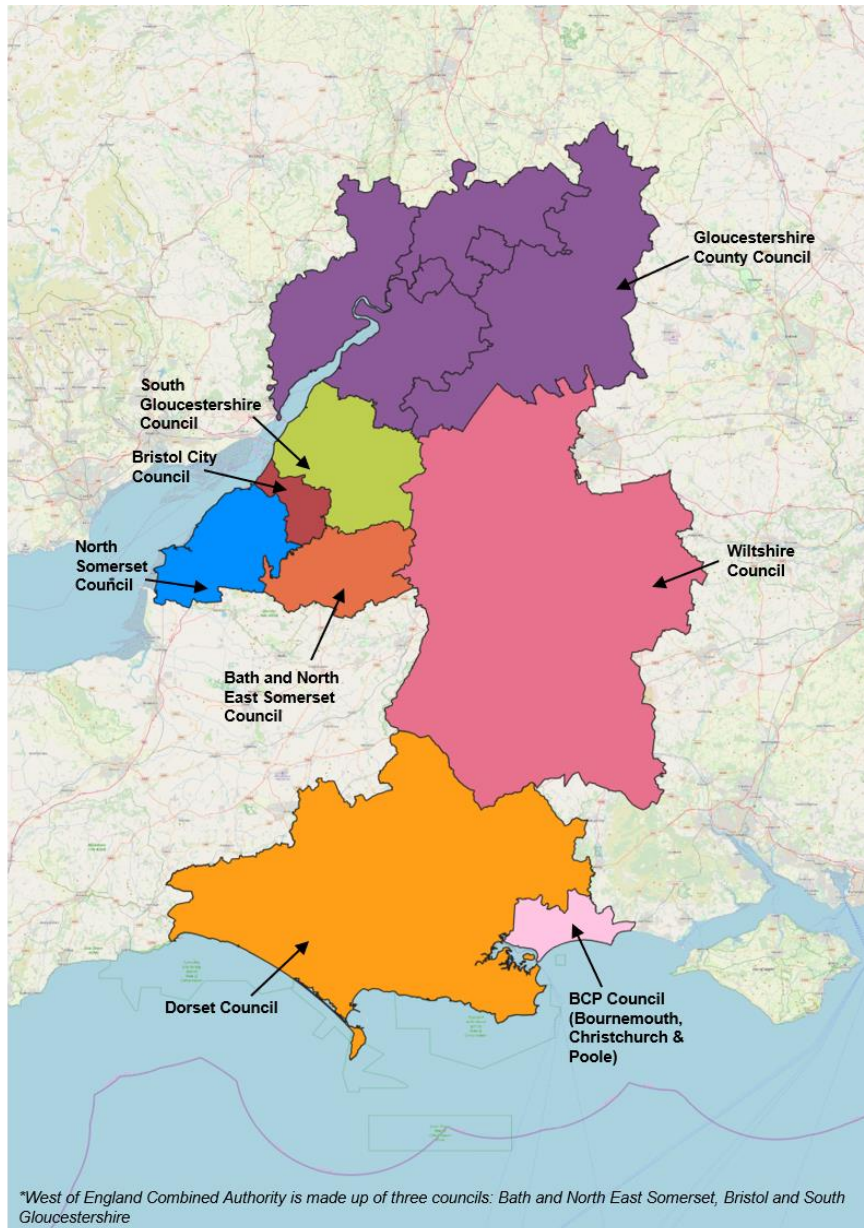
1.4.2 The current rail network geography, with main lines, secondary lines, rural/branch lines and freight lines, provides connections to most of the major towns and cities in the area, albeit some of the routes are indirect, or direct train services are not provided. There are multiple east-west routes, providing good connectivity from most of the region to London in the east, and west to Cardiff and Exeter and beyond. There are four routes providing north-south connectivity: the cross-country routes to Birmingham and beyond from Exeter and Bournemouth, plus the Portsmouth-Cardiff route and Bristol-Weymouth routes (at a lower service frequency).

1.5 NETWORK RAIL CONTEXT

1.5.1 Western Gateway bridges two Network Rail routes and regions. The southern part of Western Gateway sits within the Wessex route (part of Southern Region), with the northern part, including West of England, sitting in Western route and Wales & West Region.

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1.5.2 Network Rail's System Operator function looks to the future through its Continuous Modular Strategic Planning (CMSP) process. The CMSP is designed to explicitly put passenger and freight users at the heart of the process. The development of this strategy has seen extensive engagement with both route strategic planning teams to ensure the interface between STB strategy and NR CMSP is productive, seamless and effective.

1.5.3 The timing of both the development of the rail strategy and the two CMSP programmes – Bristol to Birmingham and Dorset CMSP - provided a unique opportunity to align and interface with both the Wessex and Western System Operator teams to establish a way of working for future CMSPs. This Rail Strategy will provide a framework that requires the CMSP process to be part of the next step for developing the evidence base and justification for investment decisions. This strategy is designed to steer and support NR in understanding what scenarios and aspiration to test, and further details on the CMSP and ongoing programme are illustrated in Section 7.3 of the report.

1.6 STAKEHOLDER ENGAGEMENT

Engagement touchpoints

1.6.1 In a similar vein to Phase 1, Phase 2 also consisted of a series of stakeholder engagement touchpoints in order to capture, review and iterate the contents of the strategy. Due to the ongoing distancing guidelines brought on by COVID-19, these were all moved to digital engagement activities, with three eConsultations, an eWorkshop and a series of meetings with Network Rail being held online.

- eConsultation 1: Designations and Definitions used as part of the strategy (more detail below);
- eConsultation 2: How the conditional outputs are to be measured, the setting of targets and the current gaps in meeting these, broken into:
  - 2a) themes Choice and Social Mobility
  - 2b) themes Decarbonisation, Productivity and Growth
- eWorkshop on intervention identification and barriers to delivery
- Meetings with Network Rail after each touchpoint from both a Route Management perspective and the teams for two ongoing Continuous Modular Strategic Planning (CMSP) programmes: Bristol to Birmingham and Dorset.

Summary of eConsultations

1.6.2 Feedback from the three waves of eConsultations was broadly supportive of the Conditional Outputs. A recurring theme was the importance of balancing vision and ambition, on the one hand, with realistic deliverability on the other. There was also repeated recognition that the wide range of stakeholders involved in delivering improvements to the rail network, whose drivers are not necessarily aligned, necessitates collaborative working to identify and overcome hurdles and barriers to progress. Much detailed feedback was provided, allowing definitions and categorisations to be refined and enhanced.

Evidence Base

1.6.3 At the start of Phase 1, stakeholders provided WSP with 64 documents, reports and studies relating to rail and transport planning within the Western Gateway geography. This included a wide range of types of document from high level studies to more detailed programmes of interventions.

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1.6.4   We have reviewed these and assessed their relevance to the delivery of each CO. This assessment is presented as part of the write-up of each CO in the subsequent chapters, and where specific interventions have been identified, they have been incorporated into our route maps to delivery where relevant.

1.7   HUB DESIGNATION

1.7.1   As part of the development of the strategy we have developed agreed definitions for stations which fulfil different roles on the rail network. All stations perform a hub function of some kind to their local communities, with some performing more regional or national functions based on the level of service and facility offering. The National and Regional Hubs shown on the map in Figure 1-2.

National Hub

A station on the network that is regularly served by high speed, long distance services linking the station and settlement in question to other nationally significant towns and cities. In addition, the station also provides regional and local connections, hence being a station where high levels of interchange are expected. Station facilities should reflect the nature of journeys to, from and through the station.

Regional Hub

A station on the network that is served by strategic routes of regional and sub-national significance that will often, but not always, provide an interchange function – either rail to rail, or rail to another mode that provides strategic connectivity. Stations will usually be located in larger urban / economic centres and may experience more inward than outward travel (i.e. an attractor location), and / or reasonable levels of interchange.

Local Hub

A station that provides access to rail within its community in order for passengers to be able to use rail to access regional and / or national hubs as part of an end-to-end journey. Rail-to-rail interchange will be minimal at most of these stations, and station facilities reflect the volume and type of use.

1.7.2   A Hub Designation at this stage by no means fixes a station in a specific category in the future. Where stations aspire to fulfilling a different role on the network in the future to better serve its population (residential, employment or leisure), key characteristics such as service frequency (and destinations), catchment or station facilities that designate it at present can be identified as part of a gap analysis and a case put forward to change the role of the station on the network.

1.7.3   We have included a selection of Regional and National Hubs outside the WG boundary ("out-boundary") on the map in Figure 1-2 to indicate where routes facilitate cross-border connectivity for stations within the WG boundary ("in-boundary"). This has also helped to define the types of services in the section below.

1.7.4   These categorisations affect how various COs in the strategy are framed, with different levels of service and facility appropriate and proportionate for different designations.

Figure 1-2 - National and Regional Hubs within and around the Western Gateway

1.8   SERVICE DESIGNATION

1.8.1   A service designation is required to adequately categorise services and flows with regards to the COs. This will ensure that the specific nature of services is taken into consideration to make the COs SMART while providing an appropriate level or proportionality. The definition of the four service categories below will depend on corridor catchment type, usage patterns, train service specification and will require a cross-authority and cross-operator consensus:

Intercity	Regional	Urban	Local

- **Intercity:** long distance, limited-stop services between National Hubs. This includes services which connect two out-boundary National Hubs and serve an in-boundary Regional Hub;
- **Regional:** limited-stop services between Regional Hubs intended to provide longer-distance connectivity where at least one Hub is in-boundary;
- **Urban:** metro-style services which connect local stations in a conurbation around an in-boundary Regional or National Hub; and
- **Local:** services between Regional-Local Hubs or Local-Local Hubs where at least one of these Hubs is in-boundary.

1.8.2   We have indicated the Intercity and Regional services on the map in Figure 1-3.

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Figure 1-3 - Intercity and Regional Services in the Western Gateway

1.8.3   The nature of a service can change en route, for example some intercity trains have a more regional nature further away from London or Birmingham.

1.8.4   There is evidently close alignment between service and hub definitions. There will always be a level of subjectivity regarding the designation of individual stations, services or flows into these categories, and as the network evolves, it is anticipated that stations or services designated into one category at this stage can change designation as their role changes. The COs have consequently been set with an element of flexibility so that an inevitable 'exception to the rule' will not be a reason for failure to meet a CO.

1.9   ACCESSIBILITY

1.9.1   Some of the COs relate to 'accessibility' and a definition of accessibility is required to ensure that the authorities and other organisations know unambiguously what the CO is trying to achieve regarding 'access'. Accessibility and mobility can frequently become incorrectly used and clarity (in the form of this definition) will ensure the COs remain SMART. Within this rail strategy, we have used the term 'accessibility' as defined below. We also provide a definition of 'onward travel' to provide clear distinction between 'Access for All' and 'Access to Stations'.

Access for All

1.9.2   Following consultation, we have tightened our definition of 'Accessibility' to refer to what is commonly referred to in the rail industry as 'Access for All'. This rail industry adopted term is used in

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a somewhat generic way to describe the ability of station facilities and routes through the station (from station approaches to boarding trains) to be used by all members of society. The intent is that no user is discriminated against when using station facilities and boarding / alighting services, regardless of any disability (visible or hidden).

1.9.3   It is governed predominantly by 2 pieces of legislation:

- EU Technical Specification for Interoperability – Persons of Reduced Mobility (PRM-TSI) and the UK Implementation of this Legislation; and the
- DfT Design Standards for Accessible Railway Stations – A Code of Practice

1.9.4   However, current thinking suggests that the legislation listed above does not go far enough in stipulating accessibility requirements, and there is still too much focus on physical impairments.

1.9.5   The 2010 Equality Act in fact identifies 9 Protected Characteristics that should not be discriminated against. These are:

- Age;
- Disability;
- Gender Re-Assignment;
- Marriage / Civil Partnership;
- Pregnancy and Maternity;
- Race;
- Religion / Belief;
- Sex; and
- Sexual Orientation.

1.9.6   Beyond this, this rail strategy will also seek to provide equal opportunities to other social factors such as deprivation, making rail in the Western Gateway fully inclusive.

Onward Travel

1.9.7   Previously defined as 'Access to Stations', this definition covers the full range of modes by which station users are able to reach the station from their homes or workplaces – often defined as 'First Mile / Last Mile access', including:

- Highway Access;
- Car Parking – quantity, quality and distance from station entrance(s);
- Bus Routes & proximity of bus stops to station entrance(s);
- Walking and Cycling routes – signposting, safety / security;
- Cycle Parking provision – quantity and quality; and
- Pick-Up and Drop-Off arrangements – private vehicle and taxi.

1.9.8   For the most part, this covers the public highway and to some degree, the transition between public highway and railway infrastructure. As this is a rail strategy, accessibility (as defined above) aspects out of the direct control of partners to this strategy (e.g. step-free access to buses) are excluded.

2 CHOICE

2.1 INTRODUCTION TO THEME

2.1.1 This theme seeks to make rail the mode of choice across the Western Gateway. Although in some parts of the region (e.g. in the Greater Bristol area) rail is competitive with car, for the vast majority of people who have access to both car and rail, they are drawn to choosing road over rail due to aspects such as infrequency of services, on-train journey times and the need to interchange. Coupled with the association that rail is unreliable and expensive, there is a need to improve both the reality and perception of rail travel.

2.1.2 Three priorities were identified through stakeholder engagement in Phase 1. The table below expands on what these priorities are and what addressing them will mean to WG.

Priority	Description
Improve frequency of services to provide more flexibility in travel options	A clear criticism of the current rail network from stakeholders was the frequency of services in WG, particularly in the N-S access. This applies as much to evening and weekend travel (discretionary journeys) as to peak time travel. This priority is addressed by CO C1 and C4. As part of uplifting frequency, it is essential to consider freight frequency, to ensure rail is a viable option for the movement of goods. This is addressed by CO C6.
Make rail to rail interchange (where direct services not possible) as seamless as possible	The lack of direct journeys and extended interchange times compounds the concern of stakeholders regarding frequency. Both of these aspects contribute to the reasons why people currently do not choose rail. This priority is addressed by CO C2 and C5.
Improve operational reliability of the network to give confidence in rail as a mode of choice	Part of rail's poor perception stems from poor reliability of the network. This priority is addressed by CO C3.

2.1.3 Six conditional outputs were identified through stakeholder engagement in Phase 1. These are listed in the table below and this chapter adds more detail about their targets, gaps and routes to delivery.

Conditional Output	Description
C1: Frequency	Increase the frequency of services to aspirational target levels appropriate for service type
C2: Interchange	Min and max interchange time at stations on hub-to-hub routes
C3: Performance	A percentage uplift in Right Time arrivals, an increase in customer satisfaction regarding performance
C4: Extended Timetable	Improved evening, morning and weekend services
C5: Direct Services	Increased number of direct passenger services through Hub stations
C6: Freight	Enabling sufficient capacity and access to the network for freight services to allow existing and new markets to develop

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2.2 CONDITIONAL OUTPUT C1: FREQUENCY

INTRODUCTION

2.2.1 Frequency was identified by stakeholders as one of the biggest concerns within Western Gateway and one of the barriers to rail mode choice. The timetable can be inconsistent, particularly in rural areas, which discourages people to choose rail. As a key driver to modal shift it is important that frequency is high enough for people to choose rail at local, regional and national journeys.

What?	Increase the frequency of services to minimum off-peak aspirations appropriate for service type
Why?	Frequency is a key driver behind service quality and mode share, and an increase in frequency will enable rail to become the mode of choice in the Western Gateway. While the development and issuing of a Train Service Specification (TSS) is typically the responsibility of a service specifier (the Department for Transport) in close consultation with Network Rail and other stakeholders, we have developed minimum off-peak aspirations based on views captured by stakeholders.
Where?	Route-wide, see below
When?	Medium term, to be refined in delivery plan
Who?	Service specifiers accountable, supported TOCs and Network Rail
How Measured?	See below.
Interdependencies with other COs	P1 – Journey Time
Example persona testing	For a day tripper, would the increased service frequencies enable them to make a return journey by rail between their home and their destination within one day?

EVIDENCE BASE

2.2.2 The desire for improved frequency was identified in 54 out of 64 studies reviewed as part of the strategy and was the most frequently observed theme. This highlights the scale of priority that service frequency improvements has in the region, however many of these studies had not progressed to identify interventions in order to deliver these.

HOW WILL IT BE MEASURED (TARGETS) AND GAP ANALYSIS

2.2.3 This conditional output is measured using our service designation which outlines minimum average number of trains per hour in the off-peak on a weekday. The gap analysis is performed against this weekday off-peak frequency in the December 19 timetable, based on the aspirational minimum frequency for each service type.

2.2.4 This is measured by the frequency of routes where direct services exist (and notes where indirect services also exist on the route). Where no direct route currently exists, this is addressed in Conditional Output C5 which looks at increasing direct services. Where timetable inconsistencies prevail, this has been noted too.

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2.2.5 Within each service type we recognise that there are specific regional differences which may – by nature of demand – necessitate higher frequencies to drive modal shift and hence the aspirational frequencies are still considered a minimum. This is particularly the case on Regional routes and Intercity routes which connect to Birmingham, and Network Rail CMSP processes will likely test frequencies above the minimum aspiration set in the tables below.

2.2.6 The deliverability of these frequencies and the interventions required to achieve them will assessed in more detail by Network Rail CMSP teams to develop future Train Service Specifications (TSS).

Intercity

Minimum Aspirational Frequency: 2tph

2.2.7 Intercity Routes have been defined as direct services between National-National hubs. This includes services which connect two out-boundary National Hubs and serve an in-boundary Regional hub. These have been ordered in terms of greatest gap to lowest gap.

Route	Current Frequency	Gap
Weston-Super-Mare – Bristol – Swindon – Reading	2 indirect, selected direct	2
Exeter – Westbury – Reading	0.5 direct + 0.5 indirect	1.5
Cardiff – Gloucester – Cheltenham – Birmingham	1 direct + 2 indirect	1
Cardiff – Bristol Parkway – Swindon – Reading	1 direct + 1 indirect	1
Cardiff – Bristol – Bath – Westbury – Salisbury – Southampton	1	1
(Bournemouth) – Southampton – Birmingham*	1	1
Exeter – Yeovil – Salisbury – Basingstoke	1	1
Exeter – Taunton – Bristol – Cheltenham – Birmingham	1	1
Bristol – Bath – Chippenham – Swindon – Reading	2	0
Bristol – Bristol Parkway – Swindon – Reading	2	0
Bristol – Cheltenham – Birmingham#	2	0

*2tph to Southampton in the short term with a longer-term aspiration to extend to Bournemouth.

#Bristol to Birmingham CMSP process will likely test above the minimum 2tph aspiration.

2.2.8 We have distinctly avoided the use of London in this conditional output: stakeholder feedback indicates that the focus on London journey times has been a significant contributing factor to the erosion of regional connectivity in the area. Decoupling from London will allow the region's strategic attention to be focussed on regional routes and corridors. While some of the routes clearly have an endpoint in London and/or other cross-border National Hubs and might not necessarily reflect the stopping pattern of the current timetable, the purpose is to illustrate service frequency and connectivity across a rail corridor and not a specific origin destination pair.

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Regional

Minimum Aspirational Frequency: 1tph

2.2.9 Regional Routes have been defined as direct services between Regional-Regional hubs where at least one hub is inside the Western Gateway boundary. It has been noted in the table below that some of these routes have a minimum aspirational frequency of 2tph and some of these routes should have their timetabling irregularities resolved. It is considered that a barrier to modal shift is the inconsistent service pattern and a more clock-face design would support modal shift. The identified gap has nevertheless been measured based on a 1tph aspiration as for other routes anything above 1tph is not an achievable goal from a value for money perspective. These have been ordered in terms of greatest gap to lowest gap.

Route	Current Frequency	Gap
Exeter – Weston-Super-Mare	1 indirect	1
Westbury – Chippenham	0.5	0.5
Westbury – Taunton	0.5 irregular	0.5
Westbury – Reading	0.5 irregular	0.5
Weymouth – Yeovil – Westbury – Bath – Bristol	0.5 irregular	0.5
Gloucester – Cheltenham – Worcester Shrub Hill	0.5 + 1 indirect	0.5
Bristol – Weston-Super-Mare (semi-fast, not Intercity)	1	0
Weymouth – Poole – Bournemouth – Southampton*	2	0
Salisbury – Southampton	1	0
Cheltenham / Gloucester – Swindon – Reading *Aspirational frequency of 2tph by way of a second direct hourly service*	1 direct + 1 indirect	0
Bristol – Gloucester *Aspirational frequency of 2tph by way of a second direct hourly service*	1 direct + 1 indirect	0
Westbury – Salisbury *Timetable irregularity to be prioritised in next timetable planning process*	2 irregular	0

*Note: this represents the fast/semi-fast services and this route is complemented by the Urban services across the Dorset and BCP route as described below. While no gap has been identified here, the Dorset CMSP is considering whether an increase to this service frequency is viable.

Urban

Minimum Aspirational Frequency: 4-6 tph

2.2.10 Urban Routes have been defined as metro-style services which connect local stations in urban and peri-urban areas around a regional or national hub inside the Western Gateway boundary. The aspirational frequency is across the core metro area and the detailed stopping patterns are subject

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to feasibility analysis by NR and their CMSP process according to infrastructure constraints and timetable planning rules.

2.2.11   Our definition of metro-frequency for the Dorset Metro area has been made in consultation with Dorset and BCP Council representatives and the NR Dorset CMSP team.

2.2.12   Our definition for the Bristol area has been broken down by routes and the aspirational frequencies have been taken from the MetroWest proposal documents based on the schemes which are being progressed by the West of England Combined Authority (WECA). Thus, there are already committed and planned interventions to address the gaps identified. In the longer term, WECA may wish to consider increasing frequency further, to 4-6tph on select routes, dependent upon the success of MetroWest. The aspirational frequencies in this strategy do not prohibit a future assessment of this need. MetroWest will deliver 5tph across the Temple Meads to Stapleton Road core, along with 4tph between Temple Meads and Parson Street.

Route	Current Frequency	Gap
Wareham – Brockenhurst (Dorset Metro) *Aspirational frequency 6tph across route (variable stopping pattern)*	1-3 Lower at local hubs	min 3
Bristol – Portishead (MetroWest Phase 1) *Aspirational frequency 2tph*	0	2
Bristol – Severn Beach (MetroWest Phase 1) *Aspirational frequency 1tph to Severn Beach* *Aspirational frequency 2tph to Avonmouth*	0.5 to Seven Beach 1.5 to Avonmouth	0.5 0.5
Bristol – Bath Stopper Service (MetroWest Phase 1) *Aspirational frequency 2tph*	1	1
Bristol – Weston-Super-Mare Stopper Service* *Aspirational frequency 2tph*	1	1
Bristol – Yate and Gloucester (MetroWest Phase 2) *Aspirational frequency 2tph*	1	1
Bristol – Henbury (MetroWest Phase 2) *Aspirational frequency 1tph*	0	1

*note: Bristol to Weston-Super-Mare is already 2tph when including the semi-fast services however an increase beyond this has been identified as a stakeholder priority.

Local

Minimum Aspirational Frequency: 1tph

2.2.13   Local Routes have been defined as direct services between Regional-Local hubs or Local-Local hubs where at least one hub is inside the Western Gateway boundary, but the route falls outside the metro areas described above. Many of the local connectivity concerns are based on timetabling irregularities as a barrier to modal shift and priority should be given to restoring timetable consistency. The routes selected below are illustrative of local minimum aspirational frequencies. These have been ordered in terms of greatest gap to lowest gap.

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Route	Current Frequency	Gap
Swanage – Wareham – Bournemouth	0	1 (long term aspiration 2)
Salisbury – Romsey calling at all stations	1	0
Castle Cary – Westbury	2-hour gaps and 2 in an hour	0 but timetabling consistency

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

2.2.14   As discussed above, there are studies and committed schemes already in progress for addressing service frequency in urban areas. These are the Dorset CMSP and the WECA MetroWest programme (set out below). A wider CMSP programme is also planned (details included in Chapter 7) that will consider future demand for rail travel and options for how that demand can be met. In some instances, this will include frequency uplifts, where this strategy will be used as a baseline to recognise stakeholder aspirations.

   - MetroWest Phase 1a: Half hourly services Severn Beach Line to Bristol Temple Meads to Bath Spa to Westbury. Opening December 2021.
   - MetroWest Phase 1b: reopened Portishead line, hourly services with new stations at Pill and Portishead. Opening 2024 (Delayed due to COVID-19).
   - MetroWest Phase 2: reopening the Henbury Line, new stations at Henbury, North Filton and Ashley Down and an additional service to provide half hourly services to Yate and Gloucester. Opening May 2023.

2.2.15   Any uplift in frequency to address the gaps identified above must both be supported by a business case and in some cases will require infrastructure changes to be delivered. This will be an iterative process between NR, WG, Operators and other stakeholders, through the establishment of a Strategic Planning Taskforce.

2.2.16   We recommend that through the CMSP process which is already collaborative, a prioritised Train Service Specification for Western Gateway is established, that reflects a minimum of 4 'configuration states' as service frequencies progressively improve towards achievement of the CO targets. The first 'configuration state' may be achievable on the existing network under current Timetable Planning Rules; however it is expected that future 'configuration states' will require the delivery of infrastructure changes to permit the subsequent service changes. This is a recognised industry process that has been used previously, for example on major programmes such as Northern Hub, as illustrated in Figure 2-1 below.

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Figure 2-1 - Strategic Planning Configuration States
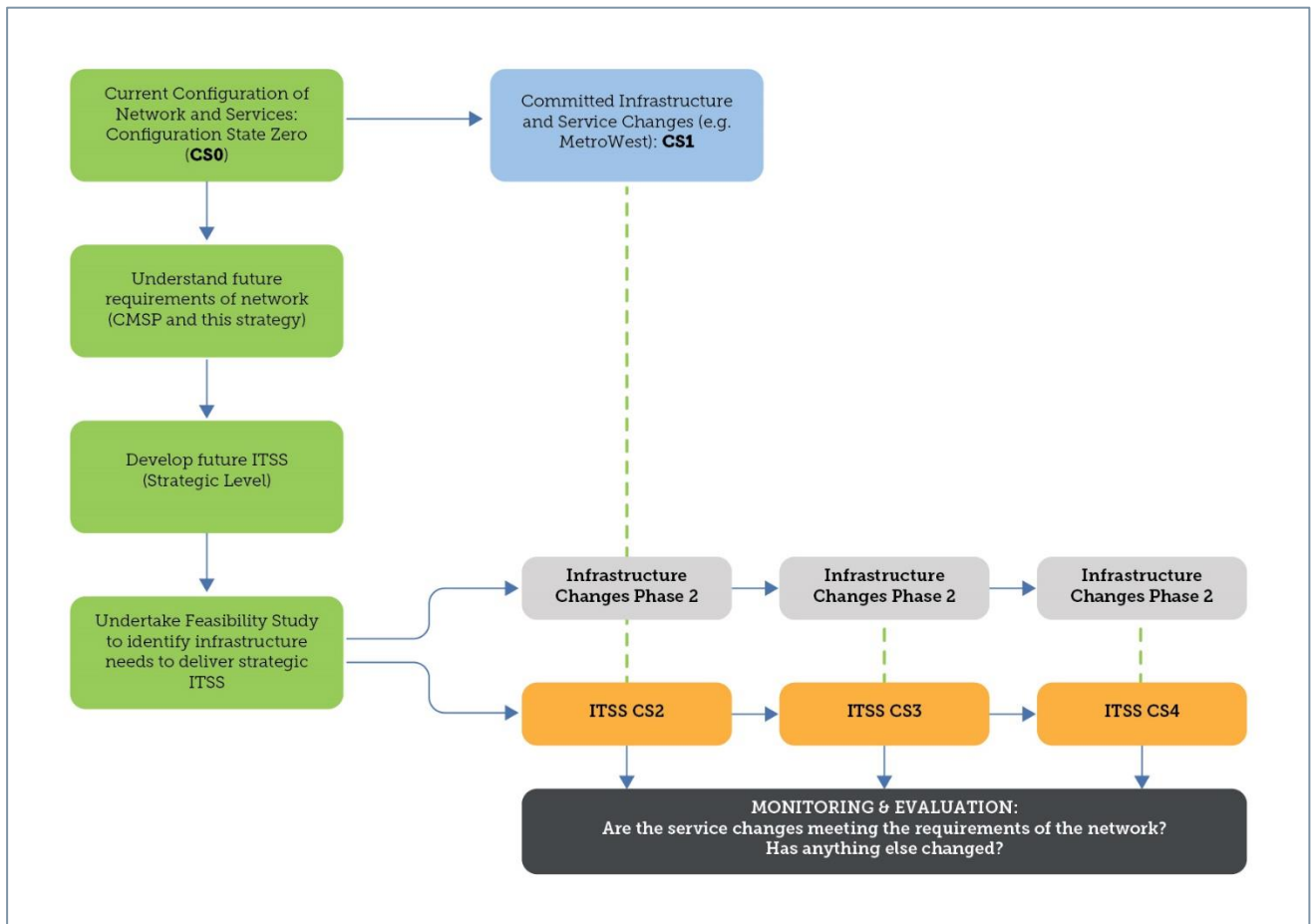
2.3 CONDITIONAL OUTPUT C2: INTERCHANGE

INTRODUCTION

2.3.1 Interchange is another key driver to mode choice and attracting people to use rail. Direct services are not feasible between all hubs and therefore it is important to provide interchange options that are achievable, accessible and not a barrier to choosing rail. Interchange is another key concern highlighted by stakeholders in order to attract more people to use rail.

What?	Maximum interchange time at stations on hub-to-hub routes
Why?	Conditional Output C2 addresses a key stakeholder concern regarding long wait times at some interchange stations where direct journeys are not available, and passengers are required to change trains.
	In general, an optimum connection time appears to be no less than 10 minutes and no more than 20 minutes to allow achievable connections without an impact on journey times (recognising the large weighting applied to wait time by passengers in business case development).
Where?	At stations where interchange is required as part of an end-to-end journey

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When?	Short to medium term
	Two stages outlined below, one for 2025 and one for 2030
Who?	Service specifiers accountable, supported by TOCs and Network Rail
How Measured?	See below
Interdependencies with other COs	M1 – Station Access
	C1 - Frequency (an improvement to frequency will support this CO)
	C5 - Direct Services (an improvement to direct services will support this CO)
Example persona testing	For a regional or long-distance commuter, is the interchange time appropriate to offer a journey time which is competitive with the car?

EVIDENCE BASE

2.3.2   The desire to improve interchange was identified in 37 out of 64 previous studies as part of the development of this strategy and is therefore assumed to be a key priority for stakeholders.

2.3.3   We have analysed where interchange is required across hub to hub journeys made within the Western Gateway. Note this analysis was performed on all Regional and National hubs as per the Hub designation: this therefore includes a selection of out-boundary hubs to facilitate cross-border connectivity.

2.3.4   Of the 300 hub to hub journey pairs, 146 cannot be made directly (almost 50%) and Table 2-1 below shows which National/Regional Hub/Hub trips require interchange.

2.3.5   Stakeholder feedback has identified that a key concern is Local to Regional and Local to National journeys which require interchange however we have not undertaken a full journey planning exercise as part of this study (as this requires more than a timetable analysis). While a sample of journeys was considered, we have avoided a regional bias in the analysis and the regional-specific gaps in interchange acceptability can be addressed as part of CMSP programmes in these areas.

2.3.6   The use of Generalised Journey Time was considered but due to the nature of it bundling all components together (frequency, speed/time and interchange), we have unpacked into separate conditional outputs to enable more targeted interventions to be established.

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Table 2-1 - List of hub to hub connections served directly

		In or out of WG boundary		OUT	OUT	IN	OUT	OUT	OUT	IN	IN	IN	OUT	IN	IN	OUT	IN	OUT	OUT	IN	IN	IN	IN	IN	OUT	OUT	OUT	OUT
		National or Regional		N	N	N	N	N	N	N	N	R	N	R	R	N	R	R	R	R	R	R	R	R	N	R	R	R
				BHM	RDG	BRI	OXF	SOU	BSK	BTH	BPW	CNM	SWI	BMH	SAL	DID	GCR	EXD	WOS	POO	CPM	WSB	WEY	WSM	CDF	TAU	YVJ	YVP
OUT	N	Birmingham New Street	BHM																									
OUT	N	Reading	RDG	☑																								
IN	N	Bristol Temple Meads	BRI	☑	☑																							
OUT	N	Oxford	OXF	☑	☑	□																						
OUT	N	Southampton Central	SOU	☑	☑	☑	☑																					
OUT	N	Basingstoke	BSK	☑	☑	☑	☑	☑																				
IN	N	Bath Spa	BTH	□	☑	☑	□	☑	☑																			
IN	N	Bristol Parkway	BPW	☑	☑	☑	□	□	□	☑																		
IN	R	Cheltenham Spa	CNM	☑	☑	☑	□	□	□	☑	☑																	
OUT	N	Swindon	SWI	□	☑	☑	□	□	□	☑	☑	☑																
IN	R	Bournemouth	BMH	☑	☑	□	☑	☑	☑	□	□	□	□															
IN	R	Salisbury	SAL	□	□	☑	□	☑	☑	☑	□	□	□	□														
OUT	N	Didcot Parkway	DID	□	☑	☑	☑	□	□	☑	☑	☑	☑	□	□													
IN	R	Gloucester	GCR	☑	☑	☑	□	☑	□	☑	☑	☑	☑	□	☑	☑												
OUT	R	Exeter St Davids	EXD	☑	☑	☑	□	□	☑	☑	☑	☑	☑	□	□	☑	□											
OUT	R	Worcester Shrub Hill	WOS	☑	☑	☑	☑	□	□	☑	☑	☑	□	□	□	☑	☑	□										
IN	R	Poole	POO	□	□	□	□	☑	☑	□	□	□	□	☑	□	□	□	□	□									
IN	R	Chippenham	CPM	□	☑	☑	□	□	□	☑	□	□	☑	□	□	☑	□	□	□	□								
IN	R	Westbury	WSB	□	☑	☑	□	☑	☑	☑	☑	☑	☑	□	☑	□	☑	☑	☑	□	☑							
IN	R	Weymouth	WEY	□	□	☑	□	☑	☑	☑	☑	□	□	☑	□	□	☑	□	□	☑	□	☑						
IN	R	Weston-Super-Mare	WSM	□	☑	☑	□	☑	☑	☑	☑	☑	☑	□	☑	□	☑	□	☑	☑	☑	□	□					
OUT	N	Cardiff Central	CDF	☑	☑	☑	□	☑	□	☑	☑	☑	□	☑	☑	☑	□	□	□	□	□	☑	□	☑				
OUT	R	Taunton	TAU	☑	☑	☑	□	□	□	☑	☑	☑	☑	□	□	☑	□	☑	□	□	☑	☑	□	☑	☑			
OUT	R	Yeovil Junction	YVJ	□	□	☑	□	☑	☑	☑	☑	□	□	□	☑	□	□	☑	□	□	□	☑	□	□	□	□		
OUT	R	Yeovil Pen Mill	YVP	□	□	☑	□	□	☑	☑	☑	□	□	□	☑	□	☑	□	□	□	□	☑	☑	□	□	□	☑	

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HOW WILL IT BE MEASURED (TARGETS)

2.3.7 This conditional output will be measured on hub to hub services (both National and Regional) where an interchange is required where at least one hub is inside the Western Gateway boundary (ie. Out-Out are excluded).

2.3.8 Based on consultation with stakeholders, we have set the aspirational interchange time standard as:

Key Aspiration: Interchange
10 minutes minimum – 20 minutes maximum

2.3.9 We have retained a high level target as the analysis is highly sensitive to changes in timetable and changes to frequency. More detailed specific station interchanges may not be relevant in a subsequent timetable change and therefore the target should be treated as an STB-wide aspiration.

2.3.10 This CO is highly dependent on performance and the confidence passengers have that short connection times can be made, especially those with accessibility requirements or making different types of journey (eg leisure vs commute): we have therefore set a 10 minute minimum. A number of interchange times across WG fall within the 5-9 minute category which with even a minor perturbation in arrival will cause a missed connection and we feel that the 10 minute threshold will materially improve the current baseline. On high frequency routes, a missed connection due to a late arrival is less of a concern: we recommend that the 10 minute minimum is aspired towards as part of timetable planning exercises, reducing the impacts of low frequency journeys where the risk of a missed connection is a barrier to travel.

2.3.11 We also recognise that the introduction of new direct services will help improve this CO.

2.3.12 There will always be discrepancies and any changes or interventions specific to interchange must always be weighed up with the benefits of doing so. Western Gateway should therefore work together with Network Rail and the Department of Transport on timetable specification exercises.

GAP ANALYSIS

2.3.13 We have looked at the current interchange times on hub to hub journeys where an interchange is required as per the matrix above and whether or not it meets the aspirational range:

Type of hub	Current compliance (all interchange hubs)	Current compliance (inside WG-only)
Regional	40%	37%
National	63%	66%

2.3.14 Many journeys within and across the Western Gateway require interchange at hubs *outside* the Gateway (especially Reading, Didcot, Swindon, Yeovil). We have reported compliance current compliance figures for both above, and recognise that they may be differing levels of influence that Western Gateway may be able to have at hubs outside the boundary.

2.3.15 We have set very broad aspirational compliance levels against this baseline as follows:

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	Stage 1 (2025)	Stage 2 (2030)
Regional Hub aspiration	50%	60%
National Hub aspiration	70%	80%

2.3.16 We recognise that a number of factors are at play and changes to frequency and direct services will support the delivery of this CO. We also recognise that there will always be exceptions to the rule and that due to the diverse nature of journeys made across the STB, increasing or reducing some interchange times will not be feasible. The key focus here is that this interchange time band is kept as a guiding principle to strive towards as part of the timetable planning process.

2.3.17 We also recognise that there are a number of stations across the Western Gateway geography which act as strategic interchange points which were not designated as Regional Hubs in our station classification process, such as Trowbridge, Dorchester and Castle Cary. Stations with an interchange function are determined by network and service patterns, and although this was part of the consideration in Hub designation, it was not the sole factor, with aspects such as facilities and catchment also informing the designation. There is no reason why these stations cannot be measured against the Regional Hub aspiration for interchange.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

2.3.18 Interventions for Interchange will be overseen by the Strategic Planning Taskforce and need to be included within the Strategic Planning process identified in CO C1, such that any opportunities for improved interchange at each 'configuration state' are identified and considered. This Taskforce will be able to monitor and evaluate the interchange aspirations for each hub designation and adapt targets based on observed service levels, journey purposes and other interchange characteristics (eg. commuter interchange, long distance leisure interchange or station infrastructure barriers).

2.3.19 Some specific infrastructure projects just outside the boundary of Western Gateway are due to deliver improved interchange for Western Gateway residents to access Heathrow Airport and central London. The recent remodelling of Reading Station as part of the Great Western Electrification Programme and in preparation for Crossrail is a key part of this.

2.4   CONDITIONAL OUTPUT C3: PERFORMANCE

INTRODUCTION

2.4.1 Confidence and trust that you will arrive at your destination when you planned is a key factor in mode choice: poor performance is consistently flagged as an issue to passengers in the National Rail Passenger Survey and is a barrier to attracting people to rail.

What?	A percentage uplift in Right Time arrivals and an increase in customer satisfaction regarding performance
Why?	Performance is one of the most important factors in passenger choice making and the level of confidence that users have in rail as a mode. Traditionally, performance monitoring and management has been isolated to rail industry bodies however there exists an opportunity for

	local authorities to be more closely aligned to the process (even if the delivery remains largely with those bodies).
	The emphasis in this output will be performance at every stop of every service, not simply at the destination, which mirrors the industry's recent move away from the Public Performance Measure (PPM) towards Right Time, T-3 and T-5 metrics. This also then facilitates interchange (rather than just measuring punctuality at service destination).
Where?	Route-wide, targets to be disaggregated by operator where necessary
When?	Short to Medium term Stage one by the end of 2021 Stage two by the end of 2025 Stage three by the end of 2030
Who?	TOCs and Network Rail will be accountable and specified and monitored by service specifiers.
How Measured?	See below
Interdependencies with other COs	G3 – Network Resilience
Example persona testing	For a business traveller or delivery employee, is the railway reliable enough to depend upon for business needs?

EVIDENCE BASE

2.4.2 The desire to improve performance was identified in 52 out of 64 studies provided as part of the study and is therefore assumed to be a key priority for stakeholders.

2.4.3 Most of the studies analysed the timetable however they did not identify direct interventions to improve network performance by reducing delays and increase punctuality beyond the measures that Network Rail and TOCs can implement. There is therefore an opportunity for more close working regarding performance so that local authorities can support the prevention, mitigation and recovery from delays on the network.

HOW WILL IT BE MONITORED

2.4.4 Based on discussions with Network Rail, the terminology in this Conditional Output will look at 'monitoring' rather than 'measuring'. There are existing metrics and benchmarks which TOCs and NR work towards delivering and the STB should not be setting new – and possibly conflicting – targets beyond contractualised industry figures.

2.4.5 That said, TOCs and NR have indicated that they welcome ways in which local government can support the prevention, mitigation and recovery from delays based on delay causes identified as being appropriate, specifically those over which they have influence.

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2.4.6   Possible ways in which local and combined authorities could support TOCs and Network Rail in the prevention, mitigation and recovery from primary and secondary delays include, but is not limited to:

- Supporting funding bids for infrastructure improvements and station upgrades;
- Level crossing-related delays;
- Fatalities and trespass mitigation by working with local community groups and/or enforcement services;
- Vegetation management across the interface of council to railway land boundary to reduce trackside debris delays; and
- The support in provision of replacement coach services during disruption for example by enabling better access to and from stations, removing restriction, safeguarding parking.

2.4.7   We recommend that performance is monitored using Right-Time arrivals (RT) and T-3 metrics as reported by the Office of Rail and Road, alongside the National Rail Passenger Survey (NRPS) score for Performance as reported by Transport Focus for each TOC (based on the relevant service group(s) for the operators in the geography). We recognise that the industry has moved away from the Public Performance Measure (PPM) due to its end-station nature while RT and T-3 measure performance at every stop of a service.

2.4.8   Figure 2-2 displays the Right Time Arrival metrics as reported by the ORR for GWR, SWR and CrossCountry, indicating they have not exceeded 78%, 68% and 43% respectively since 2014/15.

Figure 2-2 - Periodic right time arrivals by sub-operator* (Rail Year 2015 to 2020)
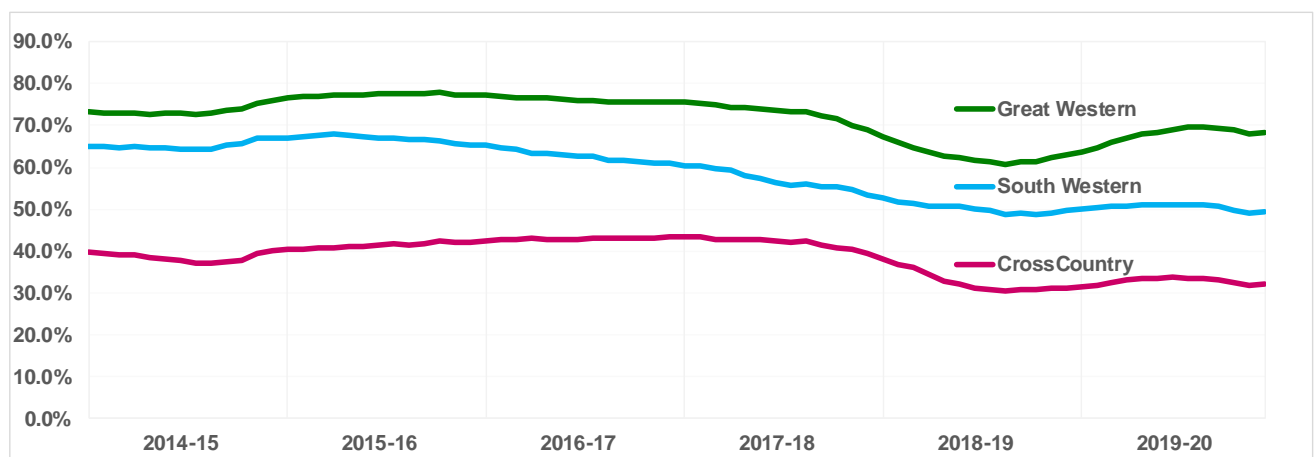
*based on consultation with the respective TOCs, the sub operator groups used are "West" for GWR, "Mainline" for SWR and "South West" for CrossCountry". The report used for this was *Disaggregated PPM Right Time and CaSL at sub operator level for All TOCs - Table 3.9*

2.4.9   From a customer satisfaction point of view, we have looked at NRPS scores for the last 6 years (2014-2019) and the Punctuality/reliability of the train metric. This indicates that over the past 6 years, the highest satisfaction score in any wave was 83% (in Spring 2017).

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Figure 2-3 - NRPS Punctuality/Reliability score for all three sub-operators* (2014-2019)
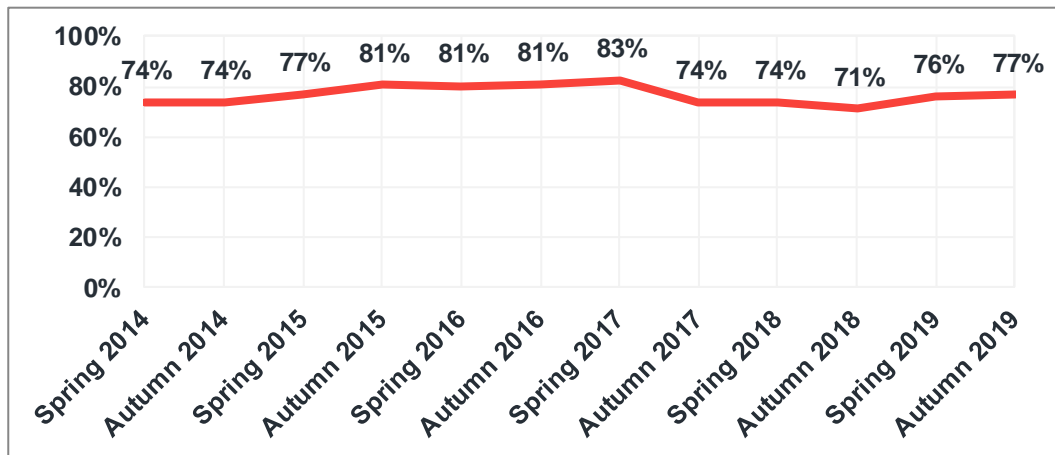
* for this, we have combined the most applicable service grouping for the three train operators of the Western Gateway, being GWR Long Distance, SWR Long Distance and CrossCountry South.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

2.4.10　A draft of this study included target figures for Right-Time arrivals and NRPS scores however these have been deemed inappropriate and run the risk of conflicting with contractualised performance measurement processes: we therefore recommend that performance is measured based on the TOC and Network Rail benchmarks and the associated Schedule 7.1 and Schedule 8 in franchise agreements.

2.4.11　This study does not identify specific interventions beyond the establishment of a Future Ready & Resilience Taskforce, through which nominated representatives from Western Gateway can work collaboratively with rail industry partners to influence performance improvement measures towards the industry targets described above.

2.4.12　An initial action within this Taskforce would be the development of an action plan which includes dates and aspirations, for example commissioning a study to further identify possible infrastructure interventions or establishing a detailed analysis of delay causes and their hotspots on a recurring basis.

2.5　CONDITIONAL OUTPUT C4: EXTENDED TIMETABLE

INTRODUCTION

2.5.1　Changes in passenger behaviour across all journey purposes has indicated that there is demand for earlier and later trains in the timetable. Many of these passengers currently opt for the private car (if they own or have access to one) as rail simply does not provide a service to enable modal shift for these discretionary journeys. This is especially notable on service groups whose timetable has been designed based on arrival and departure times in London. This is a concern not only on weekdays but also for weekend services.

2.5.2　The main barrier to extending a timetable is its impact on essential maintenance, both from an engineering and infrastructure point of view (Network Rail) but also fleet maintenance and traincrew requirements point of view (TOCs). This is discussed in further detail below.

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What?	Improved evening, morning and weekend service times and frequencies
Why?	Travel habits have changed, and there is an ever-growing demand for evening and weekend discretionary travel for leisure purposes, as well as serving the wider-ranging and more flexible working hours.
	Stakeholders have expressed the need for both earlier and later running of services, and improved frequencies at weekends. The purpose of this CO is to make train services available at times when passengers wish to travel, and to support the evening and weekend economy by improving train services at these times.
Where?	Route-wide
When?	Short to medium term
	Two stages outlined below, one for 2025 and one for 2030
Who?	Service specifiers accountable
How Measured?	See below
Interdependencies with other COs	-
Example persona testing	For inter-urban shoppers or socialisers, are there enough evening, morning and weekend services to make rail the choice for turn-up-and-go trip?

EVIDENCE BASE

2.5.3   An increase in earlier and later services was identified in 44 out of 64 studies that were reviewed. It is noted that this could be improved if the timetable were decoupled from London and an increase in local and urban provision (as identified in C1 frequency) particularly around Bristol and BCP/Dorset is achieved.

HOW WILL IT BE MEASURED (TARGETS)

2.5.4   This conditional output will be measured on hub to hub services (both National and Regional) where at least one hub is inside the Western Gateway boundary (ie. Out-Out are excluded). The time thresholds below have been derived from stakeholder consultation.

Service Type	Latest first service arrival at Hub station	Earliest last service departure from Hub station
Time at Hub	07:00 (09:00 on Sundays)	23:00

GAP ANALYSIS

2.5.5   We have analysed the number of point to point hub flows which meet the standard outlined above in a holistic manner relating to all stations. The percentage relates to the number of these flows that meet the standard divided by the number of total point to point hub flows in the Western Gateway (excluding Out-Out flows). This analysis was performed on all Regional and National hubs as per

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the Hub designation: this therefore includes a selection of out-boundary hubs as we recognise that they can also be attractors and producers for trips to and from the Western Gateway.

Current	Weekday + Saturday	Sunday
Latest Arrival	33%*	21%
Earliest Departure	31%	20%

2.5.6   *For clarity: on 33% of all National to National hub or Regional to National hub flows where at least one of these hubs is within the Western Gateway, you can reach the destination hub by 07:00 on a weekday and Saturday.

2.5.7   Stakeholder feedback has identified that a key concern is Local to Regional and Local to National journeys however we have not undertaken a full journey planning exercise as part of this study (as this requires more than a timetable analysis). While a sample of journeys was considered, we have avoided a regional bias in the analysis and the acceptability of regional-specific gaps in early and late arrivals can be addressed as part of CMSP programmes in these areas.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

2.5.8   The main barrier to extending a timetable is its impact on essential engineering works which Network Rail perform during the evening and weekend hours. The extension of a timetable runs the risk of further squeezing an already constrained window to deliver an ambitious pipeline of improvements. Furthermore, constraining engineering time can impact the delivery of some of the other interventions and associated improvements identified in the conditional outputs as part of this strategy. We appreciate that this would necessitate a review of the Engineering Access Statement (EAS) between the TOCs and Network Rail. Beyond engineering access, fleet maintenance cycles and traincrew diagramming will be impacted by an expanded timetable and the increase in cost that this will entail.

2.5.9   As such, we recommend that delivery of this CO is in part included in the remit of the Future Ready & Resilience Taskforce. This will facilitate discussions regarding the correct balance between provision of services for passengers and the essential maintenance and renewal work required to retain resilience of the network.

2.5.10   In addition, interventions for Extended Timetable need to be considered within the Strategic Planning process identified in CO C1, such that any opportunities at each 'configuration state' are identified and assessed. In every case, the business case for extended services will need to be established.

2.6   CONDITIONAL OUTPUT C5: DIRECT SERVICES

INTRODUCTION

2.6.1   As described in 2.3, Interchange has been identified as one of the main challenges within Western Gateway. A number of hub to hub connections which cannot be made directly are considered to be instrumental in preventing modal shift from car to rail. Introducing new direct services will increase the attractiveness of rail as mode of choice. We note that sufficient improvements to interchange and frequency can deliver equivalent benefits to new direct services.

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What?	Increased number of direct passenger services through Hub stations
Why?	Conditional Output C5 is about direct connectivity, particularly inter-regional connectivity. The improvement that this CO will drive is linked to supporting the delivery of C2 Interchange because increasing direct services will reduce the requirement for passengers to change trains. The purpose of the CO is to improve the attractiveness of rail by reducing the number of interchanges required to make a journey, increasing the range of destinations available without changing train, or by changing train only once.
Where?	At national and regional hub stations
When?	Medium term 80% of identified direct services in service by 2030
Who?	Service specifiers accountable
How Measured?	See below
Interdependencies with other COs	C1 - Frequency C2 - Interchange
Example persona testing	For a person with reduced mobility, is there a direct service, with an available seat, between major destinations?

EVIDENCE BASE

2.6.2   The addition of direct services was identified in 39 of the 64 studies which were reviewed. While some of these have been identified with local interests in mind, many could provide a sub-national benefit and therefore could be considered as part of upcoming timetable planning exercises.

2.6.3   The new direct services identified in this Conditional Output are based on stakeholder aspirations and views of their respective local authority's residents: an economic assessment including forecast demand will need to be performed to establish the business case for all of these proposed routes and their associated interventions.

HOW WILL IT BE MEASURED (TARGETS)

2.6.4   This conditional output is closely linked with C1 Frequency (where this was calculated based on existing direct services) and C2 Interchange (as the increase in direct services reduces the disbenefit experienced by having to change trains). Based on the 25 National, Regional and Other Hubs we are considering in this strategy, there are 131 Origin-Destination (O-D) pairs (excluding Out-to-Out boundary links) that have direct services, and 99 O-D pairs where at least one interchange is required.

2.6.5   We used a minimum of 4 services a day as a guideline for whether a connection is currently classed as a direct service (compared to isolated evening peak services for example which don't reflect general connectivity). There is also an increasing consensus that a standard pattern of services all day every day is not fit for purpose, particularly around the beginning and end of weekends: the further investigation of direct services will need to consider time of day fitness for purpose.

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2.6.6 We have considered the two Yeovil stations separately in this analysis.

2.6.7 Table 2-1 in Conditional Output C2 on Interchange (Page 22) indicates the gaps in direct service.

2.6.8 We have also ranked all hubs in terms of their connectivity to each other. It is unsurprising that Bristol Temple Meads and Bath Spa are at the top of the list of In-Boundary Hubs, but Westbury is also well-connected with direct services (albeit infrequently in some cases). This is reflective of Westbury's position at a key junction on the network. It is notable that Poole and Bournemouth are the worst-connect in-boundary stations with direct services to only 4 and 7 other hubs (respectively).

Table 2-2 - Rank of most hub to hub direct connections

Rank	Station	Hub Type	In or Out	Connected Hubs
1	Bristol Temple Meads	National	In	21
2	Bath Spa	National	In	20
3	Westbury	Regional	In	18
4	Bristol Parkway	National	In	17
5	Gloucester	Regional	In	16
6	Cheltenham Spa	Regional	In	15
7	Salisbury	Regional	In	12
8	Chippenham	Regional	In	10
9	Weymouth	Regional	In	10
10	Weston-Super-Mare	Regional	In	10
11	Reading	National	Out	9
12	Southampton Central	National	Out	9
13	Swindon	National	Out	8
14	Exeter St Davids	Regional	Out	8
15	Cardiff Central	National	Out	8
16	Basingstoke	National	Out	7
17	Bournemouth	Regional	In	7
18	Didcot Parkway	National	Out	7
19	Taunton	Regional	Out	7
20	Yeovil Pen Mill	Regional	Out	7
21	Worcester Shrub Hill	Regional	Out	6
22	Birmingham New Street	National	Out	5
23	Poole	Regional	In	4
24	Yeovil Junction	Regional	Out	4
25	Oxford	National	Out	1

2.6.9 Of the 99 links with no direct service, some are not viable due to infrastructure considerations and geographical constraints, and as such we have made a professional judgement about which ones are strategic enough to include as part of this strategy. This view has been informed by previous consultations and views expressed by stakeholders, and the above-described analysis which has highlighted other links. We note that a number of these are contingent upon reversing movements and/or associated infrastructure upgrades. Out-Out journeys have been excluded.

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2.6.10 Based on stakeholder consultation and the evidence base documents we have reviewed, we have suggested direct services as described in Table 2-3. These have been grouped into four categories. The services per category have been prioritised to connect local communities and inter-regional journeys over national journeys which in the past may have severed this local connectivity. The aspiration for these routes is a 1tph direct service.

2.6.11 These have been categorised by the hubs they connect and what kind of intervention is required. Category B interchange improvements primarily relate to timetabling and Category C infrastructure improvements refer to major investment to deliver. All of these would require economic appraisal to establish whether they deliver Value for Money.

Table 2-3 - Suggested future direct services to be investigated

Category	Suggested routes to investigate
Category A1 **New direct services that connect at least one National Hub**	▪ Bath Spa – Taunton – Exeter ▪ Salisbury – Reading ▪ Bristol Temple Meads – Chippenham – Swindon – Oxford ▪ Southampton – Salisbury – Westbury – Swindon – Oxford ▪ Bath Spa – Birmingham ▪ (Cardiff/Malvern) – Bristol – Portsmouth – Brighton
Category A2 **New direct services that connect Regional hubs**	▪ Chippenham – Gloucester/Cheltenham Spa ▪ Chippenham – Salisbury ▪ Chippenham – Castle Cary – Yeovil – Taunton ▪ Weston-super-Mare – Bath Spa – Westbury / Chippenham ▪ Weston-super-Mare – Gloucester ▪ Gloucester – Taunton
Category B **Direct service options which could also be achieved through interchange improvements:**	▪ Poole – Bournemouth – Salisbury *(interchange improvements at Southampton Central, will require working together with TfSE and NR Wessex)* ▪ Bournemouth – Poole – Yeovil – Castle Cary / Westbury – Bath – Bristol *(interchange at Weymouth paired with regularised Heart of Wessex Line service, or interchange at Dorchester if paired with a new station investment option)* ▪ Weymouth – Salisbury *(interchange improvements at Southampton Central, will require working together with TfSE and NR Wessex)* ▪ Salisbury – Birmingham *(service and interchange improvements at Reading or Basingstoke, will require working together with TfSE and NR)* ▪ Westbury – Birmingham *(service and interchange improvements at Reading, Swindon or Bristol, could be part of Salisbury – Birmingham service or extension of Chippenham – Cheltenham listed above)*
Category C **Direct service options which will require infrastructure investment**	▪ Bournemouth – Poole – Yeovil – Exeter *(May be better achieved through interchange improvements at Weymouth to a regularised Heart of Wessex Line service (but would also require infrastructure intervention at Yeovil)* ▪ Weymouth – Exeter *(May be better achieved through a regularised Heart of Wessex Line service (but would also require the infrastructure intervention at Yeovil))*

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2.6.12 It is understood that the delivery of East West Rail will present options for direct connections from the Western Gateway to Cambridge via Oxford.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

2.6.13 Interventions for Direct Services will be overseen by the Strategic Planning Taskforce and need to be included within the Strategic Planning process identified in CO C1, such that any opportunities at each 'configuration state' are identified and considered. In every case, the business case for extended services will need to be established.

2.7 CONDITIONAL OUTPUT C6: FREIGHT CAPACITY

INTRODUCTION

2.7.1 The rail network within Western Gateway has a significant role in freight transport national wide. There are three national strategic freight routes that pass through WG. They play a significant role in connecting ports with domestic intermodal hubs, particularly Bristol and Southampton to the Midlands. If rail meets freight clients' expectations, there is high potential to attract transport of goods by rail. Improving rail freight transport will also help developing the area, as we explore under the Productivity theme. This also helps to meet decarbonisation targets by moving the freight off road to rail. It was identified from stakeholders' responses that freight capacity is a significant challenge in Western Gateway.

What?	Enabling sufficient capacity and access to the network for freight services to allow existing and new markets to develop.
Why?	Rail freight is often de-prioritised in capacity planning, and this detracts from the benefits that rail freight can offer to freight customers over road-haulage. By making sufficient capacity on the rail network available, this will increase the attractiveness of rail to freight customers, thereby enabling a transfer of goods from road to rail. The purpose is to increase choice for freight shippers by making rail a viable alternative for more journeys.
Where?	Capacity will be required where there are existing or potential rail freight flows.
When?	Medium to long term
Who?	Network Rail and local authorities accountable for capacity and access, respectively. Freight operators have a role in attracting and accommodating new business through adapting their models.
How Measured?	See below
Interdependencies with other COs	D3 – Freight Growth D4 – Freight Capture P4 – Freight Capability

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Example persona testing	For a logistics employee in an emerging or established retail market, is there an opportunity to shift operations onto rail?

EVIDENCE BASE

2.7.2 The improvement to freight capacity was identified in 27 of 64 studies which were reviewed. These aspirations marry closely with decarbonisation targets and the growth of freight in conditional outputs D3 and D4.

FREIGHT – ASPIRATIONAL SERVICE PATTERN (F-ASP)

2.7.3 Conditional Output C6 will be measured against an aspirational service pattern on 8 key routes serving freight transport in Western Gateway, some of which are part of the three national strategic freight routes. These are listed below and illustrated in **Figure 2-3**.

2.7.4 Three national strategic freight routes:

- (1) Southampton to West Midlands via Salisbury, Westbury and Swindon
- (2) South West (Bristol) and Wales (Cardiff / Newport) to the Midlands via Gloucester (Key Commodities
- (3) Great Western Mainline London to South Wales via Reading, Swindon and Bristol

2.7.5 Key routes in Western Gateway:

- (1) Totton to Salisbury and Westbury (part of (1) above)
- (2) Westbury to Swindon (part of (1) above)
- (3) Frome and Westbury to Reading
- (4) Westbury to Bath Spa and Bristol
- (5) Bristol to South Wales (part of (2) and (3) above)
- (6) Bristol to Gloucester and the Midlands (part of (2) above)
- (7) Bristol to Exeter and beyond
- (8) Dorset Coastline

2.7.6 We have divided these 8 routes into Primary and Secondary routes based on their importance to the Western Gateway freight market which is driven by Aggregates from the Mendips quarries (near Frome) and activity around the Bristol and Avonmouth ports. Less of an emphasis has been placed on the Southampton to West Midlands strategic freight route as this does not play as large a contribution in serving Western Gateway specifically, and improvements to it are being considered by NR and others.

Route Grading	Routes Included	Frequency
Primary	3, 4, 5, 6	16 paths per day
Secondary	1, 2, 7, 8	4 or 5 paths per day

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Figure 2-4 – Strategic, Primary and Secondary Freight Routes within the Western Gateway

GAP ANALYSIS

2.7.7   A detailed gap analysis was unable to be carried out for this Conditional Output due to the irregular nature of the freight timetable and the impact that COVID-19 has had on freight operations. Furthermore, freight has safeguarded capacity that is intermittently used, which requires a more detailed analysis and consultation to understand.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

2.7.8   In order to better understand the freight market and build collaborative relationships with customers and operators, we recommend the establishment of a Freight Taskforce to take this aspect of the strategy forward. A key first action for this group is to commission and deliver a freight market study. For this CO, it will need to include the detailed gap analysis as described above.

2.7.9   Neighbouring STBs are beginning to develop of Freight and Logistics strategies over the coming months. Once the Freight Taskforce has been established, cross-border collaboration will be essential to improve rail freight opportunities within the Western Gateway area.

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3 SOCIAL MOBILITY

3.1 INTRODUCTION TO THEME

3.1.1 This theme focusses specifically on addressing the needs of the remote, less connected and/or deprived parts of the Western Gateway, which were identified as a challenge in the early stages of stakeholder engagement. The target is to make rail an integral part of connecting those remote and often deprived communities. Successful delivery of this theme will lead to a rebalancing of the regional economy, providing equal opportunities to all Western Gateway residents.

3.1.2 Three priorities were identified through stakeholder engagement in Phase 1. The table below expands on what addressing these priorities will mean to WG.

Priority	Description
Improve multi-modal interchange to rail through improving access to stations by car, bus and active modes	For rail to be successful, it needs to be part of a sustainable transport network. Stakeholders told us that in some parts of WG, particularly where access to rail is dependent upon good bus links, this connectivity is poor or absent at present. This is addressed by CO M1 and M2. The question of accessibility within stations for all users is addressed through CO M6, in order that barriers (perceived or real) are removed.
Create new direct journey opportunities between places that are not currently rail-connected, particularly north – south and rural areas	There are large parts of WG that are rural and remote, and/or without access to rail. These parts of WG are also often the more deprived areas that are in need of the economic growth that rail connectivity can bring. As well as addressing this priority through CO M1 and M2, we have also included M3 which will consider penetration of rail to a wider geography.
Make rail travel more affordable through fares management and incentives	The perception of rail is that fares are too expensive and unfair as it is difficult to find discounted fares. Ticket prices, particularly at peak make rail uncompetitive with car travel, and also unaffordable to the deprived parts of society. We address fares and ticketing solutions through COs M4 and M5.

3.1.3 Six conditional outputs were identified through stakeholder engagement in Phase 1. These are listed in the table below and this chapter adds more detail about their targets, gaps and routes to delivery.

Conditional Output	Description
M1: Station Access	Improvements to car and active modes access to stations, including safety, routing, signposting and parking
M2: Modal Integration	Integration of sustainable modes through alignment of bus and rail timetables / maximise bus to rail interchange
M3: Regional Catchment	Uplift in % population within rail catchment
M4: Fares Influence	Transparent, flexible and affordable fares structure or other financial incentives (push / pull)
M5: Ticketing Solutions	Multi-modal ticketing that encourages sustainable end-to-end journeys, including Mobility as a Service (MaaS)
M6: Accessibility	All stations in Western Gateway fully accessible

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3.2 CONDITIONAL OUTPUT M1: STATION ACCESS

INTRODUCTION

3.2.1 This conditional output will provide improvements to car and active modes access to stations, including safety, routing, signposting and parking. Implementing this CO will drive modal shift and promote rail as an integral part of a sustainable transport network, enabling passengers to feel that they are able to get to their local stations quickly and safely, and be confident that when they get there, space will be available for car or cycle parking.

3.2.2 This conditional output now incorporates the former **P3: Station Gateways** which was focussed upon wayfinding, and therefore has significant overlap with this CO.

EVIDENCE BASE

3.2.3 A large evidence base of information was received during the eConsultation to identify areas within the Western Gateway where station access improvements can be made and the limitations. These include:

- Improvement to accessibility routes to the stations is required, as poor routes may be a factor. This includes a lack car parking facilities at stations;
- Car parking requirements will need to be determined for each station as the demand is very localised;
- Accidents within the area may influence customers travelling to stations due to the risk of being involved or subsequent delays. Accident data was collated for a range of train stations within the Western Gateway to establish whether there was a specific correlation in accidents and whether any of the train stations were outliers. On review notable train station outliers included Clifton Down, Lawrence Hill, Weston Super Mare and Bournemouth;
- Crimes within the area may influence customers walking or cycling to stations for fear to their safety. Crime data was collated for a range of train stations within the Western Gateway to establish whether there was a specific correlation in crime locations and whether any of the train stations were outliers. On review notable train station outliers included Gloucester, Trowbridge, Weymouth and Bournemouth;
- Security issues within the station deter customers;
- Analysis of a 10 minute journey time by car, cycle and walking from stations is shown below in Figure 3-1;
- Analysis of station usage compared to walking catchment (0-10 minutes) to determine whether there is a large population that isn't reflected in rail usage; and
- Individual station access plans should be used to develop targets for car, cycle and disabled parking at each station. All stations should have a travel plan in place by 2025 to support improvements.
- The diversity of settings for stations, ranging from city centre locations to rural and parkway stations means that signposting and wayfinding is likely to need bespoke solutions in each setting, ranging from physical signposting (both highway and active modes) to digital wayfinding.

3.2.4 The most complete wayfinding study is the "Wiltshire Walking & Cycling Wayfinding Outline Strategy Report", which could serve as a suitable exemplar for strategic wayfinding design.

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Figure 3-1 - 10 Minute Journey Times by Mode from Rail Stations

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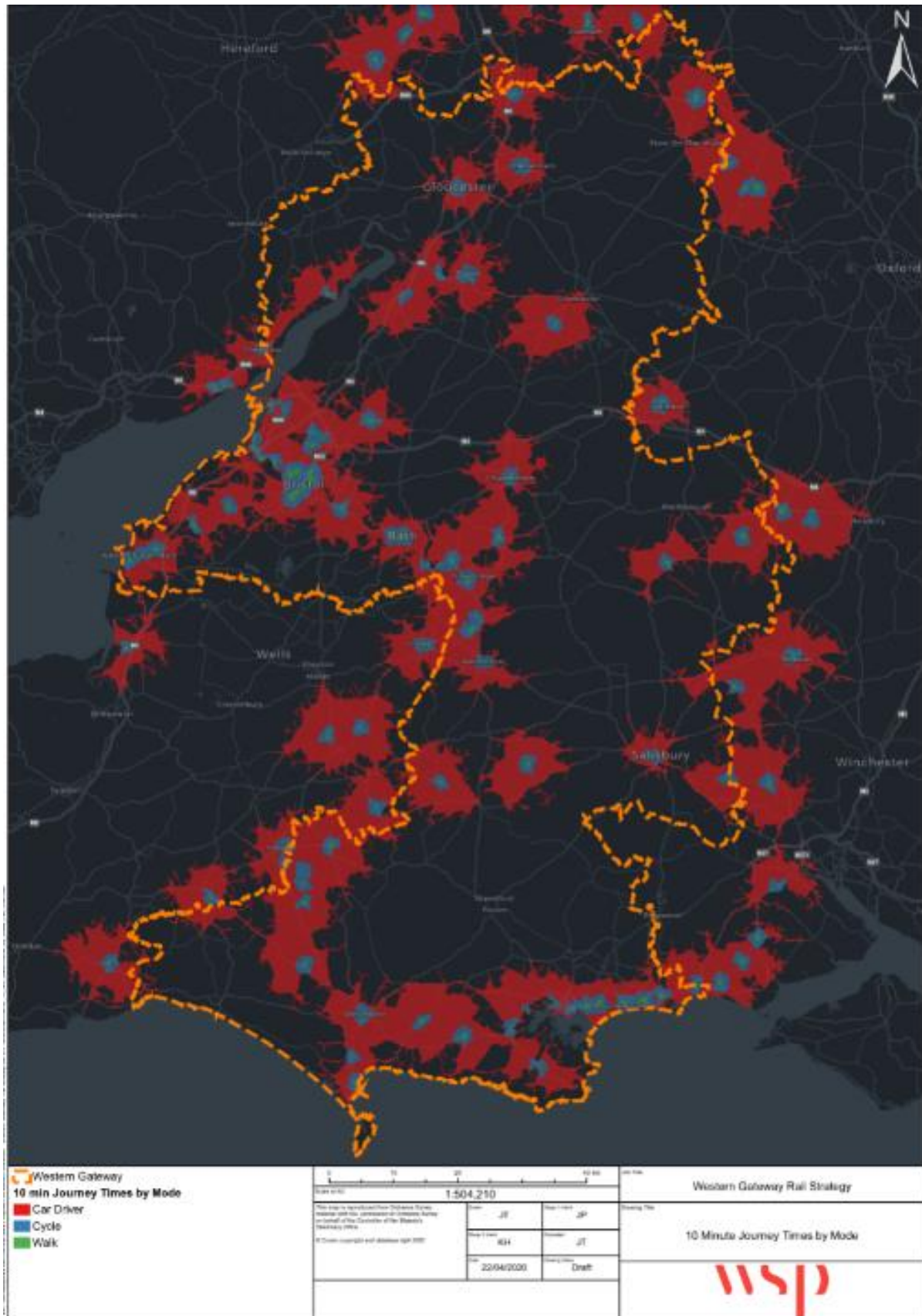
3.2.5 During reviews of the 64 documents received from various stakeholders across Western Gateway, approximately 37 of them included reference to interventions and aspirations related to improving modal integration and wayfinding throughout the region's stations.

HOW WILL IT BE MEASURED (TARGETS)

3.2.6 The desirable measures for this conditional output are set out in Table 3-1 and Table 3-2 based on connecting multi-modal sustainable transport services especially those not connected to the wider region via rail. Provisional targets have been set based upon the initial targets set out at consultation phase but taking into considering the eConsultation responses:

Table 3-1 – Station Access Parking Provision Targets

Type of Provision	% daily Station Users provided for		
	National Hubs	**Regional Hubs**	**Local Hubs**
Car Parking	5%	15%	10%
Cycle Parking	7.5%	7.5%	7.5%
Disabled Parking (Wide Spaces)	10% of total car parking provision (as specified in DfT Design Standards for Accessible Railway Stations – A Code of Practice)		
EV Charging Points	5% of total car parking provision, but can be linked with disabled spaces		

Table 3-2 – Station Access Safety & Security Provision Targets

Type of Provision	How provided / measure?
Access and Signposting	100% compliance with DfT Design Standards for Accessible Railway Stations – A Code of Practice
Safety	A reduction in road traffic collisions close on station approaches
Security	A reduction in reported crimes on station approaches

3.2.30 Provisional targets have been set based upon the initial targets set out at consultation phase but taking into considering the eConsultation responses.

3.2.31 Targets for EV charging points will need to be reviewed as patterns of uptake evolve, in particular to assess what proportion of EV owners seek to charge their vehicles at car parks as opposed to at home.

3.2.32 In addition to visual signposting, both seasoned Western Gateway rail travellers and first-time visitors will rely heavily on journey planning apps and GPS map applications to guide their journeys, so in the absence of physical wayfinding, digital wayfinding capability represents a cost-effective and accessible way to provide awareness and comfort with using rail stations.

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3.2.33　The Western Gateway STB should:

- Develop and deliver a Western Gateway Wayfinding Strategy and Delivery Plans for all stations which should:

  – Concentrate on key journeys and personas for the Western Gateway area
  – Incorporate information and signage requirements for emerging integrated transport modes, such as cycle hire schemes and charging areas for electric cycles and vehicles

- Develop a digital wayfinding app for use across the Western Gateway area. It will require:

  – Business-to-business collaboration with journey planning app providers
  – Incorporating Google Augmented Reality features, combining Google's existing Street View and Maps data overlaid on a live feed from phone cameras; this may require the design of an Application Programming Interface (API) to be used in conjunction with Google's systems
  – Linking and co-development with the "one-app" journey planning and digital ticketing capabilities outlined in conditional output M5 – Ticketing Solutions, as well as the journey planning studies in conditional output P3 – International Gateways
  – Marketing and advertising collaboration with TOCs and third-party retailers to incorporate the digital wayfinding resource into their apps

3.2.34　Success for this aspect of the CO will be measured through

- Click-through funnel statistics from TOC apps and third-party ticket retailers for local digital wayfinding link previews
- Monitoring trends in off-peak rail travel passenger numbers on the Western Gateway Routes

GAP ANALYSIS

3.2.35　We have taken into consideration the concerns surrounding car and cycle parking provisions by developing a series of targets to make rail more accessible to a wider range of customers.

3.2.36　Demand for car parking spaces often exceeds capacity by the end of the morning peak and causes a problem for those wishing to make journeys at times when the trains themselves are less busy.

3.2.37　Although we have undertaken a high-level assessment of crime statistics in proximity of stations, it is not yet understood whether the likelihood of becoming a victim of crime is a deterrent from rail travel. We are aware of a correlation between cycling to the station and cycle theft. Train Operating Companies should make a conscious effort to work collaboratively with the Western Gateway and British Transport Police to enforce the Secure Stations scheme to reduce crime and play a greater role in safeguarding customer and staff at stations.

3.2.38　Western Gateway and stakeholders should work collaboratively to ensure all station environments are visible, obvious and welcoming to all users in order to spur economic growth and enable modal choice in their communities. They must also integrate seamlessly with other modes of sustainable transport, ideally highlighting it intuitively as the first and most obvious choice for onward travel. Several of these concepts are also discussed in other interdependent COs such as G2 Mobility Hubs.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

3.2.39　We recommend the establishment of a Stations & Access to Rail Taskforce, whose remit will include a more detailed gap analysis of the elements of this CO, alongside the development of Station

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Travel Plans for all stations in WG within the first 3 years. Both of these elements will enable the identification of priorities for investment across Western Gateway and a phased delivery of interventions.

3.2.40   Station Travel Plans have been identified as a key intervention to provide passengers information how to travel to and from the station. This will reduce congestion around the station, provide ease of access and consequently hope to reduce traffic collisions. It will also lessen the stations effect on the environment, and encourage more travel by rail. However, rather than take a 'one size' fits all approach more use needs to be made of Station Travel Plans so that the needs and expectations of passengers at National, Regional and Local Hubs are taken into account before decisions on where to target resources are made.

3.3   CONDITIONAL OUTPUT M2: MODAL INTEGRATION

INTRODUCTION

3.3.1   This conditional output will provide improvements to integration of sustainable modes through alignment of bus and rail timetables / maximise bus to rail interchange. This output will drive modal shift and promote rail as an integral part of a sustainable transport network. Passengers using local bus services to connect to rail need to be confident that the interchange between the two modes (in both directions) will be comfortable and attractive. This needs to include consideration of proximity of bus stops to the rail station, as well as mode to mode wait time.

EVIDENCE BASE

3.3.2   A large evidence base of information was received during the eConsultation to identify areas within the Western Gateway modal integration improvements can be made to connect stations and the limitations. These include:

- The frequency of bus and rail services are key – identification needed to clarify the impact of a missed connection;
- Currently local authorities do not have direct control over bus operators and the services they choose to provide. There is a need for a process to co-ordinate rail and bus times;
- A portion of the local hub stations are vital to the Western Gateway and important for connectivity throughout the region;
- Bus timetabling is easier to amend than rail timetables;
- Importance of the integration between modes needs to be a suitable period to allow for delays and those with disabilities to transfer in time;
- To ease coordination between both rail and bus journey a clock face timetable for both should be introduced; and
- Once the targets have been established they should be considered as part of travel plans for the stations, linking with M1.

3.3.3   During reviews of the 64 documents received from various stakeholders across Western Gateway, approximately 37 of them included reference to interventions and aspirations related to improving modal integration throughout the regions stations.

HOW WILL IT BE MEASURED (TARGETS)

3.3.4   The desirable measures for this conditional output are shown below in Table 3-3 and are based on connecting multi-modal sustainable transport services especially those not connected to the wider region via rail.

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Table 3-3 – Modal Integration Measures

Type of Provision	Measure
Local bus services connecting Regional Hub **Local Hub stations to non-rail connected places**	Bus services timetabled to allow train-to-bus and bus-to-train with wait for second service of 15 to 20 minutes, Monday-Saturday daytime, every 30 minutes at other times (aligned with train timetables)
Bus stops for local bus services close to station	Bus stops with local services are within 200m of station entrance and on a step-free route
Connectivity by sustainable transport modes	End-to-end journey times by sustainable modes (bus+rail) from towns without stations to key regional destinations are competitive with private car

3.3.14   Provisional targets have been set based upon the initial targets set out at consultation phase but taking into considering the eConsultation responses.

GAP ANALYSIS

3.3.15   Over the past years city transport policy across the UK has been focused on private transportation, although city transportation planning has usually included some forms of public transportation. This has been as a result of a variety of causes, including economic growth and societal preferences that have, in many cases, translated into a political environment favouring car ownership particularly in rural areas due to a lack of modal integration.

3.3.16   Through our gap analysis we identified a range of bus and rail services without integrated timetables and where bus stops are currently located too far away from stations, or where buses to key destinations do not call at bus stops which are located close to rail stations.

3.3.17   From this analysis, 8 isolated towns were identified, with a range of potential major hub destinations that could be reached via bus/rail (including journey time), the interchange time from bus to rail stations and the duration taken to reach hub destinations by car. Notable isolated towns with bus journey times over 40 minutes plus to the nearest train station included; Bridport (43 minutes), Cinderford (52 minutes) and Blandford Forum (1 hour 4 minutes).

3.3.18   Map-based information can be analysed with bus timetables to identify where bus stops are currently located too far away from stations, or where buses to key destinations do not call at bus stops which are located close to rail stations.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

3.3.19   The Stations & Access to Rail Taskforce as described in CO M1 will be responsible for actions required to deliver this CO. As well as rail industry partners, a key representative on this group must be from Bus Operators in order for a successful outcome to be achieved.

3.3.20   An early action for this Taskforce should include analysis of bus services for all Regional and Local Hub stations and all locations without rail stations, in order that findings can be incorporated into Station Travel Plans. This action works alongside those for COs C4 Fares Influence and C5 Ticketing Solutions as one of the key interventions to tackle the gaps previously analysed with integrated multi-modal ticket solutions.

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3.4 CONDITIONAL OUTPUT M3: REGIONAL CATCHMENT

INTRODUCTION

3.4.1 The conditional output is intended to drive a percentage uplift in population living within a rail catchment. Increasing the proportion of the population living within the catchment of a rail station (e.g. within 15 minutes travel time by their chosen mode, noting that catchment will depend upon the nature of the journey purpose) is likely to be a contributory factor in whether that population will choose to use rail as part of their end-to-end journey. There are two obvious ways to achieve this CO – by shortening journey times to the station or creating new stations with new catchments.

EVIDENCE BASE

3.4.2 A large evidence base of information was received during the eConsultation to identify areas within the Western Gateway where the rail catchment can be increased. These include:

- If parking facilities are limited then customers are unable to utilise the facilities stations possess, so this must be considered alongside increasing station catchments;
- Improving bus services throughout the region is key to connecting to rail stations;
- Where parking is available competition should be introduced such as free parking – drawing on the success of parkway stations;
- Marketing campaigns to encourage the uptake and benefit of rail travel to hard-to-reach communities; and
- Consideration of the time it takes for individuals to travel to stations, implementation of station travel plans to provide this information.
- Network Rail Wessex Route First/Last Mile strategy to ensure transport solutions which remove the risk of congestion, promote sustainable transformational growth and develop the region's economic capability are introduced.

3.4.3 During reviews of the 64 documents received from various stakeholders across Western Gateway, approximately 36 of them included reference to interventions and aspirations related to improving modal integration throughout the regions stations. In addition, an additional suite of documents highlighting interventions to specifically improve Access to Rail that were submitted to the DfT Restoring Your Railway Ideas Fund have been reviewed.

HOW WILL IT BE MEASURED (TARGETS)

3.4.4 The desirable targets for this conditional output are shown below in Table 3-4 and are based on increasing the regional rail catchment of the Western Gateway.

Table 3-4 – Regional Catchment Targets

Type of Provision	Target
Location of rail stations in relation to residents' homes	Increase proportion of population living within 15-minute **walk** of a rail station
Location of rail stations in relation to residents' homes	Increase proportion of population living within 15-minute **cycle** of a rail station
Location of rail stations in relation to residents' homes	Increase proportion of population living within 15-minute **drive** of a rail station

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3.4.13 Provisional targets have been set based upon the initial targets set out at consultation phase but taking into considering the eConsultation responses.

GAP ANALYSIS

3.4.14 Aspirations for rail schemes have been identified within existing documentation however they take time to develop and deliver, due to Network Rail's GRIP process. Without protection these linear assets are easily destroyed by redevelopment. Therefore, Western Gateway planning authorities should strive to protect potentially valuable routes for which a business case has not yet been established to better connect the region. This links with CO G1 Transit Oriented Growth.

3.4.15 We have identified significant populations without easy access to rail stations; however, good access to a station is not always enough for residents to use the station. At a local level we have compared station usage (ORR data on station entries and exits) with the local population within walking distance. For most stations there is a broad relationship - the more people live close to a station, the higher that stations usage is; however this is not always the case. This suggests that other factors are at play – competing modes, a poor rail service (suburban Bristol) or a particularly good service (Westbury), or demand displaced from a nearby location (Kemble serving Cirencester, Lydney serving Coleford).

3.4.16 Furthermore, to identify and clearly understand the relationship between location of rail stations in relation to residents' homes assessments and monitoring of council walking and cycling action plans (LCWIPs) could be undertaken.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

3.4.17 To address underlying issues to connect the regional catchments across the UK, DfT has launched the Restoring Your Railway Ideas Fund ('Reversing Beeching'). Stakeholders in the Western Gateway have used this opportunity to put forward a number of proposals for projects to restore lost rail connections to communities. DfT will fund 75% of costs up to £50,000 of successful proposals to help fund transport and economic studies and create a business case.

3.4.18 Future funding to develop projects would be subject to agreement of the business case. Once successful projects are identified, subsequent proposals will need to focus on making the strategic and economic case for the scheme, as well as setting out any recognised challenges. Furthermore, the inclusion of socio-economic benefits, the train service proposed, any infrastructure and operating costs along with a consideration of the system impact and disbenefits on existing users will need to be provided.

3.4.19 At the time of writing, ten of the first rounds bids have been announced as successful, of which one is situated within the Western Gateway geography, shown in Table 3-5.

3.4.20 DfT have informed other first round bidders that a further decision may be imminent, and two of these are situated within the geography, listed in Table 3-6. Nine bids put forward for the second round of funding are located within the Western Gateway, and are listed in Table 3-7. There will be a third funding round in November 2020 to enable as many communities as possible to take advantage of the support provided.

3.4.21 The inclusion of these funding bids in this strategy is acknowledging the importance that DfT is now placing on making rail more accessible to deprived and rural communities. The concept aligns directly with this CO, so Western Gateway, through the Stations & Access to Rail Taskforce, has a role in shaping the future development of these schemes, regardless of whether bids to DfT are

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successful. As such, a further assessment of all bids by Western Gateway is proposed to establish whether they have the ability to deliver both this and other COs.

3.4.22 It is understood that for schemes taken forward through the 'Restoring Your Railways' fund, they will be required to pass through the Rail Network Enhancements Pipeline process, with the next stage being the submission of an SOBC at 'Decision to Develop' stage. For these schemes, the ability to demonstrate that they are aligned with the STB Rail Strategy will be a factor in the SOBC being approved.

Table 3-5 – Successful First Round Ideas Fund Bid

First Round	Status: Funding Confirmed
Project	Devizes via Lydeway in Western Gateway
Organisation	Wiltshire Council in partnership with Devizes Development Partnership
Project Contents	Plans to build a railway station on the outskirts of Devizes. Funding will support preparation of a feasibility study. If this is positive it is anticipated that the station could open within 5 years. It would support residents and the visitor economy.

Table 3-6 - First Round Ideas Fund Bids Awaiting Response

First Round	Status: Ongoing
Project	Melksham Single Track Line Capacity Enhancements*
Organisation	Wiltshire Council
Project Contents	Capacity improvement proposals for the Swindon-Westbury route, focusing on the Thingley Junction – Bradford Junction. The infrastructure options development assessment would consider the requirements for a Swindon-Westbury local service of a basic one train per hour frequency, with further options for an extension southward to Southampton, optimised timings for connections Westbury and frequency improvements above the one train per hour.
Project	Westbury Station Hub*
Organisation	Wiltshire Council
Project Contents	The proposal will develop the Westbury Station Hub concept towards a Strategic Outline Business Case, identifying infrastructure requirements that support the function of Westbury Station as an important connecting hub, capable of accommodating service frequency aspirations including some restored secondary services, improved connection timing and operational resilience.

* DfT have requested further information on these Round 1 bids which are still "in the system" but are hoped to be progressed.

Table 3-7 – Submitted Second Round Ideas Fund Bid

Second Round	Status: Submitted with results announced end of Summer 2020
Project	Shepton Mallet (Mendip Vale)

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Second Round	Status: Submitted with results announced end of Summer 2020
Organisation	Mendip District Council
Project Contents	Shepton Mallet's current nearest mainline station is Castle Cary which is over seven miles away, but new stations and a bypass have been proposed in a business case from Mendip District Council for major new transport projects. Included in the plans is a new 'Shepton Parkway' railway station and a new bypass near Street, and the district council has committed £320,000 towards developing a full business case. This would allow for residents and vistors to rely on rail rather than Sedgemoor motorway link.
Project	Radstock Railway reinstatement
Organisation	The North Somerset Railway
Project Contents	To provide various services both directly and indirectly, to Swindon, Westbury, Taunton, Exeter, the South West, Weymouth, London, Bristol,Cardiff, Gloucester and Cheltenham, plus have a beneficial effect on the Somer Valley community for example, more tourism, easier journeys for commuters, and leisure travel..
Project	St Anne's Park Station
Organisation	Bristol City Council
Project Contents	St Anne's Park Station has been out of use for 50 years and could be reopened under proposals being put forward by the MP for Bristol East. Reopening the station has the potential to transform travel in the area: reducing gridlock, improving air quality and opening up access to other areas of our city for residents. Local residents have led a longstanding campaign to reopen St Anne's as the area has been poorly served by public transport for some years
Project	Restoring secondary services on the Great Western Main line
Organisation	Wiltshire
Project Contents	The proposal is to enable rail to increase its market penetration, support the local economy and reduce environmental impacts by: Introducing additional (stopping) services on the route between Bristol and Didcot via Chippenham. Opening new stations to improve access to rail at Royal Wootton Bassett and Corsham. Increasing frequency between key regional centres
Project	Charfield Station
Organisation	WECA
Project Contents	Charfield is on the Bristol/ Birmingham route between Yate and Cam and Dursley and is in South Gloucestershire. Network Rail are working towards single option designs and funding has been secured for development and in principle for construction from WECA. A New Station Application has been submitted for this station by the Council.
Project	Bristol West Capacity Enhancement
Organisation	WECA

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Second Round	Status: Submitted with results announced end of Summer 2020
Project Contents	This scheme looks to address existing capacity issues which is restricting necessary increases in frequency of train services into and out of Bristol Temple Meads. This capacity issue was highlighted in the Greater Bristol Area rail Feasibility Study (GBARFS), part funded by the DfT and finalised in November 2019.
Project	Cirencester Community Rail project
Organisation	Cirencester Community Development Trust
Project Contents	To re-instate the train route from Cirencester to Kemble by building a single-track line with passing loops following the old route.
Project	Project Wareham – complete the link (Wareham – Swanage)
Organisation	Swanage Railway
Project Contents	Project Wareham entails delivering the infrastructure and capability to enable the full re-instatement of the Purbeck Line and the re-introduction of timetabled passenger services between Swanage and Wareham.
Project	Improvement of railway services at Pilning station / reinstatement of FB to Platform 2
Organisation	Pilning Station Action Group
Project Contents	Reinstatement of footbridge to Platform 2: the footbridge was removed from this station as part of the electrification programme so that there is no access to the West bound platform. Services are infrequent and a significant uplift is desired.

3.5   CONDITIONAL OUTPUT M4: FARES INFLUENCE

INTRODUCTION

3.5.1   This conditional output provides a transparent, flexible and affordable fares structure or other financial incentives (push / pull). Public perception of rail fares is that they are expensive and complex, and feedback from Transport Focus suggests that many passengers do not feel that they get Value for Money from the fares they pay. With changing travel habits, season tickets in their traditional form no longer offer a better value alternative.

3.5.2   As a consequence, potential passengers will choose car travel in preference. Furthermore, a specific issue in Western Gateway is that season tickets to London are disproportionately cheap compared to a peak return fare, which drives a bias towards London rather than regionally-based businesses.

3.5.3   We are aware that there is an ongoing fares reform in the rail industry and, paired with the ongoing Williams review of franchising, looks to provide more devolution and local control over fares and ticketing to enable more targeted, appropriate and affordable local pricing structures. This presents an opportunity for the Western Gateway and its constituent authorities to 'get ahead' and identify ways in which fares can be simpler, tickets can be integrated and the pain points/barriers to choosing rail based on this can be eased/lifted.

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EVIDENCE BASE

3.5.4   A large evidence base of information was received during the eConsultation to identify how the influence of fares could change customer's perception of rail travel and other sustainable travel modes within the Western Gateway and the limitations.

3.5.5   During reviews of the 64 documents received from various stakeholders across Western Gateway, approximately 11 of them included reference to interventions and aspirations related to improving ticketing solutions throughout the region. One of the key documents highlighting the priority and desire for an improvement in fares was the South Western Franchise – Consultation response from Wiltshire Council.

HOW WILL IT BE MEASURED (TARGETS)

3.5.6   In a similar manner to the ongoing monitoring and management of performance, the fitness-for-purpose of fares will only be achieved if TOCs (with the Rail Delivery Group), Local Authorities, the DfT and the ORR work together to identify where fares are the barrier to rail being the main mode of choice. This includes looking for multi-modal integration, notably with the regional and urban bus networks, but also first-mile last-mile integration such as car or bike sharing solutions.

3.5.7   Targets for an improvement to passenger satisfaction based on National Rail Passenger Survey (NRPS) data have been set reflecting the responses to the eConsultations where stakeholders expressed that customer satisfaction with value of money as a key indicator for choice of mode. While these targets are blunt, they reflect this desire to improve satisfaction of value for money.

GAP ANALYSIS

3.5.8   This conditional output has struggled to be implemented not only within the Western Gateway but nationally due to the lack of agreement between public and private sectors to root and branch a reform to tackle the fares and ticketing regulation.

3.5.9   The gap analysis on NRPS data identified a plateauing trend of value for money of the price of rail tickets from 2014 to 2019. This indicated that over the past 6 years, the highest satisfaction score in any wave was 45%. For this, we have selected the most applicable service grouping for the three train operators of the Western Gateway, being GWR Long Distance, SWR Long Distance and CrossCountry South.

Figure 3-2 - NRPS Value for Money score for all three sub-operators (2014-2019)
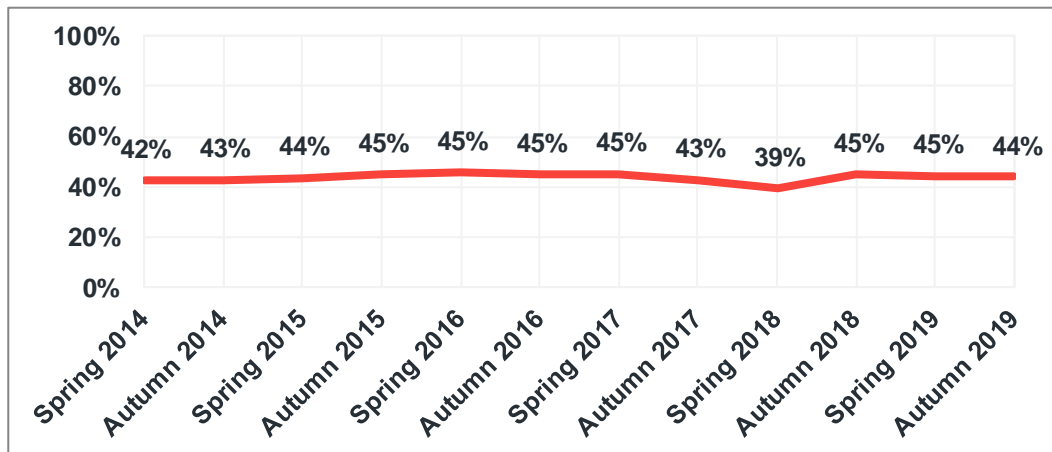
DELIVERY PLAN – IDENTIFIED INTERVENTIONS

3.5.10 Fares and Ticketing will fall under the responsibility of the recommended Digital Solutions Taskforce, and their immediate task will be to develop an Action Plan to both improve Value for Money in fares alongside addressing the challenges around digital multi-modal ticketing (See CO M5).

3.6 CONDITIONAL OUTPUT M5: TICKETING SOLUTIONS

INTRODUCTION

3.6.1 The ticketing solutions conditional output hopes to provide multi-modal ticketing that encourages sustainable end-to-end journeys, including Mobility as a Service (MaaS). In addition to frustration about fares (described at M4), members of the public are not incentivised to link different modes together with multi-modal tickets. Journey planning has to be done by mode, making it all too easy to take the most convenient option, which in Western Gateway will most often be road vehicle (private car or taxi). End-to-end journey planning and ticketing (including future mobility considerations such as Bike Hire or Car Sharing) has the potential to change habits. The output prioritises National Hubs to link to Smart Ticketing schemes in Greater Bristol and BCP.

EVIDENCE BASE

3.6.2 A large evidence base of information was received during the eConsultation to identify how ticketing solutions could be implemented within the Western Gateway and the limitations. These include:

- A non-smartphone solution (e.g. ITSO card);
- Multi-modal planner to allow customers to plan journeys to events at venues;
- Legislation makes it difficult for bus operators to participate in multi-operator ticketing schemes so would be useful for these to be reviewed by the appropriate bodies;
- Multi-modality across the Western Gateway is complex given the vast number of fare combinations e.g. bus, car club vehicle and shared bike; and
- Information on onward travel options may be more useful than intermodal fares as it is difficult to apply special offers such as advance fares and add-ons which offer good value (e.g. PlusBus).

3.6.3 During reviews of the 64 documents received from various stakeholders across Western Gateway, approximately 17 of them included reference to interventions and aspirations related to improving ticketing solutions throughout the region.

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HOW WILL IT BE MEASURED (TARGETS)

3.6.4　The desirable standards for this conditional output are shown below in Table 3-8 based on low barriers for both the journey planning and ticketing experiences - One Ticket One App maximum - being:

Table 3-8 – Ticketing Solutions Targets

Criteria / Measure	Proposed Target
Tickets required for door-to-door journey	Up to one ticket required for journey (ticketless journey also possible)
Sources of information required for journey planning	Up to one app/service required for journey planning

3.6.7　Provisional targets have been set based upon the initial targets set out at consultation phase but taking into considering the eConsultation responses.

3.6.8　Success of ticketing solutions will be measured with the introduction of end-to-end journey planning and through a one ticket service and an associated uplift in rail being part of a sustainable end-to-end journey. National hubs are the priority, with the hope regional hubs will follow suit to incentivise members of the public to shift from their single occupancy car travel to multi-modal transport with the aid of a ticketing solution.

GAP ANALYSIS

3.6.9　Ticketing Solutions are struggling to reach their full capacity due to the wide range of alternatives that are available throughout the UK without a definitive solution. Customers are no longer happy with resigning themselves to a range of average services and want an app tailored personally to their requirements.

3.6.10　This conditional output will need to be met with a range of aspirations which are yet to deliver a solution to provide a simple yet intuitive, user friendly resolution to provide combined tickets across a range of multi-modal transport. The challenge is to achieve the shift of customers to One Ticket One App due to the vast numbers of TOCs.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

3.6.11　Fares and Ticketing will fall under the responsibility of the recommended Digital Solutions Taskforce, and their immediate task will be to develop an Action Plan to both improve Value for Money in fares alongside addressing the challenges around digital multi-modal ticketing as described above.

3.6.12　There are a handful of ticketing schemes already in development within Western Gateway. These include PlusBus in a number of towns and cities, and the Freedom Travel Pass in Swindon and Wiltshire. An early action of the Digital Solutions Taskforce will be to gather information on all such schemes and assess their success. Longer-term, applying Mobility as a Service Solutions and multi-modal Digital Ticketing across WG will be the objective.

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3.7 CONDITIONAL OUTPUT M6: ACCESSIBILITY

INTRODUCTION

3.7.1 This conditional output looks to make all stations in Western Gateway fully accessible, according to our definition of Accessibility. There are still a number of stations on the Western Gateway rail network that are non-compliant with national and European Accessibility standards and present a challenging and sometimes threatening environment to those with physical and / or hidden disabilities. These individuals are disadvantaged and will often choose a different mode of travel (or not to travel at all, leading to isolation). We have extended this definition in line with the 2010 Equality Act to seek to ensure there is no discrimination on the basis of age, disability, gender re-assignment, marriage/civil partnership, pregnancy and maternity, race, religion and belief, sex, or sexual orientation.

EVIDENCE BASE

3.7.2 A large evidence base of information was received during the eConsultation to identify areas within the Western Gateway accessibility improvements can be made throughout stations. These include:

- Certain disabilities receive less attention than other, for example mental illness or needs for toilet facilities are often overlooked.
- Important to have trained staff as they can increase confidence in travelling, introduction of more recognisable purple uniforms for Mobility Assistance staff.
- Accessibility measures should be applicable for anyone mobility impaired, for example an individual with a broken arm or carrying heavy baggage. These initiatives could be targeted at locations which have the greatest usage or are close to other accessible modes.
- A number of stations have step-free access to the platforms but not between the platforms. Stations need these facilities to enable disabled individuals to reach connecting trains within the interchange timeframe.
- Western Gateway stations would benefit from consulting with disability groups regionally and locally to help identify specific stations or features within the station that they may have struggled with in the past.

3.7.3 During reviews of the 64 documents received from various stakeholders across Western Gateway, approximately 25 of them included reference to interventions and aspirations related to improving accessibility throughout the region.

HOW WILL IT BE MEASURED (TARGETS)

3.7.4 The accessibility targets are shown in Table 3-9 below:

Table 3-9 – Western Gateway Accessibility Measures

Type of Provision	How provided/measure
Accessible stations – step-free access, appropriate ramps, audio-visual information, accessible ticket windows etc	100% compliance with DfT Design Standards for Accessible Railway Stations – A Code of Practice
Accessible stations	Increase in rail use by people with registered disabilities above general increase in passenger numbers

3.7.11 Provisional targets have been set based upon the initial targets set out at consultation phase but taking into considering the eConsultation responses.

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3.7.12 This CO will be measured by the number of stations made accessible over the next 10 years, with a target of 100% compliance by 2030. Each station should hold a record of rail registered disabled passengers which should increase over time once the stations become compliant with national and European Accessibility standards.

GAP ANALYSIS

3.7.13 Using data from National Rail Enquiries (NRE) (extracted May 2020) there is a shortfall of accessible facilities at a number of stations as shown below and illustrated in Figure 3-3. For this analysis, we looked at the 70 Western Gateway stations.

- Stations with step-free access to platforms (classified as 'A' and 'B' on NRE): 62
- Stations with platform-to-train access ramps: 45
- Stations with accessible ticket facility (adjustable height counter/window or TVM): 44
- Staff at stations: 28
- Customer Help Point: 69

3.7.14 However, only 7 stations (10%) are classed as fully accessible, where this is defined as 'Class A' step-free access to platforms, plus exhibiting all the other facilities identified. These stations are Bristol Temple Meads, Bristol Parkway, Bath Spa, Chippenham, Gloucester, Weymouth and Westbury. A further 14 stations have 'Class B' step-free access to platforms (i.e. step-free in some way, but with non-compliances, e.g. ramp gradient, not all platforms etc.) plus all other facilities. This is shown in Figures 3-4 and 3-5.

Figure 3-3 – Train Station Accessible Facilities
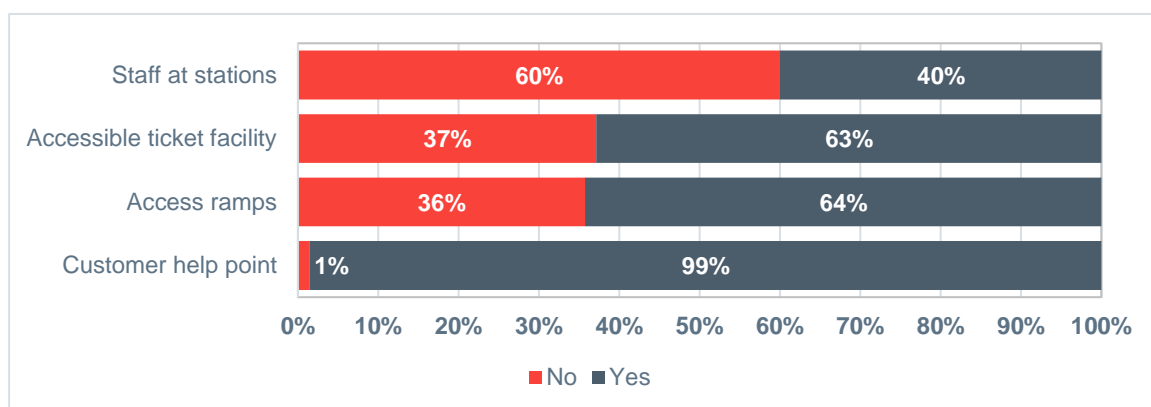
Figure 3-4 – Train Station Step-free access
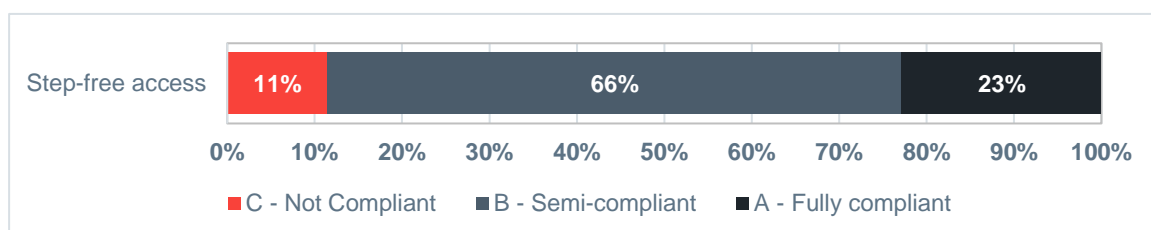
3.7.15 Figure 3-5 combines these together: 21 out of 70 stations (30%) are therefore semi or fully compliant with accessibility requirements.

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Figure 3-5 – Train Station Overall Accessibility

C - Not Compliant   B - Semi-compliant   A - Fully compliant
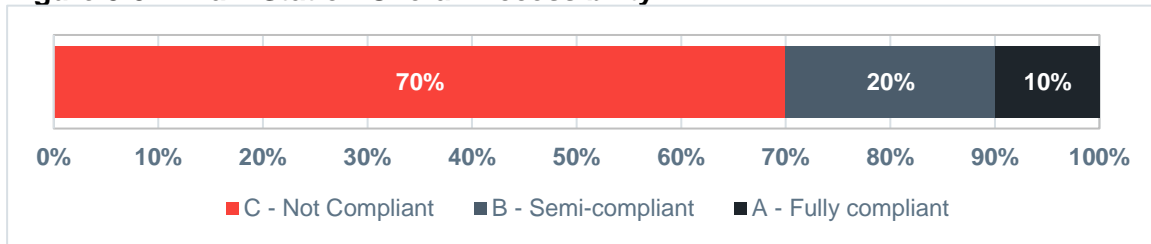
3.7.16   Various parts of the rail network including Western Gateway TOCs have recently introduced sunflower lanyards for identification of hidden disabilities.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

3.7.17   The Stations & Access to Rail Taskforce as described in CO M1 will be responsible for actions required to deliver this CO. As well as rail industry partners, a key representative on this group must be from a Disability Action Group in order for a successful outcome to be achieved. An early Accessibility Audit will allow a prioritisation of schemes for phased delivery.

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4 DECARBONISATION

4.1 INTRODUCTION TO THEME

4.1.1 The 'Decarbonisation' theme is highlighted to enable rail to contribute more actively towards the overall decarbonisation of the Western Gateway region.

4.1.2 This theme emerged very strongly as an acknowledgement that rail can and will be a key contributor to the Climate Change Emergency, Net Zero targets and the decarbonisation national agenda. Decarbonisation relates to and builds upon the 'Choice' theme, as modal shift to rail for people, goods and services is part of transport decarbonisation.

4.1.3 The conditional outputs focus on a holistic view of decarbonising the railways and overall transport. This includes:

- Reducing fossil fuel and overall energy usage for railway traction, operations, maintenance and construction;
- Utilising railway capacity more efficiently, to avoid wasteful use of what is still primarily diesel traction; and
- Enabling modal shift to rail and other, less carbon-intensive modes from more carbon-intensive modes for people, goods and services.

4.1.4 This theme is important in the Western Gateway because most transport in the area uses combustion engine road vehicles. Since transport is the single largest contributor to carbon emissions in the UK, the Western Gateway will not meet Net Zero ambitions without decarbonising its transport as much as possible.

4.1.5 Three priorities were identified through stakeholder engagement in Phase 1. The table below expands on what these priorities are and what addressing them will mean to WG.

Priority	Description
Identify ways to reduce the carbon emissions per passenger of rail journeys on diesel rolling stock	The contribution that burning diesel fuel makes to climate change is now recognised, and as such this priority focuses on how to reduce the carbon footprint of rail – in this instance by better utilising each litre of diesel burnt (where diesel is the only choice of fuel available). This is addressed with COs D1 and D2.
Identify alternatives to diesel rolling stock including priorities for electrification	Accepting that it will not be possible to electrify every line and / or replace every diesel train with a net-zero alternative, electrification remains the best way to decarbonise the rail network. This can be supported by proactively pursuing other fuel choices, where hydrogen and battery-powered are all becoming viable options. This is addressed by CO D1.
Identify ways in which more freight can be transported by rail rather than road, in particular to deep sea ports	Road freight transport has a significant carbon footprint, and rail can make a major contribution to reducing that. Understanding the future freight market – both existing and potential, will allow this contribution to be unlocked. This is addressed by COs D3 and D4.

4.1.6 Five conditional outputs were identified through stakeholder engagement in Phase 1. These are listed in the table below and this chapter adds more detail about their targets, gaps and routes to delivery.

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Conditional Output	Description
D1: Carbon Emissions	Reduce "at source" carbon emissions to zero
D2: Carbon Footprint	Reduce carbon footprint by increasing load factor of underutilised services
Dx: Network Efficiency	Most appropriate use of network capacity to effectively and efficiently transport all people, goods and services
D3: Freight Growth	An increase in rail freight in existing markets
D4: Freight Capture	An increase in rail freight by development of new markets

4.2 CONDITIONAL OUTPUT D1: CARBON EMISSIONS

INTRODUCTION

4.2.1 The rail sector must meet Net Zero ambitions to comply with legislation, which will require the reduction of "at source" carbon emissions for railway operations. This will predominantly pertain to rolling stock, infrastructure and technology choices on the railway. However, this is an opportunity for railway companies to achieve further reductions by working in a cross-industry capacity between TOCs and Network Rail; working with Local Authorities to integrate with local transport plans; working with the DfT to remove barriers to progress; working with Distribution Network Operators to design robust solutions and working with suppliers to develop innovation. This will achieve further decarbonisation of stations, supply chains and offices, and achieve greater emissions reduction than companies could achieve in isolation.

EVIDENCE BASE

4.2.2 In April 2020, the DfT published "Decarbonising Transport: Setting the Challenge", a policy paper explaining how it intends to develop a plan to meet the government's target of net zero transport emissions by 2050. The plan is scheduled to be published later this year.

4.2.3 The policy paper points out that rail is a relatively low-carbon form of transport and is becoming less carbon intensive as new trains come into service and the railway uses greener electricity. In 2018, greenhouse gas emissions from passenger and freight rail services made up 1.4% of the UK's domestic transport emissions and 10% of passenger-km travelled in Great Britain.

4.2.4 Greenhouse gas (GHG) emissions from diesel trains and electricity generation per rail passenger-km in 2018-19 were 10.3% lower than for 2017-18. Rail GHG emissions are projected to rise by 19% between 2018 and 2050.

4.2.5 Railway decarbonisation from a supply perspective will entail the following measures:

- Decarbonise rail infrastructure:
  - Electrify routes with overhead line;
  - Electrify depots;
  - Invest in energy-efficient technologies and operations in stations and railway offices;
  - Install local solar generation where possible; and
  - Convert to renewable, zero-emissions energy supply for traction and non-traction electrical supplies wherever possible;

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- Decarbonise fleets
  - Convert to electric traction rolling stock and/or zero-emission autonomous traction modes, such as hydrogen and battery trains and locomotives;
  - Ensure fleets have regenerative braking capabilities;
  - Convert railway maintenance rolling stock and plant to zero-emissions technologies; and
  - Upgrade commercial road vehicle fleets to electric vehicles;

- Decarbonise processes
  - Target embedded carbon across processes, procurement, projects and waste management;

- Decarbonise supply chains
  - Set and measure carbon targets within franchises and procurements; and
  - Co-develop emissions reduction innovations in-life with suppliers, with shared incentives.

The delivery responsibility for these items sits with Network Rail and the TOCs and FOCs, however, the power to change some of these arrangements sits within the ORR and/or the Government, given the regulated environment and rigid franchise structures in the railway. Therefore, decarbonising the WG route will involve Taskforce joint working to enact structural changes within the highest levels of transport leadership.

Network Rail Traction Infrastructure Decarbonisation

4.2.6 The ORR has placed regulated targets upon Network Rail to reduce carbon dioxide from its operations by 25% over the course of CP6. This 25% relates to all Network Rail operations, of which traction infrastructure decarbonisation is a component. In future years, Network Rail will have a responsibility to further reduce greenhouse gas emissions to align with, and contribute to, national targets and Government initiatives, including Net Zero by 2050. Network Rail is one of the largest consumers of electricity in the UK, with electrical traction contracts of £400M p.a. and non-traction contracts of £60M p.a.

4.2.7 Network Rail's Central Energy Management team helps the Routes reduce their energy and water use, carbon emissions and costs, while Route-devolved utility budgets are designed for local control to reduce consumption.

4.2.8 Currently, only 24% of the Western Gateway geography is electrified, broken down in Table 4-1. For the figures in Table 4-1 we have included all track as shown in the map including cross-border connections and not truncated at the WG boundary. Eg. electrification to Cardiff, Reading and Basingstoke is included, along with the non-electrification to Exeter, Worcester and Birmingham.

Table 4-1 - Current electrified track length

	Track length (km)	Percentage Electrified
Total Track	**1,578**	**100%**
Non-Electrified	**1,194**	**76%**
Electrified (Third-Rail DC)	*161*	*10%*
Electrified (Overhead AC)	*223*	*14%*
Total Electrified	**384**	**24%**

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The map in Figure 4-1 indicates the current state of network traction across the Western Gateway.

Figure 4-1 - Western Gateway Current Network Traction Map

4.2.9   Network Rail has recently published a cross-industry Traction Decarbonisation Network Strategy (TDNS) which has identified for all lines across the UK where electrification, battery or hydrogen power could be used. A significant number of routes throughout the Western Gateway are non-electrified and TDNS has identified widescale electrification of these lines, with some lines identified for battery-powered trains. This will support Western Gateway in identifying interventions to pursue alongside Network Rail and CMSP processes across the region.

4.2.10   Network Rail classified routes as being either **single option** or **multiple option** based on the characteristics of the route and the capabilities of the traction options (for example suitability of route length for battery or hydrogen). Table 4-2 lists the proposed options and with the categorisation means as defined by Network Rail, with the map in Figure 4-2 displaying these against the current traction characteristics.

Table 4-2 - Future electrification options proposed in TDNS for Western Gateway routes

Electrification Option	Route	Description
Multiple options, proposed battery	Heart of Wessex Line between	Assuming the remainder of the route for the Weymouth and Exeter to Bristol services is

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Electrification Option	Route	Description
	Dorchester and Castle Cary	electrified, this section could be operated using battery-powered rolling stock.
Multiple options, proposed electrification	Severn Beach Line	While the commuter services on this line could be operated by battery given the route's short length, it could be used as a diversionary route for freight and provide more resilience and therefore electrification is proposed (NB: not on map).
Single option, ancillary electrification	West of England Line between Exeter and Salisbury	While identified for electrification, Network Rail denoted this line as ancillary as it only just met the parameters of a 'single option'
Single option, core electrification	All other non-electrified routes in Western Gateway	All other non-electrified routes in Western Gateway other than those mentioned above have been identified as suitable for electrification.

Figure 4-2 – Map of future electrification options in TDNS for Western Gateway routes

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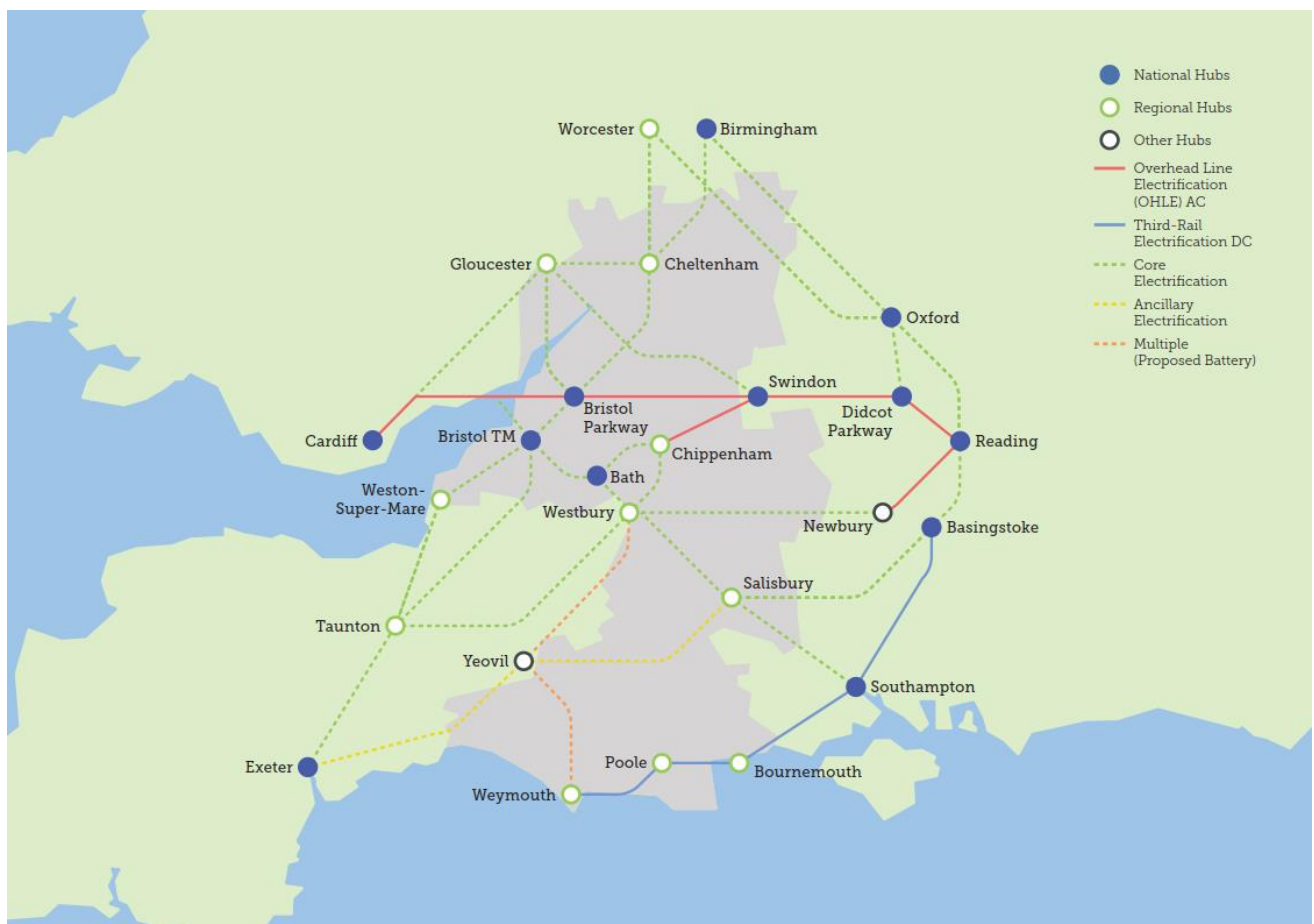
Network Rail Non-Traction Infrastructure and Fleet Decarbonisation

4.2.11 Network Rail is also pursuing large-scale carbon reduction activities through an internal programme which includes energy efficiency, energy management practices and innovation in renewable energy, energy storage, low carbon design and transitioning its vehicle fleet to electric vehicles.

4.2.12 Network Rail electrical supply budgets are regulated but are devolved to Routes, which may empower Routes to influence carbon emissions at the local supply level.

TOC Rolling Stock Decarbonisation

4.2.13 This Rail Strategy surveyed the traction supply status of the rolling stock fleets for TOCs who operate on the Western Gateway routes; this included entire fleets, as each TOC's services run across STB boundaries, although it is noted that not all of the fleets surveyed are used within Western Gateway. The majority of TOCs' rolling stock is not electric traction-based, as the routes are mostly not electrified.

4.2.14 Rolling stock planning happens during the franchising process and is wholly dependent upon the availability of electric traction infrastructure. Changes to the franchising process from the Williams Review and changes to the rolling stock leasing and financing models may offer more opportunities for TOCs to convert to bi-mode, zero-emissions autonomous modes, or convert to electric rolling stock within the lifetime of a franchise, but currently this is not the case.

Joint-working on Decarbonisation

4.2.15 Meeting Net Zero goals will require a cross-industry effort, one which transcends the fragmented nature of the railway industry.

4.2.16 The franchise process presents a major obstacle to decarbonisation of the network: franchise agreements are not of an appropriately large scope or length to empower TOCs or FOCs to make infrastructure changes which could reduce station, office, depot, rolling stock and supply chain carbon emissions. TOCs and FOCs need to be part of the solution, but there is no existing framework or mechanism for them to be involved in the decarbonisation process.

4.2.17 TOC and FOC arrangements after the Williams Review and the COVID-19 Emergency Measures Agreements need to build in opportunities for the DfT, Network Rail, TOCs and FOCs to influence carbon emissions actions together. All parties are moving in the same direction, but few are empowered to create the necessary change at the right levels.

4.2.18 As the franchises do not allow enough scope to set and deliver carbon targets, emissions commitments must be made independent of the franchising process, in a cross-industry manner, via the proposed Future Ready & Resilience Taskforce.

4.2.19 The table below shows the published targets and commitments from operators within the WG area, most noticeable are the many commitments from Transport for Wales. Transport for Wales had the benefit of partially devolved franchise specification process and a longer franchise length of 15 years; this is likely to have aided the franchisee's ability to make emissions commitments.

Table 4-3 - Decarbonisation targets by TOC

Train Operator	Ambitions
All operators	by 2040 electrification about 2/5 of rail network

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Train Operator	Ambitions
All operators	Targets – the rail industry, including government, should support the target of net zero carbon by 2050 as proposed by the Committee on Climate Change (CCC)
South Western Railway	South Western Railway (SWR) have supported the Riding Sunbeams pilot scheme to power trains through connecting solar panels directly into the railway system as traction current. This entails installing 135 solar panels on derelict land near Aldershot station without disrupting services. All SWR Desiro electric stock (Classes 444/450) used in the Western Gateway area have had regenerative braking since 2012.
South Western Railway	Reducing our energy & resource use - increasing recycling to 90%, reducing energy used at stations, depots and offices by 41%, water by 18.8% and carbon emissions from our trains by 56%, optimising our buildings by upgrading our lighting and installing controls and generating clean energy from solar panels.
CrossCountry	We will work to maintain a continuous reduction in the carbon footprint of our business and its people. Our environmental impact and energy consumption will be managed through the implementation of technology such as smart metering and the Driver Advisory System (DAS), which will be installed across our fleets to provide real time advice to drivers, promote fuel efficient driving, optimise journeys, increase punctuality and reduce our carbon emissions.
Transport for Wales	Published Net Zero timeline for actions over the first ten years of the franchise, including monitoring emissions
Transport for Wales	Supporting a more 'resilient Wales' TfW stated that electricity for stations and overhead wires on the Core Valley Lines will come from 100% renewable energy, with at least 50% sourced in Wales.
Transport for Wales	By no later than 31 December 2023, we'll ensure that the rail service covering the Core Valleys Lines will consume no diesel fuel and achieve 100% passenger capacity miles under zero carbon power (except for Special Events and recovery from perturbation).
Transport for Wales	We'll upgrade our trains to reduce carbon emissions.
Transport for Wales	We'll install driver advisory systems on rolling stock to give drivers feedback on performance of fuel efficiency by April 2020
Transport for Wales	We'll ensure that 100% of our electricity is from renewable sources with 50% of this generated from Welsh renewable sources by 2025. We'll monitor and report on these percentages.
Transport for Wales	30% reduction in carbon emissions for Wales and Borders traction by the end of 2023

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Train Operator	Ambitions
Great Western Railway	We'll improve the integration of different methods of transport and ensure our services are accessible to all, as well as reducing carbon emissions on our network by helping our customers make more sustainable travel choices.

4.2.20 A notable exemplar for WG TOCs is the Go-Ahead Group, which operates the Govia Thameslink Railway concession and the Southeastern franchise, as well as bus services across numerous locations in Britain, including the Go South Coast fleet of around 850 buses across Dorset, Wiltshire, Hampshire and the Isle of Wight. They have a company-wide Climate Change Taskforce which works across their transport functions. Measures which they are working on include:

- exploring green tariffs for non-traction energy (6% of their total energy use);
- installing solar panels at stations;
- saving energy through regenerative braking on electric rolling stock; and
- targeting embedded carbon across their processes, procurement, projects and waste management.
- These measures could be incorporated into the WG Future Ready & Resilience Taskforce commitments.

Decarbonisation Roles for railway stakeholders

4.2.21 Local Authorities and wider transport specifiers and providers must also work to decarbonise their local transport modes. Out of the key National and Regional Hub locations for the Western Gateway area, few Local Authority areas have existing or planned zero- or low-emission local modes of public transport available: Bristol has 21 micro-hybrid buses, Swindon has announced £50m in funding for a fleet of electric buses, and Salisbury has a fleet of Low Emission Buses.

4.2.22 Most Local Authorities do not have zero- or low-emission modes available for local transport; funding is likely to be the main issue, with COVID-19 further complicating business cases for new buses and infrastructure. However, collaborative delivery across railway and Local Authority partners, enabled by changes in DfT policy and regulation, could pool funding, create cost efficiencies, and share benefits. The most notable example in this case would be aligning local plans for electric bus and/or taxi charging sites with Network Rail grid and substation upgrades for railway traction, to combine civils access and optimise grid connection costs and local electricity generation and storage across the widest mobility landscape and land area. This can also create additional revenue streams from electric vehicle charging sites, some of which could be offered within Network Rail and/or Local Authority car parking assets.

4.2.23 Local transport operators may also be members of Greener Journeys, a national alliance of bus companies encouraging the modal shift from car to bus and coach to reduce emissions, so working with other cross-industry groups will provide opportunities for proactive engagement.

4.2.24 Support for rail electrification and/or reduction in carbon emissions formed a part of the following rail project studies and business cases:

- Metro West Phases 1 and 2 business cases, led by North Somerset Council and WECA;
- North Cotswold Line Transformation: Strategic Outline Business Case; and
- Swindon and Wiltshire Rail Study 2019.

4.2.25 In addition to the WG STB documents, WG stakeholder engagement from the eConsultation process highlighted support for Network Rail's Traction Decarbonisation Network Strategy (TDNS):

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- Adjacent STBs/Local Authorities do not have specific carbon taskforces, but will align to the TDNS and its accompanying Business Case to determine which corridors are to be electrified;
- The WG STB should respond to the TDNS and progress its recommendations.

HOW WILL IT BE MEASURED? (TARGETS)

4.2.26 The Western Gateway region will need to measure the attributes outlined in the TDNS; this entails monitoring the transition from a mostly-diesel railway network to a mostly-electric network.

4.2.27 To understand local railway emissions within the Western Gateway area, we recommend building a simulation tool to calculate the emissions for each train service as it passes through the STB area; as the rail network decarbonises, the simulation inputs can be updated to gauge the effects on local emissions.

4.2.28 Railway decarbonisation will only be achieved if TOCs, Network Rail, and Local Authorities work together across boundaries to deliver the structural and infrastructure changes to achieve Net Zero. Crucially, this will interface with conditional outputs G2 – Mobility Hubs, D2 – Carbon Footprint and G3 – Network Resilience. We recommend that a Western Gateway Future Ready & Resilience Taskforce is established and meets quarterly.

Stage 1 (2021)
Establishment of a Future Ready & Resilience Taskforce consisting of select Western Gateway Officers, a representative from each TOC and a representative from each Network Rail region which should meet quarterly.

4.2.29 The Taskforce members will need to agree, set, measure and report on emissions reduction progress within their individual purviews, but the true value of the Taskforce itself will be to plan and monitor the following:

- Adoption of the measures within the Rail Industry Decarbonisation Taskforce's "Final Report to the Minister for Rail 2019" for the WG region;

- A cross-industry strategy to lobby for the systemic changes required to decarbonise the railway by reducing energy use at source, across all operators and Network Rail. This may include:

  - Upgrading stations with solar panels or energy-saving fixtures and designs;
  - Consolidating or sharing offices, depots and operations;
  - Agreeing energy supply purchasing frameworks;
  - Exploring green tariffs for non-traction energy;
  - Saving energy through regenerative braking on electric rolling stock;
  - Targeting embedded carbon across all processes, procurement, projects and waste management;
  - Reducing energy use and changing energy sources for maintenance and construction; and
  - Drawing on best practice from other operators, competitors, industries and neighbours.

- A framework for collaborative development and electrification of stations and public realm environments to support integrated, sustainable local transport connections and encourage joined-up modal shift to sustainable and EV modes (EV buses, e-bikes, e-scooters); joins up with G2 – Mobility Hubs;

- Agreeing procurement best practices for flowing carbon targets into the supply chain and co-developing incentive and innovation schemes with supply chain partners;

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- Lobbying for a consistent, rolling programme of electrification, both continuous and infill between key nodes, to retain design and construction skills and local expertise;
- Mapping the short-, medium- and long-term outcomes and impacts of decarbonisation across the network and assigning cross-industry issues for resolution to specific working groups. Examples include the following issues:
  - Increased overhead line may require more railway maintenance access and could have network reliability and resilience implications, especially in the face of climate change; joins up with G3 – Network Resilience;
  - Increased electrification will increase grid supply demands and may impact energy security; the Taskforce will need to support Network's Rail's responses to Electricity Market Reform and energy storage initiatives that have been introduced nationally, to maximise opportunities and synergies;
  - Hydrogen traction will require strategic site planning for depots; it may also create wider hydrogen economy opportunities; and
  - Local solar energy generation and battery storage may require a new collaborative framework agreement between the Taskforce members.

4.2.30 Successful integration with railway stations and vehicle charging infrastructure synergies at station and depot sites will help Local Authorities, TOCs, FOCs and Network Rail achieve their sustainability goals, by reducing infrastructure spend and encouraging modal shift to rail and active modes.

GAP ANALYSIS

4.2.31 The Government policies for Net Zero and most Local Authorities' declarations of Climate Emergencies are relatively recent, and therefore have not been fully incorporated into all policies and Local Plans. However, the number of reports and policies which entail decarbonisation measures increases with each year, and therefore this Rail Strategy can build upon an increasingly supportive environment and policy basis from which to achieve its decarbonisation conditional outputs. The standard across many WG areas is a 2030 carbon-neutral target, so this is the recommended target.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

4.2.32 Interventions for this CO include:

- Stage 1 (2021): Establishment of a Future Ready & Resilience Taskforce consisting of select Western Gateway Officers, a representative from each TOC, the Rail Delivery Group, the DfT and a representative from each Network Rail region and the Network Rail System Operator. It should meet quarterly.;
  - The Taskforce STB members will respond to the cross-industry TDNS and integrate the Strategy into planning and projects across the respective constituent members, focussing on co-development and co-delivery of solutions. This will include the prioritisation of schemes based on deliverability;
  - The Taskforce will also respond to consultations about future TOC and FOC arrangements, in the wake of the Williams Review and the COVID-19 Emergency Measures Agreements, to build in opportunities for the DfT, Network Rail, TOCs and FOCs to influence carbon emission actions together. This will ensure that all parties continue to move in the same direction, while empowering all parties to create the necessary change at the right levels;

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- The Taskforce will progress cross-industry and cross-region carbon targets, commissions and plans, as the franchises do not allow enough scope to set and deliver carbon targets; and
- The Taskforce will cover the areas highlighted within the D1 section of this report.

- Stage 1 (2021): The STB should build a modelling tool to calculate the emissions for each train service as it passes through the STB area; as the rail network decarbonises, the simulation inputs can be updated to measure the improvements on local emissions. This modelling should be supplemented with emissions testing data (the development of a national tool may be preferable to a regional one, but the STB should be prepared to take a lead in this area if no national tool is developed);
- Stage 1 (0-3 years): The STB should commission a strategic study across its constituent members to determine where future rail traction, railway buildings/stations supply, and future electrified local transport charging points can combine land use and grid upgrade needs, to jointly fund and deliver efficient, combined electrification proposals. As part of this study, proposals should be prioritised for phased delivery;
- Stage 2 (1-5 years): Where appropriate, STB members should work across organisational boundaries to use their collective consumer weight to work with DNOs to convert to renewable supplies; design and deliver local generation capabilities; and combine resources and economies of scale to deliver coordinated grid connection upgrades to support electrified rail and public transport modes; and
- Stage 3 (1-20 years): The STB should ensure that its constituent members and stakeholders support an ongoing programme of electrification, appropriate conversion to renewable autonomous traction fleets, and integration of rail and zero-emissions local public transport and micromobility modes, through the development of individual projects and business cases that have been prioritised by the Taskforce.

These measures can begin implementation within the next year and continue as best practice for the long term.

4.3   CONDITIONAL OUTPUT D2: CARBON FOOTPRINT

INTRODUCTION

4.3.1   This CO aims to reduce the carbon footprints of customer and freight journeys by increasing the load factors of rail services and using network capacity in the most efficient and effective way for the transportation of people, goods and services. More efficient rail network use will aid decarbonisation. Complementing CO D1, which decarbonises the rail service supply-side, the D2 'Carbon Footprint' CO manages carbon emissions from the demand-side.

4.3.2   Patterns and costs of peak and off-peak flows, and some service routes, mean that there are trains on the network operating almost empty at certain times of day, whilst others are overcrowded. By balancing out customer distributions, or by filling empty passenger services with goods which need to be transported over the network, the overall carbon footprint per rail customer could be reduced.

4.3.3   Equally, it is acknowledged that capacity planning needs an industry-wide approach, incorporating future demand projections for passenger travel and freight movement and maximising use of available network capacity. This forms an integral part of the CMSP process.

EVIDENCE BASE

4.3.4   Rail travel is already one of the most sustainable forms of motorised travel, outstripping the private car and air travel by a large margin. Within the UK, 25% of carbon output can be attributed to transportation; rail comprises 1.4% in itself. Furthermore, movement of goods and people by rail is

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also more efficient. In simple terms, more goods or people can be moved using the same amount of fuel when compared to any road- or air-based mode.

4.3.5   Yet, rail travel's efficiency is unevenly distributed, with high load factors in commuter peaks for two to five hours a day, whilst in off-peak periods, considerable numbers of trains operate with limited passengers. These low load factors reduce the positive role that rail plays in decarbonisation. While it is widely understood that peak demand is not binary and that spare capacity is spread unevenly across different times of the day or days of the week, there is an opportunity to better match capacity and demand.

4.3.6   Many TOCs have applied fare incentives to distribute loads more evenly, with reduced off-peak advance fares. In some cases, for example, the West Coast Mainline off-peak fare, incentive fares have resulted in some of the off-peak services in and out of London having the highest load factors. This example is, however, an exception on the overall rail network.

4.3.7   Aside from re-balancing the demand profile for rail travel using fares incentives, other models may further reduce the carbon footprint of rail. Transporting specific types of freight on off-peak passenger services has been tested and applied in the UK and worldwide. A particularly extreme example is on the Delhi Metro system in India, where peak-time commuters travel with no baggage, and later in the morning, First Mile/Last Mile delivery 'drivers' collect packed lunches from home addresses, transport them on empty passenger trains into the city centre where another delivery 'driver' will transfer it to workplaces.

4.3.8   One UK example is the transportation of fish from the Scottish Highlands or Cornwall to central London on passenger trains. Several proposals have been developed to use passenger trains to transport parcels – most recently Doddle 'click and collect', founded by ex-Network Rail Route Director Tim Robinson. However, no services have yet established a robust business model that is compliant with security regulations. Despite this, recent changes to government policy on climate change and decarbonisation have created an urgent need to shift more goods to rail. The use of vital rail network capacity to penetrate towns and city centres has the potential to unlock a more sustainable delivery model for a wide range of goods required by city centre businesses. This is also explored as an option in CO D4.

4.3.9   From the 64 documents reviewed for this Rail Strategy, no Western Gateway region-specific documents have previously linked blending or reallocating passenger and freight services, but most Local Authorities are supportive of increased rail capacities for freight, optimised with passenger services, as well as linking rail capacity to growth areas.

4.3.10   However, several of them mention either increasing capacity for rail freight and/or holistically discuss increasing the utilisation of the rail network. Specific aspects of studies which relate to this CO include:

- The South West Main Line Route Utilisation Strategy recommends peak management techniques, additional train services in peak times, and enhanced freight routes;
- The West of England Line CMSP Freight Report has a SWOT analysis (Strengths, Weaknesses, Opportunities, Threats) to consider the possibility of a regular freight service on the London Waterloo to Exeter St Davids line. It also discusses diversion of freight from other routes; and
- The Bournemouth, Poole, and Dorset Local Transport Plan 3 outlines aspirations for increased rail network utilisation with reduced carbon emissions.

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4.3.11 The DfT report "Carriage of Goods on Passenger Trains" June 2016 has relevant high-level models to use as the basis for a Western Gateway region-specific Freight Market Study and plan for local and regional services to carry freight.

4.3.12 The logistics, security, performance and dwell times (loading/unloading) pose barriers to passenger services to carry freight, and the potential alignment between markets or the volume of freight of the right nature is uncertain. However, the high-value, low density freight market is growing, and it is likely that as the market grows, a range of types of freight models may accommodate this market.

4.3.13 Current growing trends include retrofitted / re-purposed passenger trains carrying small freight and existing passenger services carrying small consignments. Having freight services behaving (operationally) like passenger services in terms of performance characteristics and timetabling presents an opportunity to access urban centres.

4.3.14 More recent market offerings to facilitate novel freight movements include the initiatives below; these will serve as the most relevant case studies for the Freight Market Study.

- April 2020: GB Railfreight used 200kg parcel cages on Class 319 trains to deliver NHS supplies into Euston Station;
- The Rail Operating Group is developing the Orion service to use converted passenger rolling stock and integrated first mile/last mile logistics services for freight deliveries which are emissions-free at point of use;
- InterCity RailFreight are currently operating some micro-freight consolidation projects and freight goods on passenger trains on East Midlands Railway and Great Western Railway; and
- iPort Rail is innovating the logistics and first mile/last mile arrangements to fill unused spaces on existing freight trains; this helps new customers with small volumes to achieve modal shift.

4.3.15 With the exception of re-purposed passenger trains as described above, the assumption that freight paths could be straightforwardly substituted for passenger traffic is not a given. In general the impact of freight on passenger path availability is less than feared (especially where passenger services make relatively frequent stops). Freight paths may only form part of a usable passenger path, where the constraint is station capacity, or network capacity outside the freight path geography, so it isn't simply passenger in place of freight. The intention of maximising peak time passenger capacity might be better served by optimising the lengths of existing passenger services. It is worth noting that use of electric locomotives for freight could provide more efficient paths owing to improved capability. CMSPs will inform passenger capacity pinch points and priorities when undertaken, and WG and other stakeholders will need to work with NR to ensure specific tailored questions in specific geographies are included.

HOW WILL IT BE MEASURED? (TARGETS)

4.3.16 Potential measures for this CO include:

- More even distribution of load factor on-board trains across the day;
- Increased revenue for passenger operators from new sources where space on trains is taken up by high value, low density goods being transported to towns and city centres;
- Reduction in road-based delivery traffic servicing city centre locations, to be replaced by innovative First Mile / Last Mile delivery services and centrally-based parcel pick-up locations (e.g. Amazon Lockers);

4.3.17 Network Rail's CMSP process will be required to demonstrate where additional capacity is likely to be required in the future, and where it will be necessary to increase the number of passenger services into National and Regional Hubs to meet that capacity;

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This concept should be considered further through the Freight Market Study proposed under CO C4.

GAP ANALYSIS

4.3.18 While there are a few existing and pilot schemes detailed within the Evidence Base, these are bespoke designs and are not built into policy, strategic planning or other documentation. The recent prioritisation of decarbonisation across the WG STB members and stakeholders indicates a favourable environment to measure demand, deploy pilot schemes and roll out loading optimisation and combined passenger-and-freight measures across the WG network area.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

4.3.19 Due to the need to understand the market demand for high value, low density freight into urban centres, the delivery of this CO is best overseen by the Freight Taskforce; however it will also need to be considered within strategic planning considerations (see CO C1) and by the Future Ready & Resilience Taskforce described under CO D1.

4.3.20 The immediate action for this Taskforce, as described under CO C6 is a Freight Market Study. which should consider the wider freight markets and models and undertake a prioritisation of freight schemes for phased delivery. Specifically for this CO, the study should identify the additional infrastructure needed to facilitate small freight on passenger services, such as Amazon parcel lockers at stations, station car parking spaces converted to pop-up parcel hubs or roll-cage storage areas.

4.3.21 In addition, the Taskforce should consider:

- Identifying services and beginning trials of parcel cages on underutilised trains, especially during augmented operations under COVID-19 Emergency Measures Agreements and the likely augmented follow-on agreements which follow after September 2020;
- Implement the WECA Joint Local Transport Plan 4 (March 2020) commitment to a passenger train freight pilot at Bristol Temple Meads; and
- Working with the Digital Solutions Taskforce to incentivise and manage off-peak, walk-on off-peak and counter-flow demand; improve passenger loading and origin-destination data collection; and ensure that fare structures are simplified. Stakeholder feedback noted that customer demand should not have additional barriers added during and after the detrimental COVID-19 impacts on rail travel.

4.4 CONDITIONAL OUTPUT DX: NETWORK EFFICIENCY

4.4.1 Based on feedback from the stakeholder eConsultations, and in particular discussions with Network Rail regarding alignment with the CMSP process, we have determined that this CO does not warrant inclusion in its own right. Any relevant detail has been incorporated into CO D2 Carbon Footprint.

4.5 CONDITIONAL OUTPUT D3: FREIGHT GROWTH

INTRODUCTION

4.5.1 This CO targets expansion of rail freight within existing markets. It relates to CO C6 'Freight Capacity', in that it requires consideration of additional aspects to enable more freight from existing markets to be transported by rail. It needs to identify and remove other barriers to the growth of rail freight, thus driving a reduction in the overall carbon footprint of the movement of goods.

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EVIDENCE BASE

4.5.2   Within the programme of this rail strategy and in the absence of a dedicated WG freight market study, only a limited understanding of the baseline position was achieveable in terms of proportions of rail freight and volumes of commodities transported by rail. A first step in the delivery plan for this strategy will be to undertake a Western Gateway Freight Market Study to develop an understanding of the baseline, as described in previous COs.

4.5.3   Network Rail has a Freight Market Study and a Freight Network Strategy with which a WG study will need to align, working in close coordination with Network Rail.

4.5.4   At the time of writing we are aware that the Rail Delivery Group is undertaking a review of how rail freight is measured in appraisal methodologies, following on from its 2019 study in Rail Freight: Deliverying for Britain. Western Gateway should monitor and align with the outcomes of this review.

4.5.5   Network Rail is also beginning to jointly work with Highways England on freight, including a cross-Region CMSP led by the Wessex route looking at freight on the Solent to Midlands corridor. This approach is valuable and intended to be rolled out across the network. The targets are based on total volumes rather than proportional volumes, which means they capture the overall market, rather than the role of rail freight; relative volumes would be a better measure.

4.5.6   Evidence of rail freight growth progress is identified in Network Rail's – Freight Network Study and highlights the enhanced capacity in the Reading Station area as part of its station redevelopment scheme. Although not within the WG boundary, the route section between Reading and Didcot is considered a key section for WG freight services due to its status on the Strategic Freight route from Southampton to the West Midlands which passes through WG.

4.5.7   The table below summarises the key freight origins / destinations and commodities from a rail perspective, obtained through consultation with Rail Freight Group. All the markets are reportedly strong and have potential for growth, with the exception of steel from South Wales.

Table 4-4 - Key freight origins and destinations and commodities

Freight Origin	Freight Destination Examples	Commodities / Markets
Southampton Ports (Eastern Docks, Western Docks, Millbrook, Marchwood, Fawley, Totton)	Beyond Western Gateway	Automotive, Intermodal Containers
Marchwood MOD (Southampton), Bovington/Lulworth MOD	Bicester MOD, Wool MOD, Ludgershall MOD, Warminster MOD	Military vehicles, ramps
Southampton / Eastleigh	Whatley Quarry	Aggregates
Hamworthy (Port of Poole)	Westbury Down	Unknown
Merehead / Whatley (Mendips)	Various: ■ London & SE (in particular Acton) ■ Avonmouth	Aggregates

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Freight Origin	Freight Destination Examples	Commodities / Markets
Avonmouth	Various: ■ N Wales ■ Clitheroe, Lancs ■ Southampton	Aggregates
Severnside SITA	Westbury Down Brentford, Essex	Biomass (Energy from Waste)
Bristol Ports (incl. Portbury and Avonmouth)	Beyond Western Gateway	Automotive, Aggregates
Tytherington	Appleford, Didcot	Aggregates
Westerleigh	Immingham Robeston (Milford Haven) Lindsey (Lincs)	Oil and Natural Gas
South Wales Ports & Power Stations, including Wentloog, Robeston (Milford Haven), Aberthaw, Cardiff and Port Talbot	Various: ■ London & SE ■ Felixstowe ■ Southampton ■ Cornwall ■ East Midlands	Steel, Aggregates, Biomass
Former Westbury Cement Works		Cement distribution

4.5.8 The awarding of the aggregates contract for Mendips from DB to Freightliner will change some of the freight route patterns above and the Freight Taskforce will need to monitor and identify opportunities with the changing nature of freight.

4.5.9 Of the 64 documents reviewed to identify the planned interventions for local and regional areas within the Western Gateway, several of them mention either increasing capacity for rail freight and/or holistically discuss increasing the utilisation of the rail network, but they do not encompass freight market studies in themselves. Studies which relate to this CO include:

■ West of England Line CMSP Freight Report: SWOT analysis (Strengths, Weaknesses, Opportunities, Threats) to consider the possibility of a regular freight service on the London Waterloo to Exeter St Davids route, as well as analysis of new and existing markets and the diversion of freight from other routes; and

■ WECA Joint Local Transport Plan 4 (March 2020): commitment to investigating using the rail-served former waste terminals at Westmoreland Road (Bath) and Barrow Road (Bristol) for rail-based freight, and to improvements to the loading gauge on core rail routes to increase capacity.

HOW WILL IT BE MEASURED? (TARGETS)

4.5.10 In addition to the measures identified in C6 'Freight Capacity' and P4 'Freight Capability', it will be necessary to measure the step-change in the volume of freight transported by rail as opposed to road freight.

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These measures could include the following:

- Increased proportion of total freight transported to, from and within Western Gateway by rail;
- Increased relative volumes of key commodities transported by rail to, from and within Western Gateway; and
- Increased usage of freight paths on the rail network.

An Action Plan should be developed as part of the Freight Market Study.

GAP ANALYSIS

4.5.11 The WG region lacks an area-specific Freight Market Study, although it can draw from existing freight studies from Network Rail and England's Economic Heartland (EEH). This CO will build the area-specific baseline and establish progressive growth from that point onward.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

4.5.12 As previously described, it is recommended that a Freight Taskforce is established and undertakes a Freight Market Study as a priority. Specific to this CO, the Market Study should include improving the understanding of what goods are currently transported by rail to and from WG, and what the potential to grow these markets is. It is important that this study does not contradict Network Rail's Freight Market Study or Network Rail's and Highway England's Freight Strategy and targets, and instead complements them by developing a better understanding of the components of the freight market specific to WG. This would include land use considerations to support rail freight viability and consideration of specific sites across WG that have rail freight potential. This study will identify and prioritise specific opportunities for rail freight to grow, and the Freight Taskforce can identify policy measures which can facilitate the growth.

4.6   CONDITIONAL OUTPUT D4: FREIGHT CAPTURE

INTRODUCTION

4.6.1 The 'Freight Capture' CO aims to increase rail freight tonnage by developing new markets for freight services. This would expand beyond traditional rail freight markets, e.g. 'heavy haul' such as coal, aggregates and steel, and container goods such as automotive parts. Some specific examples where rail has the potential to play a greater role is in long-distance movement of bulk retail goods between freight distribution centres, and better penetration into large urban centres for high value, low density goods (e.g. parcel deliveries) that can then take advantage of a more sustainable First Mile/Last Mile choice.

EVIDENCE BASE

4.6.2 Within Western Gateway there are multiple significant existing road freight flows. In general, these comprise:

- **Urban/local movements** (First Mile/Last Mile) servicing towns and cities within the area, comprising delivery & servicing activity for both commercial (B2B) customers and for consumers (B2C). An example of these movement types would be parcel carrier multi-drop operations covering business and residential within defined postcode areas.
- **Regional movements** within the area and also into South Wales for Newport/Cardiff and beyond, serviced from distribution centres in Western Gateway; these will also include delivery & servicing for commercial customers and for consumers.

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- An example of these movement types would include supermarket regional distribution centres receiving full trailer loads from grocery suppliers for sortation, and then consolidating onward deliveries into stores within the catchment area.

- **Strategic national/international movements**, including trips generated within the area as origin/destination and those which travel through the area on longer distance movements to/from other regions, including further South West into the Peninsula area, as well as those heading to the Midlands, North and beyond. In addition, there are road freight flows to/from London and to/from South Wales and onwards via ferry into the Republic of Ireland (RoI) as the M4 corridor acts as a landbridge for RoI traffic to/from continental Europe).

  - Examples of these flows would include Irish Lamb heading to Paris meat markets and pallet network trunk movements from Midlands hub to network member collection and delivery (C&D) depots.

4.6.3   The M4 and M5 motorway corridors play major roles accommodating the East/West and North/South regional and strategic movements. The Western Gateway area is a popular location for regional distribution centres servicing further south west. The Western Gateway is also located within a couple of hours' maximum travel time to/from the Midlands, South Wales and along the M4 corridor towards London, so the area is strategically important for logistics operations.

4.6.4   In summary, the widest range of road freight movements are evident in the area. The range includes:

- Consumer-driven home shopping trips, generated and serviced by van fleets, to urban high street delivery and servicing. Bristol and Bath generate a particularly large quantity of retail trips, for which a freight consolidation centre was/is in use to minimise trips into central urban areas;
- Regional movements originating in/ending in the region; and
- Longer-distance strategic movements–like car movements from Royal Portbury Docks–and movements beyond to North of England, Scotland and continental Europe.

4.6.5   In the short term, the strategic road freight flows covering longer distances has the greatest potential for modal shift from road to rail. Rail would provide an alternative to road freight journeys by moving larger volumes over longer distances and delivering efficiencies of scale.

4.6.6   In the short-to-medium term, there is also the opportunity for rail freight innovation to capture some of the other road freight flows, by providing freight capacity on off-peak commuter services, right into the heart of the area's towns and cities, reducing the local and regional reliance on road freight trips within urban areas.

4.6.7   Of the 64 documents reviewed to identify the planned interventions for local and regional areas within the Western Gateway, several of them mention either increasing capacity for rail freight and/or holistically discuss increasing the utilisation of the rail network. There is limited mention of new freight markets, but specific aspects of studies which relate to this CO include:

- The West of England Line CMSP Freight Report mentions using new and existing markets for rail freight and also the diversion of freight from other routes.
- Bournemouth, Poole, and Dorset Local Transport Plan 3 notes the aspiration for increased rail network utilisation, reduced transport carbon emissions, and improved integration with other modes; these aspirations can apply to both passenger and freight rail.
- The WECA Joint Local Transport Plan 4 (March 2020) is committed to the following:

  - Creation of a multimodal freight distribution centre in the Avonmouth area, to be linked to the freight consolidation centre;

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– Exploring the potential to use passenger trains to carry freight; and
– Encouraging a shift of a range of goods from road to rail.

HOW WILL IT BE MEASURED? (TARGETS)

4.6.8   This CO will combine its scope with that of CO C6 'Freight Capacity' and other COs from this section, to outline a Freight Market Study to measure freight market potential.

4.6.9   Subjects for the Freight Market Study which pertain to this CO could include the following changing markets and operational models:

■ Net increase in the number of different commodity sectors transported by rail by 2030;
■ Improved collaboration between potential freight customers to allow shared freight services/paths across different commodity types/customers (the inflexibility to share services is often cited as a reason why rail freight is uneconomical for potential customers such as Marks & Spencer);
■ Increased use of rail distribution centres and warehouses, either outside of or within city/town centres;
■ Reduction in road-based delivery traffic servicing city centre locations, to be replaced by innovative First Mile/Last Mile delivery services, partnership delivery models and centrally-based parcel pick-up locations (e.g. Doddle/Amazon Lockers); and
■ Market innovation survey: capturing new and emerging models for freight movement and assessing their applicability for the Western Gateway.

  – Exemplar models include: the Orion service from the Rail Operating Group; iPort Rail, the "uber for rail freight"; and the recent GB Railfreight use of passenger trains for 200kg parcel cages on passenger trains for COVID-19 personal protective equipment deliveries into Euston.

The Freight Market Study will require a collaborative approach between distribution centres, new freight customers, passenger and freight operators, SMEs, Local Authorities and Network Rail.

GAP ANALYSIS

4.6.10 Regional assessment and capture of freight market movements is not yet well understood in the WG STB area, as freight services and markets tend to be widespread and railway freight operational models have not changed at the same pace of the change in freight markets, i.e., a rise in parcel deliveries and a fall in coal power plant usage. Net Zero targets and the wider drive for decarbonisation are largely new policy areas which have only recently been prioritised.

4.6.11 The freight market study should incorporate findings from the England's Economic Heartland's Freight Study (2018).

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

4.6.12 As previously described, it is recommended that a Freight Taskforce is established and undertakes a Freight Market Study as a priority. Specific to this CO, this should consider the potential of the future markets detailed above and understand the barriers, real or perceived, that these customers may observe towards rail freight. The Taskforce would determine the policy levers, such as land use and commercial impacts, which could engender increased freight growth and viability. Any interventions identified to facilitate freight capture, e.g. new rail connected distribution centres, will be prioritised for phased delivery.

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5 PRODUCTIVITY

5.1 INTRODUCTION TO THEME

5.1.1 In the Phase 1 Report, Productivity was found to be a key policy consideration and the core message from the Industrial Strategy. Statistics have strongly suggested that the Western Gateway (WG) area is much less productive, like most regions outside of London and the South East, which is in part driven by poor transport connectivity. There is therefore an opportunity for rail to contribute more actively to improvements in productivity across Western Gateway.

5.1.2 Three priorities were identified through stakeholder engagement in Phase 1. The table below expands on what these priorities are and what addressing them will mean to WG.

Priority	Description
Improve rail journey times / speeds to make rail competitive with the equivalent road journey	Extended journey times between economic hubs is a detractor from productivity. There are several examples of slow speeds and long generalised journey times across WG, as detailed in P1 below.
Provide improved rail connectivity (passenger and freight) to international gateways – airports and ports	There are limited international gateways within WG, and those that do exist are poorly connected by rail, whether this is direct services for passengers (P3), or route capability for freight (P4). International gateways unlock both international trade and tourism, both of which are important to economic growth and productivity in WG.
Improve strategic connectivity with cross-border economic hubs	Aside from Bristol, the economic hubs in WG would not be considered to have status nationally. As such, the ability for WG businesses and residents to be connected with nationally significant hubs such as London, Birmingham and Southampton is important for productivity uplift. As well as journey time being an important part of this (P1), the ability to use time productively during a journey to cross-border hubs is important (P2).

5.1.3 Five conditional outputs were identified through stakeholder engagement in Phase 1. These are listed in the table below and this chapter adds more detail about their targets, gaps and routes to delivery.

Conditional Output	Description
P1: Journey Speed	Journey speeds appropriate for each corridor / catchment type and usage patterns
P2: On-Board Productivity	On-board capacity and facilities to enable productivity and match demand into economic centres and employment hubs (including cross-border)
Px: Station Gateways	Stations as gateways to drive transit-oriented development and economic growth
P3: International Gateways	Improving passenger connectivity to International Gateways within and close to Western Gateway
P4: Freight Capability	Freight capability to ports and rail freight terminals increased

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5.2   CONDITIONAL OUTPUT P1: JOURNEY SPEED

INTRODUCTION

5.2.1   Increasing the journey speeds and therefore reducing journey times is a core component for improving the attractiveness and competitiveness of rail, encouraging modal shift from road, as well as increasing productivity because more journeys are made between two economic hubs (agglomeration effect).

5.2.2   The use of speed as a metric was discussed in length across the engagement and consultation process particularly given journey time measures such as generalised journey time (GJT) are more commonly used in demand forecasting exercises and economic analyses. Based on positive feedback from Midlands Connect and the fact that journey speed has been one of the more valuable conditional outputs for driving change in their STB, we have retained this metric as it (along with other conditional outputs in this strategy) decouples GJT into its constituents (speed/time, frequency and interchange) so that the components can be investigated in isolation and the level of which they are considered a barrier to rail. In this manner, WG, in conjunction with Network Rail (NR) CMSP teams, can identify where the network underperforms for the types of services it carries (e.g. the extent to which the speed of a line carrying Intercity services is suboptimal and impacts economic productivity because the journey time does not promote business to business collaboration).

EVIDENCE BASE

5.2.3   We have analysed journey speed on point to point direct flows in WG based on target levels similar to those used by Midlands Connect. The gaps in this conditional output are significant in WG: on one hand this positively highlights the shortcomings of journey speeds, especially because many of the regional hub to hub flows are across the North-South axis of the geography which has been identified as a known barrier, but on the other hand this may raise concern about the applicability of the Midlands Connect targets that may not be fit for purpose in WG. That said, we have reported these gaps below.

5.2.4   It should be noted that, in isolation, journey speed is not considered a priority for all passengers: Transport Focus research indicates that journey speed was ranked 11th (12th in the South West) in passenger priorities, however our use of journey speed in this strategy is for identification and investigation purposes to illustrate where on the network the hotspots of slow journey speeds are.

5.2.5   Across the 64 documents reviewed, improvements to speed was identified in 48 of them. Specific interventions include electrification of lines and are explained further in the following sections.

HOW WILL IT BE MEASURED (TARGETS)

5.2.6   Speeds on direct links in the network will be assessed by dividing journey time by miles between origin and destination pairs. Target speeds have been set for each service designation based on those used by Midlands Connect as follows:

- Intercity: 61+ mph
- Regional: 51 – 60 mph
- Local: 41 – 50 mph
- Urban: 31 – 40 mph

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5.2.7   There are a range of challenges related to the balance between achieving better journey times and improved connectivity such as the addition of new station stops on route. In broad terms, a 'best for industry' approach is advocated, which can be established by the Strategic Planning Taskforce.

5.2.8   The timescale for the interventions required will vary as there will be infrastructure constraints to be addressed in the long term but there are also timetable changes which can occur in the short term that can be delivered on existing infrastructure.

GAP ANALYSIS

5.2.9   Gap analysis has been undertaken on National and Regional Hub pairs (including the cross-border hubs identified earlier in the report) representing Intercity, Regional and Urban journeys where speed is the main contributing factor to rail as a mode of choice. Results from the analysis show that Intercity and Regional services are below target with only 16.2% and 7.8% respectively of hub flows meeting the targets set out above.

Service Type	% point to point hub flows which meet the targets above
Intercity	16.2
Regional	7.8
Urban	75.0

5.2.10   The table below lists the top and bottom stations in terms of percentage of flows achieving the targets. All the stations where over above 20% of flows achieve the target are listed, along with the stations with the lowest percentage of flows meeting targets (i.e. below 5%).

Stations with the highest % of flows which meet the target (20% and above)	Stations with the lowest % of flows which meet the target (below 5%)
▪ Birmingham New Street ▪ Reading ▪ Bristol Temple Meads ▪ Bath Spa ▪ Bristol Parkway ▪ Cheltenham Spa ▪ Swindon ▪ Didcot Parkway ▪ Exeter St Davids ▪ Chippenham ▪ Taunton	▪ Southampton Central ▪ Basingstoke ▪ Bournemouth ▪ Salisbury ▪ Gloucester ▪ Worcester Foregate ▪ Poole ▪ Westbury ▪ Weymouth ▪ Yeovil Junction ▪ Yeovil Pen Mill

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

5.2.11   Improvements to journey speed will be overseen by the Strategic Planning Taskforce, and need to be considered as part of the strategic planning exercise outlined under CO C1. This way, opportunities for increased linespeeds leading to faster journey times, either with or without infrastructure upgrades can be identified, prioritised and built into one of the 'configuration states'.

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5.3 CONDITIONAL OUTPUT P2: ON-BOARD PRODUCTIVITY

INTRODUCTION

5.3.1 On-board capacity and facilities such as Wi-Fi, charging points and luggage space can have an impact on a passenger's productivity and propensity to choose rail. Currently, an incentive which rail travel has over car travel is that time on-board can be used productively. However, certain services and routes have constrained on-board capacity making it a challenge to be productive on-board whereas for other routes inappropriate rolling stock with insufficient table or luggage space is deployed on longer distance and discretionary journeys (e.g. Cardiff to Portsmouth) where the ability to be productive and comfortable drives the modal choice.

EVIDENCE BASE

5.3.2 Several studies and documents have been reviewed to determine the current situation of on-board productivity within the Western Gateway. Only 20% of the documents reviewed have identified on-board productivity suggesting that this conditional output is of lower priority than others.

5.3.3 However, on-board facilities are of great importance when passengers are considering rail travel. In their 2017 'Rail Passengers Priorities for Improvement' study, Transport Focus asked passengers to rank several station and on-board attributes in order of priority for improvement. Seat availability and free Wi-Fi on board are considered the second and tenth most important factors for passengers choosing to travel by rail. By improving the seat capacity, passengers will be encouraged to switch from private car to rail as a mode of transport.

5.3.4 As an example, the West of England line experiences capacity issues such as overcrowding towards London Waterloo and towards Exeter St David's which has a negative impact on passenger experience and productivity. This issue has been identified in the Dorset Passenger Transport Strategy published in 2016.

5.3.5 The 2020 Draft Strategic Plan published on the Western Gateway STB website identifies problems with internet connectivity on board and the need to increase the capacity of services. Many rail routes in the Western Gateway suffer from poor digital 4G and Wi-Fi connectivity which reduces productivity during time in transit. However, during the consultation period, SWR confirmed that all their trains were now fitted with on-board Wi-Fi.

HOW WILL IT BE MEASURED (TARGETS)

5.3.6 Several factors will be considered when measuring a train service's impact on productivity such as the length and nature of journeys taken, capacity utilisation and facilities such as tables, free Wi-Fi and charging points. Targets for each service designation are presented below. It is considered that for local and urban journeys, with journey purpose commonly being for commuting and leisure, the availability of any seat is the most important factor – hence the inclusion of a target relating to this.

Table 5-1 – On-Board Productivity Targets

Measure	Target
Availability of seats	For all service designations: End-to-end < 20mins: 75%

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Measure	Target
	End-to-end 20-29mins: 80%
	End-to-end 30-59mins: 90%
	End-to-end > 60mins: 100%
Proportion of seats at tables and with charging points	Intercity: 40% (Standard Class)
	Regional (End-to-end > 60 mins): 30% (Standard Class)
	Regional, Urban and Local (End-to-end 30 – 59 mins): 25% (Standard Class)
Free Wi-Fi	100% across all service designations

5.3.7 Clearly, an implication of making more seats available with tables is that the overall seating capacity is therefore reduced, so a balance must be struck between journey purpose, capacity requirements and productivity. Western Gateway should seek to influence future deployment of rolling stock alongside strategic planning to make sure that rolling stock is **Fit for Purpose** for the most common type of journey being made on any particular route.

5.3.8 Other aspects of the on-board environment have also been flagged as important to make rolling stock fit for purpose – including luggage space (particularly for discretionary travel), cycle storage and air-conditioning. We have not undertaken detailed analysis on these aspects, but it is recommended that these are considered as the strategy progresses into the delivery phase.

GAP ANALYSIS

5.3.9 Information on capacity and table seats have been collated from relevant train operator websites as set out in the table below. Those highlighted in red are currently not achieving the targets above.

Figure 5-1 - Table seats on rolling stock

Route	End-to-end JT	Standard Rolling Stock	Standard Class Seating	Table Seats	% Table Seats
INTERCITY					
Cardiff – Gloucester – Cheltenham – Birmingham – Leicester / Nottingham	2h to BHM 3h20m to NOT	Class 170 (3-car)	200	86	43
Cardiff – Bristol – Bath – Westbury – Salisbury – Southampton – Portsmouth	2h25m	GWR Class 166 (3-car)	232	24	10
Bournemouth – Southampton – Birmingham (- Manchester)	3h to BHM 4h40 to MAN	Cross Country Class 220/221	250	40	16
Plymouth - Exeter – Taunton - Westbury – Reading – London	3h15m	GWR Class 80x	598	200	33
Bristol - Westbury – Salisbury	1h20m	SWT Class 159	186	80	43
(Plymouth -) Exeter – Taunton – Bristol – Cheltenham – Birmingham (- Edinburgh)	2h20m	Cross Country Class 220/221	250	40	16

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Route	End-to-end JT	Standard Rolling Stock	Standard Class Seating	Table Seats	% Table Seats
Bristol – Bath – Chippenham – Swindon – Reading - London	1h35m	GWR Class 80x	598	200	33
REGIONAL					
Westbury – Chippenham – Swindon	40m	GWR Class 165 (2-car)	156	0	0
Weymouth – Yeovil – Westbury – Bath – Bristol	2h20m to BRI 1h40m to WSB	GWR Class 166 (3-car)	232	24	10
(Cardiff -) Bristol – Weston-super-Mare - Taunton	30m	GWR Class 166 (3-car)	232	24	10
Bristol - Gloucester – Cheltenham – Worcester	1h35m	GWR Class 166 (3-car)	232	24	10
Weymouth – Poole – Bournemouth	55m	SWT EMU (Class 444)	302	80	26
Cheltenham / Gloucester – Swindon – Reading - London	2h	GWR Class 80x	598	200	33
Bristol – Gloucester	1h	GWR Class 166 (3-car)	232	24	10
Bristol - Westbury – Salisbury	1h20m	SWT Class 159	186	80	43

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

5.3.10 Beyond franchise commitments on rolling stock and WiFi in both the GWR and SWT franchise which are in delivery at present, limited work has been undertaken to consider possible interventions to deliver this CO. In the longer-term, better quality rolling stock as a result of electrification will give an improved working environment for passengers.

5.3.11 The best delivery route for this CO is through the Future Ready & Resilience Taskforce. However, WiFi and seat reservations could fall under the responsibility of the Digital Solutions Taskforce. Through the Strategic Planning Taskforce, CMSP outputs alongside passenger survey data will be valuable to reinforce which routes and services would benefit from a more productive on-board environment, and which must put capacity maximisation first. This would also incorporate an assessment of where luggage space is an important factor.

5.4 CONDITIONAL OUTPUT PX: STATION GATEWAYS

5.4.1 Based on feedback from stakeholder eConsultations and our own professional judgement, we have made the decision that this CO does not deliver sufficient benefit on its own, and the detail has been incorporated into CO M1 Station Access.

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5.5 CONDITIONAL OUTPUT P3: INTERNATIONAL GATEWAYS

INTRODUCTION

5.5.1 International gateways such as airports and ports are able to provide competitive journey times to a wider range of customers and are therefore pivotal in agglomeration and productivity. For a region such as the Western Gateway which has a large visitor economy, the ability for 'customers' to arrive in the region and readily make onward travel arrangements is pivotal in their decision to travel.

5.5.2 Collaboration will be critical in the delivery of this CO given many international gateways which serve WG residents are in the geography of other STBs and therefore cross-border connectivity is key.

EVIDENCE BASE

5.5.3 Ease of access by train to/from International Gateways (IGs) which serve the WG is varied, from those with direct connections (e.g. stations adjacent to Birmingham, Gatwick and Heathrow airports), to those where the connection relies on local service buses and taxis (e.g. Exeter and Bournemouth airports, Portsmouth ferry terminal). Bristol Airport is connected to the city centre and Temple Meads station by Airport Flyer express buses, which operate 24/7 and are fully integrated into national rail ticketing and information systems.

5.5.4 Some airports within the Western Gateway and those which serve WG residents and visitors have surface access strategies with specific targets for increasing rail or public transport use by arriving and departing passenger; others have targets or aspirations elsewhere (e.g. Strategic Plan). Some are more current than others. These are investigated further below in the Gap Analysis section.

5.5.5 Ports and ferry terminals tend not to have surface access strategies the same way that airports do therefore data is more difficult to access. Specifically, the Port of Poole suffers with connectivity issues as there are no motorway connections and the existing strategic road network has resilience issues. It is reported in the Draft Strategic Plan published by the Western Gateway STB that significant growth is planned with the Port of Poole opening its new £10m South Quay cruise berth and increasing the capacity for conventional cargo and cruise ships. Similarly, Portland Port has seen an increase in annual freight volumes to almost 500,000 tonnes of cargo as well as an increase in visiting cruise ships each year.

5.5.6 From 64 local and regional documents reviewed, the importance of International Gateways was identified in only 25% of them.

HOW WILL IT BE MEASURED (TARGETS)

5.5.7 Two key measures are proposed for this CO

- Increase in rail travel to and from International Gateways (IGs), measured as proportion of passengers arriving to WG by train from cross-border gateways, or arriving in Western Gateway by air or sea and continuing their journey by train, using CAA Passenger Survey and similar data for port/cruise passengers, in line with individual IGs' surface access strategies; and
- Increase in proportion of inward tourism visits made by train, using data from Visit Britain/Visit England Inbound Transport Research and ONS International Passenger Survey

Many aspects of the passenger network, including services, timetables, fare offers and user experience, as well as marketing and promotional activities, combine to encourage international visitors to the region, and residents travelling abroad, to choose rail over other modes. Many of these factors are covered by other Conditional Outputs.

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5.5.8 Other important factors include:

- Ongoing development of the rail network and services, to improve connections between IGs and key visitor destinations in the Western Gateway, as well as connections for WG residents to access IGs for their trips outside the UK. For example the Western Rail Link to Heathrow due to be completed by 2030 will reduce rail journey times between Reading and Heathrow eliminating the need to travel into central London and enabling interchange at Reading for access to and from the WG with four trains per hour in each direction;
- Marketing of rail options (to international visitors and to local residents);
- Joined-up ticketing and fares offer, including ease of purchase and use;
- Wayfinding at airports, ports and international hub stations, including multi-lingual provision and real-time information, including disruption alerts and journey re-planning; and
- Step-free access routes from airport/port to train, adequate space for luggage on trains and shuttle buses.

GAP ANALYSIS

5.5.9 Some airports within the Western Gateway, and used by WG residents have Surface Access Strategies in place, as listed below, which provides targets for increasing the proportion of arrivals via rail or public transport. As seen below, some airports are lacking a planned strategy and this should be addressed to help ensure that airports are easily accessible and that a full effort is being put in to encourage access by public transport.

Airports

Airport	Access to rail network	% of passengers arriving/leaving by train	Surface Access Strategy in place	Target % of passengers arriving/leaving by train
Birmingham	Birmingham International station (directly connected)	19% by train (CAA Passenger Survey 2018)	Yes (2018 – 2023)	26% by 2023
Bournemouth	Bournemouth station (via infrequent bus link, 40 mins)	2% by bus (CAA Passenger Survey 2005)	Unclear	Unclear
Bristol	Bristol Temple Meads station (via frequent Airport Flyer Express bus link, 24/7, 30 mins; integrated ticketing)	23% by public transport (CAA Passenger Survey 2015)	New strategic plan currently in development	15% by public transport when airport has 10 million passengers p.a. Recognises potential for significant role for rail by 2040 if light rail is developed
Cardiff	Rhoose Cardiff International	16% public transport (CAA	In development	Tbc

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Airport	Access to rail network	% of passengers arriving/leaving by train	Surface Access Strategy in place	Target % of passengers arriving/leaving by train
	Airport station (via shuttle bus, 10 mins)	Passenger Survey 2015)		
Exeter	Exeter St Davids station (by frequent bus; 35 mins) or Cranbrook station (by taxi)	5% public transport (CAA Passenger Survey 2012)	Part of Airport Master Plan	Tbc
Gatwick	Gatwick Airport station (directly connected)	39%	Yes (May 2018)	45% by 2030
Heathrow	Heathrow stations (directly connected, national rail and underground)	9% national rail (Plus 11% Underground) 33% of travel to/from Heathrow to/from the West of England is by public transport (train, coach)	Yes	22% by 2030 25% by 2025 (national rail including Crossrail / Elizabeth Line) (Plus 18% / 20% Underground)
Southampton	Southampton Airport Parkway station (directly connected)	17% (2016 Q1)	Yes (for 2017 – 2021)	18% (2021) 21% (2031) 22% (2037)

5.5.10 Since ports don't generally have plans which are as robust as those for airports, it can be harder to access the data required. As seen below some of these ports can only be accessed by walking which causes a problem to those with mobility issues such as physical disabilities or heavy luggage.

Ports

Port	Access to rail network
Avonmouth (Bristol Cruise Terminal)	Avonmouth station is 3 miles from the Terminal and walking inside the dock estate is not permitted. Pre-book taxi (8 minutes)
Poole Harbour	Poole station (30-minute walk)
Portsmouth Ferry Terminal	Portsmouth & Southsea station (via local bus services, taxi, 10-minute cycle ride or 25-minute walk)

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Port	Access to rail network
Southampton Cruise Terminals	Southampton Central station (generally via free bus + walk, or taxi, depending on terminal)
Weymouth	Weymouth station (20-minute walk)
Portland	Weymouth station (via local bus services, 25-min cycle ride or >1-hr walk)

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

5.5.11   It is considered inappropriate at the current time to consider building fixed rail links to IGs, with the exception of Bristol Airport which is the current subject of the WECA Mass Transit Study. Instead, it is recommended that where IGs are currently not rail connected, the focus should be on making rail part of an end-to-end journey, using buses or other modes to complete the route. As such, this CO is best incorporated into the remit of the Stations & Access to Rail Taskforce. The initial actions will therefore be an access audit and Station Travel Plan that links to Ground Access Strategies. Marketing of the rail offer including multi-modal ticketing to arrivals at IGs will also be a key aspect of delivery of this CO, which will fall under the Digital Solutions Taskforce.

5.5.12   Where named stations are identified as the direct links to IGs, it will be important to consider frequency and journey times to those stations through the Strategic Planning Taskforce, to incorporate service uplifts into future 'configuration states'.

5.5.13   It is noted that a western access to Heathrow Airport via Reading, which will be of direct benefit to travellers from Western Gateway, is committed and scheduled for completion within 10 years.

5.6   CONDITIONAL OUTPUT P4: FREIGHT CAPABILITY

INTRODUCTION

5.6.1   For rail to become a truly viable mode for freight transport, not only does there need to be capacity on the network (as mentioned in CO C6), but the network needs to be capable of accommodating the length, weight, width and height (gauge) of trains required. In recent years, we have seen a change in the nature of rail freight away from 'heavy haul' goods such as coal to intermodal containers containing a wide range of goods being transported from ports to container terminals for onward transport. These intermodal containers require a larger gauge, with a minimum of W10 or ideally W12, than the more traditional heavy haul wagons which can operate on W7 and W8 gauge.

5.6.2   Objectives of the Trans-European Transport Network (TEN-T) include the length of trains that can operate. European standards require 740m for a route to be considered 'interoperable', and 'Route Availability', which is an assessment of the total weight of trains that can operate (22.5 tonne axle load = RA8). Electrification and line speeds are also considerations.

5.6.3   Network Rail identified a Strategic Freight Network (SFN) with an objective to make the whole SFN interoperable by 2030. This CO assesses progress towards that within Western Gateway, as well as examining other key freight routes that are not part of the SFN. These are shown in Figure 5-2.

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Figure 5-2 - Strategic, Primary and Secondary Freight Routes within the Western Gateway

EVIDENCE BASE

The West of England Line which runs through Wessex plays an important role in terms of freight by operating regular freight services and providing a diversion route for other freight services. For example, when freight traffic cannot use the route via Winchester to Basingstoke, the West of England Line via Andover becomes a significant diversionary route.

5.6.4   There is significantly more freight movement towards the Eastern boundary of WG, linked with the Strategic Freight Route from Southampton to the West Midlands, with less significant freight movement in the central and western part of the Western Gateway.

5.6.5   Network Rail's West of England CMSP report suggests that accommodating freight and passenger services on the line west of Salisbury and towards Exeter is extremely challenging due to the extent of the single track therefore using the line for regular freight is not an active consideration. Improving the capacity of the tracks so that they can easily accommodate freight trains will help to improve freight within the area.

5.6.6   Currently none of the proposed primary routes in the Western Gateway have the capacity to accommodate 775m length trains and are therefore not meeting some of the targets set out below. Details of the routes not meeting targets are explained further in the Gap Analysis section.

5.6.7   Of other 60 documents reviewed, only 25% of the documents identified this conditional output in their ambitions and planned interventions.

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HOW WILL IT BE MEASURED (TARGETS)

5.6.8 The key metrics and targets for this conditional output are set out in the table below.

Route Grading	Route Availability	Gauge	Train Length	Line Speed & Traction Power
Primary	RA10 by 2030	W12 by 2030	775m by 2030	90mph by 2030 (Electrified)
Secondary	RA8 by 2025	W10 by 2030	740m by 2030	60mph by 2030 (Non-electrified)

GAP ANALYSIS

5.6.9 The current route capability of the routes identified above and additional connections to hubs which cannot be immediately accessed from the routes are set out below. Targets for connections will need to be the same as the grade of route they are connecting to.

Route	Route Availability	Gauge	Train Length	Line Speed (Non-Electrified unless stated otherwise)
Totton to Salisbury & Westbury	RA8	W12 to Salisbury W8 to Westbury	Not cleared for 775m	85mph
Westbury to Swindon	RA8	W8 to Thingley Jn W12 to Swindon	Not cleared for 775m	40 – 75mph to Thingley Jn 110 – 125mph to Swindon
Frome and Westbury to Reading	RA8	W7 to Westbury W8 to Reading	Not cleared for 775m	80 – 105mph to Heywood Road Jn 110 – 125mph to Reading
Westbury to Bath Spa and Bristol	RA8	W8 to Bradford Jn W6 to Bathampton Jn W8 to Bristol	Not cleared for 775m	40 – 75mph to Bathampton Jn 80 – 105mph to Bristol
Bristol to South Wales	RA8	W10	Not cleared for 775m	90 – 125mph
Bristol to Gloucester and the Midlands	RA8	W8	Not cleared for 775m	80 – 100mph
Bristol to Exeter and beyond	RA8	W8	Not cleared for 775m	80 – 110mph

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Dorset Coast from Southampton to Bournemouth and Poole	RA8	W6	Not cleared for 775m	90mph (DC Electrification)
Frome to Whatley Quarry	RA6	W6	Not cleared for 775m	35mph
East Somerset Jn to Merehead Quarry	RA8	W6	Not cleared for 775m	30mph
Severn Beach Branch (to Avonmouth and Bristol Bulk Handling Terminal)	RA7	W6	Not cleared for 775m	15 – 50mph
Bristol Parkway / Filton to Bristol Bulk Handling Terminal	RA8	W8	Not cleared for 775m	10 – 60mph
Parson Street to Portbury	RA8	W9	Not cleared for 775m	20 – 30mph
Yate to Tytherington	RA8	W6	Not cleared for 775m	20mph
Yate to Westerleigh	RA8	W8	Not cleared for 775m	20mph

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

5.6.10 In line with other freight COs already discussed, this CO will fall under the Freight Taskforce. The Freight Market Study can be utilised to develop an evidence base for where improving freight capability to supplement Network Rail's SFN plans adds value to Western Gateway. This may include the identification of new and enhanced freight connections, and a number of sites have already been identified within the evidence base documentation. These include:

- Improvements to Henbury Line to better serve Portbury Docks and a proposed new container terminal at Avonmouth;
- Local Distribution Centre in southern Cotswolds; and
- Electrification between Bath, Westbury and Newbury.

5.6.11 These and other interventions will be prioritised for phased delivery.

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6 GROWTH

6.1 INTRODUCTION TO THEME

6.1.1 This theme facilitates sustainable growth across Western Gateway through better connecting development to rail and making sure the rail network is resilient to change, and is centred on the importance of the link between housing and industrial growth as identified in Local Plans, and transport policy. It is directly linked to all four other themes due to its alignment with land use and planning policy and practice and aims to provide sustainable travel options for population and employment across the Western Gateway, aligning rail investment, including in new stations and lines, with future growth areas – and influence the selection of those growth areas towards locations which can be served by rail, where appropriate. The rail network must also be resilient to change and shock events so that economic growth is sustainable.

6.1.2 Three priorities were identified through stakeholder engagement in Phase 1. The table below expands on what these priorities are and what addressing them will mean to WG.

Priority	Description
Align rail investment, including new stations / lines with future growth areas	This priority recognises the importance of considering transport and planning policy alongside each other, and making sure, as far as possible, that large developments give consideration to sustainable transport. This priority is specifically addressed by CO G1.
Identify opportunities to develop and invest in Transit Oriented Communities	As with priority 1, this emphasises the importance of building communities around transit hubs, and the social and economic benefits this brings. This is addressed by COs G1 and G2.
Promote and maximise resilient design principles to protect the region against the implications of climate change	In the current climate emergency, all growth, whether it is housing development or new / increased capacity transit links, must be both sustainable and resilient to shock events which might be climate or health related (such as Covid-19). This priority, and the associated CO G3 focuses on making Western Gateway's rail network as resilient as possible.

6.1.3 Three conditional outputs were identified through stakeholder engagement in Phase 1. These are listed in the table below and this chapter adds more detail about their targets, gaps and routes to delivery.

Conditional Output	Description
G1: Transit Oriented Growth	Planning and transport policies aligned: rail as a transport option for all major new developments
G2: Mobility Hubs	Mobility hubs: stations providing for customers' wider needs (e.g. retail, medical, childcare) to place stations at heart of communities
G3: Network Resilience	Network resilience to disruption and severe weather events, to reduce delays and cancellations.

6.1.4 The first conditional output is targeted specifically at the alignment of transport and planning policies. The strategy encourages planning authorities to consider at all stages how Local Plan allocations can be effectively connected to the wider transport network, especially sustainable modes, including rail where appropriate. The strategy also promotes the development of Transit Oriented

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Communities, by placing sustainable transport interchange at the very heart of an existing or new community.

6.1.5   The second conditional output under the growth theme is the development of mobility hubs. In this context this means making the railway station a key facility at the heart of the community, where residents and visitors can access services and facilities beyond the train.

6.1.6   Our third priority under this theme is about making infrastructure resilient to climate change. Transport infrastructure – especially on the rail network – is designed to operate for decades, so taking us into a future when it is realistic to expect that global temperatures have risen, bringing major changes in weather patterns and the frequency and intensity of extreme weather events. Designing resilient networks is therefore a critical part of planning for sustainable growth. If we are considering where people will live and work (and travel between the two) in the future, then the locations and routes between them must be resilient to climate change emergencies, such as river and coasting flooding, extreme heat and cold and sea level rise. Thus, a resilient rail network is at the core of sustainable growth.

6.2   CONDITIONAL OUTPUT G1: TRANSIT ORIENTED GROWTH

INTRODUCTION

6.2.1   Historically, the link between Planning Policy and Transport Policy has been disjointed, and many developments have progressed through the Planning process with little consideration given to wider transport and connectivity issues the development might face in the future. With the decarbonisation agenda, it is becoming more critical that new developments can be served by a sustainable transport network, including rail where appropriate. Without this deeper connection, developments are likely to be designed – implicitly or explicitly – with a primary focus on road access, generating higher traffic volumes with associated greenhouse gas emissions, air quality problems, public health consequences and congestion.

6.2.2   At the time of writing, the UK Government is consulting on proposed reforms to the planning system under the name "Planning for the future" involving a focus on design and sustainability, improving the system of developer contributions to infrastructure, and ensuring more land is available for development where it is needed. Western Gateway should monitor the outcomes of this consultation and the resultant changes to look for opportunities to use this reform to benefit this (and other) conditional outputs.

EVIDENCE BASE

6.2.3   The Western Gateway is covered by Local Plans for:

- four unitary authorities: Bath and North East Somerset, Bristol, North Somerset, South Gloucestershire. Three of these (Bath and North East Somerset, Bristol and South Gloucestershire) are looking to work together as the West of England Combined Authority, and coordinating planning work with North Somerset unitary authority;
- the six constituent local councils in Gloucestershire County (Cheltenham, Cotswold, Forest of Dean, Gloucester, Stroud, Tewkesbury);
- Wiltshire Council working with Swindon Borough Council;
- Bournemouth, Christchurch and Poole (three separate Local Plans) while the unified BCP Local Plan is developed (with adoption planned for 2024); and

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■ East Dorset and Christchurch (part); North Dorset; Purbeck; West Dorset, Weymouth and Portland (four separate Local Plans) while the unified Dorset Council Local Plan is developed (with adoption planned for 2023).

6.2.4　Many of these Local Plans are in development or currently subject to review.

HOW WILL IT BE MEASURED (TARGETS)

6.2.5　If this Conditional Output is met:

■ Land use planning and transport planning will be aligned in Local Plans in the Western Gateway, with an emphasis on sustainable transport. Where relevant in the specific geography, rail is identified as a key sustainable transport mode within the region's transport networks;
■ The land use planning process takes account of the proximity of sites to rail access points, where this is relevant to the local geography and appropriate to the sites and developments under consideration; and
■ Planning policies recommend that masterplans for new strategic developments have sustainable transport at their heart, which includes access to rail where relevant and appropriate.

GAP ANALYSIS

6.2.6　Current good practice identified in a desktop review includes Bristol City Council's Local Plan. This Plan sets out the ambition to create 'a city of sustainable travel' with an aspiration to improve rail services. Policy BCS10 targets significant transport infrastructure improvements including rail schemes and policy DM23 requires development to provide adequate access to public transport.

6.2.7　Outside the Western Gateway, local plans which include explicit links between land use planning and transport planning, with a focus on sustainable transport, include the West Northamptonshire Joint Core Strategy, which places a strong emphasis on promoting sites with existing links to sustainable transport networks, or sites which could be connected to those networks in advance of occupation. In an urban setting, Croydon's transport strategy is closely aligned with spatial and economic development strategies and plans.

6.2.8　As noted above, many Local Plans in the Western Gateway are under review or development. Although the importance of links between land use and transport planning has been recognised for many years, the different timescales for these different strands of work – sometimes to align with central government requirements or funding opportunities, as well as the historical separation of the activities into different professions and local authority portfolios and departments can form barriers to their integration.

6.2.9　Examples of transit-oriented developments in and outside Western Gateway, include:

■ Cranbrook new town, 5 miles east of Exeter, was masterplanned as a low-carbon community with an emphasis on sustainable transport. It includes a new station on the Exeter-Yeovil line. Delivery was planned so that the station opened during phase 1 of the new town – before even half of the phase 1 new homes had been completed. Devon County Council are pursuing plans for a second new station to support the potential expansion of the town with an additional 5,000 homes. On a smaller scale Newcourt station was built in part to serve a new urban extension on the south of Exeter;
■ The Brewery Square mixed-use development, adjacent to Dorchester South station, is held up as a case study of masterplanning to take advantage of proximity to a transport hub;
■ Emerging plans for Tewkesbury Garden Town show a new settlement of 10,000 homes, centred on Ashchurch for Tewkesbury station with an emphasis on sustainable transport;
■ Northstowe new town in Cambridgeshire will see up to 10,000 homes at relatively high density. The town is served by the Cambridgeshire guided busway, giving excellent access to Cambridge

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city centre and Cambridge North railway station, and residents are encouraged to choose active travel through a travel plan, including taster bus tickets; and

- The Kirkstall Forge development in Leeds, a mixed-use redevelopment of a brownfield site, was the catalyst for a new station with regular services to Leeds and Bradford. The site features 1,050 homes, office space, retail, leisure and community facilities.

6.2.10 A key feature of many successful developments is the implementation of a high-quality travel plan with accompanying funding support for staff as well as physical measures, which has been built in from the beginning of the development and design of the site.

6.2.11 Where potential sites are close to rail lines development can take advantage of existing services, and can contribute to the business case for new stations and enhanced services. Similarly, existing and improved rail services can help to open sites up for development. It is recognised that rail does not reach all areas of the Western Gateway so for many sites an emphasis on sustainable transport will be focused on other modes.

6.2.12 A particular category of potential development sites are those owned by Network Rail but surplus to operational requirements. Network Rail carefully considers the disposal of non-operational land that could be redeveloped for housing or other uses.

6.2.13 Some stakeholders identified barriers to aligning land use and transport planning, and to bringing forward transit oriented development, including:

- the typical timescales for planning and constructing new rail stations and services are perceived by some as a barrier to the successful integration of rail services into land use planning;
- influence required over land held by agencies of national Government which would be prime sites for transit oriented developments. In particular, city region authorities in England need the same veto powers over Network Rail land sales that the Scottish Government currently enjoys. More devolution of powers over stations;
- promotion of transit oriented development principles required within the National Planning Policy Framework to allow for collaboration of residential/commercial developments with infrastructure projects;
- some franchise agreements specify levels of car parking which train operating companies must provide at stations, which are sometimes in tension with local authorities' policies and aspirations;
- inconsistent policies on securing and using developer contributions across Western Gateway local authorities; and
- inconsistent approaches to travel plan requirements and monitoring arrangements.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

6.2.14 The delivery of this CO will fall under the Stations & Access to Rail Taskforce, who will specifically:

- consider approaches to share good practice in connecting land use and transport planning and bringing forward transit oriented development;
- identify potential measures to remove hurdles from current processes; and
- consider where there may be opportunities to increase consistency across local authorities, for example in respect of developer contributions.

6.3 CONDITIONAL OUTPUT G2: MOBILITY HUBS

INTRODUCTION

6.3.1 The principle of Mobility Hubs is to place the rail station at the heart of the community it serves, and allow it to perform a wider, outward-looking function beyond boarding and alighting trains. New or expanding stations could be redeveloped with these purposes in mind. The aim is to eliminate the

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need for additional trips, allowing customers to satisfy all or most of their daily or periodic needs within or near the station, so as to encourage modal shift and sustainable lifestyles.

6.3.2   Despite their integral mobility function for communities, stations sit within a "liminal space" in terms of how their value is defined and maximised. Customers, Network Rail, TOCs and Local Authorities represent a mix of stakeholders, users, owners and/or operators of stations which varies across the Western Gateway, with a wide range of needs and expectations from the station environment. And yet, these needs and expectations have not fundamentally changed from when the railways were built and the communities formed around or next to them: the stations have always been economic drivers and assets for essential public services.

6.3.3   This fundamental station role will remain the same but the way it fulfils its communal public purpose must change: it must efficiently integrate into the fabric of public life and the future mobility landscape, to increase its customer and community value and play an active role in modal shift to reduce overall transport emissions.

6.3.4   This strategy represents the best opportunity to achieve the necessary integration, as it binds the stakeholders together into a shared, progressive purpose to co-deliver station enhancements for all users, operators and communities. This shared purpose is the Mobility Hub.

6.3.5   The proposed Mobility Hub provisions for the Western Gateway represent the needs of the typologies and personas across the WG area. The wide area means that mobility hub classifications must span the full range of personal activity needs that communities need access to, e.g. employment, education, health care, childcare, retail, leisure, tourism, and social interaction. These activities have been applied to the WG hub definitions, e.g. National, Regional and Local, identifying a standard range of locally available personal activity and utility needs appropriate to the scales of communities served.

6.3.6   The Mobility Hub concept presented below shows a list of "components" which satisfy complementary economic, social and community utility functions. When these components are integrated into hubs, they:

- Support wider customer needs, adding to the utility, efficiency and value of rail journeys;
- Support community needs, providing new, enhanced, or localised essential functions;
- Eliminate additional trips, reducing emissions and the use of private vehicles; and
- Support mobility capabilities, including micromobility and active travel, in line with local, regional and national transport, environmental and health ambitions.

6.3.7   The proposed Mobility Hub outline specifications have three categories: Customer and Community Amenities, Facilities, and Co-mobility Provisions.

6.3.8   The Customer and Community Amenities category represents the wider needs for rail customers and the communities they serve. This captures the heart of the station as a public space and asset, with the potential to support community and social functions such as libraries, healthcare and retail. Items in this category can also help to eliminate additional trips, by providing spaces and services for Post Office/Amazon parcel lockers, convenience food retail, healthcare, childcare, community space and other services. This category also benefits from the fact that, while high streets may struggle in the current environment, station retail often remains steady due to its high footfall and captive environment.

6.3.9   The Facilities category represents the travel-related needs and expectations for customers, to support the full range of customer journeys and enhance the quality of time spent waiting in the

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stations. This includes travel information and, ideally, ticketing and payment for all relevant modes of travel.

6.3.10   The Co-mobility Provisions category captures a long list of mobility modes and services which are relevant for the Western Gateway area; stations must support interchanges, spaces and/or provisions for these in order to support current and future mobility needs. These will range from Bristol's ambitions for Mobility as a Service (MaaS) within its Future of Transport Zone (formerly Future Mobility Zone) funding, to the necessary shift to walking, cycling and micromobility modes necessary in every location to achieve Net Zero. The long list includes potential traditional, new and community transport modes and services; car parking and EV car charging, along with cycle parking, is covered separately in M1 – Station Access. The Mobility Hubs themselves may also influence the demand, operation and commercial viability of these co-mobility provisions, as stations serve as vital economic gateway and intermodal interchange roles.

Table 6-1 - Mobility Hub Specifications

Station Designation	National Hub	Regional Hub	Local Hub
Customer and Community Amenities			
Food retail (mini-supermarket)	Yes	Desirable	Desirable
Food vending (take away food to eat on journey)	Yes	Yes	Yes
Café (sit-in and take-away)	Yes	Desirable	
Parcel lockers	Yes	Yes	Yes
Parcel delivery	Possible	Possible	
Food delivery	Possible	Possible	
Community use (community health centre, meeting space, creche)	Desirable	Desirable	Possible
Art and Community Wall/Space	Yes	Yes	Yes
Covered space and seating	Yes	Yes	Yes
Concourse for pop-ups	Yes	Yes	Desirable
Meeting rooms and co-working facilities	Possible	Possible	
Facilities			
Toilets	Yes	Yes	Yes
Showers	Desirable	Desirable	
Free Wifi	Yes	Yes	Yes
Information station	Yes	Yes	Yes
USB charging	Yes	Yes	Yes

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Station Designation	National Hub	Regional Hub	Local Hub
220V mains charging	Yes	Yes	Yes
Charging area for wheelchair/mobility scooter	Yes	Yes	Yes
Co-mobility Provisions			
Local bus	Yes	Yes	Yes
Long-distance coach	Desirable	Desirable	
Demand-Responsive Transport	Desirable	Desirable	Desirable
Cycle repair facility/services (pump, parts vending)	Yes	Yes	Desirable
Secure cycle parking	Yes	Yes	Yes
Cycles for hire	Yes	Yes	Yes
e-Bike	Yes	Yes	Desirable
e-Cargo bike	Yes	Yes	Desirable
e-Scooters	Desirable	Desirable	Desirable
Car clubs	Yes	Yes	Yes
Ridesharing/ ride-hailing pick-up	Yes	Yes	Yes
Links to cycle and walking routes	Yes	Yes	Yes
Charging for e-micromobility modes	Yes	Yes	Desirable

6.3.11 These Mobility Hub needs may also be met if the requisite facility is within a well-signposted five-minute walk to the station; although this is not as effective as co-location, it reflects the fact that not every station has enough footprint within its grounds to support many wider uses. Similarly it is possible that unused railway land or redundant station buildings could expand the range of facilities offered beyond those specified here. Facilities need not be permanent: the provision of utilities (electricity, water) can allow for flexible, pop-up or semi-permanent uses, such as coffee carts or plug-and-play containerised units.

6.3.12 The Mobility Hub classifications apply to the following hub categories within the WG area:

- National hubs within WG:
  - Bristol Temple Meads
  - Bath Spa
  - Bristol Parkway

- Regional hubs within WG:
  - Bournemouth

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- Cheltenham Spa
- Chippenham
- Gloucester
- Poole
- Salisbury
- Westbury
- Weston-Super-Mare
- Weymouth

- Local hubs: the remaining stations within the WG area

6.3.13 Key aspects of all of these facilities and services are the quality of provision, including maintenance and renewals, and the quantity available, including the flexibility to scale up or down as demand changes over time. Where facilities increase on-site staffing this can support vulnerable users and deter anti-social behaviour.

Challenges / Hurdles

- The Covid-19 pandemic has introduced considerable uncertainty into planning for mobility hubs. It is unclear whether patronage will recover to pre-Covid levels, how enthusiastic or reluctant people will be reluctant to use shared vehicles (e.g. shared cycles or e-scooters, car clubs), and how different patterns of office and home working will shape up. There is a risk that some train and bus services may be unviable, reducing footfall at stations and undermining the business case for some components of the mobility hub. On the other hand, some components or locations may see an increase in demand: with fewer workers travelling to city-centre jobs, there may be higher demand for some services in residential communities; if some employers choose to down-size their offices, there may be higher demand for ad hoc meeting rooms and working spaces;
- Some services included in the mobility hub concept are likely to remain commercially responsive (food vending, parcels etc) and the existing ownership and management model would need amending to make these viable;
- Space requirements may require new buildings and land acquisition in some locations – and in some cases the station may not be the best place for a mobility hub. Where a new station is planned, for example to serve a new town or strategic development, it must be planned in from the earliest stages of masterplanning and delivered early to embed sustainable transport choices;
- To function as effective mobility hubs, stations must be accessible within coherent networks of safe routes for walking, cycling and e-scooters. It must be easy and convenient to move through the station, including, for example, accessing all platforms with cycles.

EVIDENCE BASE

6.3.14 National Rail Enquiries provides information which covers the presence of some, but not all of the Mobility Hub facilities. These facilities vary within stations within each Hub category and between Hub categories. Variation from site to site means that the delivery of the mobility hub concept must be tailored to each individual setting.

6.3.15 Sites across the WG area show the following variations and potential applications of the Mobility Hub specification:

- Stations in the heart of the community, either on the high street or within the town centre, e.g. Bristol Temple Meads, Bath Spa: these locations allow Mobility Hub amenities to be spread between the station and the adjacent community and public realm;
- Stations at the edges of communities, removed from the main pedestrian environments to high streets, shopping centres and business centres, e.g. Bournemouth: these locations increase the

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potential to deliver Mobility Hub amenities directly on-site or in adjacent car park/public realm environment to enhance the utility and value of customer journeys, as the additional services and facilities located on-site will save customers time and increase convenience; or

■ Stations outside of their primary communities, which have no immediate local amenities, e.g. Bristol Parkway: These Mobility Hub amenities can be delivered directly on-site and enhance placemaking so that the hubs serve as destinations in their own rights. This both enhances local community amenities and reduces car trips by agglomerating services. These sites also often have large footprints for urban realm and integrated transport provisions, potentially enhancing wider community connectivity.

HOW WILL IT BE MEASURED (TARGETS)

6.3.16 Success in achieving this Conditional Output will be measured by:

■ Number of stations developed as mobility hubs with services and facilities appropriate to their hub category and their specific setting;
■ Increased footfall through and around redeveloped stations;
■ Increased retail revenue from additional services provided;
■ Increased patronage of rail, shared mobility and bus services at hubs; and
■ Achievement of business plan targets at individual stations.

GAP ANALYSIS

6.3.17 National hub stations have seen an increase in facilities offered over recent years. Bristol Temple Meads, for example, has cycle hire, a cycle shop, various food offers, free wifi and other facilities – with most other services available within a 5-minute walk in the city centre. Many stations have Station Travel Plans considering routes to the station including for walking and cycling (e.g. Wiltshire carried out a travel planning exercise in 2013), but adequate resources have not always been available to implement these in full. Most stations in the Western Gateway do not meet the aspirations set out here – although this is unsurprising, given the novelty of the mobility hub concept.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

6.3.18 As with CO G1, this CO will fall under the Stations & Access to Rail Taskforce. The initial action is the development of a Mobility Hub Blueprint and prioritised plan for delivery. The sequence of tasks is suggested as follows:

■ Apply the Mobility Hub Specification to each site within the WG, tailoring appropriately to the local contexts;
■ Develop the operator and stakeholder framework through which Mobility Hub enhancements can be delivered;
■ Agree an indicative schedule for developing joint business cases and delivery plans for each station Mobility Hub;
■ Develop exemplar joint business cases and delivery plans for stations in each hub category to be selected based on opportunities to tie in with other developments (e.g. Local Plans or town centre redevelopment plans); and
■ We expect business cases and delivery plans for all stations to be developed and implemented over the following 20 years.

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6.4 CONDITIONAL OUTPUT G3: NETWORK RESILIENCE

INTRODUCTION

6.4.1 This conditional output supports modal choice, building and keeping customer confidence about rail's ability to deliver their journey needs in the face of climate change and the increasing number of environmental effects and severe weather events which it will engender.

6.4.2 It encompasses both route resilience, the ability to keep open particular routes in the face of major disruptive events, and operational resilience, which is the ability to provide the travel capability even when the railway is disrupted.

6.4.3 Incorporating a network resilience strategy will ensure that the railway has dynamic flexibility to maintain network functionality to the greatest possible extent, and to continue to grow, despite the impacts of climate change.

6.4.4 It complements other conditional outputs including C3 Performance and D1 Decarbonisation.

6.4.5 Route devolution, the Government's projected future of a "more joined-up" track-and-train partnership, or any other systemic changes which emerge from the Williams Review or post-COVID-19 Emergency Management Agreements will likely have implications for collaborative working between Network Rail and the TOCs and FOCs. However, to the customer and the public, nothing will change—they just want reassurance that the railway will deliver their journey.

6.4.6 Climate change will increase the frequency and severity of extreme weather events and climate conditions which affect the railway in the Western Gateway, especially as more overhead line infrastructure is installed across the routes.

6.4.7 Developing a Network Resilience Strategy across the Western Gateway, as well as the Peninsula Transport area, will ensure that the railway has dynamic flexibility to maintain network functionality to the greatest possible extent, and to continue to grow, despite the impacts of climate change.

6.4.8 The table below shows future climate change-related trends which will affect the railway and the ways which the railway must adapt to cope.

Future Ready Trend	Action Needed
1.1 Heavier rainfall could cause local surface water and river flooding: ▪ 5-10% heavier from 1990 by 2010-39 ▪ 20% heavier by 2040-59 ▪ 20-40% heavier by 2060-2115	Assess route infrastructure against flood risk map, upgrade or build in preventative measures as needed, or develop alternative routes
1.2 Drier summers could cause droughts and ground shrinkage.	Could impact, inter alia: rail stress; switch detection; earth resistance; tunnel deformation; risk of lineside fires; increasing rail wear (and noise) on curves
1.3 Water table changes could mean that soakaways don't work as designed.	Drainage of railway assets may be affected; tunnel temperature could increase because of a lower water table

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1.4 Global sea levels could be between 12 and 76 cm higher than today by the end of the century.	Assets near to the coast could experience changes in: scour; drainage/flooding; corrosion; insulation/creepage from saline atmosphere
1.5 Peak temperatures in towns and cities could be up to 6°C hotter than today by 2050, with fewer very cold days	Impact on rail stress free temperature and electrical conductor properties (including movement range); increasing reliance on forced ventilation and cooling on trains or in stations Impacts on passenger and employee comfort, health and safety
1.6 Peak wind speed gusts could be stronger.	Could impact: OLE structure spacing; OLE structure design; rolling stock (and pantograph) sway; passenger safety; radio mast design; station design vis-à-vis OSD; noise barrier design
1.7 'Multi hazard' events could become more frequent (storms bringing wind, rain and flooding).	For example: snow and wind resulting in drifting; freezing rain resulting in conductor rail icing
1.8 Lightning strike events likely to increase	Potential disruption to energy and signalling/telecoms networks
1.9 Future climate change could be greater or less than projected, requiring adaptation	Designs will need to be adaptable to accommodate a range of possible change outcomes

The table below shows future railway resource-related trends which will affect railway resilience and costs, and the ways which the railway can use these trends to plan for resilience and positive growth.

Future Ready Trend	Action Needed
2.1 Grid energy prices are forecast by DECC to be 40% higher than 2014 (in real terms) by 2030 [and may become subject to variable pricing]	Investigate opportunities to reduce power demand (e.g. lighter trains, lower speed, coupled trains), reduce system losses, recover waste energy (e.g. regenerative braking, heat recovery from tunnels); consider opportunities for Demand Side Response to minimise peak demand using, for example, energy storage
2.2 Renewable energy prices could decline rapidly. In the medium- to long-term, every flat surface becomes an opportunity for solar panels.	Investigate opportunities for energy storage, which is becoming cheaper, performing better and enables effective use of renewable energy, which could include assets on railway owned land; increased use of natural resources, e.g. cooling systems using ground water; power purchase agreements that maximise renewable energy

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2.3 UK summer river flows could be 50-80% lower by 2050, while the Water Framework Directive restricts river and groundwater abstraction	Maximise the use of recycled water, e.g. for train washing; rainwater harvesting at stations and depots
2.4 Long term projects could have to operate in a very low or near zero net greenhouse gas emission UK.	Examples include: removal of SF_6 as an insulant for switchgear; introduction of previously unfeasible technologies (e.g. hydrogen fuel cells) or "green" combustion engines, such as biodiesel; electrification, evolved for lower cost implementation; refrigerant choice
2.5 The circular economy could become mainstream: products designed for re-use; landfill waste becomes much less common (and much more expensive)	Investigate opportunities to refurbish rather than renew, use of recyclable materials, such as steel and (some) plastic rather than concrete
2.6 Just in time factory assembled products could replace just in time delivery. e.g. Pre-assembly / Modular manufacturing	Design and use modular replacement units, investigate in-house printing for components
2.7 Embodied carbon and water could become a normal part of design decisions. All projects could have a contracted embodied water and carbon budget.	Use of suitable tools as part of design development to demonstrate compliance/achievement of targets, such as Rail Safety and Standards Board's (RSSB) Rail Carbon Tool. Increasing focus on whole of life consideration to avoid "burden shifting". Tools and processes (and associated expertise) are available.

EVIDENCE BASE

6.4.9   Network Rail have detailed contingency plans to cope with disruption and carry out resilience and climate change adaptation planning. Local authorities land use and transport strategies and policies are increasingly taking account of climate change and the need to develop long-term resilience.

6.4.10   TOCs have well established processes for reacting to disruption, including alterations to train services, making alternative travel arrangements (e.g. rail replacement buses, taxis), paying compensation to passengers and providing updated information. However, Transport Focus's most recent National Rail Passenger Survey (spring 2020) 2019 Passenger Survey found 38% of respondents nationally were satisfied with how TOCs deal with delays (also see CO C3 Performance), with individual TOC results for Western Gateway operators as follows:

- CrossCountry 54%
- Great Western Railway 47%
- South Western Railway 33%
- Transport for Wales 34%

HOW WILL IT BE MEASURED (TARGETS)

6.4.11   The success of the Conditional Output will be measured by:

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- Delay minutes from service affecting failures, highlighting attribution to the type of severe weather event, so that severe weather trends from climate change can be tracked over time; and
- Capturing the specific travel arrangement changes required for customer journeys, or the conditions for Do Not Travel alerts, also highlighting attribution to the severe weather events, to refine solutions over time.

DELIVERY PLAN – IDENTIFIED INTERVENTIONS

6.4.12   This CO will fall under the Future Ready & Resilience Taskforce, and specific actions are recommended as follows:

- Network Rail conducting a Resilience Study for key flood-risk and climate event-risk areas in the Western Gateway, in the manner of the "West of Exeter Route Resilience Study";
- Identify the additional monitoring and maintenance needs required;
- Identify alternative rail route options and other preventative investments which may be required for long-term sustainability, e.g. depot or substation relocations, redundant supply systems;
- Joining up efforts across the interconnected Western Gateway and Peninsula Transport STB areas;
- Operational Impact Working Groups will need to develop the cross-industry scenario planning for unplanned and planned disruptions due to climate events; and
- Incorporate Network Rail's Resilience Study.

6.4.13   The outputs of these actions will then be prioritised and delivered through the Rail Network Enhancements Pipeline (RNEP) or as part of Business As Usual (BAU)over the short, medium and long terms.

6.4.14   Other measure address operational resilience (the ability to continue to operate during disruption):

- Develop a matrix of procedures for ticket cross-acceptance and rail replacement bus strategies for unplanned and planned disruptions due to climate events;
- Develop the communications strategy and plans for extreme weather events; and
- TOCs may need to develop new agreements with coach and bus companies and Local Authorities for periodic provision of rail replacement buses during climate events and high-risk weather periods.

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7   DELIVERY OF THE STRATEGY

7.1   INTRODUCTION

7.1.1   It is evident from the details presented in Chapters 2-6 that the delivery of the strategy will require all relevant stakeholder groups to collaborate and leverage their influence to deliver this strategy and realise the identified Conditional Outputs. Figure 7-1 shows the full range of stakeholders who will be involved in and affected by this Rail Strategy.

Figure 7-1 - Western Gateway Rail Strategy Stakeholders

7.1.2   A critical success factor in the successful delivery of the strategy is a shared vision in sustainable public transport delivering social and economic benefits to all residents, visitors and businesses in Western Gateway.

*To be a region that is **sustainably connected** and provides **high quality** and **value for money** travel opportunities for all its businesses, residents and visitors*

7.2   FUTURE ROLE OF WESTERN GATEWAY

7.2.1   At present, although Western Gateway is one of 7 Sub-National Transport Bodies (STB) in England, it does not hold any statutory powers. Since legislation was passed in 2016 under the Cities and Local Government Devolution Act, only Transport for the North has achieved statutory status (in 2018). Recently, DfT has given the 6 other STBs a clear steer that at present, any further applications for statutory powers will not be welcomed.

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7.2.2 Regardless of its non-statutory status, Western Gateway is expected to develop its own Strategic Transport Plan, of which this Rail Strategy is an integral part. This is a key part of its role to oversee and influence transport investment across the region, along with liaising with DfT regarding funding opportunities, so far specifically in relation to major road network plans. This will allow the establishment and growth of a Western Gateway 'identity' which, given the disparate nature of the STB geography, has been more of a challenge than other regions have experienced.

7.2.3 However, it remains reliant on DfT to make decisions about what funding is allocated and how it is spent, including assuring value for money is delivered in line with Transport Appraisal Guidance (TAG) principles. It is expected that DfT will continue to allocate annual funding to STBs, with Western Gateway has recently received notification of its 2020-21 budget. Beyond this, Western Gateway has an ambition to secure a devolved funding deal for the region for the delivery of its Strategic Transport Plan, and undertake its own assurance as schemes within the delivery plan mature. Funding that is currently allocated should be directed to the Taskforces detailed below to undertake the further studies and strategy development work required.

7.2.4 From a rail perspective, governance of rail franchises also remains with DfT, leaving Western Gateway with limited influence over decisions made about services or rolling stock to best serve residents and businesses in the region. It is anticipated that this Rail Strategy will increase the power of influence held by Western Gateway over franchising and other decisions affecting the railway in the region.

7.2.5 The structure and timeline of this delivery plan is based around a more formal governance structure, with 5 Taskforces reporting to the Western Gateway Board. Each CO is linked to at least one of these Taskforces, and their role will include determining the specific interventions required to deliver each CO, and to take proposed investments through the HMT Green Book Business Case process, and, where applicable, through the parallel Rail Network Enhancements Pipeline process. Taskforces will all be cross-industry, which will give Western Gateway a much stronger influence over policy and investment decisions made in relation to the rail network.

7.3 A FUTURE RELATIONSHIP WITH NETWORK RAIL

7.3.1 The Western Gateway region bridges 2 Network Rail routes: Bournemouth, Christchurch & Poole, Dorset and parts of Wiltshire sit in Wessex Route, while the northern part of the region aligns with Western Route. This alone presents a challenge to Western Gateway in cross-boundary working although a cross-route process has become established through the development of this strategy that it is hoped will continue throughout the delivery stages.

7.3.2 Network Rail's System Operator function looks to the future through its Continuous Modular Strategic Planning (CMSP) process. The CMSP is designed to:

- explicitly put passenger and freight users at the heart of the process;
- better address the route's business needs;
- feed refranchising, capacity allocation, development and delivery, and sale of access rights;
- employ a more effective, focussed means of consultation;
- provide more granular, targeted market insight;
- develop a 'service change' pipeline for future configuration state; and
- demonstrably focus on incremental opportunities and service trade-offs

7.3.3 Throughout the development of the rail strategy, the team has worked closely with Network Rail System Operator from both a Route Management perspective (Wessex and Western) along with

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aligning with the CMSP teams for two upcoming programmes: the Bristol to Birmingham CMSP and the Dorset CMSP. The timing of both the development of the rail strategy and the two CMSP programmes provided a unique opportunity to align and interface with both the Wessex and Western System Operator teams to set forward a way of working for future CMSPs. It is intended that this Rail Strategy will set a framework that allows the CMSP process to be part of the next step for developing the evidence base and justification for investment decisions. The ongoing programme of CMSPs is shown in Table 7-1.

Table 7-1 - Upcoming CMSP programmes

Year	Western Route	Wessex Route
2019		■ West of England line (**completed**) ■ Solent Connectivity (**completed**) ■ Resilience (**completed** – internal only)
2020	■ Bristol – Birmingham (**ongoing**) ■ Bristol – Exeter (**ongoing**) ■ Bristol - South Wales (**ongoing**) ■ (Wales System Operator leading)	■ Dorset Connectivity (**ongoing**) ■ Solent to Midlands Freight (**ongoing**) ■ (in conjunction with Highways England) ■ South West Main Line Capacity (**ongoing**) *(London Waterloo to Woking)*
2021	■ West of England (Bristol travel to work area)	■ South West Main Line Capacity ■ (Woking and beyond)
2022	■ Western route decarbonisation ■ Swindon corridors	
2023	■ Bristol to South Coast ports ■ Taunton to Reading	

7.4   DELIVERY PLANS AND GOVERNANCE

7.4.1   In order to continue the progression of turning this strategy into tangible change for Western Gateway, it is necessary to set out a milestone programme. At this stage of strategy development, it has not been possible to identify specific infrastructure interventions to deliver the COs, as there is still further work to do to understand the future requirements of the network, e.g. through the CMSP programme described above. The COs and associated priorities describe the desired *outcomes*, and the next stages of strategy development will develop the *outputs*, as illustrated in Figure 7-2.

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Figure 7-2 - Hierarchy of Outputs, Outcomes and Impacts
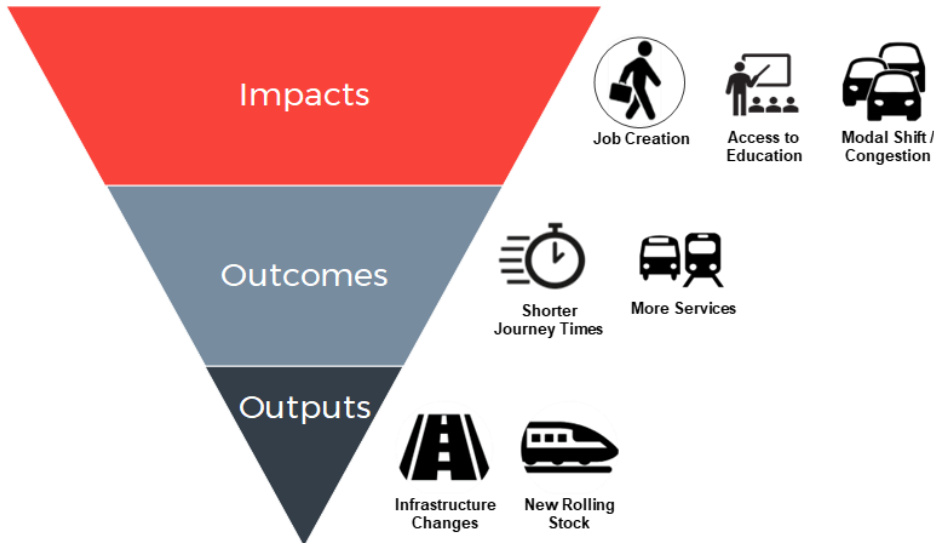
7.4.2   This process aligns with both HMT Green Book and the Rail Network Enhancements Pipeline, where the next stage of strategy development (0-3 years) will establish a more detailed Case for Change for each CO through the compilation of additional evidence, and identify outputs in the form of specific interventions that deliver the CO outcomes in a value for money way.

Figure 7-3 - Green Book & Rail Network Enhancements Pipeline Business Case process
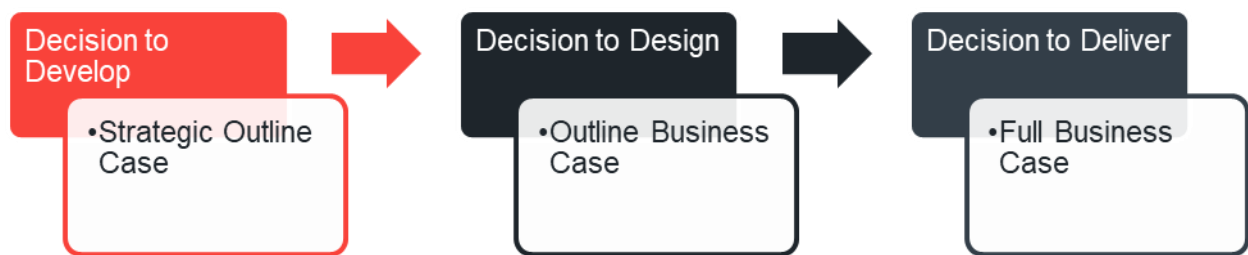
PHASED DELIVERY

7.4.3   In order for progress to be effectively monitored, the delivery of the strategy is proposed to be phased. We have broken timescales down into 4 periods, with a evolution and refresh of the strategy at the end of each period that is likely to recognise the need to extend the strategy further into the future (beyond 20 years):

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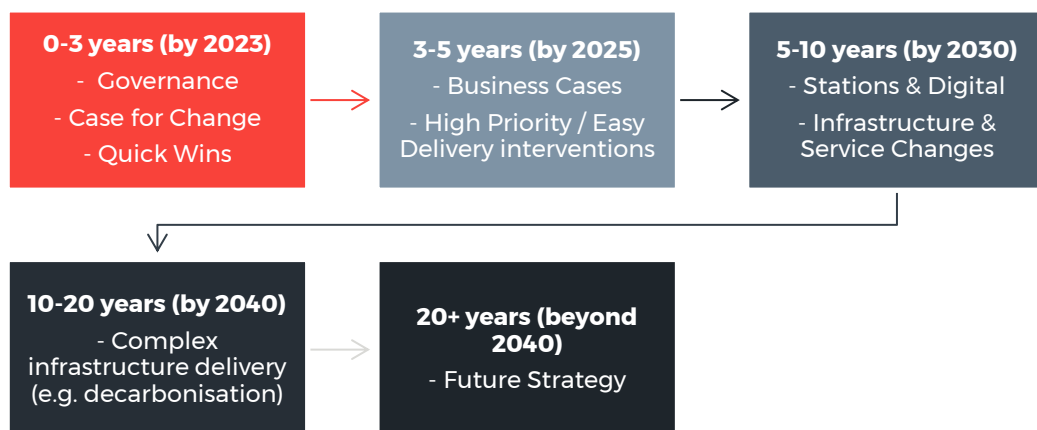
7.4.4   As discussed throughout the report and above, the governance structure for the delivery of this strategy is through 5 Taskforces, who will each oversee the delivery of the strategy in their specific area. These Taskforces are:

| Strategic Planning | Digital Solutions | Stations & Access to Rail | Freight | Future Ready & Resilience |

7.4.5   The allocation of COs against each Taskforce is set out in Table 7-2 below. Note that some are shared between Taskforces.

Table 7-2 - CO allocation to Taskforces *(italics indicates a secondary Taskforce)*

Strategic Planning	Digital Solutions	Stations & Access to Rail	Freight	Future Ready & Resilience
C1 Frequency	M4 Fares Influence	M1 Station Access	C6 Freight Capacity	C3 Performance
C2 Interchange	M5 Ticketing Solutions	M2 Modal Integration	D2 Carbon Footprint	C4 Extended Timetable
C4 Extended Timetable	P2 On-Board Productivity	M3 Regional Catchment	D3 Freight Growth	D1 Carbon Emissions
C5 Direct Services	*M1 Station Access*	M6 Accessibility	D4 Freight Capture	P2 On-Board Productivity
P1 Journey Speed	*M2 Modal Integration*	P3 International Gateways	P4 Freight Capability	G3 Network Resilience
P3 International Gateways		G1 Transit Oriented Growth		
M3 Regional Catchment		G2 Mobility Hubs		
D2 Carbon Footprint				

7.5   ROUTE MAPS TO DELIVERY

The Western Gateway Board and each of the 5 Taskforces will have a series of actions and tasks to undertake within designated timescales to progress towards delivery of the strategy. This is clearly defined for the 0-3 year phase of the strategy, with actions and tasks for later phases being defined by deliverables and decisions made by the Board in the first phase. We set out below 6 individual Route Maps to Delivery, which can be used as a blueprint for the Board and Taskforces to procure and deliver the necessary studies, business cases, and, in later stages of the strategy, design and construction.

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Route Map 1: Strategy, Governance and Collaboration

Owner: Western Gateway Board

This route map is the core part of the strategy and sets out the overarching governance arrangements for strategy delivery, alongside reporting requirements for each of the Taskforces and the Monitoring & Evaluation process to ensure the strategy is delivering the anticipated outcomes.

Figure 7-4 - Strategy, Governance and Collaboration Route Map

Route Map 2: Strategic Planning and Configuration States

Owner: Strategic Planning Taskforce

Using inputs from Network Rail's CMSP process, this Taskforce and Route Map will consider what the future needs of the railway are from a capacity and connectivity perspective, and plan service and infrastructure changes required to meet those needs. This could include projects identified for the Restoring Your Railway Ideas Fund as detailed in CO M3. As discussed under the Choice theme, this will include the establishment of an Indicative Train Service Specification (ITSS) and a number of 'Configuration States' as infrastructure changes are delivered to facilitate new service patterns. The timescales proposed for this are illustrated in Figure 7-4 below.

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Figure 7-5 - Route Map 2: Strategic Planning & Configuration States
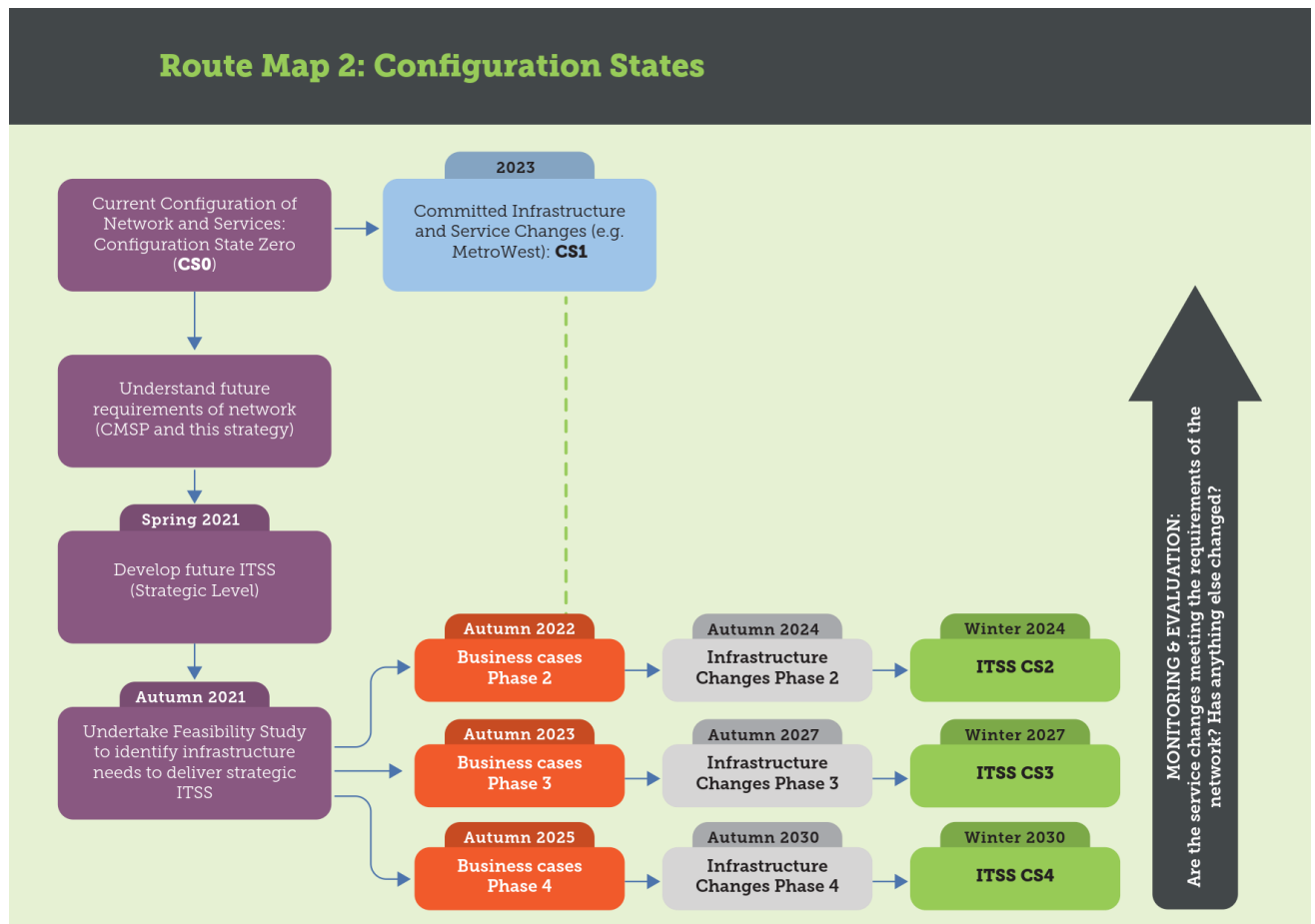
Table 7-3 summarises how each of the CO's under this Taskforce will be measured and what outcomes and impacts are expected to be derived.

Table 7-3 - Strategic Planning Taskforce CO Monitoring & Evaluation

CO	How will success be measured?	Outcomes and Impacts
C1 Frequency	Frequency of services meets targets Improved Generalised Journey Time	
C2 Interchange	Where journeys require interchange, these are no shorter than 10mins and no longer than 20mins wait Improved Generalised Journey Time	Higher % Modal Share Farebox Revenue Reduced congestion and carbon emissions Economic Growth (GVA uplift) driven by improved connectivity
C5 Direct Services	More direct journey pairs / through services will be	

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CO	How will success be measured?	Outcomes and Impacts
	available on Western Gateway network Improved Generalised Journey Time	
P1 Journey Speed	End-to-end journey speeds on routes to achieve: ■ Intercity: 61+ mph ■ Regional: 51 – 60 mph ■ Local: 41 – 50 mph ■ Urban: 31 – 40 mph Improved Generalised Journey Time	

Route Map 3: Digital Solutions

Owner: Digital Solutions Taskforce

The focus of this Taskforce and Route Map is the application and introduction of relevant technological advances to make rail travel and access to rail to, from and within Western Gateway easier, without disadvantaging those who do not understand or wish to use the technology. In many ways, this is an overarching taskforce, as digital solutions will cut across many other COs; however, there are some specific identified deliverables allocated to this group, subject to deliverability and business case. These are:

1.   Integrated Journey Planning App

2.   Digital Wayfinding App

3.   Integrated Ticketing Programme

The delivery of these aspects is illustrated in Figure 7-5 below.

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Figure 7-6 - Digital Solutions Route Map
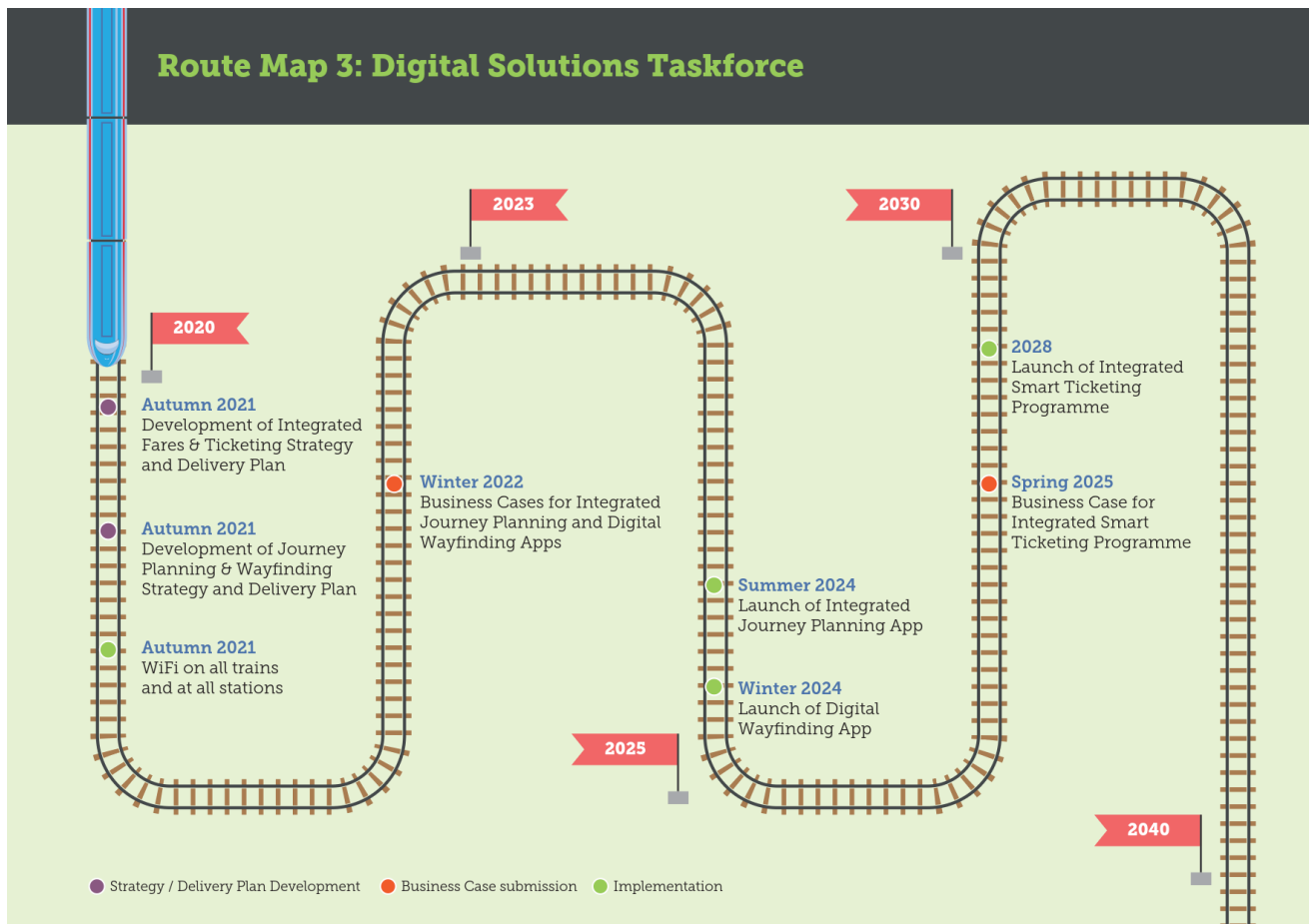
Table 7-3 summarises how each of the CO's under this Taskforce will be measured and what outcomes and impacts are expected to be derived.

Table 7-4 - Digital Solutions Taskforce CO Monitoring & Evaluation

CO	How will success be measured?	Outcomes and Impacts
M4 Fares Influence	Improved NRPS Value for Money scores	Higher % Modal Share, particularly from disadvantaged parts of society
M5 Ticketing Solutions	Multi-modal paperless (app-based) ticketing available for all journeys and passenger uptake of App high	Improved ranking on Indices of Multiple Deprivation driven by higher levels of education and employment for socially disadvantaged areas

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![WSP logo]

Route Map 4: Stations & Access to Rail

Owner: Stations & Access to Rail Taskforce

Due to the identified importance of stations and access to the rail network as part of the strategy, particularly under the Mobility, Productivity and Growth themes, it is appropriate to establish a Taskforce and Route Map specifically for these aspects of the strategy. Of all the plans, this one is likely to deliver the quickest wins through the development of Station Travel Plans and low-risk interventions around stations that can be delivered by Local Authorities. With the target of making all stations accessible by 2030, this plan currently does not extend beyond a 10-year plan. The timescales are shown in Figure 7-6.

Figure 7-7 - Stations & Access to Rail Route Map
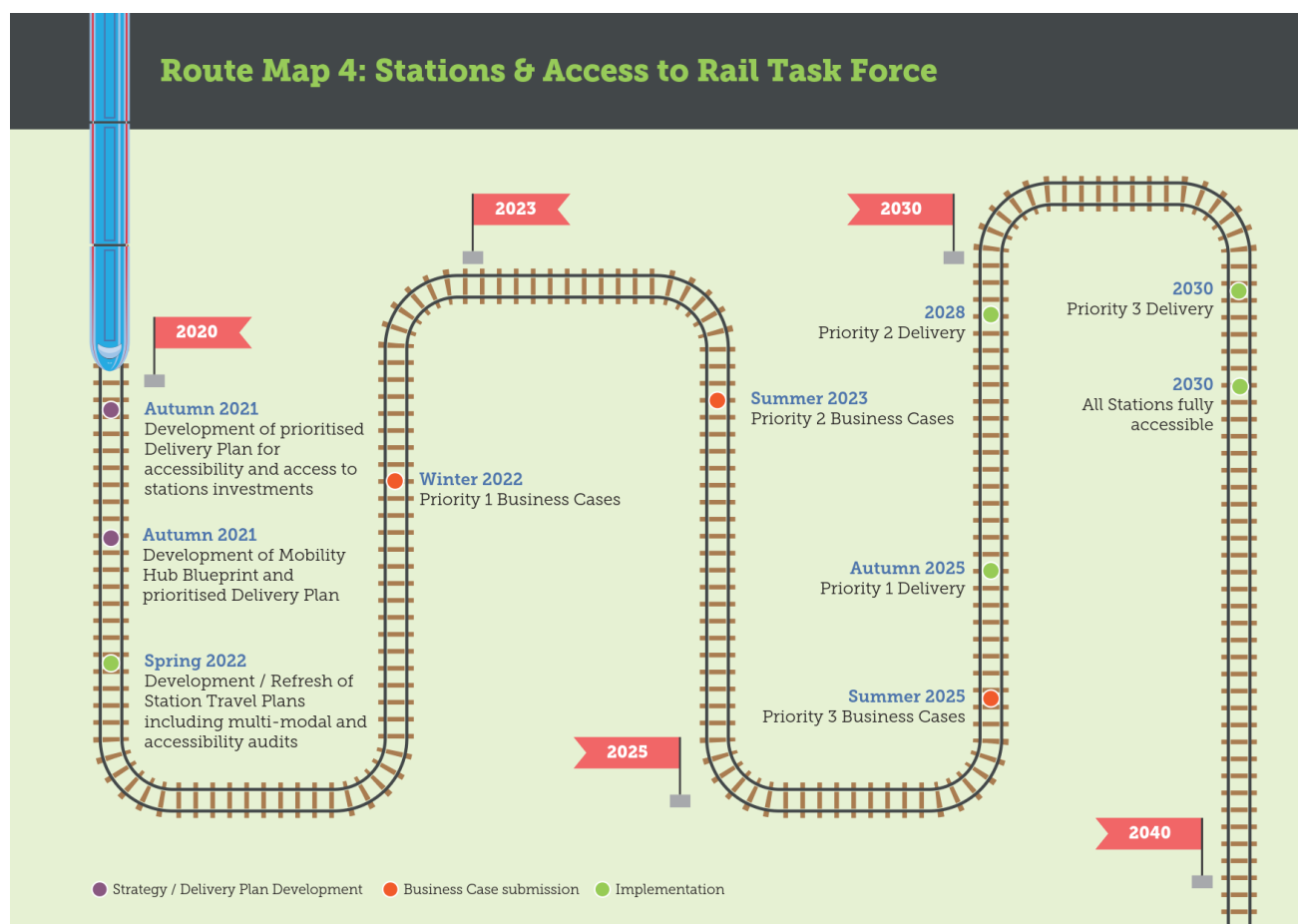
Table 7-5 – Stations & Access to Rail Taskforce CO Monitoring & Evaluation

CO	How will success be measured?	Outcomes and Impacts
M1 Station Access	Increased levels of car, cycle and EV charging parking at stations 100% compliance with DfT CoP for Accessible Stations by 2030	Higher % Modal Share Reduced congestion and carbon emissions

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CO	How will success be measured?	Outcomes and Impacts
	Reduced number of crimes and accidents reported when accessing rail	Economic Growth (GVA uplift) driven by improved connectivity
M2 Modal Integration	Where journeys require interchange, these are no than 20mins wait Bus Stops are with 200m of station Bus+Rail journey times are competitive with the equivalent car journey Improved Generalised Journey Time	
M3 Regional Catchment	Increased % of Western Gateway population living within 15 minutes of a railway station	Higher % Modal Share, particularly from disadvantaged parts of society Improved ranking on Indices of Multiple Deprivation driven by higher levels of education and employment for socially disadvantaged areas
M6 Accessibility	100% compliance with DfT CoP for Accessible Stations by 2030	Rail network provides equal access opportunities for all Increased % of disabled people in employment and education
P3 International Gateways	■ Increase in rail travel to and from International Gateways (IGs), measured as proportion of passengers arriving to WG by train from cross-border gateways, or arriving in Western Gateway by air or sea and continuing their journey by train; and ■ Increase in proportion of inward tourism visits made by train.	Economic Growth (GVA uplift) in Visitor Economy Higher % Modal Share for international tourists, leading to reduced congestion and carbon emissions

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CO	How will success be measured?	Outcomes and Impacts
G1 Transit Oriented Growth	■ Land use planning and transport planning will be aligned in Local Plans in the Western Gateway, with an emphasis on sustainable transport. Where relevant in the specific geography, rail is identified as a key sustainable transport mode within the region's transport networks; ■ The land use planning process takes account of the proximity of sites to rail access points, where this is relevant to the local geography and appropriate to the sites and developments under consideration; and ■ Planning policies recommend that masterplans for new strategic developments have sustainable transport at their heart, which includes access to rail where relevant and appropriate.	Creation of Transit Oriented Communities that are less reliant on car travel Reduced carbon emissions Health and Social Wellbeing improvements
G2 Mobility Hubs	■ Number of stations developed as mobility hubs with services and facilities appropriate to their hub category and their specific setting; ■ Increased footfall through and around redeveloped stations; ■ Increased retail revenue from additional services provided; ■ Increased patronage of rail, shared mobility and bus services at hubs; and Achievement of business plan targets at individual stations.	Higher % Modal Share Reduced car miles as journeys have multiple purposes Reduced carbon emissions Health and Social Wellbeing benefits Rejuvenation of under-used built assets, leading to land value uplift

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Route Map 5: Freight

Owner: Freight Taskforce

Throughout the development of the strategy, freight has been highlighted as a key aspect. This is recognised in 4 freight specific COs, as well as several others where freight is a key part of achieving that CO. More so than other Taskforces, there is an urgent need to understand the freight market in Western Gateway better before determining detailed interventions – hence why the immediate deliverable is a Freight Market Study. This will include a detailed gap analysis of freight capacity and capability, usage and availability of paths, commodities (current and future potential), rail freight terminals and distribution centres (current and future potential) and First Mile Last Mile opportunities offered by rail freight. As illustrated in Figure 7-7, only once this is complete will it be possible to identify and prioritise interventions.

Figure 7-8 - Freight Route Map
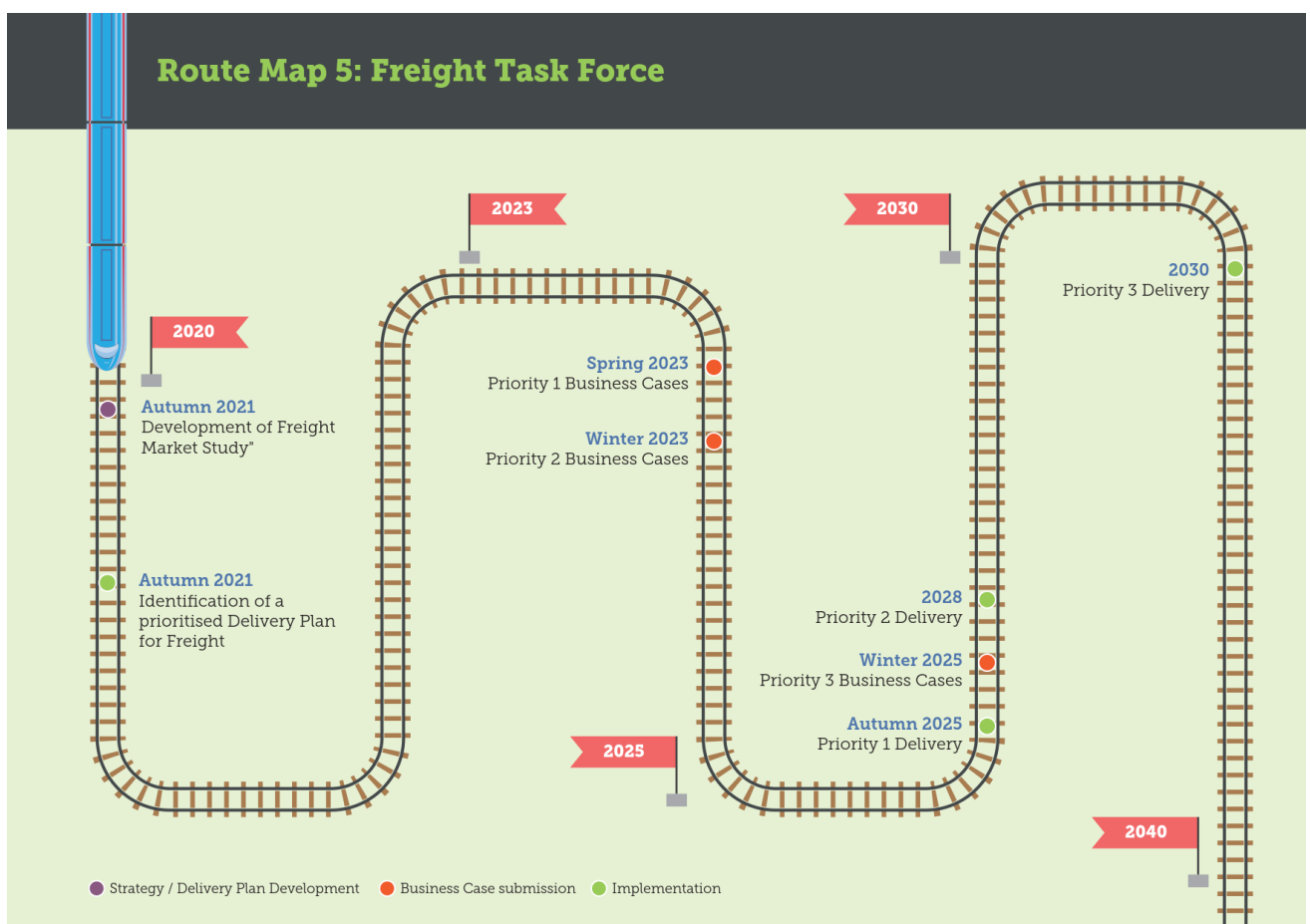
Table 7-6 - Freight Taskforce CO Monitoring & Evaluation

CO	How will success be measured?	Outcomes and Impacts
C6 Freight Capacity	Increased number of freight paths available on network in line with Freight Aspirational Service Plan (F-ASP)	Higher % freight modal share

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CO	How will success be measured?	Outcomes and Impacts
D2 Carbon Footprint	▪ More even distribution of load factor on-board trains across the day; and ▪ Increased revenue for passenger operators from new sources where space on trains is taken up by high value, low density goods being transported to towns and city centres. Reduction in road-based delivery traffic servicing city centre locations, to be replaced by innovative First Mile / Last Mile delivery services and centrally-based parcel pick-up locations.	Reduced highway congestion and carbon emissions Economic Growth (GVA uplift) through improved logistics connectivity
D3 Freight Growth	▪ Increased proportion of total freight transported to, from and within Western Gateway by rail; ▪ Increased relative volumes of key commodities transported by rail to, from and within Western Gateway; and ▪ Increased usage of freight paths on the rail network.	
D4 Freight Capture	Net increase in the number of different commodity sectors transported by rail by 2030 ▪ Improved collaboration between potential freight customers to allow shared freight services/paths across different commodity types/customers; and ▪ Increased use of rail distribution centres and warehouses, either outside of or within city/town centres. Reduction in road-based delivery traffic servicing city centre locations, to be replaced by innovative First Mile/Last Mile delivery services, partnership delivery models and centrally-based parcel pick-up locations	
P4 Freight Capability	More routes achieving key freight capability targets of RA10, W10/12 gauge, signalled for 775m trains and higher linespeeds	

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Route Map 6: Future Ready & Resilience

Owner: Future Ready & Resilience Taskforce

Following the Climate Change emergency declarations and the publication of Network Rail's Traction Decarbonisation Network Strategy (TDNS) in September 2020, the need to think about what function rail may perform within a sustainable transport network of the future is essential. This Taskforce and Route Map pull together a number of strands linked to this overarching theme, with a view to preparing Western Gateway to be both sustainable and resilient to shock events, whether they be climate-related (e.g. coastal flooding) or socio-economic, such as the current Covid-19 pandemic.

As well as developing a Western Gateway specific response to TDNS, a key first action for this Taskforce is to develop a wider Future Ready & Resilience Strategy. This should cover topics including performance improvement, 7-Day Railway, wider decarbonisation initiatives (such as stations, depots and micromobility), green and blue infrastructure, renewable energy sources and high risk locations for climate-related shock events. Similar to Route Map 5, until this strategy is developed, it is difficult to identify any specific interventions. However, the development of a Decarbonisation Modelling Tool and the target to make all rail power supplies renewable by 2025 are identified on Figure 7-8 below.

Figure 7-9 - Future Ready & Resilience Route Map

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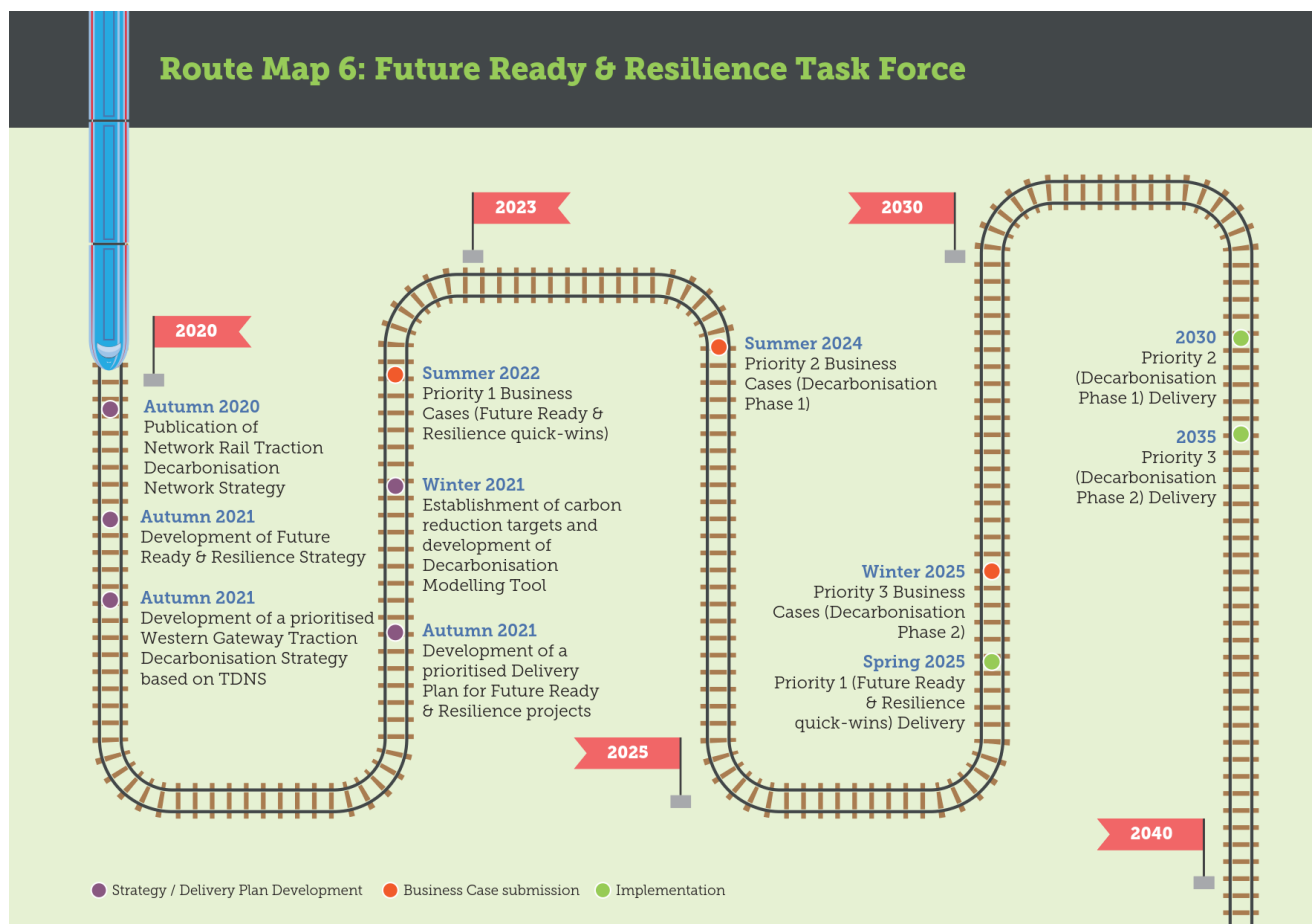
Table 7-7 - Future Ready & Resilience Taskforce CO Monitoring & Evaluation

CO	How will success be measured?	Outcomes and Impacts
C3 Performance	■ Improvement in Right Time Arrivals; and ■ Improvement in NRPS Punctuality / Reliability scores.	Higher % Modal Share linked to passenger confidence in reliability Reduced industry compensation costs / events
C4 Extended Timetable	Earlier / later trains at evenings and weekends	Higher % Modal Share, particularly for discretionary travel Improved journey opportunities leading to social equality Economic Growth (GVA uplift) from improved connectivity
D1 Carbon Emissions	Gradual decarbonisation of the Western Gateway rail network through the transition away from diesel rolling stock and non-renewable energy sources for other network assets A decarbonisation calculator tool is recommended	Reduced carbon emissions and improved air quality
P2 On-Board Productivity	Rolling stock to be fit for purpose for journey requirements, including: ■ Availability of seats; ■ Proportion of table seats and charging points; ■ Availability of WiFi; and ■ Luggage Space.	Higher % Modal Share Economic Growth (GVA Uplift) from improved connectivity and productivity
G3 Network Resilience	■ Delay minutes from service affecting failures, highlighting attribution to the type of severe weather event, so that severe weather trends from climate change can be tracked over time; and	Higher % Modal Share linked to passenger confidence in reliability Reduced industry compensation costs / events

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CO	How will success be measured?	Outcomes and Impacts
	■ Capturing the specific travel arrangement changes required for customer journeys, or the conditions for Do Not Travel alerts, also highlighting attribution to the severe weather events, to refine solutions over time.	

7.6 SUMMARY AND NEXT STEPS

This report has presented detailed analysis of the 23 Conditional Outputs identified as part of the Western Gateway Rail Strategy and developed delivery plans for 5 Taskforces sitting within a Western Gateway governance structure led by the Board.

The Rail Strategy presents an ambitious yet deliverable vision for making rail a vital part of a sustainable transport network both within Western Gateway and across to its neighbouring authorities which has the support of all stakeholders who have been involved in its production.

A clear next step following the endorsement of both this report and the parallel published strategy by the Western Gateway Board is the establishment of the 5 identified cross-industry Taskforces and allocation of funding to those Taskforces to proceed with the next stages of development. The next stage, to be specified and led by these Taskforces, is focussed upon more detailed collation of evidence and identification and prioritisation of a long list of schemes based on this evidence. This will lead to the submission of a programme level Strategic Outline Business Case to government by early 2022.

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WESTERN GATEWAY RAIL STRATEGY

Western Gateway
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Table of contents

Foreword

Part of our STB's overall Strategic Transport Plan is to develop a mode specific Rail Strategy which outlines how rail will help to deliver the overall vision and objectives for transport in the Western Gateway area.

Our Rail Strategy sets out the need for change based on a review of policy, challenges and trends. It explores the region's vision, objectives and priorities, and develops a series of Conditional Outputs which will support the delivery of these objectives.

Our Rail Strategy includes a clear vision, with five themes supported by focussed objectives and priorities and also sets out clear outcomes that the Western Gateway STB wants from the rail network.

I believe the need for change is clearly explained in this document and the base line conditions of existing services are equally well defined. I am very grateful for the support provided by Network Rail in developing this strategy and their commitment to continue close partnership working as we take the strategy forward.

I'm very pleased that despite current difficulties, we have developed our Rail Strategy with significant input from industry stakeholders by holding workshops

across the Western Gateway area as well as through e-consultation with our constituent authorities, Network Rail, Train Operating Companies and Freight Operating Companies.

The delivery of the Rail Strategy has been structured into five 'route maps' in order to focus and align actions and interventions to relevant bodies and themes. These five route maps include: ***Strategy, Governance and Collaboration, Digital Solutions, Stations & Access to Rail, Freight, and Future Ready & Resilience.***

The publication of this Rail Strategy marks an important step in the development of our STB, and is the result of a truly collaborative effort from Western Gateway and its stakeholders.

CLLR BRIDGET WAYMAN

Chair - Western Gateway Sub - national Transport Body (STB)

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Introduction

1.1 | Introduction

Western Gateway is one of 7 Sub-National Transport (STB) bodies across England and is formed of the 9 local authorities that sit within Gloucestershire, Bristol, parts of Somerset, Wiltshire and Dorset. It aims to be a region that is **sustainably connected and provides high quality and value for money travel opportunities for all its businesses, residents and visitors.**

Figure 1 - Sub-national Transport Bodies in England

Peninsula Transport	Transport for London (TfL)	Western Gateway
Midlands Connect	Transport for the North (TfN)	Transport for the South East (TfSE)
Transport East	England's Economic Heartland	

Figure 2 - The Local Authorities covered by the Western Gateway Sub-National Transport Body

Gloucestershire County Council

South Gloucestershire Council

Bristol City Council

North Somerset Council

Bath and North East Somerset Council

Dorset Council

Wiltshire Council

BCP Council (Bournemouth, Christchurch & Poole)

West of England Combined Authority is made up of three councils - Bath and North East Somerset, Bristol and South Gloucestershire

The Western Gateway STB is home to over 3 million people, and although there are pockets of deprivation in the larger towns and cities, it is generally considered to be a reasonably affluent region of the country. The region is largely rural in nature, including several world-renowned locations such as Stonehenge, Cheddar Gorge and the Dorset Coast, making Tourism a key industry sector alongside Advanced Manufacturing, Aerospace, Financial and Professional Services and Military.

It has ambitious targets to deliver over 300,000 new homes and over 190,000 new jobs by 2036. To achieve this vision, the alliance is predominantly focused on maximising capacity and resilience of the transport network, prioritising transport investment that will improve connectivity at a local, national and international geographical scale. By investing in strategic level corridors, the Western Gateway will connect:

- **Local centres** through ambitious public transport networks such as Metrobus and MetroWest;

- **National markets** through strategic crossroads of highway and railway links; and

- **International markets** through Airports and Deep-Sea Ports.

1.2 | Western Gateway Sub-National Transport Body

Western Gateway STB was established in 2018 to respond to the government's devolution agenda, and with objectives to work together to drive innovation, maximise sustainable economic growth, improve industrial productivity by strengthening travel connections to local, national and international markets and support social mobility by enhancing strategic travel connectivity across South West England.

Figure 3 - The role of the Western Gateway STB in the decision-making process
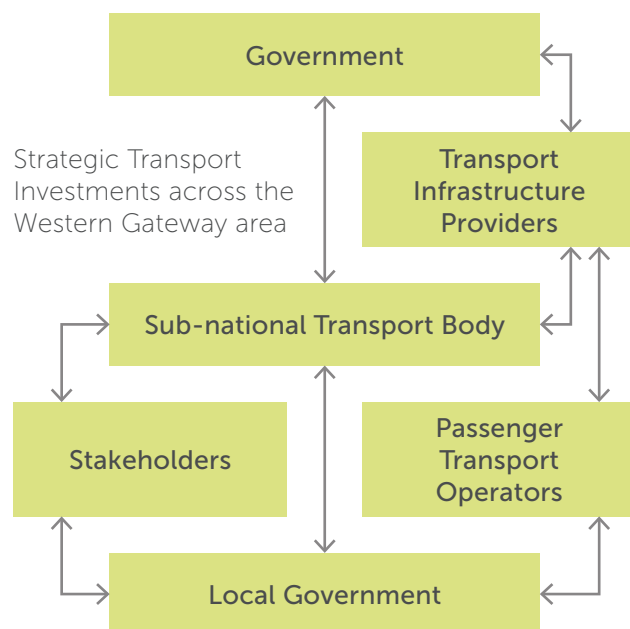
The Western Gateway STB Board, comprised of elected members from each constituent local authority, as well as representatives from DfT, Highways England, Network Rail, Peninsula Transport STB and Western Gateway Transport & Business Forum, is committed to working together to provide a single voice to government on strategic transport matters affecting the region. The Board is established to provide strategic leadership and direction to the material advantage of the Western Gateway region.

This strategic leadership role will include:

- Representing its members in discussions with Government, Strategic Infrastructure Providers and neighbouring STBs (including Transport for Wales);

- Agreeing strategic investment priorities for road, rail and cycling; and

- Leading on significant matters that require strategic solutions, including decarbonisation, digital connectivity and multi-modal ticketing.

In June 2020, Western Gateway issued a draft Strategic Transport Plan for consultation. The Strategic Transport Plan focuses on short-term delivery to 2025 and includes an approach to developing a Long-Term

Strategic Plan (2025-2045). This Rail Strategy forms an integral part of that Transport Plan, embracing the same principles and priorities for change and growth, although our horizons extend towards 2045, aligning with the recognised Long-Term Planning Process (LTPP) adopted by the rail industry.

The Strategic Transport Plan identifies 3 hubs and 4 corridors, that are recognised within the Rail Strategy. These are:

Northern Transport Hub *(Cheltenham, Gloucester and Tewkesbury)*	**Central Transport Hub** *(West of England Combined Authority area)*
Southern Transport Hub *(South Coast – Southampton to Weymouth, plus connections to Salisbury)*	**Western Innovation Corridor** *(South East to South Wales)*
Southern Growth Corridor *(South East to South West)*	**Western Growth Corridor** *(Midlands to South West)*
Missing Link Strategic Corridor *(Midlands to South Coast)*	

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1.3 | **Western Gateway Existing Rail Network**

The rail network in Western Gateway, like many other parts of the national rail network, was developed piece by piece by my multiple private companies in the 19th and early 20th centuries. This was dominated by the parallel Great Western and London & South Western Railway companies providing the east-west connectivity to the region from London. The railway was nationalised under British Rail in 1948, and decline in passenger numbers due to competition with the private car led to widespread closures in the 1960's and 70's.

This history has led to the shape of the network today, retaining the strong east-west, London-centric connectivity, with much poorer provision on local routes and in the north-south axis. The main routes that provide north-south connectivity are:

Birmingham   **Exeter**
○————————————————————○
(via Bristol and Taunton)

Birmingham   **Bournemouth**
○————————————————————○
(via Reading and Southampton)

Cardiff   **Portsmouth**
○————————————————————○
(via Bristol and Salisbury)

Cardiff   **Yeovil**   **Weymouth**
○——————————○——————————○
(irregular and infrequent service)
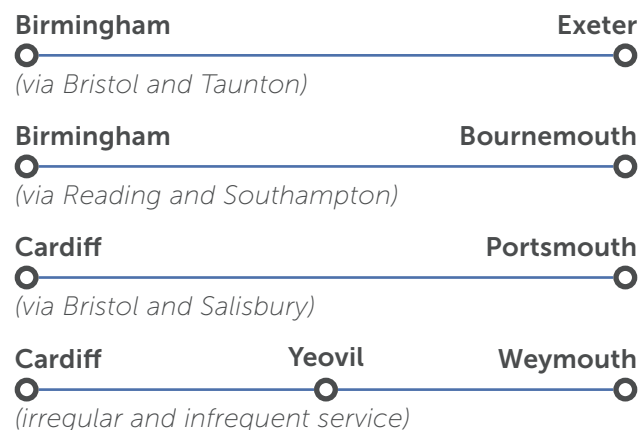
The region spans 2 Network Rail (NR) Routes and includes 4 Train Operating Companies (TOCs) as shown on the map on the next page. Western Route predominantly aligns with Great Western Railway operated services, while Wessex Route aligns with South Western Railway operated services. Transport for Wales operates a handful of services between Cardiff and Bristol / Cheltenham, and as described above, CrossCountry operates the North & Midlands to South West services.

Frequency and quality of services is variable across the route, ranging from a turn-up-and-go service level on the Great Western route between Swindon, Bath and Bristol, and to some extent between Southampton and Bournemouth, to infrequent and irregular service patterns, in particular between Weymouth, Yeovil and Bristol.

Direct connectivity and journey speeds are also poor across much of the region. The direct services matrix on Page 10 shows which of the key stations can be reached directly and what average speed this can be achieved in. Later in the strategy, we discuss the use of journey speed instead of journey time to highlight particularly uncompetitive connections or routes along the network.

Direct Services Matrix

Ⓝ National   Ⓡ Regional   ↓ Within WG boundary   ↑ Outside WG boundary

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Station			XBH ↑Ⓝ	RDG ↑Ⓝ	BRI ↓Ⓝ	OXF ↑Ⓝ	SOU ↑Ⓝ	BSK ↑Ⓝ	BTH ↓Ⓝ	BPW ↓Ⓝ	CNM ↓Ⓡ	SWI ↑Ⓝ	BMH ↓Ⓡ	SAL ↓Ⓡ	DID ↑Ⓝ	GCR ↓Ⓡ	EXD ↑Ⓡ	XWT ↑Ⓡ	POO ↓Ⓡ	CPM ↓Ⓡ	WSB ↓Ⓡ	WEY ↓Ⓡ	WSM ↓Ⓡ	CDF ↑Ⓝ	TAU ↑Ⓡ	YVJ ↑Ⓡ	YVP ↑Ⓡ
↑	Ⓝ	Birmingham New Street | XBH																								
↑	Ⓝ	Reading | RDG	60																								
↓	Ⓝ	Bristol Temple Meads | BRI	64	71																							
↑	Ⓝ	Oxford | OXF	58	66																							
↑	Ⓝ	Southampton Central | SOU	55	48	40	48																					
↑	Ⓝ	Basingstoke | BSK	52	42	46	45	53																				
↓	Ⓝ	Bath Spa | BTH		76	53		39	46																			
↓	Ⓝ	Bristol Parkway | BPW	68	93	36				27																		
↓	Ⓡ	Cheltenham Spa | CNM	62	54	69				46	78																	
↑	Ⓝ	Swindon | SWI		89	62				71	94	41																
↓	Ⓡ	Bournemouth | BMH	53	47		53	49	52																			
↓	Ⓡ	Salisbury | SAL			42		43	55	41																		
↑	Ⓝ	Didcot Parkway | DID		69	67	42			75	68	50	97															
↓	Ⓡ	Gloucester | GCR	52	55	40		43		34	42	43	40		34	42												
↑	Ⓡ	Exeter St Davids | EXD	66	70	70			48	55	63	66			47													
↑	Ⓡ	Worcester Foregate | XWT	34	49	37	45			33	36	44			35	26												
↓	Ⓡ	Poole | POO					38	45					35														
↓	Ⓡ	Chippenham | CPM		81	61				70			77			82												
↓	Ⓡ	Westbury | WSB		47	38		48	37	35	29	41	35		50		35	45	35		22							
↓	Ⓡ	Weymouth | WEY			29		41	43	27	28			38	31				40			27						
↓	Ⓡ	Weston-Super-Mare | WSM		53	37				34	30		44		48			51				36						
↑	Ⓝ	Cardiff Central | CDF	53	77	39		44		38	59	50	70		44	64	50					39		37				
↑	Ⓡ	Taunton | TAU	65	74	66				46	59	64	53		58			74				49	38	55	46			
↑	Ⓡ	Yeovil Junction | YVJ			26		48	24						47		48							42				
↑	Ⓡ	Yeovil Pen Mill | YVP			33		31	31	33					29		37					48	34				3	

Figures in cells indicate average point to point journey speed in miles per hour between each hub pair.

1.4 | Stations

There are 70 stations on the National Rail Network in Western Gateway. Using DfT's Stations Classification system, these can be broken down as follows:

▦ Station Category		# Number of Stations	✳ Western Gateway Examples
A	National Hub	1	Bristol Temple Meads
B	Regional Interchange	1	Bristol Parkway
C	Important Feeder	9	Bournemouth, Cheltenham Spa
D	Medium Staffed	10	Stroud, Kemble, Pewsey
E	Small Staffed	11	Pokesdown, Yatton, Moreton-in-Marsh
F1	Large Unstaffed	12	Keynsham, Lydney, Patchway
F2	Small Unstaffed	26	Clifton Down, Weston Milton, Chetnole

The 10 most-used stations (according to ORR Station Usage data from 2018-19) are:

11.4m 🚶 Bristol Temple Meads	2.0m 🚶 Salisbury
6.5m 🚶 Bath Spa	2.0m 🚶 Chippenham
2.8m 🚶 Bournemouth	1.6m 🚶 Gloucester
2.5m 🚶 Cheltenham Spa	1.2m 🚶 Weston Super Mare
2.2m 🚶 Bristol Parkway	1.1m 🚶 Poole
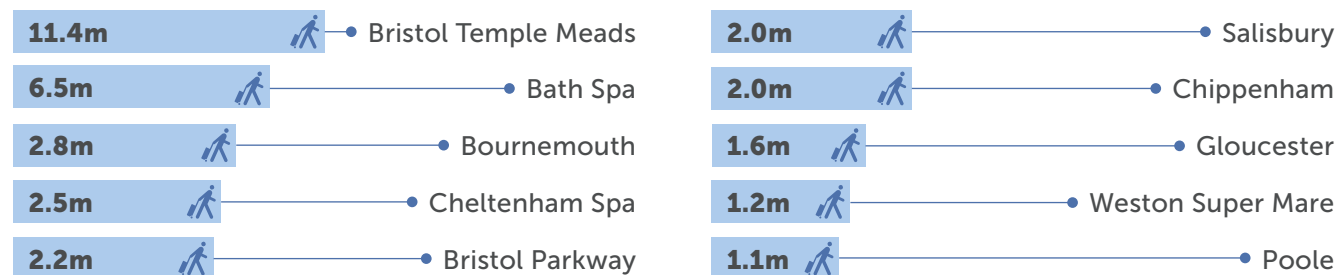
The least-used stations are Pilning and St Andrews Road (WECA) and Chetnole, Thornford and Yetminster (Dorset). All 3 Dorset stations and Pilning suffer from an infrequent service. St Andrews Road, whilst served regularly, is a request stop.

Based on facilities detailed on the National Rail Enquiries website, only 21 of the 70 stations are classified as fully accessible (with accessible ticket purchasing, customer assistance and compliant step-free access between station entrance and boarding the train).

1.5 | Traction Power

Although there are sections of route that are currently electrified – generally 750V DC Third Rail in Wessex Route and 25kV AC Overhead Line in Western, there are significant lengths of railway that still rely on diesel traction power.

In September 2020 Network Rail published their Traction Decarbonisation Network Strategy (TDNS), which identifies which non-electrified routes across the UK are most suitable to be decarbonised via electrification or the use of battery or hydrogen rolling stock. The relevant routes in the Western Gateway are discussed later in this strategy.

1.6 | Freight

Nationally, in recent years, the nature of rail freight has changed – away from 'heavy haul' goods such as coal (to power stations) to intermodal containers containing a wide range of goods from automotive to biomass, being transported from ports to container terminals for onward transport. Intermodal containers require a larger gauge – W10 minimum, and ideally W12, than the more traditional heavy haul wagons which can operate on W7 and W8 gauge.

Other metrics that are objectives of the Trans-European Transport Network (TEN-T) include the length of trains that can operate, with European standards requiring 740m for a route to be considered 'interoperable', and 'Route Availability', which is an assessment of the total weight of trains that can operate (22.5 tonne axle load = RA8). Electrification (as above) and linespeeds (previous page) are also considerations.

The map on the rights shows the current freight routes in the Western Gateway by gauge and route availability.

Legend:
- ● National Hubs   ○ Regional Hubs   ○ Other Hubs
- ▬ W6   ▬ W7   ▬ W8   ▬ W9   ▬ W10   ▬ W10/12
- ─ RA 1-6   ▬ RA 7-9   ▬ RA 10

Freight origins, destinations and commodities

Freight Origin	Freight Destination Examples	Commodities / Markets
Southampton Ports (Eastern Docks, Western Docks, Millbrook, Marchwood, Fawley, Totton)	Beyond Western Gateway	Automotive, Intermodal Containers
Marchwood MOD (Southampton), Bovington/Lulworth MOD	Bicester MOD, Wool MOD, Ludgershall MOD, Warminster MOD	Military vehicles, ramps
Southampton / Eastleigh	Whatley Quarry	Aggregates
Hamworthy (Port of Poole)	Westbury Down	Unknown
Merehead / Whatley (Mendips)	Various: London & SE (in particular Acton), Avonmouth	Aggregates
Avonmouth	Various: N Wales, Clitheroe, Lancs, Southampton	Aggregates
Severnside SITA	Westbury Down, Brentford, Essex	Biomass (Energy from Waste)
Bristol Ports (incl. Portbury and Avonmouth)	Beyond Western Gateway	Automotive, Aggregates
Tytherington	Appleford, Didcot	Aggregates
Westerleigh	Immingham, Robeston (Milford Haven), Lindsey (Lincs)	Oil and Natural Gas
South Wales Ports & Power Stations, including Wentloog, Robeston (Milford Haven), Aberthaw, Cardiff and Port Talbot	Various: London & SE, Felixstowe, Southampton, Cornwall, East Midlands	Steel, Aggregates, Biomass

1.7 | **Performance**

Performance is one of the most important factors in passenger choice making and the level of confidence that users have in rail as a mode. With the industry moving away from the Public Performance Measure (PPM) due to its end-station nature, Right Time Arrivals and T-3 metrics by TOC will be used within this strategy. Customer satisfaction of punctuality and reliability (through the National Rail Passenger Surveys (NRPS)) also provides a good measure of confidence in rail's performance. Figure 4 displays the Right Time Arrival metrics as reported by the ORR for GWR, SWR and CrossCountry, indicating they have not exceeded 78%, 68% and 43% respectively since 2014/15. From a customer satisfaction point of view, Figure 5 indicates that over the past 6 years, the highest satisfaction score in any wave was 83% (in Spring 2017).

Figure 4 - Periodic right time arrivals by sub-operator (2015-2020)
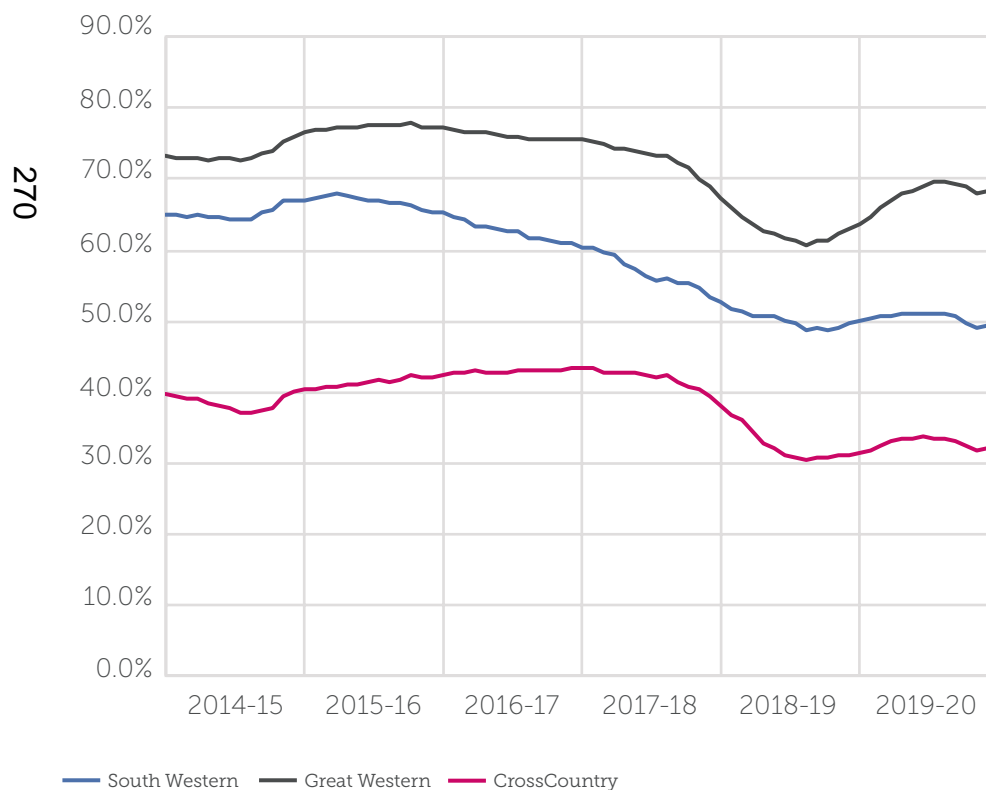
Based on consultation with the respective TOCs, the sub operator groups used are "West" for GWR, "Mainline" for SWR and "South West" for CrossCountry". The report used for this was Disaggregated PPM Right Time and CaSL at sub operator level for All TOCs - Table 3.9

Figure 5 - NRPS Satisfaction with punctuality and reliability (2014-2019)
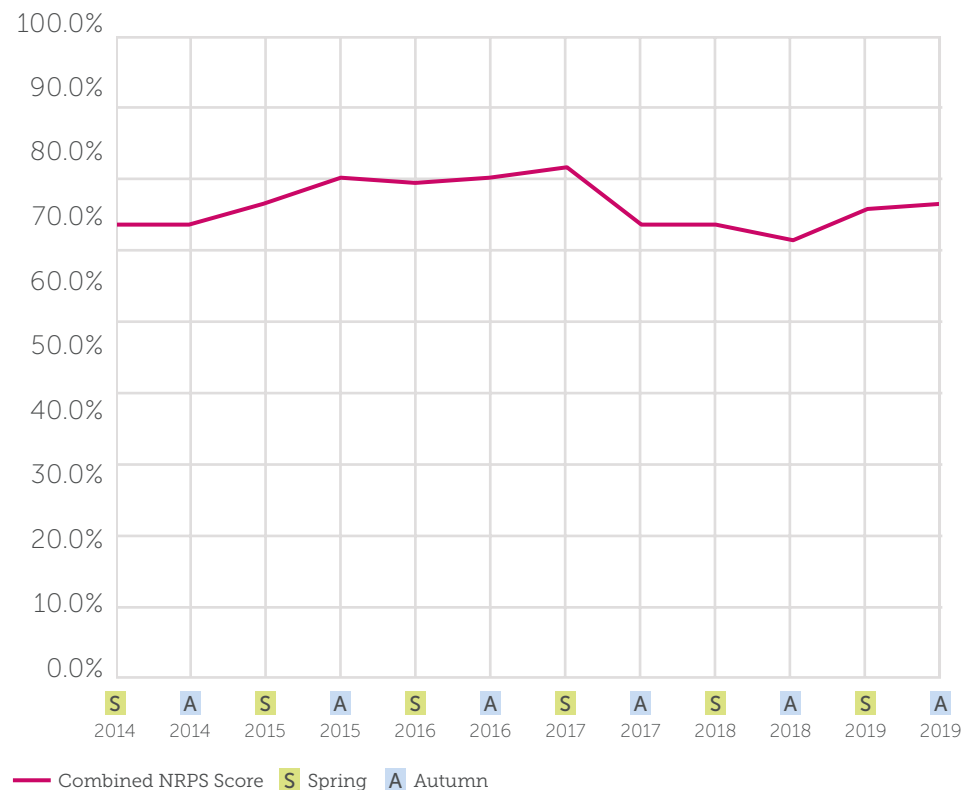
For this, we have combined the most applicable service grouping for the three train operators of the Western Gateway, being GWR Long Distance, SWR Long Distance and CrossCountry South.

|2

The Case for Change
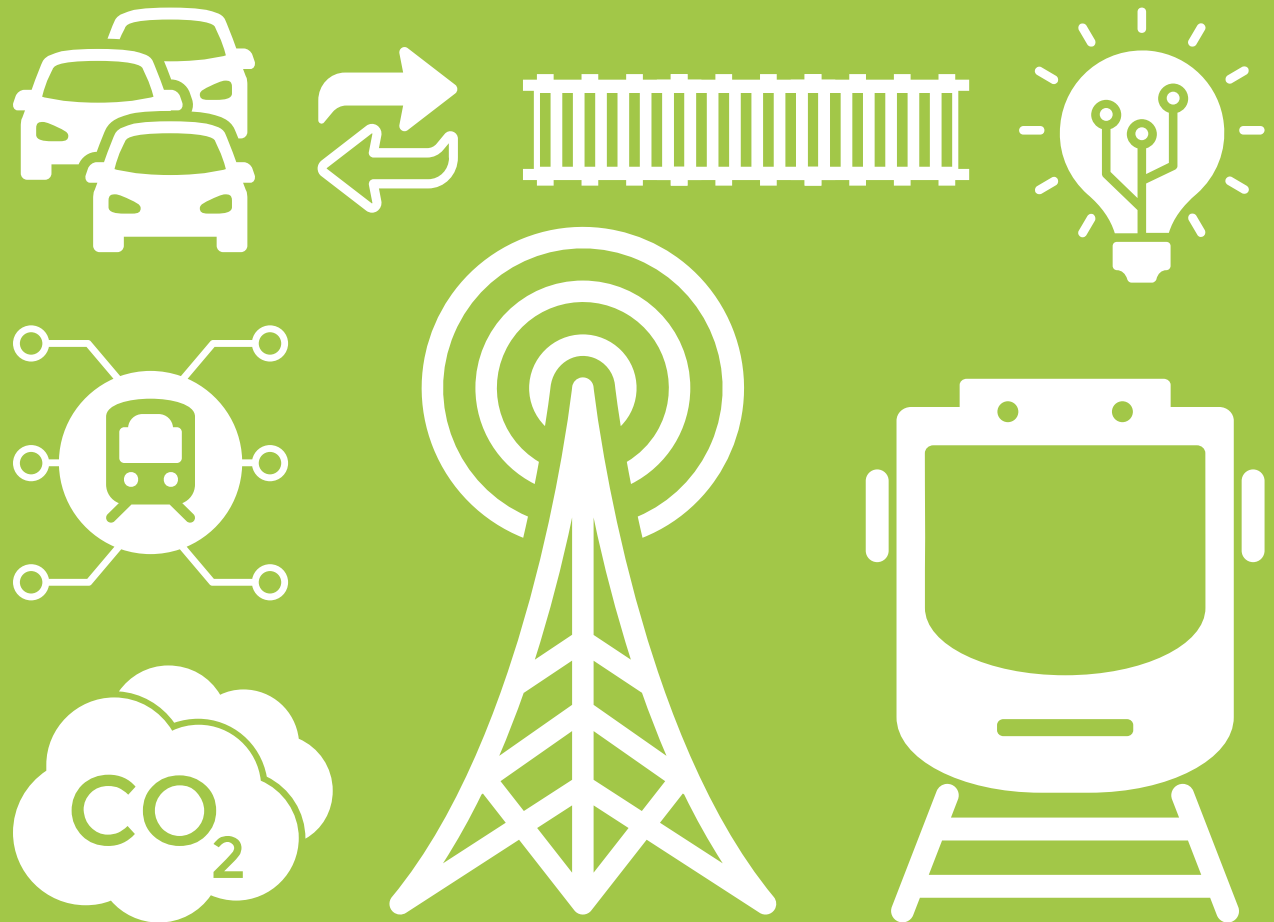
2.1 | Policy Context

For this Rail Strategy to be robust and deliverable, it is critical that it is set in the context of the current socio-economic, spatial and political environment. The last 5 years has seen unprecedented change in government policy on planning, transportation and funding for infrastructure projects, alongside a period of political uncertainty associated with Brexit. This is evolving even further with recent policy change on climate change and decarbonisation, setting the UK an ambitious carbon-neutral target of 2050

Specific policy considerations are:

- DfT's position on Sub-National Transport Body (STB) role;
- Network Rail's Traction Decarbonisation Network Strategy (TDNS);
- Williams Review of Franchising; and
- The short and long-term impacts of Covid-19.

STB Role

DfT views the role of STBs as being to:

- Provide strategic consideration of transport needs at a pan-regional level aligning with economic and industrial strategies for the region
- Provide advice to Government on prioritisation of schemes at the sub-national level
- Undertake agreed activity on behalf of Government in their region, for example connectivity studies
- Support other Departmental priorities (e.g. MRN)

To be successful STBs will need to:

- Speak with 'one voice' for partners in the region
- Base all proposals in evidence
- Operate at a strategic cross-boundary regional level, not replicating the functions of local transport authorities
- Work collaboratively across their region
- Work collaboratively across the STB community, sharing best practice and avoiding duplication
- Work openly and transparently with Government
- Be able to take and defend tough decisions

Traction Decarbonisation Network Strategy

In light of nationwide carbon net-zero targets by 2050, Network Rail has published a Traction Decarbonisation Network Strategy (TDNS) which sets out the preferred option for achieving this net-zero target for every line in the country. As well as electrification being an option, alternative technologies are being considered, including battery and hydrogen-powered rolling stock.

Williams Review of Franchising

At the time of writing, the outcomes of the ongoing Williams Review of Franchising had still not yet been published. The review, designed to look at the structure of the whole rail industry and the way passenger rail services are delivered, will provide a series of recommendations to UK Government about how to proceed with the mechanisms of rail franchising. While a competitive process is likely to remain, it is understood that an element of devolution may occur, married with an ongoing fares reform which is designed to enable local government to have more control of their service provision. Western Gateway should be aware and ready to adopt the outcomes of these reviews to help meet its long term goals.

Covid-19

Work on this strategy started before the Covid-19 pandemic. The short-term effects of lockdown on rail patronage are well documented; at the time of writing, passenger numbers on the rail network are rising – but are still considerably below pre-Covid-19 levels. It is uncertain whether changed working, shopping and travel behaviours will persist after the pandemic (and when that might be), but the focus of this strategy, on setting out aspirations for the rail network in the context of the climate emergency and making rail accessible by all, remains valid, looking ahead towards a net carbon zero future.

Wider Policy Considerations

Policy Area	Consideration for Western Gateway
The Climate Emergency	Remains at the forefront of all policies, regardless of scale, scope, or vision. The need to deliver a sustainable and resilient transport system.
An Integrated Transport Response	Emphasis on a multi-modal, sustainable transport system that is accessible by all, that will allow re-balancing of the economy and closing of the skills gap.
Interconnected UK-wide Transport Network	Maintaining cross-border relationships through strategic discussion and communication with neighbouring areas, with specific reference to an uplift in productivity.
An Evolving Railway Network	A railway network that is forward thinking and innovative, maximising the opportunities that technological advancements offer, whilst in parallel considering the future of mobility and needs of different types of passenger (See Section 3.6 below).
A Strategic Transport Network	Maximising capacity, connectivity and journey opportunities to keep up with the growing demand for rail, in line with the UK's decarbonisation targets and Clean Growth Challenge.
A Customer Focused Network	A system that consistently and transparently puts the needs of its customers (passengers and freight) first and makes best use of tax-payers' and customers' money to optimise the network.
Sustainable Growth	Aligning planning and transportation policy to ensure that future residential and commercial developments have sustainable transport at their hearts.

2.2 | Challenges and Opportunities

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STRENGTHS

- Good urban and intercity journey times, notably the new services as part of the December 2019 Great Western Railway timetable change (eg. Swinton and Bristol Parkway)
- Good mix/balance of journeys including urban, sub-urban and intercity (eg. along the South Coast but also in and around Bristol)
- Good bulk passenger movement
- High quality station hubs and new rolling stock (GWR)
- London connectivity is strong on both Wessex and Western routes.
- Reasonable price point for non-London journeys
- Bus interchange is strong combined with good station access
- Strong cross boundary links and geographic spread, notably into Peninsular Transport (Taunton and Exeter), Wales (Cardiff and Swansea) and Midlands Connect (Birmingham).
- Efficient local connections and exits
- Network aligns well with jobs/housing development

OPPORTUNITIES

- Fares and ticketing offering including multi-modal integration
- Maximising capacity, understanding and unlocking demand, and not only in the off-peak
- Modal integration potential - increase use within urban areas
- Working with neighbouring areas
- Re-thinking rail and its perception
- Review of Local Plans of each authority
- Refocussing priorities given the climate emergency (technology, renewals, signalling, future mobility)
- The current timing given the development of other STBs
- Rolling stock renewal
- Sustainable tourism
- Harnessing current changes to franchising
- Aligning decision making (jobs/housing) with rail
- Freight utilisation and growth (e.g. Poole docks, logistics/deliveries)

Intercity Quality

Strengths included the new rolling stock, intercity journey times, strong cross-boundary links and the quality of station hubs

Efficiencies

Opportunities included maximising capacity, efficiency of the network, enhancing the perception of rail, modal integration and new fares and ticketing offering

STRENGTHS

OPPORTUNITIES

Regional Quality

Weaknesses included the poor regional journey times and frequencies, fares and ticketing (poor value for money), inefficient connectivity and interchange and poor performance and reliability of the network

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WEAKNESSES

THREATS

Policy

Threats included the risk of policy changes, including the on going and upcoming Rail Review and Fares and Ticketing Review, along with concerns about climate change and the risk of competing road schemes

WEAKNESSES

- Poor regional journey times and frequencies, specifically North-South between Wessex and Western routes
- Uncompetitive journey times compared to road traffic, specifically North-South
- Fares and ticketing options are limited, particularly in urban areas
- Perception of high cost, often due to lack of fare information and integration
- Poor interchange, both in terms of wait times but also multi-modal options
- Connections with buses, airport and freight services are all weak
- Regional stations low quality, including attractiveness, safety, facilities, accessibility
- Infrastructure capacity constraints including line speeds, resilience, single track lines, junctions
- Service reliability and performance / punctuality
- Service capacity including crowding
- Station accessibility both from the point of view of first/last mile access but also regarding reduced mobility
- Power supply issues, particularly on the South Coast

THREATS

- Policy changes, including the Williams and Fares Reviews
- Policy changes, such as electric vehicles, fuel taxes, future mobility
- The funding and promotion of road schemes undermining goals to shift journeys to rail
- Climate change and what this will mean to resilience, particularly coastal routes
- National priorities overlooking sub-national ones (political recognition, business case methodologies, rail costs, funding routes and timescales)
- London centricity continuing to reduce regional connectivity
- Safety concerns including level crossings
- Lack of public engagement
- Inertia of the industry, lack of innovation
- Removal of Severn tolls and road competition
- Conflicts in freight timetabling/capacity processes

2.3 | Themes, Objectives, Priorities and Conditional Outputs

Building on the vision for Western Gateway to be a region that is sustainably connected and provides high quality and value for money travel opportunities for all its businesses, residents and visitors, the 5 themes of **Choice, Decarbonisation, Social mobility, Productivity & Growth** emerged as those of most important to Western Gateway members, officers and stakeholders.

For each theme, an objective and three priorities were initially identified, which were subsequently used to inform and shape the Conditional Outputs (described later in this report). A conditional output (CO) establishes a target or goal for the rail network which, if realised, will help deliver one or more of the objectives and priorities developed by this strategy and address the need for change in the Western Gateway. The conditionality of COs is dependent upon interventions required to deliver them being proven to be deliverable, affordable and economically viable.

THEME	OBJECTIVE	PRIORITY 1
CHOICE	To make rail a realistic and viable option for journeys to, from and within Western Gateway	Improve frequency of services to provide more flexibility in travel options
DECARBONISATION	To enable rail to contribute more actively towards the decarbonisation of the Western Gateway	Identify ways to reduce the carbon emissions per passenger of rail journeys on diesel rolling stock
SOCIAL MOBILITY	To provide equal journey opportunities by rail for all residents of Western Gateway	Improve multi-modal interchange to rail through improving access to stations by car, bus and active modes
PRODUCTIVITY	To enable rail to contribute more actively to improvements in productivity across Western Gateway	Improve rail journey times/ speeds and Generalised Journey Time (GJT) to make rail competitive with the equivalent road journey
GROWTH	To enable rail to provide sustainable travel options for housing and job growth across Western Gateway	Align rail investment, including new stations/lines with future growth areas

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PRIORITY 2

Make rail to rail interchange (where direct services not possible) as seamless as possible

Identify alternatives to diesel rolling stock including priorities for electrification

Create new direct journey opportunities by rail between places that are not currently rail-connected, particularly north – south and rural areas

Provide improved rail connectivity (passenger and freight) to international gateways – airports and ports

Identify opportunities to develop and invest in Transit-Oriented Communities

PRIORITY 3

Improve operational reliability of the network to give confidence in rail as a mode of choice

Identify ways in which more freight can be transported by rail rather than road, in particular to deep-sea ports

Make rail travel more affordable through fares management and incentives

Improve strategic connectivity with cross-border economic hubs

Promote and maximise resilient design principles to protect the region against the implications of climate change

2.4 | Hub Designation

Stations perform an important role on the rail network, and across Western Gateway, different types of station perform different functions within their communities.

To inform CO development, a Hub Designation has been established and endorsed by stakeholders. *3 levels of hub have been identified.*

National Hub	A station on the network that is regularly served by high speed, long distance services linking the station and settlement in question to other nationally significant towns and cities. In addition, the station also provides regional and local connections, hence being a station where high levels of interchange are expected. Station facilities should reflect the nature of journeys to, from and through the station.
Regional Hub	A station on the network that is served by strategic routes of regional and sub-national significance that will often, but not always, provide an interchange function – either rail to rail, or rail to another mode that provides strategic connectivity. Regional Hubs will usually be located in larger urban / economic centres and may experience more inward than outward travel (i.e. an attractor location), and / or reasonable levels of interchange.
Local Hub	A station that provides access to rail within its community in order for passengers to be able to use rail to access regional and / or national hubs as part of an end-to-end journey. Rail-to-rail interchange will be minimal at most of these stations, and station facilities reflect the volume and type of use.

Allocation to a specific designation at this stage does not fix a station in a specific category in the future. Where stations aspire to fulfilling a different role on the network in the future to better serve its population (residential, employment or leisure), key characteristics such as service frequency (and destinations), catchment or station facilities that hold it back can be identified as part of a gap analysis and a case put forward to change the role of the station on the network.

There are a handful of Regional and National Hubs outside the WG boundary ("out-boundary") that facilitate cross-border connectivity for stations within the WG boundary ("in-boundary").

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2.5 | Service Designation

Linked to the hub designation, a service designation has been developed to inform the designation of services and flows between hubs with regards to relevant COs. This will ensure that the specific nature of services is taken into consideration to target interventions in locations where current services are demonstrated to be inadequate to achieve the objectives, priorities and COs. Allocations of routes into one the four service categories below will depend on origin/destination, corridor catchment type, usage patterns and train service specification. The designation has achieved cross-authority and cross-operator consensus at this stage of strategy development.

Intercity Long distance, limited-stop services between National-National Hubs. This includes services which connect two out-boundary National Hubs and serve an in-boundary Regional Hub

Regional Limited-stop services between Regional-Regional Hubs intended to provide longer-distance connectivity where at least one Hub is in-boundary

Urban Metro-style services which connect local stations in a conurbation around an in-boundary Regional or National Hub

Local Services between Regional-Local Hubs or Local-Local Hubs where at least one of these Hubs is in-boundary.

It is recognised that the designation of a service can change en route, for example some intercity trains have a more regional nature further away from London or Birmingham as stopping patterns adapt to the specific route requirements. A specific example would be the London – Weymouth service (which becomes Regional beyond Bournemouth). Again, here, this designation is not fixed and is closely linked to any given timetable and is designed to be a tool to support decision-making. The basis of this designation has been the December 2019 off-peak standard hour timetable.

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Conditional Outputs
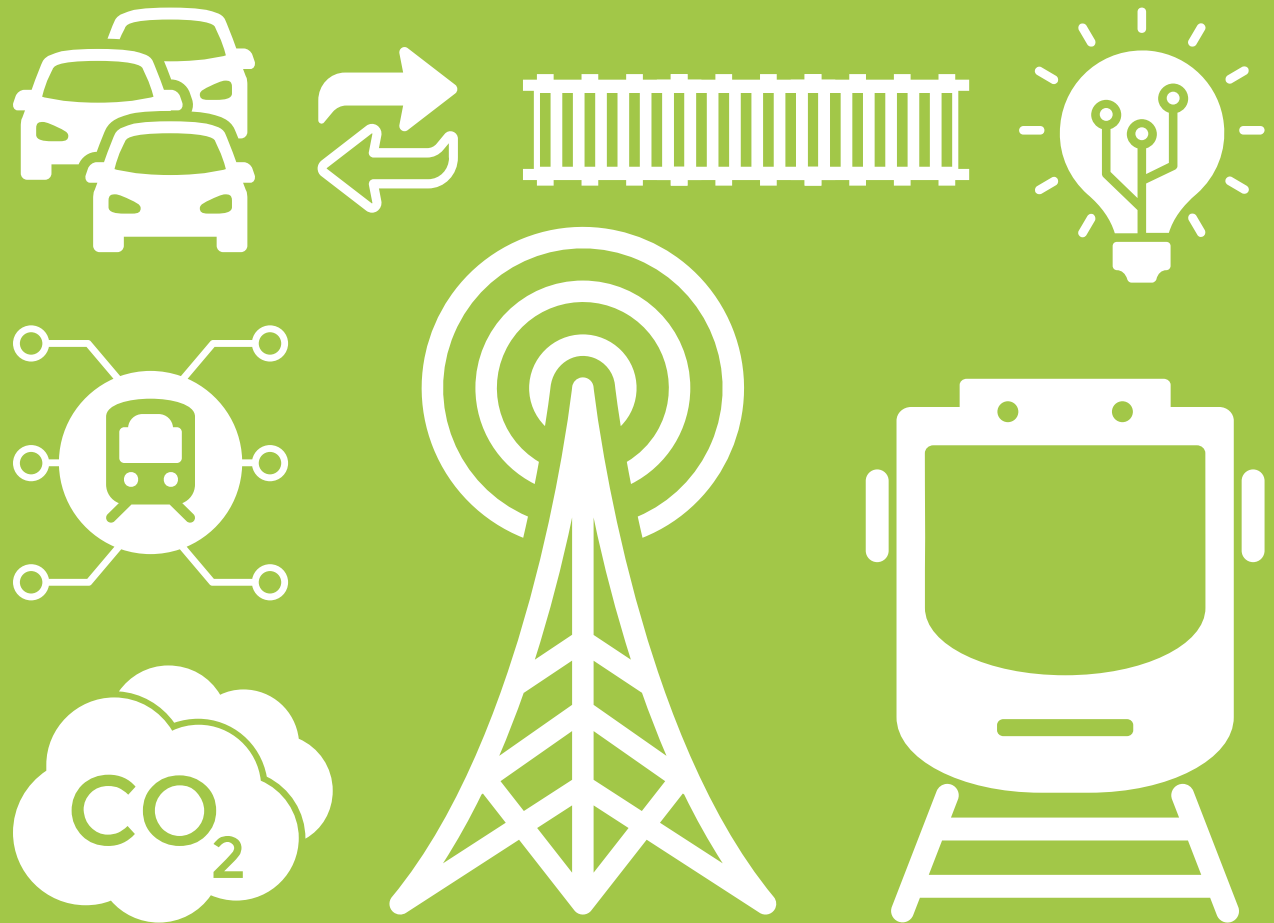
Theme 1 | Choice

OBJECTIVE	To make rail a realistic and viable option for journeys to, from and within the Western Gateway

The *Choice* theme seeks to make rail the mode of choice across the Western Gateway. Although in some parts of the region (e.g. in the Greater Bristol area), rail is competitive with car, for the vast majority of people, aspects such as infrequency of services, on-train journey times and the need to interchange, push them to choose their cars. Coupled with the association that rail is unreliable and expensive, there is a real need to improve both the reality and the perception of rail travel.

PRIORITY	DESCRIPTION
Improve frequency of services to provide more flexibility in travel options	A clear criticism of the current rail network from stakeholders was the frequency of services in WG, particularly in the N-S access. This applies as much to evening and weekend travel (discretionary journeys) as to peak time travel. This priority is addressed by CO C1 and C4. As part of uplifting frequency, it is essential to consider freight frequency, to ensure rail is a viable option for the movement of goods. This is addressed by CO C6.
Make rail to rail interchange (where direct services not possible) as seamless as possible	The lack of direct journeys and extended interchange times compounds the concern of stakeholders regarding frequency. Both of these aspects contribute to the reasons why people currently do not choose rail. This priority is addressed by CO C2 and C5.
Improve operational reliability of the network to give confidence in rail as a mode of choice	Part of rail's poor perception stems from poor reliability of the network. This priority is addressed by CO C3.

CONDITIONAL OUTPUT

C1 – Frequency

Increase the frequency of services to aspirational target levels appropriate for service type

C2 – Interchange

Min and max interchange time at stations on hub-to-hub routes

C3 – Performance

A percentage uplift in Right Time arrivals, an increase in customer satisfaction regarding performance

C4 – Extended Timetable

Improved evening, morning and weekend service times and frequencies

C5 – Direct Services

Increased number of direct passenger services through Hub stations

C6 – Freight

Enabling sufficient capacity and access to the network for freight services to allow existing and new markets to develop

CO C1 | Frequency

What?
Increase the frequency of services to minimum off-peak aspirations appropriate for service type

Why?
Frequency is a key driver behind service quality and mode share, and an increase in frequency will enable rail to become the mode of choice in the Western Gateway. While the development and issuing of a Train Service Specification (TSS) is typically the responsibility of a service specifier (the Department for Transport) in close consultation with Network Rail and other stakeholders, we have developed minimum off-peak aspirations based on views captured by stakeholders.

Governance / Delivery
Strategic Planning Taskforce alongside Service Specifiers (DfT) and Train Operating Companies (TOCs)

Minimum Aspirational Frequency

INTERCITY		2 TPH	URBAN		4-6 TPH
REGIONAL		1+ TPH	LOCAL		1 TPH

Intercity Routes have been defined as direct services between National-National hubs. This includes services which connect two out-boundary National Hubs and serve an in-boundary Regional hub. We have distinctly avoided the use of London in this conditional output: stakeholder feedback indicates that the focus on London journey times has been a significant contributing factor to the erosion of regional connectivity in the area. Decoupling from London will allow the region's strategic attention to be focussed on routes and corridors in the Gateway (even though it is clear that many services originate from or terminate there).

INTERCITY MINIMUM ASPIRATIONAL FREQUENCY – 2 TPH	CURRENT FREQUENCY	GAP
Weston-Super-Mare ⊢ Bristol ⊢ Swindon ⊢ Reading	2 indirect, selected direct	2
Exeter ⊢ Westbury ⊢ Reading	0.5 direct + 0.5 indirect	1.5
Cardiff ⊢ Gloucester ⊢ Cheltenham ⊢ Birmingham	1 direct + 2 indirect	1
Cardiff ⊢ Bristol Parkway ⊢ Swindon ⊢ Reading	1 direct + 1 indirect	1
Cardiff ⊢ Bristol ⊢ Bath ⊢ Westbury ⊢ Salisbury ⊢ Southampton	1	1
Bournemouth ⊢ Southampton ⊢ Birmingham*	1	1
Exeter ⊢ Yeovil ⊢ Salisbury ⊢ Basingstoke	1	1
Exeter ⊢ Taunton ⊢ Bristol ⊢ Cheltenham ⊢ Birmingham	1	1
Bristol ⊢ Bath ⊢ Chippenham ⊢ Swindon ⊢ Reading	2	0
Bristol ⊢ Bristol Parkway ⊢ Swindon ⊢ Reading	2	0
Bristol ⊢ Cheltenham ⊢ Birmingham	2	0

*2tph to Southampton in the short term with a longer-term aspiration to extend to Bournemouth.

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Regional Routes have been defined as direct services between Regional-Regional hubs where at least one hub is inside the Western Gateway boundary. It has been noted in the table below that some of these routes have a minimum aspirational frequency of 2tph and some of these routes should have their timetabling irregularities resolved. It is considered that a barrier to modal shift is the inconsistent service pattern and a more clock-face design would support modal shift.

REGIONAL MINIMUM ASPIRATIONAL FREQUENCY – 1+ TPH	CURRENT FREQUENCY	GAP
Exeter ⊢—⊣ Weston-Super-Mare	1 indirect	1
Westbury ⊢—⊣ Chippenham	0.5	0.5
Westbury ⊢—⊣ Taunton	0.5 irregular	0.5
Westbury ⊢—⊣ Reading	0.5 irregular	0.5
Weymouth ⊢—⊣ Yeovil ⊢—⊣ Westbury ⊢—⊣ Bath ⊢—⊣ Bristol	0.5 irregular	0.5
Gloucester ⊢—⊣ Cheltenham ⊢—⊣ Worcester Shrub Hill	0.5 + 1 indirect	0.5
Bristol ⊢—⊣ Weston-Super-Mare (semi-fast, not Intercity)	1	0
Weymouth ⊢—⊣ Poole ⊢—⊣ Bournemouth ⊢—⊣ Southampton*	2	0
Salisbury ⊢—⊣ Southampton	1	0
Cheltenham/Gloucester ⊢—⊣ Swindon ⊢—⊣ Reading *Aspirational frequency of 2tph by way of a second direct hourly service*	1 direct + 1 indirect	0
Bristol ⊢—⊣ Gloucester *Aspirational frequency of 2tph by way of a second direct hourly service*	1 direct + 1 indirect	0
Westbury ⊢—⊣ Salisbury *Timetable irregularity to be prioritised in next timetable planning process*	2 irregular	0

*This represents the fast/semi-fast services and this route is complemented by the Urban services across the Dorset and BCP route as described below. While no gap has been identified here, the Dorset CMSP is considering whether an increase to this service frequency is viable.

Urban Routes have been defined as metro-style services which connect local stations in urban and peri-urban areas around a regional or national hub inside the Western Gateway boundary. The aspirational frequency is across the core metro area and the detailed stopping patterns are subject to feasibility analysis by NR and their CMSP process according to infrastructure constraints and timetable planning rules. The table below provides frequencies of disaggregated lines in the Bristol area based on MetroWest aspirations (which cumulate in the core line) and an aggregated aspirational frequency for the Dorset area.

Local Routes have been defined as direct services between Regional-Local hubs or Local-Local hubs where at least one hub is inside the Western Gateway boundary, but the route falls outside the metro areas described above. Many of the local connectivity concerns are based on timetabling irregularities as a barrier to modal shift and priority should be given to restoring timetable consistency.

URBAN MINIMUM ASPIRATIONAL FREQUENCY: 4-6 TPH	CURRENT FREQUENCY	GAP
Wareham ⊢—⊣ Brockenhurst *(Dorset Metro)* *Aspirational frequency 6tph across route (at most stations)*	1-3 Lower at local hubs	min 3
Bristol ⊢—⊣ Portishead *(MetroWest Phase 1)* *Aspirational frequency 2tph*	0	2
Bristol ⊢—⊣ Severn Beach *(MetroWest Phase 1)* *Aspirational frequency 1tph to Severn Beach* *Aspirational frequency 2tph to Avonmouth*	0.5 to Seven Beach 1.5 to Avonmouth	0.5 0.5
Bristol ⊢—⊣ Weston-Super-Mare Stopper Service* *Aspirational frequency 2tph*	1	1
Bristol ⊢—⊣ Weston Super Mare Stopper Service *(MetroWest Phase 1)* *Aspirational frequency 2tph*	1	1
Bristol ⊢—⊣ Yate ⊢—⊣ Gloucester *(MetroWest Phase 2)* *Aspirational frequency 2tph*	1	1
Bristol ⊢—⊣ Henbury *(MetroWest Phase 2)* *Aspirational frequency 1tph*	0	1

*Bristol to Weston Super Mare is already 2tph when including the fast services.

LOCAL MINIMUM ASPIRATIONAL FREQUENCY – 1 TPH	CURRENT FREQUENCY	GAP
Swanage ⊢—⊣ Wareham ⊢—⊣ Bournemouth	0	1 (long term aspiration 2)
Salisbury ⊢—⊣ Romsey calling at all stations	1	0
Castle Cary ⊢—⊣ Westbury	2-hour gaps and 2 in an hour	0 but timetabling consistency

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CO C2 — Interchange

What?
Minimum and maximum interchange time at stations on hub-to-hub routes

Why?
A key stakeholder concern involves long wait times at some interchange stations where direct journeys are not available, and passengers are required to change trains.

In general, an optimum connection time appears to be no less than 10 minutes and no more than 20 minutes to allow achievable connections without an impact on journey times (recognising the large weighting applied to wait time by passengers in business case development).

Governance / Delivery
Collaboration between Operational Solutions Taskforce and the Stations & Access to Strategic Planning Taskforce

This conditional output will be supported by an increase in Frequency, an improvement in Performance and the development of new direct services

Targets

146 / 300 Of the **300** hub to hub journey pairs, **146** cannot be made directly.

Key Aspiration - Interchange
10 minutes (minimum) - 20 minutes (maximum)

	Stage 1 (2025)	Stage 2 (2030)
Regional Hub Aspiration	50%	60%
National Hub Aspiration	70%	80%
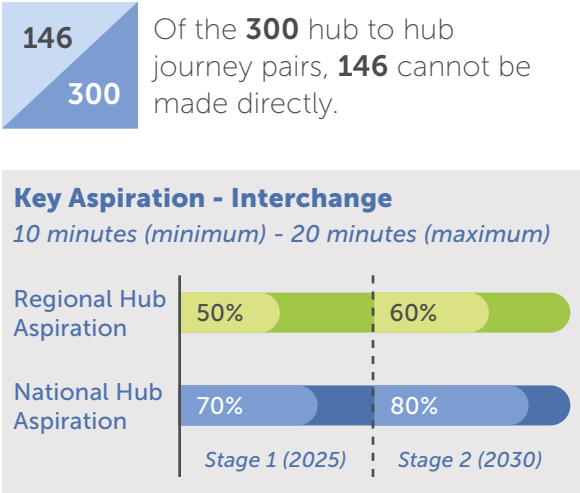
Gap Analysis

Many journeys within and across the Western Gateway require interchange at hubs outside the Gateway (especially Reading, Didcot, Swindon, Yeovil, Southampton Central).

Current Compliance

	All Interchange Hubs	Inside WG Only
Regional Hub	40%	37%
National Hub	63%	66%
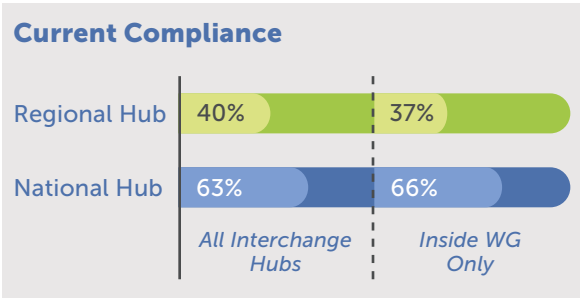
CO C3 — Performance

What?
An improvement in Right Time arrivals and an increase in customer satisfaction regarding performance

Why?
Performance is one of the most important factors in passenger choice making and the level of confidence that users have in rail as a mode. Traditionally, performance monitoring and management has been isolated to rail industry bodies however there exists an opportunity for local authorities to be more closely aligned to the process (even if the delivery remains largely with those bodies.

The emphasis in this output will be performance at every stop of every service, not simply at the destination, which mirrors the industry's recent move away from the Public Performance Measure (PPM) towards Right Time, T-3 and T-5 metrics. This also then facilitates interchange (rather than just measuring punctuality at service destination).

Governance / Delivery
Future Ready & Resilience Taskforce

Performance is variable across the Western Gateway area across the three main TOCs: the inconsistency instills distrust in the network and therefore is a barrier to mode choice. The charts on *Page 14* indicate current Performance levels.

Targets

The monitoring of performance will be part of the responsivities of a Future Ready & Resilience Taskforce, through which nominated representatives from Western Gateway can work collaboratively with rail industry partners to influence performance improvement measures. Through engagement during the strategy development process, the setting of quantifiable performance targets was deemed unsuitable and risks conflicting with existing industry metrics and contracted benchmarks: the productive way forward is the monitor and influence performance measures where possible based on observed delay causes and the subsequent recovery process.

An initial action within this Taskforce would be the development of an action plan which includes dates and aspirations, for example commissioning a study to further identify possible infrastructure interventions or establishing a detailed analysis of delay causes and their hotspots on a recurring basis.

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CO C4	Extended Timetable

What?

Improved evening, morning and weekend service times and frequencies

Why?

Travel habits have changed, and there is an ever-growing demand for evening and weekend discretionary travel for leisure purposes, as well as serving the wider-ranging and more flexible working hours.

Stakeholders have expressed the need for both earlier and later running of services, and improved frequencies at weekends. The purpose of this CO is to make train services available at times when passengers wish to travel, and to support the evening and weekend economy by improving train services at these times.

Governance / Delivery

Future Ready & Resilience Taskforce

Gap Analysis

Service Type	Latest first service arrival at Hub station	Earliest last service departure from Hub station
Time at Hub	07:00 (09:00 on Sundays)	23:00

Current	Weekday + Saturday	Sunday
Latest Arrival	33%[1]	21%
Earliest Departure	31%	20%

[1] For clarity: on 33% of all National to National hub or Regional to National hub flows where at least one of these hubs is within the Western Gateway, you can reach the destination hub by 07:00 on a weekday and Saturday.

Targets

The main barrier to extending a timetable is its impact on essential engineering works which Network Rail perform during the evening and weekend hours. The extension of a timetable runs the risk of further squeezing an already constrained window to deliver an ambitious pipeline of improvements. Furthermore, constraining engineering time can impact the delivery of some of the other interventions and associated improvements identified in the conditional outputs as part of this strategy. We appreciate that this would necessitate a review of the Engineering Access Statement (EAS) between the TOCs and Network Rail. Beyond engineering access, fleet maintenance cycles and traincrew diagramming will be impacted by an expanded timetable and the increase in cost that this will entail.

As such, we recommend that delivery of this CO is in part included in the remit of the Future Ready & Resilience Taskforce. This will facilitate discussions regarding the correct balance between provision of services for passengers and the essential maintenance and renewal work required to retain resilience of the network.

CO C5	Direct Services

What?
Increased number of direct passenger services through Hub stations

Why?
Direct, inter-regional connectivity is at the essence of this strategy. The improvement that this CO will drive is linked to supporting the delivery of C2 Interchange because increasing direct services will reduce the requirement for passengers to change trains. The purpose of the CO is to improve the attractiveness of rail by reducing the number of interchanges required to make a journey, increasing the range of destinations available without changing train, or by changing train only once.

Governance / Delivery
Strategic Planning Taskforce alongside Service Specifiers (DfT) and Train Operating Companies (TOCs)

*This conditional output is closely linked with C1 Frequency (where this was calculated based on existing direct services) and C2 Interchange (as the increase in direct services reduces the disbenefit experienced by having to change trains). Based on the 25 National, Regional and Other Hubs we are considering in this strategy, there are 131 Origin-Destination (O-D) pairs (excluding Out-to-Out boundary links) that have direct services, and 99 O-D pairs where at least one interchange is required: [see Direct Service Matrix on **Page 10**]. We have set a threshold of a minimum of 4 services a day for it to be classed as a direct service. We have considered the two Yeovil stations separately in this analysis.*

Targets

Category	Suggested routes to investigate
Category A1 *(New direct services that connect at least one National Hub)*	Bath Spa ⊢─┤ Taunton ⊢─┤ Exeter Salisbury ⊢─┤ Reading Bristol Temple Meads ⊢─┤ Chippenham ⊢─┤ Swindon ⊢─┤ Oxford Southampton ⊢─┤ Salisbury ⊢─┤ Westbury ⊢─┤ Swindon ⊢─┤ Oxford Bath Spa ⊢─┤ Birmingham (Cardiff/Malvern) ⊢─┤ Bristol ⊢─┤ Portsmouth ⊢─┤ Brighton
Category A2 *(New direct services that connect Regional hubs)*	Chippenham ⊢─┤ Gloucester/Cheltenham Spa Chippenham ⊢─┤ Salisbury Chippenham ⊢─┤ Castle Cary ⊢─┤ Yeovil ⊢─┤ Taunton Weston-super-Mare ⊢─┤ Bath Spa ⊢─┤ Westbury/Chippenham Weston-super-Mare ⊢─┤ Gloucester Gloucester ⊢─┤ Taunton
Category B *(Direct service options which could also be achieved through interchange improvements)*	Poole ⊢─┤ Bournemouth ⊢─┤ Salisbury *(interchange improvements at Southampton Central, will require working together with TfSE and NR Wessex)* Bournemouth ⊢─┤ Poole ⊢─┤ Yeovil ⊢─┤ Castle Cary/Westbury ⊢─┤ Bath ⊢─┤ Bristol *(interchange at Weymouth paired with regularised Heart of Wessex Line service)* Weymouth ⊢─┤ Salisbury *(interchange improvements at Southampton Central, will require working together with TfSE and NR Wessex)* Salisbury ⊢─┤ Birmingham *(service and interchange improvements at Reading or Basingstoke, will require working together with TfSE and NR)* Westbury ⊢─┤ Birmingham *(service and interchange improvements at Reading, Swindon or Bristol, could be part of Salisbury – Birmingham service or extension of Chippenham – Cheltenham listed above)*
Category C *(Direct service options which will require infrastructure investment)*	Bournemouth ⊢─┤ Poole ⊢─┤ Yeovil ⊢─┤ Exeter *May be better achieved through interchange improvements at Weymouth to a regularised Heart of Wessex Line service (but would also require infrastructure interventions)* Weymouth ⊢─┤ Exeter *May be better achieved through a regularised Heart of Wessex Line service (but would also require the infrastructure interventions)*

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CO C6	Freight Capacity

What?

Enabling sufficient capacity and access to the network for freight services to allow existing and new markets to develop.

Why?

Enabling sufficient capacity and access to the network for freight services to allow existing and new markets to develop. Rail freight is often de-prioritised in capacity planning, and this detracts from the benefits that rail freight can offer to freight customers over road-haulage. By making sufficient capacity on the rail network available, this will increase the attractiveness of rail to freight customers, thereby enabling a transfer of goods from road to rail. The purpose is to increase choice for freight shippers by making rail a viable alternative for more journeys.

Governance / Delivery

Freight Taskforce

Targets

Conditional Output C6 will be measured against an aspirational service pattern on 8 key routes serving freight transport in Western Gateway, some of which are part of the three national strategic freight routes. These are listed to the right and shown on the map on the next page.

Three national strategic freight routes:

1 Southampton — West Midlands
(via Salisbury, Westbury and Swindon)

2 South West (Bristol) and Wales (Cardiff/Newport) — The Midlands
(via Gloucester (Key Commodities)

3 Great Western Mainline London — South Wales
(via Reading, Swindon and Bristol)

Key routes in Western Gateway:

1	Totton ⊢⊣ Salisbury ⊢⊣ Westbury *(part of (1) above)*	**5**	Bristol ⊢⊣ South Wales *(part of (2) and (3) above)*
2	Westbury ⊢⊣ Swindon *(part of (1) above)*	**6**	Bristol ⊢⊣ Gloucester ⊢⊣ Midlands *(part of (2) above)*
3	Frome ⊢⊣ Westbury ⊢⊣ Reading	**7**	Bristol ⊢⊣ Exeter *and beyond*
4	Westbury ⊢⊣ Bath Spa ⊢⊣ Bristol	**8**	Dorset Coastline

We have divided these 8 routes into Primary and Secondary routes based on their importance to the Western Gateway freight market which is driven by Aggregates from the Mendips quarries (near Frome) and activity around the Bristol and Avonmouth ports. Less of an emphasis has been placed on the Southampton to West Midlands strategic freight route as this does not play as large a contribution in serving Western Gateway specifically, and improvements to it are being considered by NR and others.

Route Grading	Routes Included	Frequency
Primary	3 4 5 6	16 paths per day
Secondary	1 2 7 8	4 or 5 paths per day

In order to better understand the freight market and build collaborative relationships with customers and operators, we recommend the establishment of a Freight Taskforce to take this aspect of the strategy forward. A key first action for this group is to commission and deliver a freight market study. For this CO, it will need to include the detailed gap analysis as described above.
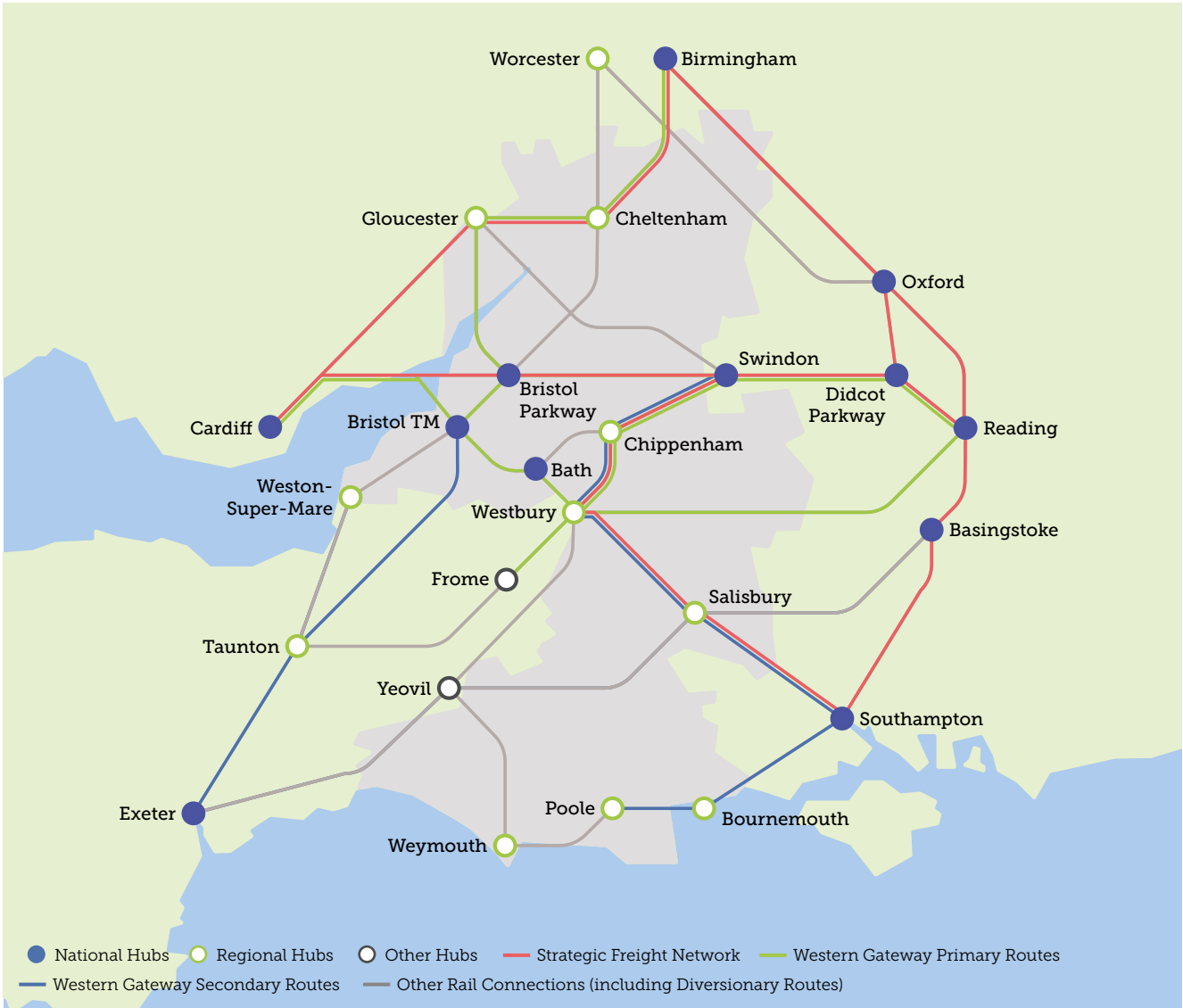
Theme 2 | Decarbonisation

OBJECTIVE	To enable rail to contribute more actively towards the decarbonisation of the Western Gateway

The *Decarbonisation* theme acknowledges that rail will be a positive contributor to the Climate Change Emergency, Net Zero targets and the national decarbonisation agenda. This theme is important in the Western Gateway because most transport in the area uses combustion engine road vehicles. Successful delivery of this objective will reduce emissions and improve air quality, while also reducing railway operational costs.

PRIORITY	DESCRIPTION
Identify ways to reduce the carbon emissions per passenger of rail journeys on diesel rolling stock	The contribution that burning diesel fuel makes to climate change is now recognised, and as such this priority focuses on how to reduce the carbon footprint of rail – in this instance by better utilising each litre of diesel burnt (where diesel is the only choice of fuel available). This is addressed with COs D1 and D2.
Identify alternatives to diesel rolling stock including priorities for electrification	Accepting that it will not be possible to electrify every line and / or replace every diesel train with a net-zero alternative, electrification remains the best way to decarbonise the rail network. This can be supported by proactively pursuing other fuel choices, where hydrogen and battery-powered are all becoming viable options. This is addressed by CO D1.
Identify ways in which more freight can be transported by rail rather than road, in particular to deep sea ports	Road freight transport has a significant carbon footprint, and rail can make a major contribution to reducing that. Understanding the future freight market – both existing and potential, will allow this contribution to be unlocked. This is addressed by COs D3 and D4.

CONDITIONAL OUTPUT

D1 — Carbon Emissions
Reduce "at source" carbon emissions to zero

D2 — Carbon Footprint
Reduce carbon footprint by increasing load factor of underutilised services

D3 — Freight Growth
An increase in rail freight in existing markets

D4 — Freight Capture
An increase in rail freight by development of new markets

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CO D1	Carbon Emissions

What?
Reduce "at source" carbon emissions to zero

Why?
The rail sector must meet Net Zero ambitions, and rolling stock, infrastructure and technology choices will dictate the majority of the direct emissions from railway operations.

Governance / Delivery
Future Ready & Resilience Task Force

Targets

Type of Provision	How provided / measured?
Decarbonise rail infrastructure	100% of WG stations to be electrified and/or zero-emissions routes; delivery timing in line with the Network Rail Traction Decarbonisation Network Strategy. NR strategy and TOC strategies for local power generation/storage, i.e. solar and wind, as well as purchasing and supply agreements with utility providers, for station and office buildings.
Decarbonise fleets	Plans for fleet and plant trains to transition to zero-emissions-at-source technology, such as overhead line/third rail supply, hydrogen, battery, etc. Convert maintenance vehicles to electric vehicle technology
Decarbonise processes	Target embedded carbon across processes, procurement, projects and waste management
Decarbonise supply chain	Set and measure carbon targets within franchises and procurements; co-develop emissions reduction innovations in-life with suppliers, with shared incentives

Gap Analysis

Stations on electrified routes

25   *60*   85

O Current Stations withing WG
◉ Target Stations withing WG   - - - Shortfall
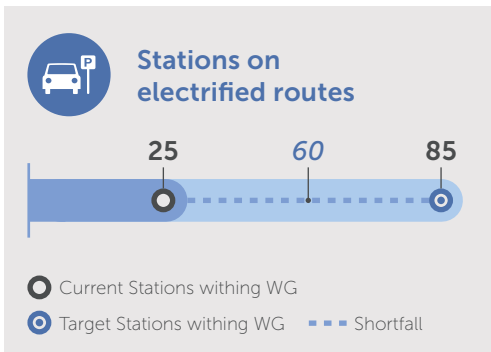
Traction Decarbonisation Network Strategy (TDNS)

Network Rail published their TDNS in September 2020 which has identified for all lines across the UK where electrification, battery or hydrogen power could be used. A significant number of routes throughout the Western Gateway are non-electrified and TDNS has identified widescale electrification of these lines, with some lines identified for battery-powered trains. These can be seen on the map on the next page. This will support Western Gateway in identifying interventions to pursue alongside Network Rail and CMSP processes across the region.

Network Rail classified routes as being either **single** option or **multiple** option based on the characteristics of the route and the capabilities of the traction options (for example suitability of route length for battery or hydrogen).

Future traction options based on Network Rail Traction Decarbonisation Network Strategy (TDNS)

Legend:
- National Hubs
- Regional Hubs
- Other Hubs
- Overhead Line Electrification (OHLE) AC
- Third-Rail Electrification DC
- Core Electrification
- Ancillary Electrification
- Multiple (Proposed Battery)

Map locations: Worcester, Birmingham, Gloucester, Cheltenham, Oxford, Cardiff, Bristol TM, Bristol Parkway, Swindon, Didcot Parkway, Reading, Chippenham, Bath, Weston-Super-Mare, Westbury, Newbury, Basingstoke, Salisbury, Taunton, Yeovil, Southampton, Exeter, Poole, Bournemouth, Weymouth

CO D2	Carbon Footprint

What?

Reduce carbon footprint by increasing load factor of underutilised services

Why?

CO D1 partially reduces the carbon footprint per passenger from a supply perspective, whereas this CO addresses the demand aspects of the carbon footprint of the rail network.

Patterns (and cost) of peak and off-peak flows, and some service routes, mean that some trains on the network operate at low capacity at certain times of day, whilst others are overcrowded. By balancing out this distribution of passengers or filling empty passenger services with other things that need to be transported round the network, the overall carbon footprint per passenger could be reduced. This needs to be balanced alongside future demand projections established through the CMSP process.

Governance / Delivery

Freight Taskforce and the Future Ready & Resilience Task Force

Targets

More even distribution of load factor on-board trains across the day	Reduction in road-based delivery traffic servicing city centre locations, to be replaced by innovative First Mile / Last Mile delivery services and centrally-based parcel pick-up locations (e.g. Amazon Lockers).
Increased revenue for passenger operators from new sources where space on trains is taken up by high value, low density goods being transported to towns and city centres	

Gap Analysis

From a passenger perspective, many TOCs have applied fare incentives to distribute loads more evenly, with reduced off-peak advance fares. This has seen variable levels of success, including examples where some off-peak services on the West Coast mainline are the most overcrowded.

In terms of freight, there are several pilot schemes in operation at the present time, including:

- April 2020: GB Railfreight used 200kg parcel cages on Class 319 trains to deliver NHS supplies into Euston Station;

- The Rail Operating Group is developing the Orion service to use converted passenger rolling stock and integrated first mile/last mile logistics services for freight deliveries which are emissions-free at point of use;

- InterCity RailFreight are currently operating some micro-freight consolidation projects and freight goods on passenger trains on East Midlands Railway and Great Western Railway; and

- iPort Rail is innovating the logistics and first mile/last mile arrangements to fill unused spaces on existing freight trains; this helps new customers with small volumes to achieve modal shift.

All of these pilot schemes are established on the concept of re-purposing passenger trains for freight use, allowing freight services to behave like passenger trains for timetable planning purposes.

CO D3	Freight Growth

What?

An increase in rail freight in existing markets

Why?

Building on CO C6 (Freight Capacity), this CO needs to consider additional aspects to enable more freight from existing markets to be transported by rail. It needs to identify and remove other barriers to the growth of rail freight, thus reducing the carbon footprint of freight.

Governance / Delivery

Freight Taskforce

Targets

Increased proportion of total freight transported to, from and within Western Gateway by rail

Increased volumes of key commodities transported by rail to, from and within Western Gateway; and

Increased usage of freight paths on the rail network.

Gap Analysis

The baseline for freight will need to be determined by a Freight Market Study which should include improving the understanding of what goods are currently transported by rail to and from WG, and what the potential to grow these markets is. This study should seek to complement Network Rail's Freight Market Study and Network Rail's and Highway England's Freight Strategy and targets, by developing a better understanding of the components of the freight market specific to WG. This would include land use considerations to support rail freight viability and consideration of specific sites across WG that have rail freight potential.

CO D4	Freight Capture

What?
An increase in rail freight through development of new markets

Why?
In addition to the markets traditionally served by rail ('heavy haul' such as coal, aggregates and steel, container goods such as automotive), there is opportunity to expand rail freight into new markets. Some specific examples where rail has the potential to play a greater role is in long distance movement of bulk retail goods between freight distribution centres, and also better penetration into large urban centres for high value, low density goods (e.g. parcel deliveries) that can then take advantage of a more sustainable First Mile / Last Mile choice.

Governance / Delivery
Freight Taskforce

Targets

Proposed target measures for this new initiative include:

- Net increase in the number of different commodity sectors transported by rail by 2030
- Improved collaboration between potential freight customers to allow shared freight services / paths across different commodity types / customers
- Increased use of rail distribution centres and warehouses
- Reduction in road-based delivery traffic servicing city centre locations, to be replaced by innovative First Mile / Last Mile delivery services and centrally-based parcel pick-up locations (e.g. Doddle / Amazon Lockers).

Gap Analysis

The Freight Market Study will need to capture the extent of freight movements within the Western Gateway. Significant existing road freight flows that have potential for modal shift include:

- Urban/local movements (First Mile / Last Mile) servicing towns and cities within the area, for both commercial (B2B) customers and for consumers (B2C).
- Regional movements within the area and also into South Wales for Newport/Cardiff and beyond, serviced from distribution centres in Western Gateway.
- Strategic national/international movements, including trips generated within the area as origin/destination and those which travel through the area on longer distance movements to/from other regions, including further South West into the Peninsula area, as well as those heading to the Midlands, North and beyond.
- Flows to/from London and to/from South Wales and onwards via ferry into the Republic of Ireland (RoI) as the M4 corridor acts as a landbridge for RoI traffic to/from continental Europe).

This CO links directly to CO D2, and should consider the re-purposing of passenger trains to provide freight capacity on off-peak commuter services, right into the heart of the area's towns and cities, reducing the local and regional reliance on road freight trips within urban areas.

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Theme 3 | Social Mobility

| OBJECTIVE | To provide equal journey opportunities by rail for all Western Gateway residents |

The **_Social Mobility_** theme focusses specifically on addressing the needs of the remote, less connected and/or deprived parts of the Western Gateway, with the priorities set to unlock access to rail in its widest sense – physical, social and financial. The target is to make rail an integral part of connecting those remote and often deprived communities. Successful delivery of this objective will lead to a rebalancing of the regional economy, providing equal opportunities to all Western Gateway residents.

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PRIORITY	DESCRIPTION
Improve multi-modal interchange to rail through improving access to stations by car, bus and active modes	For rail to be successful, it needs to be part of a sustainable transport network. Stakeholders told us that in some parts of WG, particularly where access to rail is dependent upon good bus links, this connectivity is poor or absent at present. This is addressed by CO M1 and M2.
The question of accessibility within stations for all users is addressed through CO M6, in order that barriers (perceived or real) are removed.	There are large parts of WG that are rural and remote, and/or without access to rail. These parts of WG are also often the more deprived areas that are in need of the economic growth that rail connectivity can bring. As well as addressing this priority through CO M1 and M2, we have also included M3 which will consider penetration of rail to a wider geography.
Make rail travel more affordable through fares management and incentives	The perception of rail is that fares are too expensive and unfair as it is difficult to find discounted fares. Ticket prices, particularly at peak make rail uncompetitive with car travel, and also unaffordable to the deprived parts of society. We address fares and ticketing solutions through COs M4 and M5.

CONDITIONAL OUTPUT

M1 – Station Access

Improvements to car and active modes access to stations, including safety, routing, signposting and parking

M2 – Modal Integration

Integration of sustainable modes through alignment of bus and rail timetables / maximise bus to rail interchange

M3 – Regional Catchment

Uplift in % population within rail catchment

M4 – Fares Influence

Transparent, flexible and affordable fares structure or other financial incentives (push / pull)

M5 – Ticketing Solutions

Multi-modal ticketing that encourages sustainable end-to-end journeys, including Mobility as a Service (MaaS)

M6 – Accessibility

All stations in Western Gateway fully accessible

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CO M1	Station Access

What?
Improvements to car and active modes access to stations, including safety, routing, signposting and parking.

Why?
To drive modal shift and promote rail as an integral part of a sustainable transport network, passengers need to feel that they are able to get to their local stations quickly and safely, and be confident that when they get there, space will be available for car or cycle parking.

Governance / Delivery
Stations & Access to Rail Taskforce

Gap Analysis

Car Parking: 6,535 — 21,821 — 28,356
Disabled Spaces: 78 — 1,340 — 1,418
Cycle Parking: 2,475 — 6,977 — 9,452

⊙ Target Stations withing WG   ◯ Current Stations withing WG   ---- Shortfall

Targets

TYPE OF PROVISION	% DAILY STATION USERS PROVIDED FOR		
	National Hubs	Regional Hubs	Local Hubs
Car Parking	5%	15%	10%
Cycle Parking	7.5%	7.5%	7.5%
Disabled Parking (including Wide Spaces)	**10% of total car parking provision** (as specified in DfT Design Standards for Accessible Railway Stations – A Code of Practice)		
EV Charging Points	**5% of total car parking provision,** but can be linked with disabled spaces		

TYPE OF PROVISION	HOW PROVIDED / MEASURE?
Access and Signposting	100% compliance with DfT Design Standards for Accessible Railway Stations – A Code of Practice
Wayfinding	All stations have a physical and digital wayfinding strategy as part of a wider Station Travel Plan
Safety	A reduction in road traffic collisions close on station approaches
Security	A reduction in reported crimes on station approaches
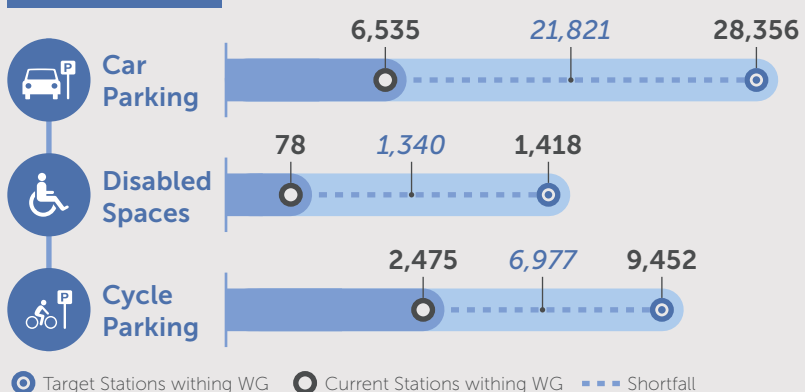
CO M2 | Modal Integration

What?
Integration of sustainable modes through alignment of bus and rail timetables / maximise bus to rail interchange

Why?
To drive modal shift and promote rail as an integral part of a sustainable transport network, passengers using local bus services to connect to rail need to be confident that the interchange between the two modes (in both directions) will be comfortable and tolerable. This needs to include consideration of proximity of bus stops to the rail station, as well as mode to mode wait time.

Governance / Delivery
Stations & Access to Rail Taskforce

Targets

Type of Provision	Measures
Local bus services connecting Regional Hub Local Hub stations to non-rail connected places	Bus services timetabled to allow train-to-bus and bus-to-train with wait for second service of 15 to 20 minutes, Monday-Saturday daytime, every 30 minutes at other times
Bus stops for local bus services close to station	Bus services timetabled to allow train-to-bus and bus-to-train with wait for second service of 15 to 20 minutes, Monday-Saturday daytime, every 30 minutes at other times Bus stops with local services are within 200m of station entrance and on a step-free route
Connectivity by sustainable transport modes	End-to-end journey times by sustainable modes (bus+rail) from towns without stations to key regional destinations are competitive with private car

Gap Analysis

Experience of multi-modal integration in Western Gateway is mixed. There are some exemplar bus services that connect well with rail, but equally a range of bus and rail services without integrated timetables and where bus stops are currently located too far away from stations, or where buses to key destinations do not call at bus stops which are located close to rail stations.

CO M3 | Regional Catchment

What?
Uplift in % population within rail catchment

Why?
Increasing the proportion of the population living within the catchment of a rail station (e.g. within 15 minutes travel time by their chosen mode) is likely to be a contributory factor in whether that population will choose to use rail as part of their end-to-end journey. There are two obvious ways to achieve this CO – by shortening journey times to the station or creating new stations with new catchments.

Governance / Delivery
Stations & Access to Rail Taskforce

Targets

*Increase proportion of population living within **15-minute drive, walk or cycle ride** from a rail station.*

15 Minutes
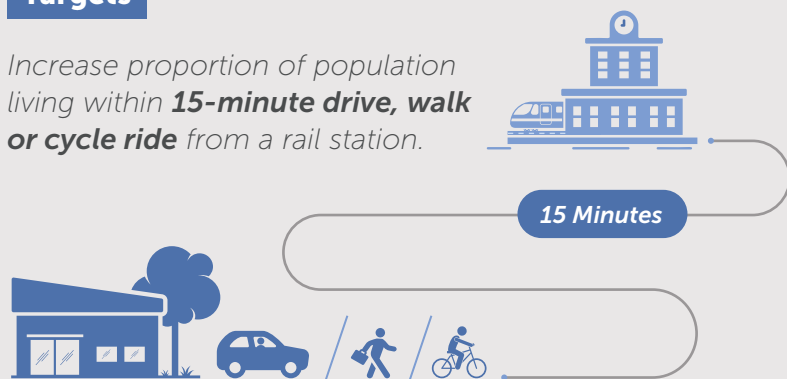
Gap Analysis

There are large centres of population in Western Gateway without easy access to rail, although the relationship between proximity to a station and rail usage is not a simple linear one.

The DfT's Restoring Your Railway Fund is recognition of the importance that rural rail connectivity plays in Social Mobility, and a number of Western Gateway 'Ideas' have been put forward to better connect places including Devises, Shepton Mallet, Radstock, Cirencester, Swanage and Wootton Bassett by rail.

The map on the right shows the 15 minute walk, cycle and car drive times from each station on the network, highlighting the significant gaps in coverage.

- - - Western Gateway

15 mins Journey Times by Mode

■ Walk   ■ Cycle   ■ Car Driver
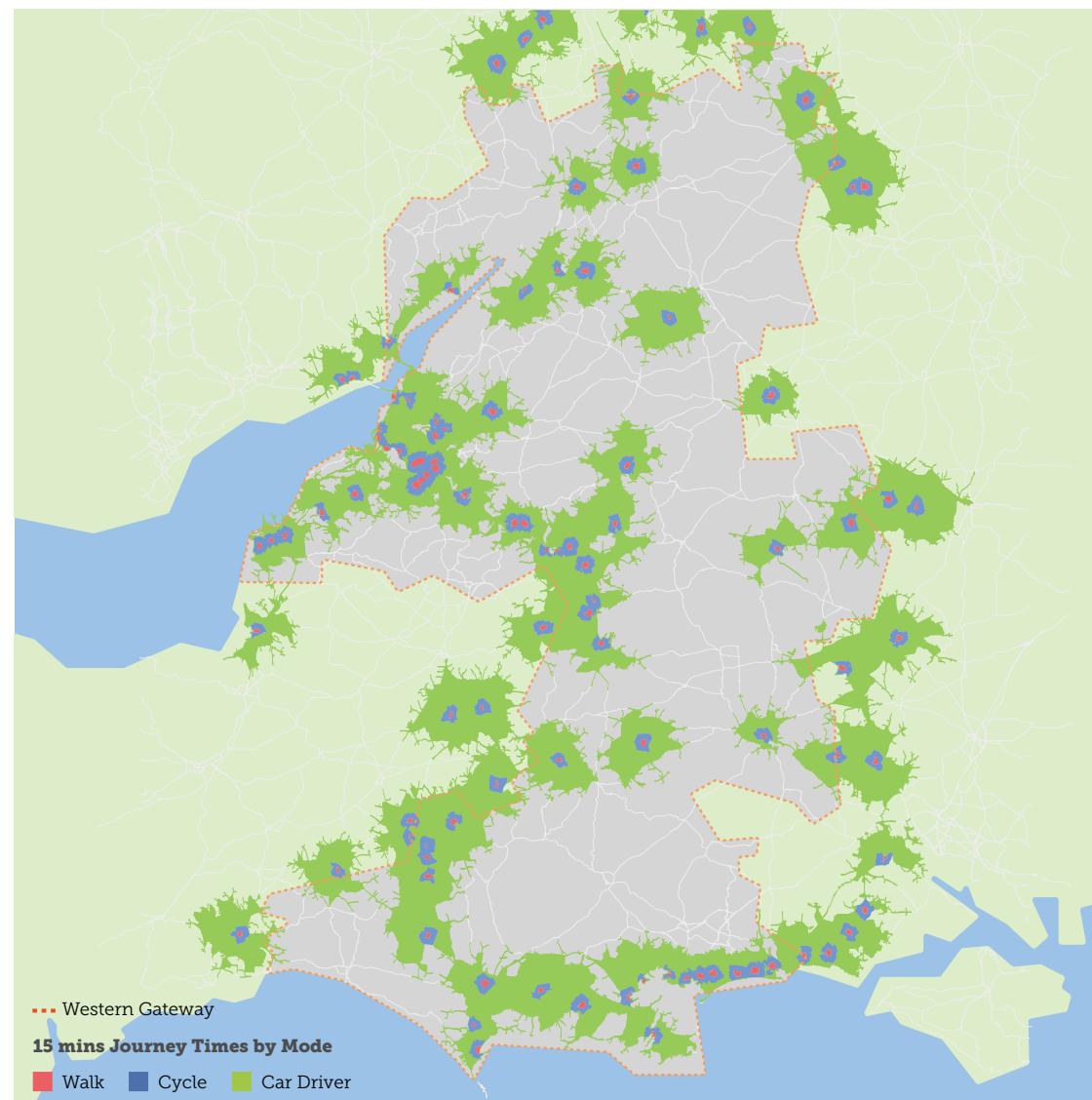
CO M4	Fares Influence

What?

Transparent, flexible and affordable fares structure or other financial incentives (push / pull)

Why?

The fares structure of the UK Rail Industry is notoriously complex and is full of restrictions and regulations. Changes to fares and pricing primarily occurs during franchise competitions and rarely in-life of a franchise with the exception of promotional (often Advance) fares, and the interaction is typically between TOC, DfT and ORR. There is an opportunity to bring the Local Authority on board with fares discussions and leverage as much influence that can be afforded. This primarily involves multimodality, and looking beyond the rail network in isolation but integrating it to enable rail to be used as part of a wider journey.

Feedback from Passenger Focus suggests that many passengers do not feel that they get Value for Money from the fares they pay. With changing travel habits, season tickets in their traditional form no longer offer a better value alternative. As a consequence, potential passengers will choose car travel in preference. Furthermore, a specific issue in Western Gateway is that season tickets to London are disproportionately cheap compared to a peak return fare, which drives a bias towards London rather than regionally-based businesses.

Governance / Delivery

Digital Solutions Taskforce

Targets

Alongside the ongoing industry-wide Fares Reform, the role of Western Gateway is to influence decisions regarding both the affordability of fares and a framework within which multi-modal ticketing can be facilitated as part of a value for money offer. The fitness-for-purpose of fares will only be achieved if Western Gateway, TOCs (with the Rail Delivery Group), Local Authorities, the DfT and the ORR work together to identify where fares are the barrier to rail being the main mode of choice. This includes looking for multi-modal integration, notably with the regional and urban bus networks, but also first-mile last-mile integration such as car or bike sharing solutions.

The best way of measuring progress against this CO is using NRPS data:

By 2050 ☺ 50% Satisfaction

By 2030 ☺ 60% Satisfaction

Gap Analysis

National Rail Passenger Survey (NRPS) results for the Value for money of price of ticket metric for the last 6 years (2014-2019) indicates that the highest satisfaction score in any wave was 45%.
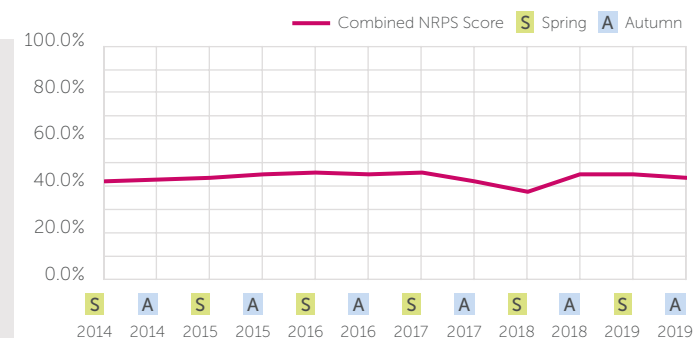
For this, we have combined the most applicable service grouping for the three train operators of the Western Gateway, being GWR Long Distance, SWR Long Distance and CrossCountry South.

CO M5	Ticketing Solutions

What?
Multi-modal ticketing that encourages sustainable end-to-end journeys, including Mobility as a Service (MaaS)

Why?
In addition to challenges about fares as previously described, members of the public are not incentivised to link different modes together with multi-modal tickets. Journey planning has to be done by mode, making it all too easy to take the most convenient option, which in Western Gateway will, more often than not, be road vehicle (private car or taxi). End-to-end journey planning and ticketing (including future mobility considerations such as Bike Hire or Car Sharing) has the potential to change habits.

Governance / Delivery
Digital Solutions Taskforce

Targets

The following factors are a key consideration to drive the desirable standards below:

- Introduction of end-to-end journey planning
- Smart Ticketing schemes, e.g. in Greater Bristol and BCP
- E-ticket capability
- Through ticketing capability across modes
- Contactless pay-as-you-go capabilities across modes
- Uplift in sustainable mode usage and offerings at/near stations

The desirable standards for this conditional output are based on low barriers for both the journey planning and ticketing experiences - One Ticket One App maximum - being:

CRITERIA / MEASURE	PROPOSED TARGET
Tickets required for door-to-door journey	Up to one ticket required for journey (ticketless journey also possible)
Sources of information required for journey planning	Up to one app/service required for journey planning

Gap Analysis

Ticketing solutions currently struggle to achieve full potential in attracting increased demand due to the wide range of alternatives that are available throughout the UK without a definitive solution. Customers are no longer happy with resigning themselves to a range of average services and want an app tailored personally to their requirements.

This conditional output will need to be met with a range of aspirations which are yet to deliver a solution to provide a simple yet intuitive, user friendly resolution to provide combined tickets across a range of multi-modal transport. The barrier to achieving the target of a shift of customers to One Ticket One App is in part due to the large numbers of operators – both rail and other modes, each of which has its own commercial model and ticketing process.

There are a handful of ticketing schemes already in development within Western Gateway. These include PlusBus in a number of towns and cities, and the Freedom Travel Pass in Swindon and Wiltshire. An early action will be to gather information on all such schemes and assess their success. Longer-term, applying Mobility as a Service Solutions and multi-modal Digital Ticketing across WG will be the objective.

CO M6	Accessibility

What?
All stations in Western Gateway fully accessible, in line with the definition of Accessibility

Why?
There are still a number of stations on the Western Gateway rail network that are non-compliant with national and European Accessibility standards and present a challenging and sometimes threatening environment to those with physical and / or hidden disabilities. These individuals are disadvantaged and will often choose a different mode of travel (or not to travel at all, leading to isolation).

Governance / Delivery
Stations & Access to Rail Taskforce

Targets

This CO will be measured by the number of stations made accessible over the next 10 years, with a target of **100% compliance by 2030.** Each station should hold a record of rail registered disabled passengers which should increase over time once the stations become compliant with national and European Accessibility standards.

CRITERIA / MEASURE	PROPOSED TARGET
Accessible stations – step-free access, appropriate ramps, audio-visual information, accessible ticket windows etc	100% compliance with DfT Design Standards for Accessible Railway Stations – A Code of Practice
Accessible stations	Increase in rail use by people with registered disabilities above general increase in passenger numbers

Gap Analysis

Using data from National Rail Enquiries (extracted May 2020) there is a shortfall of accessible facilities at a number of stations, with only 21 of the 70 stations meeting all the criteria required to be classified as accessible. This includes:

Stations with step-free access to platforms | 62[1]

Customer Help Points | 69

Stations with platform-to-train access ramps | 45

Staff Assistance available | 28

Stations with accessible ticket facility (adjustable height counter/window or TVM) | 44

[1]Out of which only 16 are fully compliant with standards

It is equally as important to cater for individuals who have hidden disabilities. Sunflower branded lanyards have been introduced on many parts of the rail network as a means of identifying passengers with hidden disabilities, including by Western Gateway TOCs.

Theme 4 | Productivity

| OBJECTIVE | To enable rail to contribute more actively to improvements in productivity across the Western Gateway |

Productivity was found to be a key policy consideration and the core message from the Industrial Strategy. Statistics have strongly suggested that the Western Gateway area is much less productive in comparison to most regions outside of London and the South East, which is in part driven by poor transport connectivity.

PRIORITY	DESCRIPTION
Improve rail journey times / speeds to make rail competitive with the equivalent road journey	Extended journey times between economic hubs is a detractor from productivity. There are several examples of slow speeds and long generalised journey times across WG, as detailed in P1 below.
Provide improved rail connectivity (passenger and freight) to international gateways – airports and ports	There are limited international gateways within WG, and those that do exist are poorly connected by rail, whether this is direct services for passengers (P3), or route capability for freight (P4). International gateways unlock both international trade and tourism, both of which are important to economic growth and productivity in WG.
Improve strategic connectivity with cross-border economic hubs	Aside from Bristol, the economic hubs in WG would not be considered to have status nationally. As such, the ability for WG businesses and residents to be connected with nationally significant hubs such as London, Birmingham and Southampton is important for productivity uplift. As well as journey time being an important part of this (P1), the ability to use time productively during a journey to cross-border hubs is important (P2).

CONDITIONAL OUTPUT

P1 – Journey Speed
Journey speeds appropriate for each corridor / catchment type and usage patterns

P2 – On-Board Productivity
On-board capacity and facilities to enable productivity and match demand into economic centres and employment hubs (including cross-border)

P3 – International Gateways
Improving passenger connectivity to International Gateways within and close to Western Gateway

P4 – Freight Capability
Freight capability to ports and rail freight terminals increased

CO P1	Journey Speed

What?
Journey speeds appropriate for each corridor / catchment type and usage patterns

Why?
Speed is a contributing factor to journey time and an increase in speed will improve the attractiveness and competitiveness of rail by reducing journey times. This will further enable modal shift from road (relating to conditional outputs in the Choice theme) and thus also support commuters and business travellers to be more productive by working on the train (relating to other conditional outputs in these theme).

Governance / Delivery
Future Ready & Resilience Taskforce

The use of *speed* as a metric was discussed in length across the strategy development process particularly given journey time measures such as generalised journey time (GJT) are more commonly used in demand forecasting exercises and economic analyses.

Based on positive feedback from Midlands Connect and the fact that journey speed has been one of the more valuable conditional outputs for driving change in their STB, we have retained this metric as it (along with other conditional outputs in this strategy) decouples GJT into its constituents (speed/ time, frequency and interchange) so that the components can be investigated in isolation and the level of which they are considered a barrier to rail. In this manner, WG, in conjunction with Network Rail (NR) CMSP teams, can identify where the network underperforms for the types of services it carries (e.g. the extent to which the speed of a line carrying Intercity services is suboptimal and impacts economic productivity because the journey time does not promote business to business collaboration).

We have analysed journey speed on point to point direct flows in WG based on target levels similar to those used by Midlands Connect. These are indicated in the Direct Services Matrix on *Page 10*. The gaps in this conditional output are significant in WG: on one hand this positively highlights the shortcomings of journey speeds, especially because many of the regional hub to hub flows are across the North-South axis of the geography which has been identified as a

known barrier, but on the other hand this may raise concern about the applicability of the Midlands Connect targets that may not be fit for purpose in WG.

Targets by Service Type

Intercity	61+ mph
Regional	51 – 60 mph
Local	41 – 50 mph
Urban	31 – 40 mph

A gap analysis has been undertaken on National and Regional Hub pairs (including the cross-border hubs identified earlier in the report) representing Intercity, Regional and Urban journeys where speed is the main contributing factor to rail as a mode of choice. Results from the analysis show that Intercity and Regional services are below target with only 16.2% and 7.8% respectively of hub flows meeting the targets set out above.

Service Type	% point to point hub flows which meet the targets above
Intercity	16.2
Regional	7.8
Urban	75.0

CO P2	On-Board Productivity

What?
On-board capacity and facilities to enable productivity and match demand into economic centres and employment hubs (including cross-border)

Why?
Building further on the productivity gains achieved by delivering competitive journey times by rail, a further aspect of productivity is the ability to maximise use of available time. One incentive that rail travel has over car travel is that (subject to space availability), time can be used productively. However, on certain services and routes across Western Gateway and onwards to neighbouring economic hubs (e.g. London, Birmingham), on-board capacity is so constrained that time on the train cannot be productive. On other routes (e.g. Cardiff – Portsmouth), rolling stock is inappropriate for the type of journeys being made (i.e. high-density commuter seating with no tables) and also drives unproductivity. Finally, on-board facilities such as Wi-Fi and charging points are important to drive productivity.

Governance / Delivery
Collaboration between Digital Solutions Taskforce & the Future Ready + Resilience Taskforce

Targets

In order to measure the ability of a train service to provide a productive environment for passengers, a number of factors should be taken into consideration. These are:

Length and nature of journeys taken	Overall seating capacity against peak demand	Proportion of seats with tables and charging points for laptops/ mobile devices	Availability and reliability of Wi-Fi

Service Designation	Measure	Target
Intercity	Seating Capacity Utilisation into National / Regional Hub at peak times	No greater than 75%
	Proportion of seats at tables with charging points	40% (Standard Class)
	Free Wi-Fi	100%
Regional (End-to-end > 60mins)	Seating Capacity Utilisation into National / Regional Hub at peak times	No greater than 80%
	Proportion of seats at tables with charging points	30% (Standard Class)
	Free Wi-Fi	100%
Regional (End-to-end 30-59mins)	Seating Capacity Utilisation into National / Regional Hub at peak times	No greater than 85%
	Proportion of seats at tables with charging points	25% (Standard Class)
	Free Wi-Fi	100%

CO P3	International Gateways

What?
Improving passenger connectivity to International Gateways within and close to Western Gateway

Why?
International Gateways such as airports and ports are pivotal to agglomeration and productivity, as they are able to provide competitive journey times to a wider range of customers. Similarly, for a region such as Western Gateway that has a large visitor economy, the ability for 'customers' to arrive in the region and make onward travel arrangements is pivotal in their decision to choose this destination in the first place.

Governance / Delivery
Stations & Access to Rail Taskforce

Gap Analysis

We propose two key measures for this CO:

1 | Increase in rail travel to and from International Gateways (IGs), measured as proportion of passengers arriving to the gateway by train from cross-border gateways, or arriving in Western Gateway by air or sea and continuing their journey by train, using CAA Passenger Survey and similar data for port/ cruise passengers, in line with individual IGs' surface access strategies.

2 | Increase in proportion of inward tourism visits made by train, using data from Visit Britain/Visit England Inbound Transport Research and ONS International Passenger Survey.

Important factors include:

Ongoing development of the rail network and services, to improve connections between IGs and key visitor destinations in the Western Gateway, as well as connections for WG residents to access IGs for their trips outside the UK.

Marketing of rail options (to international visitors and to local residents)

Joined-up ticketing and fares offer, including ease of purchase and use

Wayfinding at airports, ports and international hub stations, including multi-lingual provision, and real-time information, including disruption alerts and journey re-planning

Step-free access routes from airport/ port to train, adequate space for luggage on trains and shuttle buses

Airports

	Access to rail network	% of passengers arriving/ leaving by train	Surface Access Strategy in place	target % of passengers arriving/ leaving by train
Birmingham	**Birmingham International Station** (directly connected)	**19% by train** (CAA Passenger Survey 2018)	**Yes** (2018-2023)	26% by 2023
Bournemouth	**Bournemouth Station** (via infrequent bus link, 40mins)	**2% by bus** (CAA Passenger Survey 2005)	**Unclear**	Unclear
Bristol	**Bristol Temple Meads Station** (via frequent Airport Flyer Express bus link, 24/7, 30mins; integrated ticketing)	**23% by public transport** (CAA Passenger Survey 2015)	**New strategic plan** currently in development	15% by public transport when airport has 10 million passengers p.a. Recognises potential for significant role for rail by 2040 if light rail is developed
Cardiff	**Rhoose Cardiff International Airport Station** (via shuttle bus, 10mins)	**16% public transport** (CAA Passenger Survey 2015)	**In development**	TBC
Exeter	**Exeter St Davids Station** (by frequent bus; 35 mins) or Cranbrook station (by taxi)	**5% public transport** (CAA Passenger Survey 2012)	**Part of Airport Master Plan**	TBC
Gatwick	**Gatwick Airport Station** (directly connected)	**39%**	**Yes** (May 2018)	45% by 2030
Heathrow	**Heathrow Stations** (directly connected, national rail and underground)	**9%** national rail (plus 11% Underground) **33%** of travel to/from Heathrow to/from the West of England is by public transport (train, coach)	**Yes**	22% by 2030 25% by 2025 (national rail including Crossrail / Elizabeth Line) plus 18% / 20% Underground)
Southampton	**Southampton Airport Parkway Station** (directly connected)	1**7% (2016 Q1)**	**Yes** (for 2017-2021)	18% (2021), 21% (2031), 22% (2037)

Ports

Data for ports is more difficult to access. Ports and ferry terminals tend not to have surface access strategies in the same way as airports do.

Access to rail network	
Avonmouth (Bristol Cruise Terminal)	**Avonmouth station** is 3 miles from the Terminal and walking inside the dock estate is not permitted. Pre-book taxi (8 minutes)
Port of Poole	**Poole station** (30-minute walk)
Portsmouth Ferry Terminal	**Portsmouth & Southsea station** (via local bus services, taxi, 10-minute cycle ride or 25-minute walk)
Southampton Cruise Terminals	**Southampton Central station** (generally via free bus + walk, or taxi, depending on terminal)
Weymouth	**Weymouth station** (20-minute walk)
Portland	**Weymouth Station** (via local bus services, 25-minute cycle ride or >1-hour walk)

Image Credit - Niranana / Shutterstock.com

CO P4	Freight Capability

What?
Freight capability to ports and rail freight terminals increased

Why?
In order for rail to become a truly viable mode for freight transport, not only does there need to be capacity on the network (see CO C6), but the network needs to be capable of accommodating the length, weight, width and height (gauge) of trains required. In recent years, the nature of rail freight has changed – away from 'heavy haul' goods such as coal (to power stations) to intermodal containers containing a wide range of goods from automotive to biomass, being transported from ports to container terminals for onward transport. Intermodal containers require a larger gauge – W10 minimum, and ideally W12, than the more traditional heavy haul wagons which can operate on W7 and W8 gauge.

Other metrics that are objectives of the Trans-European Transport Network (TEN-T) include the length of trains that can operate, with European standards requiring 740m for a route to be considered 'interoperable', and 'Route Availability', which is an assessment of the total weight of trains that can operate (22.5 tonne axle load = RA8). Electrification and linespeeds are also considerations.

Network Rail identified a Strategic Freight Network (SFN) with an objective to make the whole SFN interoperable by 2030. This CO assesses progress towards that within Western Gateway, as well as examining other key freight routes that are not part of the SFN.

Governance / Delivery
Freight Taskforce

Routes and Hubs

The freight routes considered within this strategy were described and classified in CO C6 Freight Capacity. These connected key hubs including:

- Southampton Ports: Intermodal Freight
- Smaller South Coast Ports at Bournemouth and Poole
- Multiple MOD sites including Bovington/Lulworth, Ludgershall and Wootton Bassett
- Mendips Quarries (Merehead and Whatley): Aggregates
- Bristol and Avonmouth Ports: Mixed Goods including Intermodal, Aggregates and Biomass
- Tytherington and Westerleigh: Aggregates
- South Wales Ports and Power Stations: Steel, Aggregates and Biomass

How Measured?

The key metrics and targets are set out in the table below -

Route Grading	Primary	Secondary
Route Availability	RA10 by 2030	RA8 by 2025
Gauge	W12 by 2030	W10 by 2030
Train Length	775m by 2030	740m by 2030
Linespeed & Traction Power	90mph by 2030 (Electrified)	60mph by 2030 (Non-electrified)

Information about gauge and route availability is provided in Section 1.6 on Page 12.

Gap Analysis

In the table below we set out the current route capability of the 8 routes identified above, as well as additional connections to the hubs where they are not immediately accessed from the routes. Targets for connections will need to be the same as the grade of route they are connecting to.

Route	Route Availability	Gauge	Train Length	Linespeed Non-Electrified unless stated otherwise
Totton to Salisbury & Westbury	RA8	W12 to Salisbury W8 to Westbury	Not cleared for 775m	85mph
Westbury to Swindon	RA8	W8 to Thingley Jn W12 to Swindon	Not cleared for 775m	40-75mph to Thingley Jn 110-125mph to Swindon
Frome and Westbury to Reading	RA8	W7 to Westbury W8 to Reading	Not cleared for 775m	80-105mph to Heywood Road Jn 110-125mph to Reading
Westbury to Bath Spa and Bristol	RA8	W8 to Bradford Jn W6 to Bathampton Jn W8 to Bristol	Not cleared for 775m	40-75mph to Bathampton Jn 80-105mph to Bristol
Bristol to South Wales	RA8	W10	Not cleared for 775m	90-125mph
Bristol to Gloucester and the Midlands	RA8	W8	Not cleared for 775m	80-100mph
Bristol to Exeter and beyond	RA8	W8	Not cleared for 775m	80-110mph
Dorset Coast from Southampton to Bournemouth and Poole	RA8	W6	Not cleared for 775m	90mph (DC Electrification)
Frome to Whatley Quarry	RA6	W6	Not cleared for 775m	35mph
East Somerset Jn to Merehead Quarry	RA8	W6	Not cleared for 775m	30mph
Severn Beach Branch (to Avonmouth and Bristol Bulk Handling Terminal)	RA7	W6	Not cleared for 775m	15-50mph
Bristol Parkway / Filton to Bristol Bulk Handling Terminal	RA8	W8	Not cleared for 775m	10-60mph
Parson Street to Portbury	RA8	W9	Not cleared for 775m	20-30mph
Yate to Tytherington	RA8	W6	Not cleared for 775m	20mph
Yate to Westerleigh	RA8	W8	Not cleared for 775m	20mph

Theme 5 │ Growth

OBJECTIVE	To enable rail to provide sustainable travel options for housing and job growth across Western Gateway

The **Growth** theme picks up the importance of the link between housing and industrial growth as identified in Local Plans, and transport policy. It is directly linked to all 4 other themes due to its alignment with land use and planning policy and practice and aims to provide sustainable travel options for population and employment across the Western Gateway, aligning rail investment, including in new stations and lines, with future growth areas – and influence the selection of those growth areas towards locations which can be served by rail, where appropriate. The rail network must also be resilient to climate change so that economic growth is sustainable.

PRIORITY	DESCRIPTION
Align rail investment, including new stations / lines with future growth areas	This priority recognises the importance of considering transport and planning policy alongside each other, and making sure, as far as possible, that large developments give consideration to sustainable transport. This priority is specifically addressed by CO G1.
Identify opportunities to develop and invest in Transit Oriented Communities	As with priority 1, this emphasises the importance of building communities around transit hubs, and the social and economic benefits this brings. This is addressed by COs G1 and G2.
Promote and maximise resilient design principles to protect the region against the implications of climate change	In the current climate emergency, all growth, whether it is housing development or new / increased capacity transit links, must be both sustainable and resilient to shock events which might be climate or health related (such as Covid-19). This priority, and the associated CO G3 focuses on making Western Gateway's rail network as resilient as possible.

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CONDITIONAL OUTPUT

G1 – Transit Oriented Growth
Planning and transport policies aligned: rail as a transport option for all major new developments

G2 – Mobility Hubs
Stations providing for customers' wider needs (e.g. retail, medical, childcare) to place stations at heart of communities

G3 – Network Resilience
Network resilience to disruption and severe weather events, to reduce delays and cancellations.

CO G1	Transit Oriented Growth

What?

Planning and transport policies aligned: rail as a transport option for all major new developments

Why?

Historically, the link between Planning Policy and Transport Policy has been disjointed, and many developments have progressed through the Planning process with little consideration given to wider transport and connectivity issues the development might face in the future. With the decarbonisation agenda, it is becoming more critical that new developments can be served by a sustainable transport network, including rail where appropriate. Without this deeper connection, developments are likely to be designed – implicitly or explicitly – with a primary focus on road access, generating higher traffic volumes with associated greenhouse gas emissions, air quality problems, public health consequences and congestion.

Governance / Delivery

Stations & Access to Rail Taskforce

Targets

If this Conditional Output is met:

- Land use planning and transport planning will be aligned in Local Plans in the Western Gateway, with an emphasis on sustainable transport. Where relevant in the specific geography, rail is identified as a key sustainable transport mode within the region's transport networks;
- The land use planning process takes account of the proximity of sites to rail access points, where this is relevant to the local geography and appropriate to the sites and developments under consideration; and
- Planning policies recommend that masterplans for new strategic developments have sustainable transport at their heart, which includes access to rail where relevant and appropriate.

Gap Analysis

The Western Gateway is covered by Local Plans for:

- Four unitary authorities: Bath and North East Somerset (B&NES), Bristol, North Somerset, South Gloucestershire. B&NES, Bristol and South Gloucestershire working together as the West of England Combined Authority (WECA), and coordinating planning work with North Somerset;
- The six constituent local councils in Gloucestershire County (Cheltenham, Cotswold, Forest of Dean, Gloucester, Stroud, Tewkesbury)
- Wiltshire Council working with Swindon Borough Council
- Bournemouth, Christchurch and Poole (three separate Local Plans) while the unified BCP Local Plan is developed (with adoption planned for 2024)
- East Dorset and Christchurch (part); North Dorset; Purbeck; West Dorset, Weymouth and Portland (four separate Local Plans) while the unified Dorset Council Local Plan is developed (with adoption planned for 2023)

Many of these Local Plans are in development or currently subject to review.

Two Western Gateway 'best practice' exemplars are:

- The Brewery Square mixed-use development, adjacent to Dorchester South station, is held up as a case study of masterplanning to take advantage of proximity to a transport hub;

- Emerging plans for Tewkesbury Garden Town show a new settlement of 10,000 homes, centred on Ashchurch for Tewkesbury station with an emphasis on sustainable transport.

However, some stakeholders identified barriers to aligning land use and transport planning, and to bringing forward transit oriented development, including:

- The typical timescales for planning and constructing new rail stations and services are perceived by some as a barrier to the successful integration of rail services into land use planning;

- Some franchise agreements specify levels of car parking which train operating companies must provide at stations, which are sometimes in tension with local authorities' policies and aspirations;

- Inconsistent policies on securing and using developer contributions across Western Gateway local authorities; and

- Inconsistent approaches to travel plan requirements and monitoring arrangements.

CO G2	Mobility Hubs

What?
More stations to provide for wider needs of today's passengers (e.g. retail, medical, childcare) to place stations at heart of communities.

Why?
Beyond the principal of Transit-Oriented Growth described at G1, the principle of Mobility Hubs is to place the rail station at the heart of the community it serves, and allow it to perform a wider, outward-looking function beyond boarding and alighting trains. New or expanding stations could be redeveloped with these purposes in mind. The aim is to eliminate the need for additional trips, allowing customers to satisfy all or most of their daily or periodic needs within or near the station, so as to encourage modal shift and sustainable lifestyles.

Governance / Delivery
Any stations identified for redevelopment where its location is suited to performing a wider function.

A Mobility Hub is a centrally located community asset, based around a transit node or hub (in this case a rail station) that provides a wider range of community services alongside the core transport purpose of the station. These services or facilities can be mapped to the individual and community needs – such as employment, education, health care, childcare, retail, leisure, tourism, and social interaction. This enables the rail station (as a Mobility Hub) to efficiently integrate into the fabric of public life and the future mobility landscape, to increase its customer and community value and play an active role in modal shift to reduce overall transport emissions.

The Mobility Hub concept includes a number of *"components"* which satisfy these complementary economic, social and community utility functions. When these components are integrated into hubs, they:

- Support wider customer needs, adding to the utility, efficiency and value of rail journeys;
- Support community needs, providing new, enhanced, or localised essential functions;
- Eliminate additional trips, reducing emissions and the use of private vehicles;
- Support mobility capabilities, including micromobility and active travel, in line with local, regional and national transport, environmental and health ambitions.

Gap Analysis

As a relatively new concept, it is neither relevant nor appropriate to measure the current state of the Western Gateway rail network against a Mobility Hub specification. However, there are some stations that already, to some degree, act as Mobility Hubs with ancillary facilities such as supermarkets, community space and cycle hubs within the station curtilage or in close proximity.

Targets

The long-term vision is that every station in Western Gateway performs a wider community function as well as simply providing access to the rail network. This will lead to:

- Increased footfall through and around redeveloped stations;
- Increased retail revenue from additional services provided;
- Increased patronage of rail, shared mobility and bus services at hubs; and
- Achievement of business plan targets at individual stations.

Initially, a Mobility Hub Blueprint will need to be developed to establish how the concept can be realised at each of the 70 stations on the network.

CO G3 | **Network Resilience**

What?
Network resilience to severe weather events (to reduce delays and cancellations).

Why?
This conditional output supports modal choice, building and keeping customer confidence about rail's ability to deliver their journey needs in the face of climate change and the increasing number of environmental effects and severe weather events which it will engender.

It encompasses both route resilience, the ability to keep open particular routes in the face of major disruptive events, and operational resilience, which is the ability to provide the travel capability even when the railway is disrupted.

Incorporating a network resilience strategy will ensure that the railway has dynamic flexibility to maintain network functionality to the greatest possible extent, and to continue to grow, despite the impacts of climate change.

Governance / Delivery
Future Ready & Resilience Taskforce

Targets

The success of the Conditional Output will be measured by:

- Delay minutes from service affecting failures, highlighting attribution to the type of severe weather event, so that severe weather trends from climate change can be tracked over time
- Capturing the specific travel arrangement changes required for customer journeys, or the conditions for Do Not Travel alerts, also highlighting attribution to the severe weather events, to refine solutions over time

Future Ready Trends affecting the railway

Climate change will increase the frequency and severity of extreme weather events and climate conditions which affect the railway in the Western Gateway, especially as more overhead line infrastructure is installed across the routes.

Developing a Network Resilience Strategy across the Western Gateway is essential to ensure that the railway has dynamic flexibility to maintain network functionality to the greatest possible extent, and to continue to grow, despite the impacts of climate change. Western Gateway has a key co-ordination role to play in this, to make sure that the procedures and processes put in place for a wide variety of scenarios are right for its residents, businesses and visitors. This will facilitate confidence in rail as a climate-resilient mode of transport.

Examples of climate-related 'Shock Events' and the railway's response –

FUTURE READY TREND	ACTION NEEDED
Heavier rainfall could cause local surface water and river flooding: • 5-10% heavier from 1990 by 2010-39 • 20% heavier by 2040-59 • 20-40% heavier by 2060-2115	Assess route infrastructure against flood risk map, upgrade or build in preventative measures as needed, or develop alternative routes
Drier summers could cause droughts and ground shrinkage.	Could impact, inter alia: rail stress; switch detection; earth resistance; tunnel deformation; risk of lineside fires; increasing rail wear (and noise) on curves
Global sea levels could be between 12 and 76 cm higher than today by the end of the century.	Assets near to the coast could experience changes in: scour; drainage/flooding; corrosion; insulation/creepage from saline atmosphere
Peak temperatures in towns and cities could be up to 6°C hotter than today by 2050, with fewer very cold days	Impact on rail stress free temperature and electrical conductor properties (including movement range); increasing reliance on forced ventilation and cooling on trains or in stations Impacts on passenger and employee comfort, health and safety
Peak wind speed gusts could be stronger	Could impact: OLE structure spacing; OLE structure design; rolling stock (and pantograph) sway; passenger safety; radio mast design; station design vis-à-vis OSD; noise barrier design

Examples of Resource Trends and Challenges and the railway's response –

FUTURE READY TREND	ACTION NEEDED
Grid energy prices are forecast by DECC to be 40% higher than 2014 (in real terms) by 2030 [and may become subject to variable pricing]	Investigate opportunities to reduce power demand (e.g. lighter trains, lower speed, coupled trains), reduce system losses, recover waste energy (e.g. regenerative braking, heat recovery from tunnels); consider opportunities for Demand Side Response to minimise peak demand using, for example, energy storage
Renewable energy prices could decline rapidly. In the medium- to long-term, every flat surface becomes an opportunity for solar panels.	Investigate opportunities for energy storage, which is becoming cheaper, performing better and enables effective use of renewable energy, which could include assets on railway owned land; increased use of natural resources, e.g. cooling systems using ground water; power purchase agreements that maximise renewable energy
UK summer river flows could be 50-80% lower by 2050, while the Water Framework Directive restricts river and groundwater abstraction	Maximise the use of recycled water, e.g. for train washing; rainwater harvesting at stations and depots
The circular economy could become mainstream: products designed for re-use; landfill waste becomes much less common (and much more expensive)	Investigate opportunities to refurbish rather than renew, use of recyclable materials, such as steel and (some) plastic rather than concrete

| **4**

Delivery

4.1 | Delivery of the Strategy

Delivery of this strategy will require collaboration between all interested stakeholders, and a governance structure has been recommended within which this collaboration can be framed and successful delivery achieved.

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Western Gateway Board

– Five Taskforces –

Strategic Planning

Digital Solutions

Stations & Access To Rail

Freight

Future Ready & Resilience

Western Gateway STB

- Constituent Members (LAs / CAs)
- DfT
- Network Rail & Highways England
- Office of Rail & Road
- Train Operators
- Freight Operators & Customers
- Bus Operators
- Rail Passengers
- Lineside Neighbours
- Local Businesses
- Private Developers & Landowners
- Community Rail Partnerships

All stakeholders will hold a shared vision in sustainable public transport delivering social and economic benefits to all residents, visitors and businesses in Western Gateway.

> *To be a region that is sustainably connected and provides high quality and value for money travel opportunities for all its businesses, residents and visitors*

Although Western Gateway is not being encouraged by DfT to apply for statutory status, it is expected to develop its own Strategic Transport Plan, of which this Rail Strategy is an integral part. This is a key part of its role to oversee and influence transport investment across the region, along with liaising with DfT regarding funding opportunities, so far specifically in relation to major road network plans. This will allow the establishment and growth of a Western Gateway 'identity' which, given the disparate nature of the STB geography, has been more of a challenge than other regions have experienced.

At this stage of strategy development, it has not been possible to identify specific infrastructure interventions to deliver the COs, which describe the desired *outcomes.* The next stages of strategy development will develop the *outputs.*
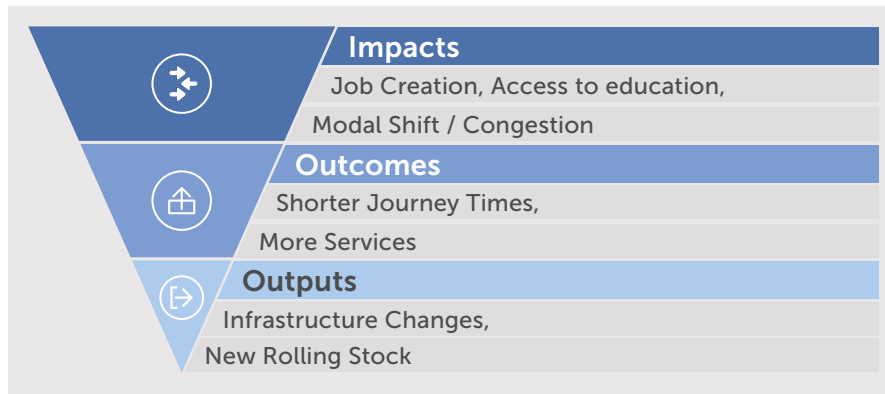
Impacts
Job Creation, Access to education,
Modal Shift / Congestion
Outcomes
Shorter Journey Times,
More Services
Outputs
Infrastructure Changes,
New Rolling Stock

This process aligns with both HMT Green Book and the Rail Network Enhancements Pipeline, where the next stage of strategy development (0-3 years) will establish a more detailed Case for Change for each CO through the compilation of additional evidence, and identify outputs in the form of specific interventions that deliver the CO outcomes in a value for money way.

Decision to Develop	Decision to Design	Decision to Deliver
Strategic Outline Case	*Outline Business Case*	*Full Business Case*

4.2 | Phased Delivery

In order for progress to be effectively monitored, the delivery of the strategy is proposed to be phased across *4 time periods.*

0-3 years (by 2023)	3-5 years (by 2025)	5-10 years (by 2030)	10-20 years (by 2040)	20+ years (beyond 2040)
• Governance • Case for Change • Quick Wins	• Business Cases • High Priority / Easy Delivery interventions	• Stations & Digital • Infrastructure & Service Changes	• Complex infrastructure delivery (e.g. decarbonisation)	• Future Strategy
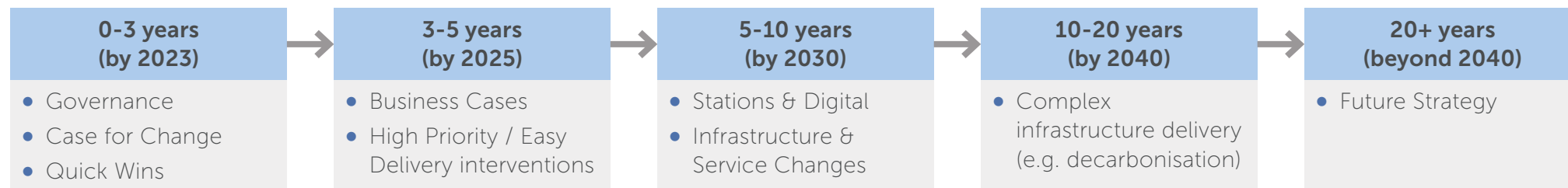
COs are allocated to one of the 5 Taskforces identified in the governance structure.

Strategic Planning	Digital Solutions	Stations & Access to Rail	Freight	Future Ready & Resilience
C1 Frequency	M4 Fares Influence	M1 Station Access	C6 Freight Capacity	C3 Performance
C2 Interchange	M5 Ticketing Solutions	M2 Modal Integration	D2 Carbon Footprint	C4 Extended Timetable
C4 Extended Timetable	P2 On-Board Productivity	M3 Regional Catchment	D3 Freight Growth	D1 Carbon Emissions
C5 Direct Services	*M1 Station Access*	M6 Accessibility	D4 Freight Capture	P2 On-Board Productivity
P1 Journey Speed	*M2 Modal Integration*	P3 International Gateways	P4 Freight Capability	G3 Network Resilience
P3 International Gateways		G1 Transit Oriented Growth		
M3 Regional Catchment		G2 Mobility Hubs		
D2 Carbon Footprint				

Note: italics indicate a secondary taskforce

The outcomes and impacts, which will be quantified at the next stage of strategy development, are expected to be:

Strategic Planning	Digital Solutions	Stations & Access to Rail	Freight	Future Ready & Resilience
• Higher % Modal Share • Farebox Revenue • Reduced congestion and carbon emissions • Economic Growth (GVA uplift) driven by improved connectivity	• Higher % Modal Share, particularly from disadvantaged parts of society • Improved ranking on Indices of Multiple Deprivation driven by higher levels of education and employment for socially disadvantaged areas	• Higher % Modal Share, particularly from disadvantaged parts of society and international tourists • Reduced congestion and carbon emissions • Economic Growth (GVA uplift), especially in visitor economy driven by improved connectivity • Improved ranking on Indices of Multiple Deprivation driven by higher levels of education and employment for socially disadvantaged areas • Rail network provides equal access opportunities for all • Increased % of disabled people in employment and education • Creation of Transit Oriented Communities that are less reliant on car travel • Health and Social Wellbeing improvements	• Higher % Freight Modal Share • Reduced highway congestion and carbon emissions • Economic Growth (GVA uplift) through improved logistics connectivity	• Higher % Modal Share linked to passenger confidence in reliability • Improved journey opportunities leading to social equality • Reduced carbon emissions and improved air quality • Reduced industry compensation costs / events

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Route Map 1 | Strategy, Governance and Collaboration

2020

Autumn 2020
Rail Strategy published

Winter 2020
Establish Cross-Industry Taskforces – Strategic Planning, Digital Solutions, Stations & Access to Rail, Freight, Future Ready & Resilience

Autumn 2021
Taskforces report initial findings and prioritised Delivery Plans to Western Gateway Board

Spring 2022
Secure Funding to progress to next stage of Delivery Plan

Spring 2022
Submission of Programme Level SOBC to UK government

2023

Autumn 2023
Taskforce Monitoring & Evaluation Report to Board

2025

Spring 2025
5-yearly Rail Strategy Refresh, Monitoring & Evaluation

2030

2030
5-yearly Rail Strategy Refresh, Monitoring & Evaluation

2035
5-yearly Rail Strategy Refresh, Monitoring & Evaluation

2040

2040
5-yearly Rail Strategy Refresh, Monitoring & Evaluation

● Strategy / Delivery Plan Development　　● Business Case Submission　　● Implementation

Route Map 2 │ Configuration States

Route Map 3 | Digital Solutions Taskforce

2020

2023

2030

Autumn 2021
Development of Integrated Fares & Ticketing Strategy and Delivery Plan

Autumn 2021
Development of Journey Planning & Wayfinding Strategy and Delivery Plan

Autumn 2021
WiFi on all trains and at all stations

Winter 2022
Business Cases for Integrated Journey Planning and Digital Wayfinding Apps

2025

Summer 2024
Launch of Integrated Journey Planning App

Winter 2024
Launch of Digital Wayfinding App

2028
Launch of Integrated Smart Ticketing Programme

Spring 2025
Business Case for Integrated Smart Ticketing Programme

2040

● Strategy / Delivery Plan Development   ● Business Case Submission   ● Implementation

Route Map 4 | Stations & Access to Rail Task Force

331

2020

2023

2030

2025

2040

Autumn 2021
Development of prioritised Delivery Plan for accessibility and access to stations investments

Autumn 2021
Development of Mobility Hub Blueprint and prioritised Delivery Plan

Spring 2022
Development / Refresh of Station Travel Plans including multi-modal and accessibility audits

Winter 2022
Priority 1 Business Cases

Summer 2023
Priority 2 Business Cases

Autumn 2025
Priority 1 Delivery

Summer 2025
Priority 3 Business Cases

2028
Priority 2 Delivery

2030
Priority 3 Delivery

2030
All Stations fully accessible

● Strategy / Delivery Plan Development   ● Business Case Submission   ● Implementation

Route Map 5 | Freight Task Force

2020

2023

2030

2025

2040

Autumn 2021
Development of Freight Market Study"

Autumn 2021
Identification of a prioritised Delivery Plan for Freight

Spring 2023
Priority 1 Business Cases

Winter 2023
Priority 2 Business Cases

2030
Priority 3 Delivery

2028
Priority 2 Delivery

Winter 2025
Priority 3 Business Cases

Autumn 2025
Priority 1 Delivery

● Strategy / Delivery Plan Development   ● Business Case Submission   ● Implementation

Route Map 6 | Future Ready & Resilience Task Force

2020

2023

2030

2025

2040

Autumn 2020
Publication of Network Rail Traction Decarbonisation Network Strategy

Autumn 2021
Development of Future Ready & Resilience Strategy

Autumn 2021
Development of a prioritised Western Gateway Traction Decarbonisation Strategy based on TDNS

Summer 2022
Priority 1 Business Cases (Future Ready & Resilience quick-wins)

Winter 2021
Establishment of carbon reduction targets and development of Decarbonisation Modelling Tool

Autumn 2021
Development of a prioritised Delivery Plan for Future Ready & Resilience projects

Summer 2024
Priority 2 Business Cases (Decarbonisation Phase 1)

Winter 2025
Priority 3 Business Cases (Decarbonisation Phase 2)

Spring 2025
Priority 1 (Future Ready & Resilience quick-wins) Delivery

2030
Priority 2 (Decarbonisation Phase 1) Delivery

2035
Priority 3 (Decarbonisation Phase 2) Delivery

● Strategy / Delivery Plan Development   ● Business Case Submission   ● Implementation

333

GWR

A FirstGroup Company

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Western Gateway
Sub-national Transport Body

CABINET

Report subject	**Recladding of Sterte Court blocks - HRA**
Meeting date	11 November 2020
Status	Public
Executive summary	This report brings forward the recommendation of the award of a contract modification to the current contract with United Living in order to progress the timely removal and replacement of the cladding system at Sterte Court.
	The work will deliver the removal of the current cladding system in response to the most recent Fire Risk Assessment. It will address issues with poor workmanship and other identified fire safety issues.
	The works will replace the current cladding with a new system that is compliant with technical and legal requirements, remove the current fire risks presented by the cladding and remove the need for other ongoing mitigation actions currently in place.
	The works will importantly address our local priority to deliver the national fire safety agenda of improving fire safety standards across homes for residents in the BCP area.
Recommendations	**It is RECOMMENDED that Cabinet and Council:**
	(a) Approve the award of a contract modification to United Living to the value of £3.384m in order to deliver the removal of the current cladding system and installation of a new cladding system at Sterte Court, together with a budget of £0.25m for unexpected remediation works and a 5% project contingency allowance, and delegate authority to the Director for Housing to agree the detailed terms in liaison with the Section 151 Officer and Monitoring Officer and to enter into the relevant agreements;
	(b) Approve the waiver of the right to charge leaseholders the cost of the works which may otherwise be recoverable for the reasons set out in Appendix B;
	(c) Approve the budget virement of £3.816m within the HRA in order to support the delivery of the works;
	(d) Approve the delegation to the Section 151 Officer to finalise the details and authorise submission of a bid to

	the Ministry of Housing, Communities and Local Government (MHCLG) seeking government grant toward the replacement of the works.
Reason for recommendations	This approach will enable the timely refitting of an appropriate cladding system to the current accommodation blocks, mitigating ongoing known fire safety and workmanship risks. This is needed to ensure the cladding system is compliant with Building Regulations. The recladding works will importantly help address the national fire safety agenda of improving fire safety standards across homes for residents in the BCP area.
Portfolio Holder(s):	Councillor Bob Lawton, Portfolio Holder for Homes
Corporate Director	Kate Ryan, Corporate Director for Environment and Community
Report Authors	Su Spence, Poole Housing Partnership, Chief Executive Lorraine Mealings, BCP Council, Director of Housing
Wards	Poole Town;
Classification	For Decision

Background

Sterte Court

1. Sterte Court refers to two 10 storey blocks of flats on the Sterte Esplanade that are owned by BCP Council (the "Council") and managed by Poole Housing Partnership (PHP) on behalf of the Council under a management agreement dated 1 April 2014 (the "Management Agreement").

2. The blocks were built in 1961 and consist of 114 one and two bedroom flats. They are identified as Seaview and Bayview.

3. Both the blocks were built with a Wimpey No-fines construction which consists of an in situ reinforced concrete frame with no fines walls with a rendered finish. This construction was widely used in the 1960s but produced poorly insulated solid walled buildings. The flats were built to space standards applicable at the time, but these are considered small compared to standards currently required.

4. The blocks provide homes primarily for use by the Council to house BCP residents and 17 flats that have been sold under the Right to Buy. These 17 flats are known as "leasehold" properties and are occupied by either owner occupiers or residents who privately rent from the owners.

Refurbishment Programme and Workmanship Issues

5. In 2015, PHP completed a major refurbishment programme designed to ensure that the blocks would remain appropriate for occupation for the next 30 years. The work replaced the old concrete balconies with winter gardens to improve

space standards, replaced the windows and over clad the rendered concrete with a cladding system.

6. The 'cladding system' referred to in this report relates to the external Trespa panels, the insulation material and the associated fixtures and fittings.

7. PHP put in place measures after installation to manage the health and safety and fire risk emerging from some workmanship issues, including fortnightly checks on the cladding system, an evening security visit to ensure that no flammable materials were placed against the outside of the building or blocking exit routes and increased caretaker presence. Between 2019-2020, ongoing discussions took place between all parties concerned with a view to ensure safety of the tenants, undertake further investigatory works and conclude how to move forwards with the cladding system as a whole.

8. In June 2017, the Grenfell tragedy occurred involving a fire in a 24-storey block of flats in London tragically killing many people and injuring many more. Significant developments in national building regulations and guidance have been made since this time, with many across the housing sector focussing now more than ever on fire safety within homes. This report aims to directly address this fire safety improvement agenda to keep our tenants safe.

9. In January 2020 new guidelines were issued by MHCLG (*"Advice for Building Owners of Multi-Storey, Multi-Occupied Residential Buildings"*) recommending that remedial action should be considered in respect of any cladding system that contains High Pressure Laminate (HPL) (e.g. Trespa panels) and combustible insulation materials.

10. During early 2020 MHCLG released details of funding that could be used to support replacement cladding on high rise buildings. PHP are in the process of submitting a bid for the funding on behalf of BCP Council which has challenging timescales to meet for a bid to be successful, including a start on site by 31 March 2021. Registration for the fund has been submitted and a full bid will be made to help fund the recladding costs.

11. The full bid will be submitted as information is confirmed with the proposed contractor and as MHCLG work through the information being received. There is a requirement to have submitted full cost information by 31 December 2020, with an outcome on the bid expected in early 2021.

Current Position

12. In April 2020, the Council became aware of technical information that prompted a review of the suitability of the cladding.

13. In addition to the poor workmanship issues, the Council considers that the insulation material is not compliant with Building Regulations in respect of fire safety and that there are fire stopping issues.

14. The Council has since worked closely with PHP and prompted a revised Fire Risk Assessment (FRA) completed in July 2020 which considered the additional technical detail. The FRA concluded that further urgent action was required in order to mitigate the fire risks.

15. PHP and the Council have worked to put urgent mitigations in place. These include onsite 'waking watch' staff to assist with evacuating people safely should a fire occur, a change from the "stay put" to a "simultaneous evacuation" policy

where all occupants in the block need to evacuate the building in the event of a fire, communications with tenants and installing alarms in each individual flat to alert all tenants should a fire start. A sprinkler system is also being installed, as previously approved.

16. The current key outstanding priority action resulting from the FRA is to remove the cladding system and replace with one that meets all building and safety regulations. This report requests related funding in order to progress the works.

17. A replacement cladding system will address our local priority to fully meet the national fire safety agenda and further improve fire safety standards across homes in the BCP area.

18. As a standalone issue, the nature of the insulation material means that it must be removed from the building. The nature of the insulation material, compounded by the workmanship and fire stopping issues, means that the cladding removal needs to be urgently actioned.

19. The Fire Service has been kept fully involved with the approach, is comfortable with the measures that have been put in place to date and is supportive of the conclusion that the cladding system needs removing.

20. The Regulator for Social Housing which oversees social housing has been alerted to the risks and the current plans for mitigation, with detailed information having been provided to them. In September, the Regulator noted the current and ongoing actions being taken to address the issues and, on that basis, did not consider that it would be proportionate to find a breach of the Home Standard or take further regulatory action relating to the Consumer Standards.

21. The Council's Corporate Fire Safety team and Private Sector Enforcement team have been involved in the most recent discussions to ensure that the Council provides a robust response to the issues at Sterte Court. It is important that this is consistent with our enforcement approach in relation to cladding systems on private sector blocks, irrespective of Sterte Court blocks being Council-owned.

22. The fire safety issues at Sterte Court are subject to a Council Internal Audit investigation which is currently underway to establish lessons learned. PHP have similarly commenced their own internal audit to help understand the sequencing of events and identify any lessons learned.

Delivery Options

23. Two feasible options have been identified for delivery of the works at Sterte Court, they are :-

    a. Remove the current cladding system and pause while an open procurement exercise is undertaken for replacement with a new cladding system

    b. Remove the current cladding system and replace it with a new cladding system as soon as possible

24. Further options have also been considered but discounted. These include: to do nothing, demolishing the blocks completely for redevelopment and removing the cladding without any replacement. The reasons for discounting these are detailed later in the report.

25. The Council and PHP have established, with professional input, that due to the integral nature of the cladding system, no one element of the cladding system can be removed and replaced in isolation. The integrated nature and particular requirements of a cladding system means that none of the material that makes up the current cladding system could be re-used on the building as part of a new cladding system. The whole cladding system therefore needs to be replaced.

Option A – Remove the current cladding system and pause while an open procurement exercise is undertaken for replacement with a new cladding system

26. This option seeks to deliver the removal of the current cladding system in order to mitigate the current fire risks within the quickest possible time in light of the urgency and then pause while an open procurement process is undertaken for a replacement cladding system.

27. Current estimates suggest that following the decision to proceed the contractor will need a six week mobilisation period enabling site set up in the first week of January 2021 with scaffolding work commencing the following week. The first cladding removal work will commence from the end of February 2021 and it will take a further 11 weeks to the start of May 2021 to complete the full removal of both blocks. Some of the cladding on the upper storeys could be removed at an early stage of the removal works to help reduce the highest risk first and in advance of May 2021.

28. An open procurement process would take approximately four to five months and it is expected that a contractor would start on site during the summer of 2021 to deliver the new cladding system. This time frame is deliverable but is not expected to meet the MHCLG bid requirements of the end of March start on site, making the project most probably ineligible for funding. Option A would address the fire risks in a relatively timely way.

29. The estimated cost for the delivery of this option is shown in the table below:-

Option A	Removal (£000's)	Interim (£000's)	Replace (£000's)
Cladding system	0	0	2,354
Removal	263	0	0
Scaffold	500	400	130
Design	0	0	71
Prelim's	69	0	199
Overheads	57	0	118
Total	**889**	**400**	**2,872**
TOTAL			**4,161**

30. These costs are based on soft market testing from the current supply chain and would need to be tested within a formal procurement route but are considered to be accurate estimates of likely costs.

31. It expected that there will be additional preliminary costs and overhead charges by splitting the work and enhanced scaffolding costs during the pause in works. This could be mitigated by leaving the scaffolding in place during the pause, however, the scaffolding contract would need to be novated to the new contractor and it is understood that the incoming contractor may not wish to use the scaffolding. There is also an issue regarding safety and insurance of the scaffolding during the 'pause' period as it is unlikely the original contractor will want to retain responsibility for the scaffolding once its works have completed.

32. Unknown costs relate to the level of remediation work required on the concrete sub structure once the cladding system is removed. There are expected to be water penetration issues over a period of time once the concrete is exposed and these would require regular (weekly) maintenance to ensure that the flats remained fit for occupation.

33. Option A is expected to take approximately nine months from commencement of removal works to commencement of replacement works. During this time residents would have to endure the removal works, any associated remedial works, as well as preparing for the resulting replacement works. This is likely to include ongoing scaffolding obscuring light into flats, reduced thermal efficiency and ongoing disruption.

34. This option however would allow the Council to follow an open procurement route and ensure that all costs incurred have been robustly tested within the market and that value for money was achieved as separate market tested contracts.

Option B – Remove the current cladding system and replace it with a new cladding system as soon as possible

35. This option seeks to remove the current cladding system in the quickest possible time as the initial outcome required, and then move straight into replacement works with the same contractor.

36. Under this option, scaffolding works would also start the first week in January 2021 with completion of the cladding system removal the start of May 2021 as per option A, but the selected contractor would also progress discussions with the supply chain and work to design the new cladding system during this time. It is expected that this would allow the replacement works to move forward alongside and immediately after removal works are complete.

37. Option B is therefore expected to meet the MHCLG requirements of being on site by March 2021 to commence replacement works which allows a bid for funding to be submitted to help support the overall costs presented here.

38. The estimated costs for the delivery of this option is shown in the table below :-

Option B	Remove and Replace
Cladding system	2,816
Scaffold	130
Design	84
Prelim's	236
Overheads	118
Total	**3,384**

39. These costs are estimates following soft market testing and will need to be further formalised but have been developed with United Living who are currently delivering Project Admiral on behalf of the Council and PHP and considered to be accurate estimates of likely costs.

40. Project Admiral is currently delivering the major refurbishment work of the four PHP managed high rise blocks in Poole Old Town, including delivery of a new non combustible cladding system. The overhead and preliminary costs as well as the material costs reflect those included in the Project Admiral contract award which was tested via a full OJEU compliant process in 2018 with United Living meeting all financial and quality criteria to be the preferred supplier.

41. The costs have also been benchmarked against similar work taking place for cladding replacement of blocks elsewhere across the BCP conurbation and costs are similar. Confidence can therefore be taken that they represent value for money considering price comparisons.

42. Option B presents good value for money compared with Option A and provides a more timely outcome too.

43. Option B would minimise the length of time that residents needed to live with the ongoing works as the overall delivery time would be reduced compared to Option A. The level of remediation work would also be reduced as the onsite contractor would be required to pick up emerging issues from the sub structure as part of the works on site.

44. Option B can be delivered as a direct award under Rule 72 (c) Public Contracts Regulations 2015 for a contract modification. Such a modification is deemed to be appropriate where circumstances are unforeseen or beyond control of the operating authority and with works deemed urgent where the usual tendering timescales are not appropriate. The importance of urgently reducing fire risk means that the usual tendering processes can be circumvented if appropriate in order to balance the need for delivery against achieving value for money.

45. Further information regarding the application of Rule 72 (c) is contained within Appendix A.

46. There is also an additional requirement for urgency with recladding to meet the MHCLG bid guidelines which require a start on site by March 2021 to access any government grant. This bid will hopefully be successful and reduce the costs incurred locally.

47. The modification must not exceed 50% of the contract being modified and there is a requirement to act with urgency. The modification is expected to be approximately 20% of the current Project Admiral contract so falls well within this.

48. It is therefore recommended that Option B should be taken forward to deliver the removal and replacement of the cladding system at Sterte Court. It is recommended that this option is progressed via a contract modification to the current Project Admiral contract to allow this to progress at pace.

Other Options Considered

Do nothing

49. It would be possible to leave the current provisions in place and manage the ongoing fire risks via the existing mitigations in place as noted above. This is considered to be unsatisfactory going forwards as the FRA on this basis still rates the fire risks as 'Substantial' with non compliant material installed. There are obligations on PHP as the 'Responsible Person' under the Fire Safety Order to take steps to address the FRA recommendations within a reasonable time.

50. Waking watch costs would continue to accrue over time, reducing funds which could be put to better use by funding a replacement cladding system. The costs of delivering the current waking watch service is estimated to be approximately £600k per annum and would continue indefinitely if cladding system is left in its current form.

51. The current position would mean the Council would not be complying with the requirements of the Regulator for Social Housing's Home Standard to "meet all applicable statutory requirements that provide for the health and safety of the occupants in their homes". In such circumstances the Regulator is likely to take action against the Council.

52. There is a reputational risk to the Council. The Council is taking action against privately owned blocks with similar cladding systems in place. The Council should therefore be seen to comply with its own rules and enforcement measures. There is of course the reputational risk if there was a fire in the block. The Council is likely to be subject to criticism for leaving Sterte Court as is, with a 'Substantial' fire risk rating, despite the mitigations to date.

53. Not progressing the recladding works would go against the advice note issued by MHCLG in January 2020 recommending that remedial action should be considered in respect of any cladding system that contains High Pressure Laminate (HPL) (e.g. Trespa panels) and combustible insulation materials.

Remove and Re-render

54. It may be possible to remove the current cladding system and render the external concrete on the building. This would mitigate the water penetration issues but would not address the thermal efficiency of the building. Wimpey no fines constructed buildings commonly have damp and mould issues due to water ingress and cold external walls.

55. These issues are all mitigated by thermal efficient cladding and support a more acceptable inside temperature which could not be achieved if the cladding system was not replaced. The remaining 4 high rise blocks managed by PHP are also being suitably clad to help address these issues.

56. This option would require a re-design for the current windows and the balcony structures which are currently designed to interact with a cladding system that includes a cladding panel. These costs have not yet been estimated but are considered to be in the region of £0.5m.

Redevelopment of the blocks

57. The option of complete redevelopment of the blocks has also been given some consideration as a possible option to provide a more modern living environment instead of high-rise blocks but has been discounted.

58. There would be a requirement to rehouse existing residents that would put pressure on already scarce housing stock across Poole. There would be considerable cost incurred with each resident entitled to a home loss payment of approximately £6k per tenancy along with support to move and covering reasonable costs incurred in this process, which could be a very lengthy one. There would also be buy-back issues relating to the owner occupier leaseholder properties within the blocks.

59. The building would need to be managed prior to and during any renovation and this would lead to additional costs and enhanced management issues of an empty or partially empty building. There would be rent loss over the period of time while redevelopment was planned.

60. The site is unlikely to deliver an increase in the overall number of homes available to the households on the housing register due to the density of surrounding sites. This option therefore has a high degree of disruption and cost with a risk of not increasing the overall number of new homes.

61. Despite the density of the blocks, it should be noted that there are currently no significant management issues associated with Sterte Court. The flats are not too difficult to let, turnover of residents is relatively low and anti-social behaviour is not a significant issue. There is also a thriving community group in the area, a self-funded children's play area and well used community gardens, all of which would likely be lost within a redevelopment.

2. Summary of financial implications

62. The delivery of the preferred option will require contract resources of £3.384m to be identified, plus a contingency for unidentified remediation works and project contingency.

63. Initial building surveys have identified that the sub structure will need to be managed for water penetration where it becomes exposed to the elements. This is expected to be managed by the contractor on site as part of development works and initial cost estimates for removal and replacement have included some assumptions around remediation works as the current cladding system is removed. An estimate of £0.25m has been provided to cover additional costs that may arise to ensure that the sub structure remains appropriate for occupation although there is a low risk that this cost could be higher. This estimate is based on the current surveys of the sub structure and the ongoing maintenance programme that has been in place.

64. All contracts are expected to have a contingency sum that can be accessed for unforeseen circumstances and this is proposed to be 5% in line with other

contracts of a similar nature. The 5% contingency sum in this case will be £181,700.

65. Given the above, the estimated financial costs of the total project is £3.816m.

66. It is proposed that this project will be funded from the Housing Revenue Account (Poole Neighbourhood). This will be in addition to projects agreed as part of the three year budget setting cycle and this will be funded from current HRA reserves.

67. The current 2020/21 forecast outturn shows an underspend against current agreed budgets as projects have been delayed following reduced activity from COVID. This has meant resource to be returned to unallocated reserves and it is proposed to fund this work from these unallocated reserves. If approved, these sums will be reflected in the revised three year programme for 2021/22 onwards. These reserves would otherwise be used to support the delivery of housing management and maintenance services, as well as supporting an ongoing new build programme, but had not been allocated to date.

68. PHP and BCP officers will continue to liaise with MHCLG to progress the bid for grant with approval sought for sign off of the final bid by the Section 151 Officer at the appropriate time. It is hoped that a good proportion of the total costs will be met by the MHCLG grant although the total government fund is capped and there is no guarantee that the bid will be successful.

69. PHP have approved authority through the Management Agreement with the Council for the revenue spend on the mitigation measures arising out of the FRA such as the provision of waking watch staff.

3. **Summary of legal implications**

70. Following in-depth discussions with the Council's procurement team it has agreed that the most appropriate solution would be for the Council to directly award a contract for the works by a contract modification to United Living in accordance with Reg 72(c) Public Contracts Regulations 2015. The contract modification would not exceed 50% of the Project Admiral contract and the urgency element required under Regulation 72(c) is met as the Council needs to mitigate fire risks promptly. There is also the aspiration to meet the MHCLG bid timescales to secure a government grant to support costs.

71. There is ongoing work to confirm the contract under which the direct award would be given. The current Project Admiral is a JCT intermediate contract (with contractors design) and it is likely that this would be varied for the additional works with enhanced design conditions to ensure that United Living has full design and construction liability for the replacement cladding system in line with the principle of a Design and Build contract. Alternatively, the issuing of a Design and Build contract as a modification would allow these conditions to be set out as an integral part of the contract with clear accountability.

72. The required approach will be confirmed by PHP with assistance from its appointed consultants, Arcus Consulting Ltd, in conjunction with discussions with United Living and agreed at pace to enable works to progress quickly. Legal Services will provide comments and input to the proposed contractual arrangement.

4. Summary of human resources implications

73. The project will be delivered by the PHP Development Team. There is good expertise within this team having delivered a number of new build and maintenance projects over the past five years. The project can be delivered within current resource planning assumptions

5. Summary of sustainability impact

74. The use of external cladding delivers thermal efficiency improvements to concrete buildings that support a more comfortable environment for all residents. The continued delivery of this approach at Sterte Court will ensure that the benefits seen by the residents over the past five years from warmer properties and reduced energy bills will continue.

6. Summary of public health implications

75. None identified

7. Summary of equality implications

76. None identified

8. Summary of risk assessment

77. The delivery of the recommended option will remove the urgent fire risks identified that are currently being partly mitigated through other measures.

Background papers

Appendix A : Procurement Advice Note

Appendix B: Confidential paper regarding leaseholder recharging

APPENDIX A

PROCUREMENT ADVICE NOTE

DN401481 - Project Admiral - Design & Build Tower Block Refurbishment

Background

This note considers the modification to the original contract that was awarded to United Living for £18,052,260.16 and the report to Cabinet on 28th October 2020: Recladding of Sterte Court blocks - HRA, seeking to modify the original contract by an additional £3.4m.

Modification of contracts during their term

It is written in the context of Regulation 72 of the Public Contracts Regulations 2015 (PCR15) and other relevant obligations in respect of the modification of a contract during their term where additional works, services or supplies by the original contractor that have become necessary and were not included in the initial procurement. (Clauses not relevant to this modification have been removed for clarity)

72.— (1) Contracts and framework agreements may be modified without a new procurement procedure in accordance with this Part in any of the following cases: —

(a) …

(b) for additional works, services or supplies by the original contractor that have become necessary and were not included in the initial procurement, where a change of contractor—

   (i) cannot be made for economic or technical reasons such as requirements of interchangeability or interoperability with existing equipment, services or installations procured under the initial procurement, and

   (ii) would cause significant inconvenience or substantial duplication of costs for the contracting authority,

   provided that any increase in price does not exceed 50% of the value of the original contract;

(c) where all of the following conditions are fulfilled: —

   (i) the need for modification has been brought about by circumstances which a diligent contracting authority could not have foreseen;

   (ii) the modification does not alter the overall nature of the contract;

   (iii) any increase in price does not exceed 50% of the value of the original contract or framework agreement.

(d) …

(e) where the modifications, irrespective of their value, are not substantial within the meaning of paragraph (8); or

(f) …

(2) …

(3) Contracting authorities which have modified a contract in either of the cases described in paragraph (1)(b) and (c) shall send a notice to that effect, in accordance with regulation 51, for publication.

(4) … (5) … (6) … (7) …

(8) A modification of a contract or a framework agreement during its term shall be considered substantial for the purposes of paragraph (1)(e) where one or more of the following conditions is met: —

(a) the modification renders the contract or the framework agreement materially different in character from the one initially concluded;

(b) the modification introduces conditions which, had they been part of the initial procurement procedure, would have—

> *(i) allowed for the admission of other candidates than those initially selected,*

> *(ii) allowed for the acceptance of a tender other than that originally accepted, or*

> *(iii) attracted additional participants in the procurement procedure;*

(c) the modification changes the economic balance of the contract or the framework agreement in favour of the contractor in a manner which was not provided for in the initial contract or framework agreement;

(d) the modification extends the scope of the contract or framework agreement considerably;

(e) …

(9) …

Other relevant obligations

Financial Regulations Part G (33) requires consultation with the Strategic Procurement Team to modify a contract and the outcome recorded in a Procurement Decision Record.

PCR15 Regulation 51 requires us to publish a contract modification notice in the Official Journal of the European Union (OJEU).

In addition to Regulation 51 of PCR 15, the Contract Register entry in the public domain will be amended to reflect the modification.

Issue a contract modification letter (SPT to supply template) to incumbent contractor.

Conclusion

Given the evidence within the Cabinet report, the request to modify the existing contract is compliant with the tests outlined in the PCR15 Regulation 72 as follows:

- 72(1)(b)(i) and (ii) – The detrimental effect on costs alone is clear in the case of a change of contractor.
- 72(1)(c)(i) – The report outlines clearly how the need for a modification has not been bought about by us.
- 72(1)(c)(ii) – The modification is requesting more of the same work.
- 72(1)(c)(iii) - The modification represents an 18.8% uplift in contract value which is sufficiently below the 50% threshold.
- 72(1)(e) & (8) - Sterte Court was not included in the original tender requirements, however, the work is not considered to be significant within this definition.

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

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CABINET

Report subject	**2020/21 Budget Monitoring & Medium-Term Financial Plan (MTFP) Update**
Meeting date	11 November 2020
Status	Public
Executive summary	This report includes 2020/21 budget monitoring information as at the end of August 2020 and an updated MTFP.
	The projection for the 2020/21 revenue account is a balanced position after Covid-19 pressures, mitigation action and other budget variances are reflected. The pressures due to the pandemic have grown since the June report, partially offset by further government support announced on 2 July. This includes significant funding to replace a proportion of lost sales, fees and charges.
	The updated 2020/21 projections for reserve movements, the capital programme and housing revenue account (HRA) are also included.
	Financial planning is an iterative process with the latest refresh of the MTFP extended to cover the period 2021/22 to 2023/24 included in the report. The plan is based on the most recent information available and a set of assumptions that will need to be refined through the autumn. The current plan is showing a funding gap to close for next year of £13.4 million with the financial strategy setting out the process that the council will now adopt to be able to set a balanced and lawful budget for 2021/22.
Recommendations	**It is RECOMMENDED that:**
	Cabinet:
	a) **Note the current budget position for 2020/21.**
	b) **Note progress made in refreshing the MTFP and the key financial planning assumptions as set out in Appendix D2 and D3.**
	c) **Accept the grant awarded for additional revenue and capital expenditure as set out in paragraph 86.**
	d) **Approve the financial strategy as referenced in paragraphs 125 to 138 and as set out in Appendix D4**
	e) **Note the actions of the report and the requests for**

	future reports from both the Corporate Director for Children's and the Chief Executive.
	f) **Request the Corporate Director for Transformation to bring forward a report outlining how £15 million of ongoing Transformation savings will be achieved in 2021/22.**
	Council:
	a) **Request the Audit and Governance Committee to review the financial regulations and consider whether new provisions are required for larger scale budget management actions taken by officers.**
	b) **Approve the revenue and capital virements as set out in paragraphs 32 and 109.**
Reason for recommendations	• To comply with accounting codes of practice and best practice which requires Councils to regularly monitor the annual budget position and have a rolling multi-year MTFP. • To present a proposed financial strategy to support the delivery of a balanced budget for 2020/21. • To ensure the financial regulations remain fit for purpose
Portfolio Holder(s):	Councillor Drew Mellor, Leader, Finance & Transformation
Corporate Director	Graham Farrant, Chief Executive
Report Authors	Adam Richens, Chief Finance Officer and S.151 Officer Adam.richens@bcpcouncil.gov.uk
Wards	Council-wide
Classification	For Decision

Background

1. In February 2020 Council agreed the annual general fund net revenue budget of £283 million, a capital programme of £106 million and the net use of reserves of only £0.5 million. Budgets were also agreed for the housing revenue account (HRA).

2. In June 2020 the first budget monitoring report for 2020/21 considered the estimated impact from the Covid-19 lockdown and assumed recovery period which resulted in a budget gap of £30.3 million. Included in the report was a mitigation strategy to rebalance the budget. This included finding new savings and using earmarked and unearmarked reserves.

3. This second budget monitoring report provides updated annual projections for the 2020/21 revenue account, reserve movements, the capital programme and the HRA.

4. Not yet reflected in the budget monitoring are announcements on 12 October of further emergency funding to support council services over the winter and allocations made from a cold weather fund to support rough sleepers. The detail of the allocations and any specific spending requirements are not yet known.

5. Included in the June Cabinet report was an updated MTFP which reflected the permanent savings for future years identified through the development of the mitigation strategy to rebalance 2020/21. Also reflected was an assumed level of future lost tax revenues from the economic impact of the pandemic. Included in this report is the outcome of the baseline financial assessment undertaken over the summer and a revised set of assumptions for the MTFP covering the years 2021/22 to 2023/24.

Covid-19 budget mitigation strategy 2020/21

6. The 2020/21 budget mitigation strategy for projected Covid-19 revenue pressures was developed by officers in consultation with Cabinet members. The strategy included finding new savings and expediting the transformation and alignment of services. Also included were the potential uses of earmarked and unearmarked reserves and the possibility of refinancing some capital schemes to relieve pressure on the revenue account, if necessary.

7. This strategy recognised the high level of uncertainty that exists regarding the financial impact of the pandemic over the course of the year and the extent of central government support to local councils. It also recognised the difficulty in estimating the scale of income losses so early in the financial year with the expectation that there would likely be new cost pressures as the impact of the pandemic was managed both nationally and locally.

8. All decisions regarding the mitigating actions were made by officers under delegated powers for effective budget management in accordance with the current financial regulations. A report detailing the officer decision-making process was presented to the Audit and Governance Committee in July.

9. The Audit and Governance Committee report makes clear that the budget mitigation strategy was developed and implemented in accordance with the approved financial regulations. These regulations are refined over time as new situations arise. The budget changes made to manage the impact of the pandemic in 2020/21 to balance the overall position could be considered as more fundamental than would normally be envisaged. It is recommended that a review of the financial regulations should take place to consider whether requirements need to vary according to the scale of budget changes being implemented. The Audit and Governance Committee will consider the next evolution of the financial regulations later in the financial year.

Revenue budget monitoring at September 2020/21

10. The projected 2020/21 revenue outturn is for a balanced position, after potentially using £1.9 million of reserves. The inclusion of £12.1 million forecast additional funding from the government to compensate for lost sales, fees and charges has reduced the reliance on the potential use of reserves to balance the position when compared with the June position.

11. Cost pressures from the pandemic have grown since the June report but extra government funding has also been announced. The net budget impact from the pandemic is now estimated at £18.2 million.

12. Budget variances unrelated to the pandemic have emerged since June, with these now included in the projected outturn. A summary of the Covid-19 pressures, mitigation savings and other budget variances are summarised in the table below.

Figure 1: General Fund – Summary projected outturn as at 31 March 2021

June Variances £m		Approved Resource £m	Covid-19 Pressures £m	Mitigation £m	Other Variances £m	Projected Outturn £m	Projected Variance £m
	Service Budgets						
3.8	Adult Social Care & Public Health	111.6	6.4	(4.2)		113.8	2.2
1.0	Children's Services	61.6	5.2	(0.8)	1.1	67.1	5.5
2.4	Environmental & Community	51.5	4.0	(3.0)	0.2	52.7	1.2
17.1	Regeneration & Economy	7.0	22.9	(4.1)	0.2	26.0	19.0
0.9	Resources	32.5	3.0	(1.3)	0.5	34.7	2.2
(0.3)	Furlough of staff			(0.8)		(0.8)	(0.8)
24.9	**Total Service**	**264.2**	**41.5**	**(14.2)**	**2.0**	**293.5**	**29.3**
	Corporate						
2.1	Investment Property Income	(6.6)	2.1			(4.5)	2.1
	Pensions	5.6				5.6	
	Repayment of debt (MRP)	10.6				10.6	
	Corporate Items	1.9			(0.1)	1.8	(0.1)
	Interest on borrowings	1.8			(0.2)	1.6	(0.2)
	Treasury Income	(0.3)			0.1	(0.2)	0.1
(2.5)	Contribution to Capital	2.8		(2.5)		0.3	(2.5)
2.5	Capital Cont to Transformation			2.5		2.5	2.5
(1.2)	Transfer to Reserves	2.0		(1.2)		0.8	(1.2)
1.2	Revenue Cont to Transformation			1.2		1.2	1.2
11.9	Council Tax /NDR		11.9			11.9	11.9
14.0	**Total Corporate**	**17.8**	**14.0**	**0**	**(0.2)**	**31.6**	**13.8**
(22.0)	Covid-19 Grant		**(25.2)**			**(25.2)**	**(25.2)**
	Grant for lost income		(12.1)			(12.1)	(12.1)
16.9	**Total Budget**	**282.0**	**18.2**	**(14.2)**	**1.8**	**287.8**	**5.8**
	Potential funding:						
(1.1)	Contingency	1.1		(1.1)		0	(1.1)
(2.8)	Release from capital projects			(2.8)		(2.8)	(2.8)
(10.7)	Financial resilience reserve			(1.9)		(1.9)	(1.9)
0	**Net Budget**	**283.1**	**18.2**	**(20.0)**	**1.8**	**283.1**	**0**

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13. The estimated pressures due to the pandemic have increased from £52.3 million gross of government grant (£30.3 million net) in the June report to £55.5 million gross (£18.2 million net) in September. The £3.2 million increase in gross pressures since June is largely due to children's social care, support for leisure centre and conference centre operators and the cost of safely opening up facilities post lockdown.

14. The above table includes the additional government funding announced on 2 July, being £3.2 million from the emergency fund plus an estimate of £12.1 million to be recovered through a specific grant claims process for a proportion of lost sales, fees and charges.

15. The council will be able to submit three claims during the course of the financial year relating to losses in sales, fees and charges income that is directly related to the pandemic. The council must cover the first 5% of the budgeted amount for these losses, after which the government will compensate for 75% of the remaining loss. The exact amount receivable will not be known until the three payments on account are received and a final reconciliation and verification exercise is carried out by MHCLG after the year end. The forecast at the time of writing this report is based on the estimated loss in sales, fees and charges as reported in the September Covid-19 budget pressure return to MHCLG.

16. Monthly reports are continuing to be submitted to MHCLG, with the pressures shown above in Figure 1 consistent with the September return. The estimates have been updated to include:

    • Reassessment of pandemic costs.

    • Emerging trends post lockdown for income streams.

    • New government legislation.

    • Changes in demand for services.

17. Delivery of the £13.4 million of new service savings identified as part of the mitigation strategy to balance the budget in the June report remains on track.

18. Employees have continued to be furloughed where appropriate although numbers have significantly reduced since the peak in April and May. In total £0.8 million has been claimed in the period to August.

19. A full revenue summary is presented in Appendix A2.

Summary of 2020/21 projected outturn by directorate

20. The following paragraphs summarise the projected 2020/21 budget position for each directorate.

    Adult social care net variance £2.2 million

21. The main Covid-19 pressures are support to the care market in the initial part of the financial year of £4.9 million. In May 2020, the government made available £600 million nationally (£6.064 million for BCP) for infection control pressures across the care sector. In addition to this, the government has recently announced a further £546 million for infection control during the winter (estimate £5 million for BCP) to help the care sector restrict the movement of staff between care homes and pay staff full wages if they are self-isolating. The government will also provide the care sector with free PPE.

22. In view of the above announcement, the original Covid-19 pressures have been adjusted in appendix A1 and will be reflected in the next return to MHCLG.

23. Most of the £4.170 million mitigating savings are on course to be delivered as intended. The packages of measures including targeted reviews for people with learning disabilities remains a challenge at this stage.

24. Other movements in the adult social care financial projections include £1.6 million projected pressures in care packages mainly due to additional demand from people with learning disabilities including challenges in the delivery of savings measures and targeted reviews.

25. The projected overspend in care packages is mitigated by additional income from client contributions and deferred payments of £1.7 million which also mitigate other smaller miscellaneous variances.

Children – net variance of £5.5 million

26. The main Covid-19 pressures are support and cost of care placements. The increase from the June position is £3.4 million. There are also pressures resulting from the loss of income on our in-house nurseries and traded income.

27. The care costs are as a result of both significantly increased cost of some placements due to needs but also a recent increase in numbers of children coming into care. There are also pressures in remand/secure beds (placement searches are underway to enable solicitors to secure dates for bail hearing) and a very high cost placement within the children's health & disability team.

28. Permanent savings of £0.237 million are included for staff restructures across the three service areas and commissioning savings of £0.2 million. There are also other various miscellaneous savings of £0.355 million (£0.255 million are permanent and £0.1 million a one year only contribution). Total 20/21 covid mitigation savings of £0.757 million are on course to be delivered.

29. The projected in year overspend in children's is mostly due to staffing.

30. Staffing pressures continuing from the previous financial year include the social work front door team and business support. Additional staffing pressures are being seen in the significantly under pressure SEN team and also the systems team which is part of the wider care together programme.

Environment and community – net variance of £1.2 million

31. The June report identified £5.4 million worth of pressures related to the Covid-19 pandemic.   This has now decreased to £4.0 million, in part due to the period for which income will be lost extending to a full year, and also the full year impact of cost. The main impact however is the allocation of £1.885 million of Next Steps Accommodation Programme (NSAP) grant towards the additional costs related to temporary housing. There have been some improvements in income anticipated for green waste, catering and highways maintenance, although there are still pressures in these areas.

32. In accordance with the council's financial regulations the approval of Council is sought to accept the NSAP external funding of £1.885 million and allocate it to funding the additional temporary housing costs.

33. The Covid-19 pressures within housing are due to the measures to reduce homelessness. The decrease compared with the June position is largely due to a local strategic response plan prepared in collaboration with voluntary sector partners and

submitted to MHCLG resulting in the receipt of the NSAP grant, although there has been some increase in costs as a result of continuing to provide services during lockdown (everybody in). A related capital bid has been made to support a more permanent solution to reduce homelessness. Notification of the success of this bid is awaited.

34. The pressures within bereavement relate in the main to the council's share of the cost of providing the Mortality Support Facility at Poole port and in Dorset. There will also be some impact on the coroner's service due to an increase in the number of inquests and the special measures required when carrying out an inquest and the cost of employing agency pathologists.

35. There are also significant pressures within the catering & concessions and parks services as a result of facilities being closed and reduced services. The forecasting of lost income is under constant review and is improving.

36. Waste services continue to be under pressure as a result of the pandemic, the increase from June is mainly down to the full year impact of the loss of income at the Household Waste Recovery Centre sites, although now open for household waste, the commercial element of the service is still closed.

37. Within communities the reason for the increase in pressures relating to covid since June is the full year impact of lost licensing and fixed penalty notice income, plus some additional security costs for the town centre.

38. The review of community budgets for temporary savings due to Covid-19 can provide £0.1 million. Permanent savings relating to service restructures vacant posts and other budget reductions total £0.3 million.

39. Savings within the environment budgets include £0.6 million from the potential to delay to 2021/22 the spend on member priorities relating to climate change, street cleansing, unauthorised encampments and highways maintenance. The review of all other budgets can save £0.8 million. Included are temporary savings to recognise a level of underspending due to Covid-19 and service decisions to reduce grass cutting. Permanent savings are included from increased income from cess pit emptying and bringing forward the early harmonisation of charging polices across the area for replacement bins. Other permanent savings include deleting some vacant posts and rebalancing two collection rounds to improve efficiency

40. The review of housing budgets has provided £1.2 million of savings from temporary reductions in spending due to Covid-19 and suspension for one year of the contribution to the rent deposit bad debt provision. There are also savings from staffing changes and reduced back fill of vacancies, some of which will be permanent.

41. The £0.3 million saving from rebalancing the solar panel budget for HRA stock reflects current activity and will be treated as permanent.

42. A number of small non-covid related pressures have emerged since June, mainly relating to disaggregated recharge budget issues.

Regeneration and economy – net variances of £19.0 million

43. Overall pressures have increased by £1.9 million since the June report.

44. The main Covid-19 pressures in the directorate as identified in the June update continue to be from lost income due to the lockdown period plus a slow recovery, particularly from car parking. Financial support provided to leisure and conference providers is also now a significant pressure for the directorate.

45. The easing of lockdown during the summer enabled some income streams to recover, particularly car parking (£2.0 million) and seafront trading (£1.2 million). However, this required significant investment in the management of the resort (£1.2 million). Extra measures were put in place to help manage social distancing during this period of high demand with additional cleansing, security, communication and support to residents, businesses and visitors.

46. Income levels have been less than anticipated following the reopening of cultural and heritage assets increasing the pressure by £84,000.

47. In meeting its obligations BCP has agreed to provide significant support to our leisure services partners, BH Live and SLM, to help them through the pandemic as well as pressure associated with the 2RM Christchurch leisure centre. This has increased the pressure from £1.4 million to £4.2 million.

48. Car parking income at Upton Country Park has improved due to the new play park attraction and the easing of lockdown enabling it to reopen sooner. This has reduced the pressure by £63,000 to £136,000.

49. New fee income pressures are expected in planning and building control services as the wider economic impact of Covid-19 is manifesting itself. Both planning and building control service have identified further temporary staff and expenditure savings to help mitigate the reduction in income.

50. Major repair work required at the entrance of the Richmond Gardens car park has meant £0.1 million of unbudgeted costs have been incurred creating a further pressure within car parking services.

51. Transport network services have a new pressure relating to the traffic light and signalling contract which is £0.1 million more than budget.

52. All previously reported mitigation savings remain on track as described below.

53. Destination and culture have projected temporary savings arising from the outbreak period at £1.3 million. The cancellation of the air festival has saved £0.3 million and plans for a new outdoor event could provide new income of £0.1 million. The delay until next year of spend on culture as part of Members' priorities will save £0.15 million, with vacant posts and other budgets providing a further £0.1 million.

54. Development have identified £0.3 million in savings from leaving vacancies unfilled and reduced spend as a result of the outbreak, and £0.3 million from delaying Member priorities.

55. Growth & infrastructure are projecting savings from reduced spend as a result of the outbreak of £0.7 million and unfilled vacancies of £0.5 million.

Resources – net variances of £2.2 million

56. The June report identified a net overspend of £2.2 million all in relation to the impact of Covid-19.

57. Since then a further £0.8 million of Covid-19 related pressures has been identified. The biggest increase is the loss of income in relation to council tax and business rates summons income. During lockdown courts were closed and although operating now they have yet to supply any court dates to the council which impedes the process of raising summons to taxpayers. This represents a total pressure of £1.1 million.

58. The loss of income forecasted for the land charges service is expected to be £0.2 million compared to the previous forecast of £0.4 million due to an increase of demand

in the service in the last couple of months. Although the pressure has reduced, the finance team and the service will continue to monitor this closely to ensure this remains a realistic forecast.

59. Additional pressures in the directorate have been identified in relation to salary pressures associated with the replacement of the Director of Children's and ongoing staffing pressures for customer services.

60. The mitigation savings identified in June are largely on track to be delivered.

Central items

61. Council tax and business rates loss of income remains the most significant pressures in year due to the Covid-19 pandemic, totalling £11.9 million. This remains unchanged from the forecast pressure in June. The finance team are monitoring this very closely particularly around the impact of closure of the government furloughing scheme and the job support scheme that replaces it, and what impact this has on any additional uptake to the local council tax support scheme.

62. The council claim to government for furloughing staff will total £0.8 million up to the end of October helping the overall position.

63. Appendix A1 includes the detail of all 2020/21 projected budget variances greater than £100,000.

New administration priorities

64. The clear message from the new administration has been that there are a number of priority areas for investment in year and these are being worked up at pace and will be reported in due course.

Reserves monitoring 2020/21

65. Earmarked reserves have been set aside for specific purposes and these were reconsidered in June in the light of the new financial environment and need to fund the transformation programme which is fundamental to delivering savings at scale.

66. The review recommended that £10.7 million of reserves could be re-designated to support the revenue funding gap (notionally into a new Covid-19 financial resilience earmarked reserve). The review also recommended that £2.3 million of un-earmarked reserves could potentially be required but that these would need to be topped back up in 2021/22 as this utilisation would take them below the minimum recommended prudent level.

67. The updated position is that £1.9 million financial resilience reserves may now be needed in 2020/21. The potential reliance on reserves to balance the budget is reduced due to the additional government funding in relation to compensation for reduced fees and charges income.

68. The recommended strategy concerning the £11.1 million of financial resilience reserves that were earmarked to balance the 2020/21 position but are no longer required, is to utilise these reserves in support of the MTFP.

69. These reserves are not required for their original purpose but will be held as such until it becomes clear that they will not be needed to support the revenue budget this year or next, with no expenditure to be incurred without the approval of the corporate management board. A formal decision regarding these reserves will be made later in the year.

70. Figure 2 below summarises the projected movement in reserves during the current financial year.

Figure 2: Summary of projected movements in reserves

	Balance 1 April 2020	Balance 31 March 2021	Movement
	£m	£m	£m
Earmarked reserves	53.8	27.3	(26.5)
Un-earmarked reserves*	15.4	14.2	(1.2)
Total reserves	**69.2**	**41.5**	**(27.7)**

*These amounts do not include the deficit on the dedicated schools grant

71. The main movement on other earmarked reserves during the year are as follow:

Financial Resilience Reserves

a) £1,948k   **Covid-19 Financial Resilience Reserve**
Draw down to support overall budget position

b) (£2,500k)   **Covid-19 Financial Resilience Reserve**
Contribution from previous voluntary revenue provision as per Covid-19 report in June 2019

Transition and Transformation Reserves

c) £1,364k   **Pay & Reward Strategy**
Full use of reserve to pay for work on pay and reward strategy

d) £425k   **Local Government Reorganisation Costs**
Full use of reserve to pay for remaining LGR costs

e) £947k   **Redundancy Reserve**
Full use of reserve to pay for actual and potential redundancy costs.

Government Grants

a) £11,102k   **Covid-19 Grant Tranche 1**
Full use of Tranche 1 grant received in March 2020 rolled forward

72. Appendix B provides the detail of projected reserve movements for 2020/21

Dedicated Schools Grant (DSG) 2020/21

73. The DSG is allocated within four expenditure blocks for early years, mainstream schools, central council services and high needs. The aim would normally be to set the DSG budget for a balanced position overall.

74. The council is no longer able to add to the DSG from its own resources with the Department for Education (DfE) imposing a limit on how much funding can be transferred away from mainstream schools to support the high needs budget. Consequently, despite initiatives to reduce expenditure, the high needs budget for 2020/21 was set with a shortfall of £6 million compared with funding available from the DSG.

75. This £6 million funding shortfall does include £2.5 million of identified savings from the service including health contribution from joint commissioning, review of EHCP process, early help, review of high cost placements and the impact of creating further additional capacity.

76. The service is scheduled to report progress in reducing the high needs budget at monthly budget overview meetings.

77. There is a surplus in 2020/21 of £1 million from the school's funding block after all mainstream schools have received their full national formula allocations. This balance is being held to offset the shortfall from high needs, reducing the annual budgeted deficit to £5 million.

78. The accumulated deficit at 31 March 2020 was £4.6 million, with the budgeted shortfall increasing this to £9.6 million by 31 March 2021.

79. The current projection for the High Needs Block is for expenditure to be at the budgeted level with the funding shortfall remaining at £6 million. There are small savings projected for other DSG expenditure blocks.

80. Figure 3 below summarises the position regarding the dedicated schools grant.

Figure 3: Summary position for dedicated schools grant

	£m
Accumulated deficit 1 April 2020	**4.6**
Budgeted high needs shortfall 2020/21	6.0
School funding block surplus 2020/21	(1.0)
Savings on other expenditure blocks	(0.3)
Projected deficit 31 March 2021	**9.3**

81. The plan to reduce the growth in the number of EHCP's appears to be on target, and although the average cost of a plan remains above target, progress to reduce is being made.

82. Members are reminded that the council is in dialogue with the DfE in respect of its high needs recovery plan. The first meeting on 24 April 2020 provided an opportunity to discuss the specific circumstances for the council as a result of local government reorganisation and the pattern of school provision locally. The main focus of the discussion concerned the actions currently underway within the council to address the funding shortfall.

83. The plan to reduce revenue expenditure includes building more places across a range of provision but with limited capital resources available. This was acknowledged but all agreed that creating more provision was only part of the solution to the annual funding deficit.

84. Meetings are being arranged at six monthly intervals to enable the DfE to monitor the progress of the action plan and share best practice examples as they emerge elsewhere.

Churchill Gardens ASPIRE building

85. BCP Council have been granted £0.530 million of European Regional Development Funding as part of the ASPIRE project. The project includes replacing the existing café

in Churchill Gardens and running a project to develop a food hub, helping residents who are unemployed and/or overweight to develop skills and confidence taking them closer to the job market. Match funding of £0.238 million was approved by the legacy Bournemouth Borough Council and forms part of the BCP Capital Investment Programme. The total project equates to £0.768 million of which approximately £0.330 million is capital spend.

86. In accordance with the council's financial regulations the approval of Cabinet is sought to accept the external funding of £0.530 million and proceed with the project.

Capital budget monitoring 2020/21

87. The council's budgeted capital investment programme (CIP) covers general fund capital expenditure only. Housing revenue account (HRA) related capital spend is reported separately in this report.

88. Members will note the increase in current forecast spend of £146.7 million in comparison with previous original budget of £105.7m approved by Council in February 2020. Significant changes to original budget are summarised in Figure 4 below:

Figure 4: Amendments to the capital programme

	£m
Original budget 2020/21	**105.7**
Reprofiling of unspent resource from 2019/20	16.5
Transforming Cities Fund	13.2
Additional Pothole Grant	2.9
Challenge Fund Grant (28 September Cabinet)	4.2
Organisation Design	8.8
Children's Capital Projects (including Strategy)	(2.8)
Lansdowne Business District	(3.7)
Towns Fund Grant	1.0
Various others	0.9
Forecast as at 31 August 2020	**146.7**

89. Figure 5 below compares actual spend to 31 August 2020 with original budget and latest forecast. At £13.1 million, this represents 9% of latest full year forecast. Members are reminded that, in an average financial year, the council would normally expect to have spent around 10% of full year forecast by the end of June. The comparative pace of capital expenditure in 2020/21, however, reflects the ongoing impact of Covid-19 on delivery of capital projects, as well as the extent of high value government grant awards only recently confirmed.

90. It is likely that significant reprofiling of current forecast spend will be required in the next quarter's budget monitoring report. In considering this, the council is mindful of the requirement to spend specific capital grants by 31 March 2021, including:

- Dorset Local Enterprise Partnership (DLEP) £14.5 million capital spend must be incurred between 1 September 2020 and 31 March 2021 (including £1.2 million to be spent by 28 February 2021). Given the financial and reputational risks

associated with this as the council nears the spend deadline, these projects will be monitored on a monthly basis by the council's capital & transformation board.

- Department for Transport (DfT) £4.2 million Challenge Fund – there is an expectation that this will be spent or committed by 31 March 2021.

- Department for Transport (DfT) £0.3 million Emergency Active Travel Fund Part I – must be spent within 8 weeks of grant receipt (this has now been achieved)

- Ministry for Housing, Communities and Local Government (MHCLG) £1.0m Towns Fund grant awarded 25 September 2020, to be spent on Boscombe regeneration by 31 March 2021.

91. Members are also asked to note that, in addition to the above, in August / September, the council submitted new grant bids for DLEP funding at a combined value of £3.6 million as well as £1.6 million DfT Emergency Active Travel Fund Part II funding. If the bids are successful (and Council formally approves their acceptance), the CIP would be further increased by £5. 2million – all of which must be spent by 31 March 2021.

Figure 5: Capital investment programme spend

Capital Investment Programme YTD spend against Original Budget and Forecast (£000)

☐ Original Budget £105m   ☐ Forecast £147m   ☐ YTD actual £13m
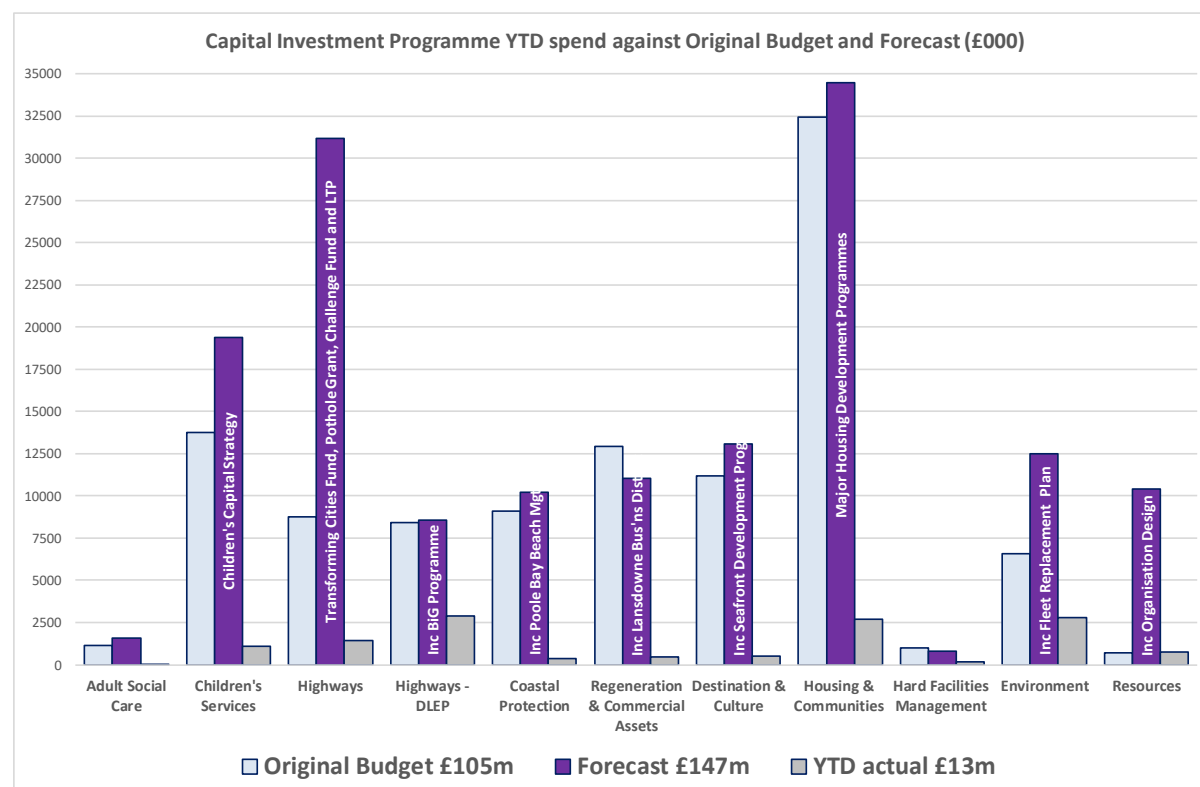
Progress on significant capital projects

92. **Adults social care** – capital budget includes completion and roll-out of integrated case management system and annual investment in integrated care equipment store (ICES), both of which are still planned to be spent by 31 March 2021.

93. **Children's services** – In line with the children's capital strategy, investment in SEND capital projects is progressing at pace. This is expected to help mitigate demand driven revenue pressures in the high needs block. Hillbourne new school building progressed

to contract award in August 2020. Carter school works are also progressing to schedule and are currently expected to complete within budget.

94. **Highways** - Over 20% of the CIP consists of highways capital projects. This reflects an ambitious strategic programme of capital investment across the conurbation that is funded predominantly from external capital grants. Given the value and profile of this programme of works, they are the subject of separate service unit led Member reports.

95. **Highways – DLEP** - Completed works include Cooper Dean and Blackwater West. Remainder of spend is on course for completion by March 2021 and will be subject to separate scrutiny by the capital & transformation board. The Wallisdown Crossroads project (funded from the National Productivity Investment Fund) is also progressing to schedule.

96. **Coastal protection** – contracts recently awarded for both the timber groyne and beach re-nourishment elements of the Poole Bay beach management programme. As a result, beach re-nourishment, using around 350,000 cubic metres of select fill, will be undertaken at specific locations.

97. **Regeneration** – the majority of budgeted capital spend this year relates to Lansdowne Business District and 5G digital connectivity and infrastructure. Council originally approved a £4.1 million reduction in the value of this programme. This has subsequently been revised to a £3.7 million reduction in value. A revised programme of works has subsequently been developed that will continue to deliver public realm improvements on Holdenhurst Road and 5G digital connectivity and infrastructure as planned. Revisions to original plans include refocussing of Lansdowne roundabout and Lansdowne Road (south) works to cycle and pedestrian priority. Planned works at Madeira Road roundabout are no longer part of the 2020/21 delivery phase of works. The council's capital & transformation board will monitor delivery of Lansdowne Business District programme monthly from October 2020.

98. **Destination & culture –** Delivery of the council's seafront development programme continues. Contract has been awarded for Canford Cliffs stabilisation, and work is nearing completion on Coastal Community Fund funded public realm improvements across the seafront. The impact of Covid-19 on the financial viability and deliverability of newer projects within the seafront development programme will continue to be reviewed by the council's seafront development board.

99. **Housing –** The council completed its acquisition of Holes Bay land (former Power Station site) for housing development at the end of September 2020.

100.   **Hard facilities management (estates) –** work on high priority estates maintenance continues within approved budget. Work is undertaken in this area with due regard for the council's organisational design and estates & accommodation Strategies.

101. **Resources** – The council's ICT investment plan is continuing to schedule. The council's organisational design programme, to relocate BCP staff to a single primary civic centre space is now also included within the CIP.

Capital programme - financing

102. The council continues to rely on its own resources – principally earmarked reserves (including capital fund) and borrowing (the costs of which are included within the MTFP). Figure 6 summarises the latest funding profile for 2020/21 capital spend forecast.

Figure 6: Capital investment programme financing

Figure 6	Forecast 2020/21 £'000
Government Grant	76,071
Third Party Receipts	866
s106	4,296
CIL	2,019
External Funding Contributions	**83,252**
BCP Funding Requirement	**63,480**
Capital Investment Funding	**146,732**

103. In line with the council's approved flexible use of capital receipts strategy, capital receipts of £14.06 million anticipated between 1 April 2019 and 31 March 2022 are earmarked as funding for organisational design. This can only be applied to spend incurred in advance of 31 March 2022. The £14.06 million includes £1.25 million in respect of assets transferred from the general fund to the housing revenue account and £0.55 million where the capital receipt has already been received. There is risk associated with the residual £12.26 million balance of capital receipts forecast but not yet received. These are estimates only and remain susceptible to changing market conditions.

104. In line with CIPFA guidelines, the use of prudential borrowing is permitted only for the capital elements of organisational design. Accordingly, £5.8 million of prudential borrowing is planned to be utilised in order to finance the capital elements of organisational design. Borrowing should be repaid over the useful life of the asset, which is estimated to be five years. The resulting annual borrowing repayment will be a revenue cost and is shown in Figure 7 below.

105. The revenue elements of the organisational design programme are planned to be funded from a combination of the general fund and one-off revenue reserves. The council has made available £13.5m revenue reserves previously allocated to organisational design to help relieve the MTFP funding pressure in 2021/22. Once the additional revenue costs are taken into account the net benefit to the 2021/22 budget is £10.84 million as shown in Figure 7 and Figure 8. The repurposing of revenue reserves results in an overall funding gap of £9.4m in relation to the revenue elements of organisational design which is built into the MTFP. Figure 7 provides a full overview of the financial implications of this.

Figure 7: Organisational design expenditure

Figure 7 Organisational Design - potential funding model	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	£m
Capital expenditure						
Capital expenditure	3.80	1.00	1.00	0.00	0.00	5.80
	3.80	1.00	1.00	0.00	0.00	
Capital funding						
Prudential Borrowing	(2.55)	(1.00)	(1.00)	0.00	0.00	(4.55)
Prudential Borrowing (funded from HRA land tfr)	(1.25)	0.00	0.00	0.00	0.00	(1.25)
	(3.80)	(1.00)	(1.00)	0.00	0.00	
One-off revenue expenditure						
One-off costs	1.95	10.43	7.08	2.45	1.35	23.26
Redundancy	3.00	3.00	0.00	0.00	0.00	6.00
Contingency	0.00	1.43	0.69	0.00	0.44	2.56
	4.95	14.86	7.77	2.45	1.79	
One-off revenue funding						
Voluntary Revenue Provision	(1.77)	0.00	0.00	0.00	0.00	(1.77)
Corporate in-year RCCO	(1.90)	0.00	0.00	(2.00)	(1.76)	(5.66)
Estate RCCO (including £250k one-off from 2019/20)	(0.73)	(0.48)	(0.48)	(0.45)	(0.03)	(2.17)
Capital receipts	(0.55)	(12.26)	0.00	0.00	0.00	(12.81)
	(4.95)	(12.74)	(0.48)	(2.45)	(1.79)	
Total expenditure	**8.75**	**15.86**	**8.77**	**2.45**	**1.79**	**37.62**
Total funding	**(8.75)**	**(13.74)**	**(1.48)**	**(2.45)**	**(1.79)**	**(28.21)**
Organisational Design funding gap	**0.00**	**2.12**	**7.29**	**0.00**	**0.00**	**9.41**
MTFP impact (absolute NOT incremental)						
Redundancy reserve release	0.00	(0.72)	0.00	0.00	0.00	(0.72)
Voluntary Revenue Provision	0.00	(2.47)	0.00	0.00	0.00	(2.47)
Financial Liability Earmarked Reserve release	0.00	(10.33)	0.00	0.00	0.00	(10.33)
Estate RCCO base budget release	0.00	0.00	0.00	(0.03)	(0.45)	(0.48)
Absolute resources being released	**0.00**	**(13.52)**	**0.00**	**(0.03)**	**(0.45)**	**(14.00)**
Shortfall in Organisational Design revenue funding	**0.00**	**2.12**	**7.29**	**0.00**	**0.00**	9.41
Borrowing on £4.55m OD capital (over 5 years @ 3.5%)	0.00	0.56	0.79	1.01	1.01	3.37
Absolute Impact on MTFP	**0.00**	**(10.84)**	**8.08**	**0.98**	**0.56**	**(1.22)**

106. The Council continues to review the availability of community infrastructure levy (CIL) and s106 contributions for the financing of capital expenditure. The identification of available CIL and s106 contributions will potentially support the MTFP by reducing annual prudential borrowing repayments or releasing capital fund resources currently financing the CIP.

107. Members are reminded that in June 2020, Council was advised of the availability of up to £2.8m capital fund reserve to potentially release to help mitigate revenue pressures in 2020/21. This relates to capital fund allocations currently approved for the Heart of Poole and Canford Cliffs beach hut development capital projects, which could be replaced with alternative funding sources (e.g. prudential borrowing) if required.

Capital budget virements 2020/21

108. In accordance with the council's financial regulations the following rules associated with capital virements apply (after advice from the Chief Finance Officer):

☐ Virements over £1 million require prior Council approval.

☐ Virements over £0.5m and up to £1 million require prior Cabinet approval.

☐ Corporate Directors can approve virements over £100k up to £500k.

☐ Service Directors can approve virements up to £100k.

109. The following capital virement requires **Council approval**.

Service area   **Regeneration**

Budget purpose **Increase capital programme by £1m**

Council approval is sought to accept £1 million Ministry for Housing, Communities and Local Government (MHCLG) grant funding. This will enable the council to deliver a programme of accelerated capital investment in Boscombe by 31 March 2021 – the first phase of the council's strategic Boscombe Towns Fund regeneration programme. The funds will be allocated to capital projects outlined within the grant bid. Cabinet will be provided with a detailed Boscombe Towns Fund report in December 2020 with further details on projects funded from the £1m grant, as well as information on the council's bid for the second phase of the Towns Fund Intervention programme.

Housing Revenue Account (HRA) monitoring 2020/21

110. The HRA is a separate account within the council that ring-fences the income and expenditure associated with the council's housing stock. The HRA does not therefore directly impact on the council's wider general fund budget.

111. Within the HRA the council operates two separate neighbourhood accounts. The Bournemouth account comprises of 5,100 tenanted properties and is directly managed in-house by the council. The Poole account comprises of 4,517 tenanted properties and is managed by Poole Housing Partnership (PHP). PHP operate as an arm's length management organisation (ALMO) in line with a management agreement with the council.

112. The impact of the pandemic was expected to reduce HRA revenue collection by an increase in number of void properties leading to lower levels of rent charges raised. To date this has not happened, however there is still an expectation that when some of the central government Covid-19 policies end (e.g. the furlough scheme) that there will be some impact on rents collected

113. Delays in progressing new build projects due to the Covid-19 lockdown will result in a delay in the requirement for borrowing and associated charges. Any changes to the revenue forecast is reflected in either an adjustment to the revenue contribution to capital, or a call on HRA reserves, within the HRA ringfence.

114. HRA capital budgets will be more substantially impacted by Covid-19 as the lockdown has impacted planned works to people's homes where access has not been available. Planned maintenance programmes will be reduced by approximately £1.2 million

across both neighbourhoods and this unused budget will remain in HRA reserves. Additionally, there have been significant delays in some of the major capital projects planned for this year. These projects will be rephased with £12 million of slippage into future years. This slippage results in lower borrowing requirement for the HRA in 2020/21 as reserves will be used to fund the capital programme.

Bournemouth neighbourhood

115. Appendix C1 provides the detail of revenue and capital budget monitoring statements for the Bournemouth neighbourhood.

    Revenue account

116. The current forecast is for an underspend of £0.07 million compared to budget. Rents appear to be being maintained against plan. There are some support cost and repairs savings as a result of the lockdown, although in the case of repairs it is hoped that much of the work can be caught up.

    Capital programme

117. There is a relatively small underspend of £0.2 million in respect of programmed kitchen and bathroom works to be carried out this year. By far the biggest variation is in the development programme, where the closedown of sites has had a material impact, slipping the programme by £5.9 million. These delays are likely to have a knock on effect across the programme into future years.

Poole neighbourhood

118. Poole Housing Partnership prepare the budget monitoring information for the Poole neighbourhood with the latest available statement being for the first quarter to the end of June. The report for the second is due in mid-October.

119. Appendix C2 provides the detail of revenue and capital budget monitoring statements for the Poole neighbourhood.

    Revenue account

120. There are no material budget variances currently projected for the revenue account.

121. The rents raised in the first quarter are 25% of the annual budget, with no significant variation due to voids. Arrears for tenants on universal credit are rising with the pandemic providing a further risk to collectability. An assessment of the adequacy of the bad debt provision is in progress.

    Capital account

122. The February 2020 report to Council agreed a £21.4 million capital programme for the HRA in 2020/21. This budget included carry forwards from 2019/20 of £0.45 million. Additional carry forwards were identified at outturn totalling £0.23 million due to delayed roofing, door replacement and fire risk assessment work. This brings the revised budget for 2020/21 to £21.6 million.

123. The projected outturn is a shortfall in the programme of £7.4 million with by June £1.6 million spent. This equates to eleven per cent of the annual projection of £14.2 million.

124. The main projected expenditure variances against the revised budget are as follows:

- £3.1 million delay in redevelopment of the 4 tower blocks in Poole Old Town. The property buy backs within the project are expected to be completed this year, but the delivery of works has been re-phased.

- £1.2 million delay in the Herbert Avenue scheme. Planning has been agreed with only approximately half the annual budget expected to be spent this year.

- £1.1 million delay for in fill projects with the development team currently forecasting only minimal spend against this budget in 2020/21 while potential opportunities are assessed.

- £0.7 million delay in planned maintenance from reduced ability during the pandemic to access properties during the first quarter with catch up unlikely.

- £0.4 million delay for Cynthia works with the majority of the project re-phased to 2021/22.

- £0.35 million delay in retro fit of sprinklers with re-phasing of the programme.

- £0.3 million delay for Hillbourne school development with only minimal spend forecast this year.

- £0.15 million for the completed Canford Heath scheme with the retention now due next year.

Medium Term Financial Plan Update and 2021/22 Financial Strategy

125. The process of setting a robust and lawfully balanced budget for 2021/22 will be an extremely challenging one for the Council. The ongoing legacy of the coronavirus global pandemic will mean unprecedented levels of uncertainty in determining the costs that will need to be met in the next financial year and in predicting the levels of income that will be achieved.

126. As a new unitary authority, we recognise the predecessor councils consciously applied a strategy to grow their local sources of sales, fees and charges to mitigate the £103 million per annum (comparing 2020/21 with 2010/11) reduction in un-ringfenced government funding due to austerity. This enforced strategy now leaves the BCP Council vulnerable in the current uncertain and recessionary climate which is particularly predicted to have a hard impact on deprived and coastal communities. As a consequence, the authority will need to maximise the potential and pace of its transformation agenda and make some difficult choices about its priorities and which local services should be protected and funded, and to what level, as part of its 2021/22 budget.

127. In response to this high level of uncertainty, the council's financial strategy has been drawn up based on different scenarios. The scenario being adopted at this stage identifies that the council needs to implement a strategy designed to save a further £13.4 million to enable a balanced budget to be delivered next year. This position is net of £8.8m of savings and efficiencies already programmed and assumed for 2021/22 and a £15 million savings target for the transformation programme.

128. Alternative scenarios emphasise that this basis position could easily vary both positively and negatively significantly. The current position has been updated since the June 2020 Cabinet 2020/21 budget monitoring report to reflect two key workstreams;

- the refresh of the MTFP undertaken at the end of August in accordance with the MTFP timeline in Appendix D1.

- A further refinancing of certain capital and revenue schemes.

129. Figure 8 below sets out a summary of the current funding gap position in respect of the 2021/22 Budget.

Figure 8: Funding gap 2021/22

£m	Details
17.3	Position as per February 2020 February Budget Report
(6.4)	Ongoing savings introduced in the June 2020 Cabinet Report
(5.0)	Changes in assumptions (negative RSG, Pay Award, contribution to DSG)
3.5	Transformation – revenue investment (June Cabinet Organisational Design report)
5.5	Revised operational pressures and savings following August Refresh
14.9	**Sub-Total Funding Gap for 2021/22**
4.0	Requested Service Investments
18.9	**Sub-Total Funding Gap for 2021/22**

Covid19 Legacy Issues	
17.1	Sales, Fees and Charges (predominately Town Centre Car Park Income)
12.2	Core Income (Council Tax and Business Rates yield)
0.9	Legacy Costs Issues (Infection Control, homelessness, economic development)
30.2	**Total Covid19 Legacy Issues**
49.1	**Sub-Total Funding Gap for 2021/22**

Mitigations	
(15.0)	Savings target set for the Transformation Programme
(4.0)	Removal of requested service improvements
(2.0)	Removal of revenue contribution to capital
(0.1)	Residual MTFP
(1.3)	ICT Investment Plan – refinance by borrowing
(10.8)	Transformation Fund – refinance by borrowing and profile into MTFP
(2.5)	Other schemes refinanced by borrowing
13.4	**Funding Gap for 2021/22**

130. This update forms part of the latest MTFP position of the authority which can be set out as follows. It should be noted that this table is presents on an absolute, rather than incremental, basis.

Figure 9: Latest medium-term financial plan

	2021/22	2022/23	2023/24
Position prior to legacy Covid position	**24.4**	**45.2**	**62.7**
Service Investments	4.0	4.0	4.1
Transformation Revenue Costs	3.5	4.0	4.5
Service Savings – Assumed / programmed	(8.8)	(10.3)	(10.4)
Council Tax – Annual uplift (Harmonisation / 2.99%) & Tax-base	(4.5)	(12.2)	(20.3)
Business Rates – Annual inflationary uplift	(1.1)	(2.2)	(3.3)
Collection Fund – One-off surplus 2020/21	1.4		
Position prior to legacy Covid position	**18.9**	**28.5**	**37.3**
Covid19 – Sales, Fees and Charges	17.1	8.5	4.2
Covid19 – Core Income	12.2	6.1	3.0
Covid19 - Costs	1.0	0.6	0.6
Current Base MTFP Position	**49.1**	**43.6**	**45.1**
Removal of service investments	(4.0)	(4.0)	(4.0)
Revenue contribution to capital	(2.0)	(2.0)	(2.0)
Residual capital funding	(0.1)		
Town Centre Development Fund	(2.5)		
ICT Investment Plan Resources One-Off & funding obligations	(1.3)	0.3	0.3
Transformation Fund Resources One-Off & funding obligations	(10.8)	8.1	3.0
Net Funding Gap – Before Transformation	**28.4**	**46.0**	**42.4**
Transformation Saving Target 2021/22	(15.0)	(24.1)	(33.2)
Net Funding Gap	**13.4**	**21.9**	**9.2**

131. The scale of the challenge is best understood by recognising that the current 2021/22 funding gap represents 4.7 per cent of the councils 2020/21 net revenue budget.

132. Appendix D2 and D3 provides summaries of the current assumptions used. These are likely to change as government announcements are made and other issues become clearer.

133. Appendix D4 includes full details of the financial strategy, including scenario planning and options for setting council tax in 2021/22. In summary the financial strategy can be summarised as follow;

   a) Encourage the government to continue to meet the original commitment from Robert Jenrick the Secretary of State for Housing Communities and Local Government that promised councils will get all the resources they need to cope with this pandemic.

   b) The first draft of the 2021/22 Budget will be drawn including a £2.5 million investment in corporate priorities which is £1.1 million more than the amount assumed in the base for 2020/21.

   c) The £15 million savings target for transformation is reaffirmed. It is recommended that the Corporate Director for Transformation brings forward to Cabinet in December a report detailing how such savings will be achieved, including their implications, risks and mitigations and the extent to which they will be itemised in setting the 2021/22 budget. This assumed level of savings for 2020/21 was approved as part of 2020/21 budget monitoring report to June Cabinet.

   d) The review of projects (revenue and capital) as put forward as part of the June Cabinet report which set out those schemes and programmes that could be deferred, cancelled or refinanced.

e) Proposals to refinance other capital schemes where appropriate, designed to release resources which can be used to support the 2021/22 budget of the Council. The intention now being to borrow to fund these schemes over the life of the asset, or where they are revenue in nature to meet the cost as part of the budget for the year in which the expenditure falls. Examples of such schemes include the ICT Investment and the previous transformation programme.

f) Recognising the scale of the Covid-19 legacy issues, which the government often refer to as the Covid-19 scarring costs, and the uncertainty as to whether they will be covered by government in either full or part it is recommended that the council;

f1) take all possible steps to avoid using reserves and protect resources earmarked in 2020/21 to mitigate the impact of Covid-19 in the current financial year. If this can be achieved the proposal would be to redirect these resources into a Covid-19 income mitigation reserve.

f2) take all possible advantage of the system to allow council and business rates tax deficits to be repaid over three years instead of one, accepting that the details of the scheme are yet to be announced and therefore the advantage or otherwise of doing so is yet to be clarified.

f3) request that Portfolio Holders, Corporate Directors and Service Directors work together to reduce the operating cost pressures put forward as part of the August 2020 rebase of the Medium Term Financial Plan or to increase the £8.8m of savings, efficiencies and additional income already being put forward for 2020/21 outside of separate transformation programme. The first draft of the 2021/22 budget will also be drawn excluding £4.0 million of service improvements requested by the Corporate and Service Directors and the £2.0 million assumed revenue contribution to capital.

g) An ongoing review of resources and provisions to consider inherited amounts from predecessor councils relating to s106 deposits and the community infrastructure levy receipts. This is to establish if there has been consistency in how they have been used and to determine the extent to which they should have been applied to historic capital expenditure. This workstream should also consider the adequacy or otherwise of historic provisions for business rates appeals and provisions.

h) A review of third-party contributions towards forecast costs to ensure they are being maximised. This includes contributions from the Clinical Commissioning Group towards the cost of care.

Scenario planning

134. In the June budget monitoring report three scenarios had been maintained regarding the length of the pandemic and recovery period with a standardised annual approach for the impact across services. As an example, one scenario assumed that after a short recovery period, most service costs and income would return to normal levels. A second scenario assumed the full impact lasted all year.

135. As the summer has progressed it is now clear that services will not all recover at the same pace and some are likely to have higher costs all year (for example to manage social distancing and PPE requirements). Income recovery assumptions are now more nuanced depending how lockdown restrictions have been eased with experience gained about changed behaviours as the population returns to work and leisure activities.

136. There remains the risk that the financial impact could be significantly better or worse than current projections. In these cases, we would expect government support to also change to reduce the impact on the annual position.

137. The financial strategy in the report appendix D4 provides illustrative examples of alternative MTFP assumptions to put into context the high level of uncertainty that exists at this stage in the budget cycle and the scale of decisions still to be made.

138. Also included in the financial strategy is consideration of options for setting the level of council tax in 2021/22 and future years.

Proposed Actions

139. Request the Corporate Director for Children's Services set out in the next budget monitoring report further details of the budget variances within the directorate and the actions being taken to mitigate these pressures.

140. Request the Chief Executive to set out the in the next budget monitoring report further details of the pressures within the directorate and any potential mitigations.

Summary of financial implications

141. This is a financial report with budget implications a key feature of the above paragraphs

Summary of legal implications

142. The recommendation in this report are to ensure the council remains financially viable over 2020/21 with an improved prospect of balancing future year budgets.

Summary of human resources implications

143. There are no human resources implications from this report. The June Cabinet budget monitoring report included the implications of the current budget mitigation strategy.

Summary of sustainability impact

144. Different ways of working are continuing to reduce staff travel as included in the budget mitigation strategy. The accommodation strategy, and the smaller estate in future years will also lower pollution and energy consumption.

Summary of public health implications

145. The council is seeking to maintain appropriate services for the vulnerable as well as improve the sustainability of services important for the wellbeing of all residents.

146. The projected outturn includes a significant allowance for PPE to protect staff and residents to ensure compliance with all guidance to be issued by Public Health England over time.

Summary of equality implications

147. Budget holders are managing their in-year budget savings to minimise any adverse equalities issues.

148. In developing their final MTFP proposals, directorates will each undertake an equalities impact assessment which will be reviewed corporately and summarised for inclusion in the February 2021 report to Council.

Summary of risk assessment

149. There remains significant uncertainty in the length and depth of impact from the Covid-19 emergency. Three scenarios were considered in the early part of the year with now the most likely scenario taken forward and constantly updated to take account of the latest government guidance and emerging issues.

150. Further actions may be needed during the year if the financial impact grows beyond that currently estimated.

Background papers

1. 2020/21 Budget and MTFP report to February 2020 Council

https://democracy.bcpcouncil.gov.uk/ieListDocuments.aspx?CId=285&MId=3726&Ver=4

2. Finance update report to 27 May Cabinet

http://ced-pri-cms-02.ced.local/documents/s17294/BCP%20Council%20Finance%20Update.pdf?LO=1

3. Covid-19 budget monitoring report 2020/21 to 24 June Cabinet

http://ced-pri-cms-02.ced.local/documents/s17802/Budget%20Rebase%20202021.pdf?LO=1

4. Audit Committee report July 2020

http://ced-pri-cms-02.ced.local/documents/s18726/Governance%20of%20Budget%20Monitoring.pdf?LO=1

Appendices

Appendix A1   Projected variances greater than £100,000 for 2020/21

Appendix A2   Revenue summary position 2020/21

Appendix B   Schedule of movement in reserves for 2020/21

Appendix C1   Summary of Bournemouth neighbourhood HRA for 2020/21

Appendix C2   Summary of the Poole neighbourhood HRA for 2020/21

Appendix D1   MTFP timeline

Appendix D2   MTFP Assumptions summary table

Appendix D3   MTFP Key financial planning assumptions

Appendix D4   Financial strategy 2021/22 to 2023/24

Appendix A1: Budget Variances Greater than £100,000

Adult Social Care & Public Health

Budget	Explanation	June Variance 2020/21 £000s	August Variance 2020/21 £000s	Change £000s
Covid Pressures				
All client groups	Potential market pressures	6,425	4,902	(1,523)
All client groups	Client related expenditure - all client groups	511	210	(301)
All client groups	Service user contributions	205	255	50
Reablement	In house care provision	71	65	(6)
Employees	Other worker related expenditure	27	0	(27)
All client groups	Delayed transformation and other savings	690	940	250
All client groups	Additional infection control pressures to support the market	0	5,053	5,053
All client groups	Additional infection control grant	0	(5,053)	(5,053)
All client groups	Care cost from hospital discharge schemes funded by Health	0	11,837	11,837
All client groups	Funding from Health for hospital discharge schemes	0	(11,837)	(11,837)
Savings in June Mitgation Strategy				
Fundamental Base Budget Review	Budget rebase including LGR disaggregated amounts, care costs and reduced activity due to Covid-19 such as mileage and training.	(1,300)	(1,300)	0
Employee Costs - Care	Savings relating to vacant posts.	(1,000)	(1,000)	0
Long Term Conditions	Reduction in placement numbers as measures are put in place to provide alternative provision in a client's own home.	(500)	(500)	0
Long Term Conditions	Implementation of a strengths based approach to assessment and enhanced review programme of support being provided to residents receiving home care, ensuring that care packages meet eligible needs under the Care Act 2014.	(300)	(300)	0

Long Term Conditions	Implementation of a strengths based approach to assessment and enhanced programme of review of support being provided to residents who use direct payments, ensuring that care packages meet eligible needs under the Care Act 2014.	(200)	(200)	0
Learning Disability and Mental Health	Package of measures including targeted reviews, achieving best value from s117 and reviewing the need to maintain case contingencies for cases in Continuing Health Care or Ordinary Residence disputes.	(500)	(500)	0
Tricuro Savings	Efficiency savings in relation to care services provided by Tricuro.	(200)	(200)	0
Employee Costs - Commissioning & Improvement	Savings relating to service restructure.	(110)	(110)	0
Day Opportunity Initiatives	Consistent application of eligibility criteria across the BCP Council area.	(60)	(60)	0
Other Pressures and Savings				
Employees	Saving from vacancies	0	(63)	(63)
Care Packages	Demand for care from all client groups	0	1,618	1,618
Client Contributions	additional client contributions including deferrred payments from all client groups	0	(1,751)	(1,751)
Miscellaneous	Other smaller pressures and savings	0	196	196
Total Adult Social Care & Public Health		**3,759**	**2,202**	**(1,557)**

Children's Services

Budget	Explanation	June Variance 2020/21 £000s	August Variance 2020/21 £000s	Change £000s
Covid Pressures				
Social Care	Additional places	944	4,020	3,076
Employees	Staffing restructures	229	229	0
Support to Schools	Support in the recovery period	250	250	0
Social Care	Early help contact/ S17/ and loss of income	330	660	330
Savings in June Mitgation Strategy				
Employee Costs	Savings relating to service restructure.	(237)	(237)	0
Supplies & Services - Miscellaneous	Budgets temporarily underspent due to Covid-19 and budgets that can be permanently reduced.	(200)	(200)	0
Commissioning Framework	Review of commissioning framework and service level agreements.	(165)	(165)	0
Partnership Reserve	One-off return of built up partnership reserve - requires board agreement.	(100)	(100)	0
Other Items Below £100k.	Various budget reductions.	(55)	(55)	0
Other Pressures and Savings				
Employee Costs	Pressures continuning from last year in the Front Door and Business Support and new pressure in SEN Team, Operation Thunderstorm and Systems Team	0	1,139	1,139
Total Children's Services		**996**	**5,541**	**4,545**

Environment & Community

Budget	Explanation	June Variance 2020/21 £000s	August Variance 2020/21 £000s	Change £000s
Covid Pressures				
Waste Services	Income-generating services: closure of HWRC, loss of trade waste income	442	590	148
Highways Maintenance	Reduced inspections, potentially increased insurance claims, loss of income-generating work	504	12	(492)
Bereavement Services	Establishment of excess death facility and additional service activity, implementation of social distance measures	556	773	217
Catering & Concessions	Income loss due to closures	562	225	(337)
Housing	Temporary accommodation costs, telecare, additional communal cleaning costs	2,164	1,200	(964)
Communities	Licensing/Markets loss of income	237	384	147
Parks and Open Spaces	Kings Park Nursery, Catering, Golf, Hengistbury Head Visitor Centre & Land Train	896	852	(44)
Savings in June Mitgation Strategy				
Communities:				
Supplies & Services - Miscellaneous	Review of budgets that will be temporarily underspent due to Covid-19.	(150)	(150)	0
Employee Costs - Regulatory	Savings relating to service restructure.	(121)	(121)	0
Employee Costs - Communities	Savings relating to vacant posts.	(69)	(69)	0
Other Items Below £100k.	Various budget reductions.	(143)	(143)	0
Environment:				
2020/21 priorities	Removal or reduction of priorities relating to climate change, street cleansing, unauthorised encampments and highways maintenance.	(582)	(582)	0
Employee Costs	Savings relating to vacant posts.	(384)	(384)	0
Poole Crematorium	Continue with current service provision.	(103)	(103)	0

Waste & Cleansing Collection Rounds	Efficiencies relating to collection round re-balancing for two rounds.	(77)	(77)	0
Supplies & Services - Miscellaneous	Review of budgets that will be temporarily underspent due to Covid-19.	(69)	(69)	0
Other Items Below £100k.	Various budget reductions plus increased income relating to cess pit emptying and replacement bins.	(145)	(145)	0
Housing:				
Supplies & Services - Miscellaneous	Review of budgets that will be temporarily underspent due to Covid-19.	(406)	(406)	(0)
Solar Panel Income	Rebalancing solar panel budget for HRA stock to reflect current activity.	(300)	(300)	0
Bad Debt Provision	Temporary suspension of contribution to rent deposit bad debt provision.	(150)	(150)	0
Employee Costs - Housing	Savings relating to vacant posts.	(138)	(138)	0
Employee Costs	Largely temporary changes to establishment budget and reduction to back fill.	(109)	(109)	0
Other Items Below £100k.	Various budget reductions.	(52)	(52)	0
Other Pressures and Savings				
Disaggregated Recharges	Rebase income budget inline 2019/20 outturn	0	246	246
Other Items Below £100k.		0	(80)	(80)
Total Environment & Community		**2,363**	**1,204**	**(1,159)**

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Regeneration & Economy

Budget	Explanation	June Variance 2020/21 £000s	August Variance 2020/21 £000s	Change £000s
Covid Pressures				
Car Parking	Parking charges, PCN income	11,716	9,716	(2,000)
Seafront and Tourism	Short term beach hut lets, concession income	5,341	4,163	(1,178)
Culture and Heritage	Highcliffe Castle, Arts & Museums, Libraries, Archives, Russell Cotes	703	787	84
Leisure Centres	BH Live, Two Riversmeet	1,446	4,168	2,722
Growth and Infrastructure	Fewer hours able to be recharged to capital schemes	1,479	1,479	0
Upton Country Park	All park activities	199	136	(63)
Transportation	Free use of Beryl bikes by NHS staff and key workers	30	30	0
Resort Management	Costs incurred to ensure a safe and compliant resort following the easing of lockdown	0	1,253	1,253
Planning	Covid-19 impact on fees	0	577	577
Building control	Covid-19 impact on fees	0	585	585
Savings in June Mitgation Strategy				
Destination & Culture:				
Supplies & Services - Miscellaneous	Review of budgets that will be temporarily underspent due to Covid-19.	(1,320)	(1,320)	0
Air Festival	Net savings from cancellation of the air festival.	(232)	(232)	0
2020/21 Budget Priorities	Removal of budget priority relating to Culture.	(150)	(150)	0
Employee Costs	Savings relating to vacant posts.	(113)	(113)	0
Temporary Funfair	Major temporary funfair at Pier Approach, Lower Gardens and Poole Quay	(100)	(100)	0
Other Items Below £100k.	Various budget reductions.	(61)	(61)	0
Development:				
2020/21 Budget Priorities	Removal of budget priority relating to Regeneration.	(326)	(326)	0

Employee Costs	Savings relating to vacant posts.	(184)	(184)	0
Supplies & Services - Miscellaneous	Review of budgets that will be temporarily underspent due to Covid-19.	(106)	(106)	0
Growth & Infrastructure:				
Supplies & Services - Miscellaneous	Review of budgets that will be temporarily underspent due to Covid-19.	(688)	(688)	0
Employee Costs	Savings relating to vacant posts.	(510)	(510)	0
Other Items Below £100k.	Various budget reductions.	(40)	(40)	0
Planning	Salaries and non pay savings	0	(184)	(184)
Building control	Salaries and non pay savings	0	(78)	(78)
Other Pressures and savings				
Car parking	Richmond Gardens car park repair of sink hole	0	71	71
Transport Network	Traffic lights and signalling contract pressures	0	92	92
Total Regeneration & Economy		**17,084**	**18,965**	**1,881**

Resources

Budget	Explanation	June Variance 2020/21 £000s	August Variance 2020/21 £000s	Change £000s
Covid Pressures				
Land Charges	Lost of income due to reduced activity	435	200	(235)
Registrars	Reduced weddings, increased death certificates	616	616	0
Housing Benefits	Housing Benefit Subsidy	50	50	0
Emergency Planning	Standby payments	20	0	(20)
ICT Services	Budget WAN saving undeliverable as unable to be on site	190	184	(6)
PPE Purchases	Estimate for items not within services	651	600	(51)
Tax Collection	Reduction in court summons income from Council Tax and NNDR	279	1,116	837
Customer Services	Overtime and equipment	0	61	61
Law & Governance	Legal Fees	0	45	45
Other Pressures	Miscellaneous other (< £100k overall)	0	94	94
Savings in June Mitgation Strategy				
Supplies & Services - Miscellaneous	Review of budgets that will be temporarily underspent due to Covid-19 and budgets that can be permanently reduced.	(509)	(514)	(5)
Employee Costs	Savings relating to vacant posts.	(250)	(250)	0
Insurance	Temporary reduction in contribution to insurance provision.	(200)	(200)	0
Election Reserve	Temporary removal of election reserve contribution.	(170)	(170)	0
Housing Benefits	Removal of unused budget for the harmonisation of local council tax support scheme.	(146)	(146)	0
Other Pressures and savings				
Resources	Salary cost presures (including Customer Services £102k and Director of Children's Services £96)	0	162	162
Resources	Other cost pressures (including loss of Academy income £96k, bank charges £58k)	0	326	326
Total Resources		**966**	**2,174**	**1,208**

Corporate Items

Budget	Explanation	June Variance 2020/21 £000s	August Variance 2020/21 £000s	Change £000s
Covid Pressures				
Investment Property	Rent reductions / company administrations	2,143	2,104	(39)
Council Tax	5% on annual yield for duration of scenario	5,009	5,009	0
Council Tax	Increased bad debt provision	3,271	3,271	0
Business Rates	Loss of excess income to safety net	3,661	3,661	0
Savings in June Mitgation Strategy				
Furloughed Staff	Estimated claim to October	(317)	(804)	(487)
Pension Costs	Saving in pension contriubtion to refelct actual costs.	(30)	(30)	0
Other Pressures and savings				
Interest Payable	Reduction in interest rates allowing cheaper temporary borrowing	0	(185)	(185)
Investment Income	Reduction in interest rates means less investment returns	0	73	73
One off small items	Various income items	0	(65)	(65)
Total Corporate Items		**13,737**	**13,034**	**(703)**

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BCP Council - General Fund Summary 31 August 2020

Directorate	Revenue	Working Budget	Covid 19 Pressures	Covid 19 Mitigation	Other Q1 Pressures	Forecast Outturn	Forecast Variance
Adult Social Care	Expenditure Total	192,556	23,710	(4,170)	1,700	213,796	21,240
	Income Total	(80,997)	(17,337)	0	(1,700)	(100,034)	(19,037)
Adult Social Care Total		**111,559**	**6,373**	**(4,170)**	**0**	**113,762**	**2,203**
Children's Services (excl DSG)	Expenditure Total	75,173	4,499	(657)	1,774	80,789	5,616
	Income Total	(13,581)	660	(100)	(635)	(13,656)	(75)
Children's Services Total		**61,592**	**5,159**	**(757)**	**1,139**	**67,133**	**5,541**
Environment & Community	Expenditure Total	89,124	1,910	(2,562)	462	88,934	(190)
	Income Total	(37,602)	2,126	(436)	(296)	(36,208)	1,394
Environment & Community Total		**51,522**	**4,036**	**(2,998)**	**166**	**52,726**	**1,204**
Regeneration & Economy	Expenditure Total	63,775	4,783	(4,520)	163	64,201	426
	Income Total	(56,805)	18,111	428	0	(38,266)	18,539
Regeneration & Economy Total		**6,970**	**22,894**	**(4,092)**	**163**	**25,935**	**18,965**
Resources (inc PPE costs)	Expenditure Total	146,317	1,034	(1,280)	487	146,558	241
	Income Total	(113,768)	1,932	0	0	(111,836)	1,932
Resources Total		**32,548**	**2,966**	**(1,280)**	**487**	**34,722**	**2,174**
Total Net Cost of Service		**264,192**	**41,428**	**(13,297)**	**1,955**	**294,278**	**30,087**

Corporate Items

Furlough Savings		0	0	(804)	0	(804)	(804)
Provision for repayment (MRP)		10,615	0	0	0	10,615	0
Pensions		5,612	0	(30)	0	5,582	(30)
Revenue contribution to capital - general		2,839	(2,480)	0	0	359	(2,480)
Revenue contribution to transformation		0	2,480	0	0	2,480	2,480
Interest on borrowings		1,799	0	0	(185)	1,614	(185)
High Needs Reserve Contribution		1,230	(1,230)	0	0	0	(1,230)
Revenue contribution to transformation		0	1,230	0	0	1,230	1,230
Contingency		1,143	0	(1,143)	0	(1)	(1,143)
Parish, Town, Neighbourhood Councils & Charter Trustees		969	0	0	0	969	0
Contingency for pay award		960	0	0	0	960	0
Movement to and (from) reserves		734	0	0	0	734	0
One off small items		0	0	0	(65)	(65)	(65)
Levies (Environment Agency / Fisheries)		597	0	0	0	597	0
Apprentice Levy		565	0	0	0	565	0
Revenue expenditure on surplus assets		61	0	0	0	61	0
Corporate Items	**Expenditure Total**	**27,124**	**0**	**(1,977)**	**(250)**	**24,897**	**(2,227)**

Corporate Items

Investment property income		(6,552)	2,104	0	0	(4,448)	2,104
Income from HRA		(949)	0	0	0	(949)	0
Other Grant Income		(351)	0	0	0	(351)	0
Interest on cash investments		(185)	0	0	73	(112)	73
Dividend Income		(100)	0	0	0	(100)	0
Corporate Items	**Income Total**	**(8,137)**	**2,104**	**0**	**73**	**(5,960)**	**2,177**
Net Budget Requirement		**283,178**	**43,532**	**(15,274)**	**1,778**	**313,215**	**30,037**

Funding

Covid19 Grant - Tranche 1		0	(11,102)	0	0	(11,102)	(11,102)
Covid19 Grant - Tranche 2		0	(10,905)	0	0	(10,905)	(10,905)
Covid19 Grant - Tranche 3		0	(3,153)	0	0	(3,153)	(3,153)
Covid 19 Grant - Sales, Fees and Charges Compensation		0	(12,100)	0	0	(12,100)	(12,100)
Council Tax Income		(217,075)	8,280	0	0	(208,795)	8,280
Net Income from Business Rates		(58,102)	3,661	0	0	(54,441)	3,661
Revenue support grant		(3,005)	0	0	0	(3,005)	0
New Homes Bonus Grant		(2,647)	0	0	0	(2,647)	0
Collection Fund Surplus Distribution		(1,380)	0	0	0	(1,380)	0
Parish/Town/Neigh Coun & Charter Trustees		(969)	0	0	0	(969)	0
Total Funding		**(283,178)**	**(25,319)**	**0**	**0**	**(308,497)**	**(25,319)**
Net Position		**0**	**18,213**	**(15,274)**	**1,778**	**4,718**	**4,718**
Potential Project Savings		0	0	0	0	(2,770)	(2,770)
Potential use of Financial Resilience Reserve		0	0	0	0	(1,948)	(1,948)
Net Position after potential use of reserves		**0**	**18,213**	**(15,274)**	**1,778**	**(0)**	**0**

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Appendix B - BCP Council - Earmarked Reserves

Detail	31/03/20 Actual Balances £000's	Covid Resilience £000's	Transformation £000's	Estimated Movements £000's	31/03/21 Estimated Balances £000's
(A) - Financial Resilience Reserves	(13,318)	(6,282)	10,331	(1,751)	(11,020)
(B) - Transition and Transformation Reserves	(3,454)	0	718	2,736	0
(C) - Asset Investment Strategy Rent, Renewals and Repairs	(2,491)	0	0	0	(2,491)
(D) - Insurance Reserve	(3,500)	0	0	0	(3,500)
(E) - Held in Partnership for External Organisations	(3,071)	0	0	712	(2,359)
(F) - Required by Statute or Legislation	(3,013)	2,591	0	0	(422)
(G) - Planning Related	(1,396)	461	0	210	(725)
(H) - Government Grants	(18,190)	0	0	14,012	(4,178)
(I) - Maintenance	(1,601)	224	0	0	(1,377)
(J) - ICT Development & Improvement	(1,203)	380	0	749	(74)
(K) - Corporate Priorities & Improvements	(2,529)	1,228	0	122	(1,179)
GF Earmarked Reserve Balance - 31 March 2020	(53,766)	(1,398)	11,049	16,790	(27,325)

(A) - Financial Resilience Reserves

	31/03/20 Estimated £000's	Covid Resilience £000's	Transformation £000's	Movement £000's	31/03/21 Estimated £000's
Designed to provide the Council with the ability to manage any emerging issues recognising the 2020/21 Budget has been formed based on the experience of operating the new BCP for nine months. The Financial Liability Reserve has been established to mitigate the deficits on the Dedicated Schools Grant Budget (principally the High Needs Budget deficit) which have to be held against Unearmarked Reserves					
Financial Liability Reserve	(5,500)	0	10,331	(4,831)	0
Financial Planning Reserve	(892)	0	0	892	0
Financial Resilience Reserves	(6,675)	1,688	0	4,987	0
Other Financial Resilience Reserves	(251)	0	0	251	0
Covid-19 Financial Resilinence Reserve	0	(7,970)	0	(3,050)	(11,020)
Financial Resilience Reserves	**(13,318)**	**(6,282)**	**10,331**	**(1,751)**	**(11,020)**

(B) - Transition and Transformation Reserves

	31/03/20 Estimated £000's	Covid Resilience £000's	Transformation £000's	Movement £000's	31/03/21 Estimated £000's
Purpose: Resources set aside to support the one-off change costs of creating the new council including the phase three transformation programme. Includes the council's contribution to support the deficit on the Dedicated Schools Grant (DSG) high needs budget which is a one-off contribution for 2019/20 only.					
Transitional and Transformation Costs	(1,181)	0	0	1,181	0
BCP Programme Resources - Costs originally profiled for 2019/20	(909)	0	718	191	0
BCP Programme Resources - Pay and Reward Strategy	(1,364)	0	0	1,364	0
Transition and Transformation Reserves	**(3,454)**	**0**	**718**	**2,736**	**0**

(C) - Asset Investment Strategy Rent, Renewals and Repairs

	31/03/20 Estimated £000's	Covid Resilience £000's	Transformation £000's	Movement £000's	31/03/21 Estimated £000's
Purpose: Resources set a side as part of the process of managing annual fluctuations in the rent, landlord repairs and costs associated with the councils commercial property acquisitions as set out in the Non Treasury Asset Investment Strategy.					
Asset Investment Strategy Rent, Renewals and Repairs	**(2,491)**	**0**	**0**	**0**	**(2,491)**

(D) - Insurance Reserve

	31/03/20 Estimated £000's	Covid Resilience £000's	Transformation £000's	Movement £000's	31/03/21 Estimated £000's
Purpose: Reserve to enable the annual fluctuations in the amounts of excesses payable to be funded without creating an in-year pressures on the services. Subject to ongoing review by an independent third party.					
Insurance Reserve	**(3,500)**	**0**	**0**	**0**	**(3,500)**

(E) - Held in Partnership for External Organisations

	31/03/20 Estimated £000's	Covid Resilience £000's	Transformation £000's	Movement £000's	31/03/21 Estimated £000's
Purpose: Amounts held in trust on behalf of partners or external third party organisations.					
- Dorset Waste Partnership	(202)	0	0	0	(202)
- Dorset Adult Learning Service	(387)	0	0	(33)	(420)
- Stour Valley and Poole Partnership	(781)	0	0	197	(584)
- CCG Emotional Wellbeing and Mental Health	(655)	0	0	250	(405)
- Local Economic Partnership	(1)	0	0	0	(1)
- Flippers Nursery	(89)	0	0	0	(89)
- Adult Safeguarding Board	(42)	0	0	0	(42)
- Dorset Youth Offending Service Partnership	(367)	0	0	200	(167)
- Music and Arts Education Partnership	(358)	0	0	0	(358)
- Bournemouth 2026	(98)	0	0	98	0
- Bournemouth 2026 - West Howe Bid	(45)	0	0	0	(45)
- Charter Trustees	(46)	0	0	0	(46)
Held in Partnership for External Organisations	**(3,071)**	**0**	**0**	**712**	**(2,359)**

(F) - Required by Statute or Legislation

	31/03/20 Estimated £000's	Covid Resilience £000's	Transformation £000's	Movement £000's	31/03/21 Estimated £000's
Purpose: Amounts which the council is required to hold as a reserve in line with current accounting practice or legislative requirements.					
Building Regulation Account	(128)	0	0	0	(128)
Bournemouth Library Private Finance Initiative (PFI)	(393)	0	0	0	(393)
Carbon Trust	99	0	0	0	99
Business Rates Levy payments annual variation reserve	(2,591)	2,591	0	0	0
Business Rates 19/20 Settlement Grant - paid 18/19 - Surplus national levy/safty net account	0	0	0	0	0
Required by Statute or Legislation	**(3,013)**	**2,591**	**0**	**0**	**(422)**

(G) - Planning Related

	31/03/20 Estimated £000's	Covid Resilience £000's	Transformation £000's	Movement £000's	31/03/21 Estimated £000's
Purpose: Reserves designed to support planning processes and associated planning activity where expenditure is not incurred on an even annual basis.					
Local Development Plan Reserve	(644)	0	0	81	(563)
Planning Hearing and Enforcement Reserve	(123)	0	0	0	(123)
Other Planning Related Reserves	(629)	461	0	129	(39)
Planning Related	**(1,396)**	**461**	**0**	**210**	**(725)**

(H) - Government Grants

	31/03/20 Estimated £000's	Covid Resilience £000's	Transformation £000's	Movement £000's	31/03/21 Estimated £000's
Purpose: Amounts which the council is required to hold as a reserve in line with specific grant conditions.					
Total Unspent Grants	**(18,190)**	**0**	**0**	**14,012**	**(4,178)**

APPENDIX B

(I) - Maintenance

	31/03/20 Estimated £000's	Covid Resilience £000's	Transformation £000's	Movement £000's	31/03/21 Estimated £000's
Purpose: Reserves and sinking funds designed to support maintenance investments in specific services or assets.					
Corporate Maintenance Fund	(400)	149	0	0	(251)
Other Maintenance Related Reserves	(1,201)	75	0	0	(1,126)
Maintenance	**(1,601)**	**224**	**0**	**0**	**(1,377)**

(J) - ICT Development & Improvement

	31/03/20 Estimated £000's	Covid Resilience £000's	Transformation £000's	Movement £000's	31/03/21 Estimated £000's
Purpose: Resources set aside to meet various ICT improvement projects					
ICT Development & Improvement	**(1,203)**	**380**	**0**	**749**	**(74)**

(K) -Corporate Priorities & Improvements

	31/03/20 Estimated £000's	Covid Resilience £000's	Transformation £000's	Movement £000's	31/03/21 Estimated £000's
Purpose: Amounts set a side to deliver various priorities, some of which will be of a historical natured inherited from the predecessor authorities.					
Welfare Reform Reserve / Hardship Fund	(121)	0	0	121	0
Capital Feasibility and Small Works Fund	(342)	0	0	0	(342)
Local Elections Reserve	(187)	0	0	0	(187)
Other Corporate Priorities & Improvements	(1,879)	1,228	0	1	(650)
Corporate Priorities & Improvements	**(2,529)**	**1,228**	**0**	**122**	**(1,179)**

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HRA Bournemouth Neighbourhood - Revenue Account 2020/21

	June Actuals £000s	Approved Budget £000s	Forecast Outturn £000s	Forecast Variance £000s
Income				
Dwelling Rents	(5,746)	(22,439)	(22,439)	0
Non-Dwelling Rents	(31)	(147)	(125)	22
Charges for Services and Facilities	(55)	(1,602)	(1,551)	51
Contributions towards expenditure	0	(190)	(19)	171
Total Income	**(5,832)**	**(24,378)**	**(24,134)**	**244**
Expenditure				
Repairs and Maintenance	419	5,389	5,361	(28)
Supervision and Management	887	8,764	8,484	(280)
Rent, rates, taxes and other charges	96	222	220	(2)
Bad or Doubtful debts	0	188	188	0
Capital financing costs (debt management)	0	75	75	0
Depreciation	0	7,253	7,253	0
Interest & Similar Charges	160	2,517	2,517	0
Interest & Investment Income	0	(30)	(30)	0
Total Expenditure	**1,562**	**24,378**	**24,068**	**(310)**
(Surplus) / Deficit	**(4,270)**	**0**	**(66)**	**(66)**

HRA Bournemouth Neighbourhood - Capital Programme 2020/21

	June Actuals £000s	Approved Budget £000s	Forecast Outturn £000s	Forecast Variance £000s
Basic Planned Maintenance				
External Doors	1	300	300	0
Heating & Hot Water Systems	(65)	670	670	0
Windows	535	1,180	1,180	0
Bedroom Extensions	0	200	200	0
Building External – All schemes	88	700	700	0
Fire Risk Remedial works	0	600	600	0
Electrical Works	1	130	130	0
Kitchen Replacement Programme	51	850	770	(80)
Roofing	47	350	350	0
Bathrooms	38	950	870	(80)
Disabled Adaptations	11	700	640	(60)
Various programmes under £100,000	79	626	626	0
Contingency	0	350	290	(60)
Capitalised Salaries	0	331	331	0
Major Projects				0
Northbourne Day Centre	0	962	751	(211)
Templeman House	13	1,700	1,428	(272)
Barrow Drive	0	454	345	(109)
Princess Road	(21)	1,400	101	(1,299)
Ibbertson Way	1	662	480	(182)
Luckham Rd/Charminster Rd	0	1,706	726	(980)
Cabbage Patch	1	1,700	701	(999)
Moorside Road	0	1,950	72	(1,878)
New Build & Acquisition TBC	(75)	1,147	1,479	332
Total Capital Programme	**705**	**19,618**	**13,740**	**(5,878)**

HRA Poole Neighbourhood - Revenue Account 2020/21

	June	Approved	Forecast	Forecast
	Actuals	Budget	Outturn	Variance
	£000s	£000s	£000s	£000s
Income				
Dwelling Rents	(5,021)	(20,070)	(20,059)	11
Non-Dwelling Rents	(5)	(41)	(32)	9
Charges for Services and Facilities	(284)	(1,553)	(1,572)	(19)
Contributions towards expenditure	0	(54)	(54)	0
Total Income	**(5,310)**	**(21,718)**	**(21,717)**	**1**
Expenditure				
Repairs and Maintenance	1,251	5,368	5,366	(2)
Supervision and Management	586	4,366	4,348	(18)
Rent, rates, taxes and other charges	8	160	160	0
Bad or Doubtful debts	0	197	197	0
Capital financing costs (debt management)	0	105	105	0
Depreciation Charge	0	4,861	4,861	0
Capital Charges (net)	(98)	3,013	3,013	0
Contribution to transformation	0	1,000	1,000	0
Contribution to HRA reserve	0	162	162	0
Contribution new builds	0	2,486	2,505	19
Total Expenditure	**1,747**	**21,718**	**21,717**	**(1)**
(Surplus) / Deficit	**(3,563)**	**0**	**0**	**0**

HRA Poole Neighbourhood - Capital Programme 2020/21

	June Actuals £000s	Approved Budget £000s	Forecast Outturn £000s	Forecast Variance £000s
Basic Planned Maintenance				
External Doors	(12)	150	125	(25)
Boiler Replacement Programme	68	1,389	1,196	(193)
Windows	(2)	628	523	(105)
Building External – All schemes	(0)	290	200	(90)
Fire Risk Remedial works	20	841	841	0
Electrical Works	(26)	450	450	0
Kitchen Replacement Programme	(23)	675	563	(113)
Building Envelope (Seddons)	(0)	312	260	(52)
Roofing	31	380	380	0
Bathrooms	(7)	250	208	(42)
Various programmes under £100,000	(27)	693	633	(60)
Capitalised PHP Salaries	133	524	524	0
Other Planned Maintenance	0	0	0	0
Voids Maintenance	0	50	50	0
Sustainability	(23)	100	100	0
Contingency	0	250	100	(150)
Sales Admin	0	26	26	0
DA - Stairlifts	0	10	10	0
Disabled Adaptations	31	350	290	(60)
New Computer System	60	250	250	0
Major Projects	0	0	0	0
Cladding	(185)	450	450	0
New Build - Infill Projects	1	1,100	5	(1,095)
New Build - Montacute	(294)	151	0	(151)
Old Town Tower Block Works	224	7,350	4,250	(3,100)
Herbert Avenue Modular	(13)	2,347	1,175	(1,172)
Small Projects/Acquisitions	312	1,000	1,000	0
Sheltered Sites Works	6	0	0	0
Cynthia House	(39)	577	175	(402)
Sprinkler Installations	0	754	400	(354)
Hillborne School Development	(10)	285	5	(280)
Total Capital Programme	**221**	**21,633**	**14,190**	**(7,443)**

Key Financial Reports - 2020/21 Budget Monitoring & 2021/22 Budget Timeline

Date	Event	Report Title / Action	Detail
27 May 2020	Cabinet	BCP Council Financial Update	To contextualise the impact of the covid19 public health emergency on the council's financial position and develop the budget mitigation strategy.
24 June 2020	Cabinet	Covid19 - 2020/21 Budget Monitoring Report	Progress on the budget mitigation strategy.
29 July 2020	Cabinet	2019/20 Financial Outturn Report	Summary report covering the financial outturn for the first year of operation of BCP Council.
31 August 2020		Corporate Directors & Service Directors	Deadline to produce MTFP baseline financial assessments following review process to support the fundamental refresh of the MTFP
11 November 2020	Cabinet	2020/21 Budget Monitoring & MTFP Update	Includes; • in-year budget monitoring report • impact of the Chancellors July emergency budget • fundamental refresh of the MTFP • progress on setting a balanced budget for 2021/22

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Date	Event	Report Title / Action	Detail
26 November 2020	Audit & Governance	2019/20 Statement of Accounts	Report presents the 2019/20 statement of accounts for BCP Council including the Annual Governance Statement;
16 December 2020	Cabinet	2020/21 Budget Monitoring & MTFP Update	Includes; • Quarter 2 in-year budget monitoring • impact of Autumn Spending Round • progress on setting a balanced budget for 2021/22 • details of a fundamental review of earmarked & unearmarked reserves
13 January 2021	Cabinet	Taxbase Report	2021/22 Council Tax Taxbase
21 January 2021	Audit & Governance	Treasury Management Strategy 2021/22	Seeks approval for 2021/22 Treasury management strategy
February 2021		Presentation to representatives from Commerce & Industry	Consultation on 2021/22 Budget & MTFP
10 February 2021	Cabinet	2020/21 Budget Monitoring	Quarter 3 in-year budget monitoring
10 February 2021	Cabinet	2021/22 Budget & MTFP Update Report	Includes; • 2021/22 Provisional Local Government Finance Settlement • 2021/22 Budget Proposal • 2021/22 Council Tax Resolution

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Date	Event	Report Title / Action	Detail
23 February 2021	Council	2021/22 Budget & MTFP Update Report	Formal approval of the 2021/22 budget and council tax
March 2021	n/a	n/a	Publish 2021/22 Budget Book
June 2021	Cabinet	2020/21 Financial Outturn Report	Q4 budget monitoring report

Subject to determination

- Scrutiny arrangements of the both the 2020/21 budget monitoring reports and the 2021/22 MTFP/Budget reports

- Dates of the precept meetings for the Town, Parish and Neighbourhood Councils in Christchurch and the Chartered Trustees in both Bournemouth & Poole

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Appendix D2 - BCP Council MTFP 2021/22 Assumptions

	2020/21	2021/22	2022/23	2023/24	Comments
Council Tax Increase					
Bournemouth	3.84%	0.76%	2.99%	2.99%	
Christchurch	-3.55%	0.00%	2.99%	2.99%	
Poole	3.99%	2.99%	2.99%	2.99%	
Increase in Council Tax due to Strategy £'000s	0	-3,364	-6,591	-6,822	
Increase in Council Tax due to Tax Base Growth £'000s	0	-1,102	-1,135	-1,174	
Covid Impact £'000s	**0**	**8,500**	**0**	**0**	Built into base
Covid Impact on Tax Base	0	1,102	0	0	
Covid loss loss in income collection	0	7,398	0	0	
Council Tax Base Growth					
Bournemouth	-0.45%	0.00%	0.50%	0.50%	
Christchurch	0.41%	0.00%	0.50%	0.50%	
Poole	1.80%	0.00%	0.50%	0.50%	
Business Rate Growth	0	-1,078	0	0	
Covid Impact £'000s	0	3,700	0	0	Built into base
Covid 19 Business Rates Impact	0	3,700	0	0	
Growth	0	0	0	0	
Pay Award	2.75%	0.00%	0.00%	0.00%	
General Inflation	0%	0%	0%	0%	
Increase in Fees & Charges	0%	0%	0%	0%	
Employer Pension Contribution	16.2%	16.8%	17.4%	18.0%	
Pension Back funding £000's	5,887	6,101	6,342	6,547	
Contingency - % of previous year budget requirement	0.4%	0.5%	0.5%	0.5%	

Service Based Assumptions

	2020/21	2021/22	2022/23	2023/24	Comments
Adult Social Care					
National Living Wage	6.21%	5.00%	5.00%	5.00%	Homecare - 70% NLW 30% CPI, Residential - 65% NLW, 35% CPI
Infection Control - Building Based (care homes / daycentres)	N/A	0.00%	0.00%	0.00%	Assumption is government will fund
Infection Control - Other Community Services	N/A	0.00%	0.00%	0.00%	infection control for the medium term
Long Term Conditions		1.90%	1.90%	1.90%	1.9% demographic of LTC budget to reflect high increase of >80s
Inflation - CPI	1.90%	2.00%	2.00%	2.00%	
Children's Services					
Care Placements		**2,250**	**2,475**	**2,723**	
Standard External CiC Placements		1,650	1,875	2,123	Predicted Residential, Independent Foster Agency & Supported Living based on current costs/placements
Secure and Remand Beds		600	600	600	Estimated based on current costs/placements
Regeneration & Economy					
Concessionary fares		3.00%	3.00%	3.00%	
Car Parking Pressure £'000s		**10,755**	**0**	**0**	Gross income pressure reduced due to reduced direct costs (eg pay by phone) and overall judgement
Seafront		0	0	0	
Town Centre		8,079	0	0	
Other - residential districts, parks		2,676	0	0	

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BCP Medium Term Financial Plan

Key Financial Planning Assumptions

The MTFP as presented is based on several key assumptions that although they have been informed by numerous factors such as government announcements, economic forecasts, and trend analysis, are also based on professional judgement. They can be listed as follows;

Additional Investment into Services gross of savings (include pay, pensions, price and excluding savings)

a) Investment in adult social care - £8.8 million 2021/22

The MTFP makes provision for an additional net £19.5 million investment in adult social care services over the 3-year period to March 2024. This pressure is a combination of;

1) Assumptions around inflationary pressures within the care market. These pressures mainly relate to increases for providers in staffing costs where a significant driver will be the consequential impact of increases in the national living wage.

2) Demographic growth within the Learning Disability and Mental Health client group.

3) Demographic growth in demand for care packages for people with long-term conditions including those to support the NHS urgent and emergency care system as well as preventing delayed discharges from hospital.

4) Increased cost in respect of people with no recourse to public funds.

On the 31 December 2019 the Government published their response to the Low Pay Commission's recommendation on the national minimum (NMW) and national living (NLW) wages which promised that the NMW for over 25 will reach £10.50 in 2024. The NLW increased from £8.21 to £8.72 in April 2020 (6.2%). The NMW remains a key cost driver for the cost of care services has been factored into the cost pressures increasing 5% per year reaching £10.50 by April 2024.

The MTFP assumes that the government will continue to provide Infection Control grant for the care sector to support restrictions of staff movement between care providers, paying full wages for staff isolating and funding the cost of PPE for Covid-19 on an ongoing basis. The assumption therefore is that the Council do not need to provide for and fund such costs.

It should also be noted that a Mental Capacity (Amendment) Bill has replaced the Deprivation of Liberty Safeguards (DoLS) with a scheme known as the Liberty Protection Safeguards (LPS) with the target date for implementation of October 2020 has been postponed. These arrangements describe the procedures when it is necessary to deprive a resident in a range of settings of their liberty as they lack capacity to consent to their care to keep them safe. The council will commit spending on this activity up to any amount funded by the Government.

It had been anticipated that the green paper on social care funding would provide a sustainable funding source for adult social care moving forward. The spending round in 2019 SR19 and the subsequent Queen's Speech set out that the government intend to provide the detail of these fundamental reforms in due course.

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b) Investment in children's services (including social care) **- £5.5 million 2021/22**

The MTFP makes provision for an additional net £11.5 million investment in children social care services over the 3-year period to March 2024. The most significant and notable of these can be listed as;

1) an increase in the cost of children in care:

   o   the overall number of children in care has remained steady for the early months of the financial year but we are now seeing an increase in the numbers entering care, and the new children coming into care are often more expensive than the children leaving care for instance after turning 18.

   o   in addition to the cost of new placements is the increased cost arising due to the complexity of some existing and new cases.

   o   new cases and subsequent placement costs relating to 16+ cohort around complex safeguarding.

   o   there is a significant package of cost within the CHAD team (Children with Health & Disability). This has recently been agreed to receive a health contribution and the process is underway in health with a lead nurse engaging with the family and with existing support/professionals to determine the package of care required. It is only once the required package of care is determined that we will know which health elements cannot be provided through universal services and require funding from health. Last financial year we also had a significant high cost package of care, so we are beginning to see a pattern of highly complex needs cases which require support from health.

2) rebase of the budget for the front door and assessment social work team's establishment to recognise the increase in workload.

3) additional investment needed for S17 payments. Under section 17 of the Children Act 1989, social services have a general duty to safeguard and promote the welfare of children in need in their area where children require extra help from professionals to achieve or maintain a reasonable standard of health and/or development. Investment into this area can delay or reduce the expenditure needed for instance on expensive residential packages.

c) Investment in Environment and Communities - £2.8 million 2021/22

The proposed budget for 2021/22 makes provision for £2.8 million additional investment into environment and communities.

Predominately this relates to the disposal of waste, both residual and recycling.

1) Recycling - Seven years ago, the predecessor councils would have been receiving income for the recycling material it collected. Two years ago, it would have cost approximately £35 per tonne to dispose of the same quality of material. Today the council is having to pay in the region of £60 per tonne. The market is proving to be volatile in an unprecedented way, partly related to the covid pandemic, and forecasting the cost of disposal for 2021/22 is difficult. The tonnages collected are also running at about 5% higher than the previous twelve months, the reason for this is thought to be the increased number of people working from home. The current estimate for the impact of the volatility of the cost and the increased tonnage is £0.6 million.

2) Waste - The residual waste contract is due for renewal in August 2021 for the Bournemouth and Christchurch areas. Currently the council pays £133 per tonne for disposal of residual waste in the Christchurch area, and £109 per tonne in the Bournemouth area. Both are expected to increase to about £135 per tonne. As with recycling waste, the tonnages collected are in the

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region of 5% higher than the previous twelve months for the same reason. The expected increase in cost and tonnages will result in an additional cost of £0.4 million.

3) The above two pressures have been mitigated to some extent by the fact that the anticipated £0.6 million increase in costs assumed as part of the 2020/21 budget relating to the 32 euro per tonne tax on all waste imported to Holland (which has been converted to fuel) has not been passed onto the council.

In addition, there are several further pressures including;

4) A reduction in the income forecast to be generated from bereavement services in relation to cremations of £0.5million. In addition to the private crematorium that opened just outside the BCP conurbation with a private chapel within Christchurch, planning permission has been given for the building of a private crematorium in New Milton. A revised business case for the service will be presented to cabinet later in the year.

5) The purchase and maintenance of the council's fleet has been centralised. Individual services are no longer responsible, or hold the budget, for these fleet functions. A separate report on creating a sustainable fleet management strategy for the council is due to be reported to Cabinet and identifies a pressure from 2022/23 to repay the prudential borrowing used to purchase vehicles. The fleet requirement has been reviewed with each of the services to ensure that proposed purchases are essential to service provision. Without this investment council services could fail e.g. social services transport, waste collection, seafront maintenance etc. The reason for the pressure is mainly due to the use of one-off revenue funds/grants to purchase vehicles in a legacy council. Purchasing vehicles from such sources meant there was no built-in ability to purchase replacements when due.

6) BCP Council inspects its highway in accordance with the Well Managed Highways Infrastructure code of practice 2016 and insurance provider requirements At the current time there are c.1000 outstanding defect repairs across BCP Council of which c.750 are overdue their allocated rectification date which presents a real legal, financial and reputational risk to the Council. The ongoing overall decline of the network means that defect demand is increasing and as such there is a pressure on revenue budgets. The estimated on-going annual impact on revenue budgets is £0.5 million. This pressure has been mitigated by the confirmed application of capital funding in 2020/21.

7) Port Health costs associated with the transition from the European Union which have been mitigated in part by grant income.

d) Investment in Regeneration and Economy - £18.2 million 2021/22

An amount of £18.2 million has been set-a-side as part of the budget for 2020/21 to support increasing cost pressures specifically associated with regeneration and economy.

The most significant theme is the potential ongoing impact of the pandemic. Significant reductions in income totalling £16.6m are forecast. The key areas affected are car parking (£9.9m), seafront trading operations (£3.4m), cultural, heritage and leisure assets (£2.1m) and property (£1.2m).

Further to this, a need to increase investment and support to help the local economy recover from Covid-19 has resulted in £0.8m of pressures.

The impact of inflation (including concessionary fares, PFI contracts, rates and utilities), pension and pay award increases has led to pressures of £1.3m.

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Regeneration schemes being delivered via the Bournemouth Development Company (BDC) necessitate temporary closure of car parks during the construction phase this has resulted in pressures of £0.8 being included.

e) Government funding reductions (including New Homes Bonus)

BCP Council received £3 million in Revenue Support Grant (RSG) from the government in 2019/20. This grant can be used to finance revenue expenditure on any council service and is set out annually in the local government finance settlement. This £3 million is driven by the characteristics and activity of the Bournemouth area.

Across BCP it is estimated that this core grant funding is £103 million less in 2020/21 than the annual award it otherwise would have received in 2010/11.

As part the government's funding formulae some authorities are deemed to receive more income from council tax and business rates relative to other authorities. This perceived excess amount, known as negative revenue support grant, amounted to £3.1 million for Poole and Christchurch. The Governments stated intention was to remove these resources which would have meant BCP paying across £3.1 million of its council tax and business rates resources to be redistributed nationally. The government however have provided what they described as one-off resources in both 2019/20 and 2020/21 to avoid negative RSG impacting on the council.

On the basis that the potential impact of negative RSG has not been implemented in either of the last two years, the government's manifesto pledge not to allow a return to austerity cuts, and the expectation that current levels of government funding will be rolled forward into 2021/22 it is proposed not to assume that the council's funding will be reduced by £3.1 million. This assumption maybe vulnerable due to the government's previous commitment to a levelling up every part of the country and investing in every region.

The assumption of a roll forward of 2020/21 government grants into 2021/22 has also been applied to specific grants such as;

- Adults and Children's social care grant (£9.6 million 2020/21)

- Better Care Fund

There are two exception to this assumption. The first is in respect of the housing benefit administration grant which is being reduced year on year to reflect the movement of clients towards universal credit. The second is the new homes bonus (NHB) grant which was introduced in 2011 to incentivise local authorities to encourage housing growth in their area. BCP achieved NHB of £3.8 million in 2019/20 with the grant structured around receiving a grant for four years for each new home above a 0.4 per cent baseline, with the value based on the average national council tax level. Previously the indication was that 2019/20 would be the final year for any new NHB allocations as the government looked to explore how to incentivise housing growth as part of the next spending review.

The 2019 government spending round however set out the intention to make available funding to support an additional 2020/21 allocation for new homes delivered but that this would not result in any legacy payments being made in subsequent years. Therefore, the MTFP assumes the following profile of NHB payments which equates to a £0.9 million reduction in government funding when comparing 2021/22 with 2020/21.

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Figure 1: Profile of New Homes Bonus payments

Year Payment	2019/20	2020/21	2021/22	2022/23
Bonus Year				
2016/17	£1,808,241			
2017/18	£251,901	£251,901		
2018/19	£881,673	£881,673	£881,673	
2019/20	£846,339	£846,339	£846,339	£846,339
2020/21		£667,924		
Total Payment	**£3,788,154**	**£2,647,837**	**£1,728,012**	**£846,339**

Alongside the reduction in NHB the council is also anticipating a £0.2 million reduction in the housing benefit administration grant it receives. This reflects the historical year on year reduction to reflect the move from housing benefit to universal credit.

f) Pay Award across all council services

Local government agreed pay awards for 2018/19, 2019/20 and 2020/21 were 2 per cent, 2 per cent and 2.75 per cent respectively.

The budget for 2020/21 assumed a 2% increase within the base budget of each service directorate with, as a corporate item, provision being made for a potential 0.75 per cent increase which reflected the strong wage inflation during the previous twelve months.

The MTFP makes provision for a 0% increase in 2021/22. This reduced overall provision reflects the biggest fall in wages since the three months to April 2009 amid lower pay for furloughed employees, reduced bonus in the wider economy and the likely impact of rising unemployment in a recessionary economy.

The base revenue budget contingency will need to consider the risk associated with this assumption and ensure appropriate provision should a national pay award be approved.

In addition, the budgetary provision is made for between 95 per cent and 98 per cent of each service's employee establishment to allow for the impact of turnover and other matters on the actual costs of the service. Services are expected to manage the impact of any incremental drift in their pay base.

The assumption continues to be made that the harmonised pay and grading structure of BCP Council will be cost neutral. It is currently anticipated that the new pay and grading structure will become effective from 1 October 2021.

g) Pension Fund – Revaluation impact

BCP Council is a member of the Dorset Local Government Pension Scheme administered by Dorset Council. The funds actuary Barnett Waddingham is required to revalue the fund every three years (tri-annual revaluation) to determine both the value of its assets and liabilities and the contributions rates for each employer in the fund. The fund was last revalued as at April 2019 with the impact as follows;

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Figure 2: BCP Pension Fund – funding levels

Local Authority	31 March 2019 Funding level	31 March 2016 Funding level
Bournemouth Council		79%
Christchurch Council		88%
Dorset Council		80%
Poole		86%
BCP Council	**92%**	**82%**

As at 31 March 2019 BCP Council has a funding deficit of £86.6 million with a resulting funding level of 92 per cent. The improvement was a combination of the good asset performance of the fund with a slowdown in mortality improvement, negated to some extent by an assumption of higher future inflation and a lower discount rate compared to the 2016 valuation.

As part of the process agreement was reached with the pension fund actuary in respect of the profile of primary rate and back-funding contributions over the three-year period which are then fixed until the next tri-annual revaluation. This approach offers a degree of protection to the council in respect of the impact of the pandemic as any impact will not impact until the 2023/24 financial year. That said, it should also be recognised that recent changes in legislation state that the actuary can now request an employer changes their contribution rates/levels between formal valuation dates although this ability has not yet been used;

Figure 3: BCP Pension Fund contributions agreed with the Actuary

	2019/20	2020/21	2021/22	2022/23
Ongoing (primary) rate	15.6%	16.2%	16.8%	17.4%
Back-funding (secondary) rate	£9.428m	£5.887m	£6.101m	£6.324m

Generally, in respect of the 2019 revaluation, the increase on the ongoing rate was offset by the reduction in the back-funding element although it should be acknowledged that agreement was reached with the actuary to taper the ongoing rate increases over the three year period.

h) Inflationary costs

Inflation is only provided for in service directorate budgets where it can be demonstrated that it will be needed due to either market or contract conditions. Inflation as at August 2020 was 0.2 per cent as measured by the (CPI) Consumer Price Index (July 1 per cent).

i) 2021/22 Local Council Tax Support scheme (LCTSS)

Cabinet in December 2019 agreed there would be no change to the local council tax support scheme (LTCS) between 2019/20 and 2020/21.

As part of the government's response to Covid19 the Council was allocated £3.1 million to credit the council tax accounts of working age claimants with a recommended minimum £150 for this financial year. This will include the new LCTSS accounts resulting from the 14% increase in the cost associated with working age claimants between March and August 2020. There is no indication that the government will support a similar support mechanism in 2021/22.

Ongoing consideration is being given to potentially consulting during the spring/summer of 2021 on a revised scheme for 2022/23 onwards.

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j) Assumed savings and efficiencies

Figure 4 below identifies that the current £13.4 million funding gap for 2021/22 is after the assumed delivery of £8.8 million in additional savings and efficiencies being put forward by Directorates in establishing their estimated funding requirements for next year. These savings generally flow from reduced staffing, reduced operational costs, from creating common and consistent charging policies following the creation of the new BCP Council as part of the review of local government in Dorset. At this stage they exclude the savings from the main transformation programme which has been set a £15 million target for 2021/22.

A full detailed schedule of these already assumed savings and efficiencies are attached as Appendix D3i. It should be stressed that some of these savings have been assumed for financial planning purposes only as they will remain subject to public and staff consultation and subsequent councillor approval.

Figure 4 below sets out an analysis of the £29.4 million service-based savings and efficiencies for 2019/20(£11.2 million), 2020/21 (£9.4 million) and 2021/22 (£8.8 million);

Figure 4: Analysis of service-based savings (shown on an incremental basis)

	Budgeted 2019/20 £m	Budgeted 2020/21 £m	Estimated 2021/22 £m	Total £m
Staffing and organisation	(5.3)	(2.9)	(1.9)	**(10.1)**
Transformation		(1.0)	(0.3)	**(1.3)**
Democratic Representation	(0.5)			**(0.5)**
External Audit	(0.2)			**(0.2)**
Service Efficiencies				
Adult Social Care	(2.0)	(2.0)	(3.3)	**(7.3)**
Children Services	(0.2)	(0.1)	(0.3)	**(0.6)**
Place Theme	(0.7)			**(0.7)**
Regeneration & Economy		(0.5)	(0.0)	**(0.5)**
Environment & Communities		(0.2)	(0.4)	**(0.6)**
Resources	(0.7)	(0.3)	(0.7)	**(1.7)**
Commercial Opportunities	(0.7)	(0.3)		**(1.0)**
Fees and Charges	(0.9)	(2.1)	(1.9)	**(4.9)**
Total	**(11.2)**	**(9.4)**	**(8.8)**	**(29.4)**

These total savings can be compared to the £14.2 million (£9.2 million net) that Local Partnerships stated could be realised in BCP Council in their August 2016 financial model associated with Local Government Review (LGR) in Dorset. Across the two new unitary Councils the savings total was £27.8 million gross or £18.1 million net, which was after allowance had been made for savings from joint working prior to the 1 April 2019.

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BCP Unitary Council - Budget 2021/22 and MTFP - Assumed Savings

Ref:	Theme	Name of Proposal	Description	2021/22 £000's	2022/23 £000's	2023/24 £000's	Total to 2024 £000's
Resources							
1	Resources Directorate	Organisational savings following Local Government Review	Further service based cost efficiencies from combining the Bournemouth, Christchurch (including and element of Dorset County Council) and Poole Teams. Identified as part of the Covid 19 mitigation strategy	(551)			(551)
2	Resources Directorate	Staffing savings following Local Government Review	Further efficiencies from combining the Bournemouth, Christchurch (including and element of Dorset County Council) and Poole Teams. Identified as part of the Covid 19 mitigation strategy	(307)			(307)
3	Resources Directorate	Staffing and organisational savings within the Human Resources Service	Deletion of vacant posts to mitigate the loss of Tricuro and Academy Schools income	(244)			(244)
4	Resources Directorate	Organisational savings following Local Government Review	ICT Service Licensing Changes and changes to third party supply	(186)			(186)
5	Resources Directorate	Treasury Management Strategy	One off up front arrangement fee from the Dorset Pathology Unit investment - taken in 2020/21	45			45
		Savings Resources Directorate		**(1,243)**	**0**	**0**	**(1,243)**
Children's Services							
6	Children's Directorate	Base Budget Review	Inclusion & Family Services - service efficiencies	(262)			(262)
7	Children's Directorate	Base Budget Review	Quality & Commissioning - service efficiencies	(26)			(26)
		Savings Children's Directorate		**(288)**	**0**	**0**	**(288)**

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Ref:	Theme	Name of Proposal	Description	2021/22 £000's	2022/23 £000's	2023/24 £000's	Total to 2024 £000's
Adult Social Care							
8	Adult Social Care Directorate	Service Efficiencies - General	Implementation of strengths based approach to assessment, reduction in residential care placements as we moved to provide an alternative provision in a client's own home, target reviews achieving best value from S 117, Continuing Health Care and other high cost provision for people with learning disabilities and mental health.	(1,500)			**(1,500)**
9	Adult Social Care Directorate	Organisational savings following Local Government Review	Further service based cost efficiencies from combining the Bournemouth, Christchurch (including and element of Dorset County Council) and Poole Teams. Identified as part of the Covid 19 mitigation strategy	(900)			**(900)**
10	Adult Social Care Directorate	Fees and Charges	Rebase deferred payments budgets in line with current level of activity	(500)			**(500)**
11	Adult Social Care Directorate	Fees and Charges	Rebase client contributions in line with current level of base activity	(400)			**(400)**
12	Adult Social Care Directorate	Fees and Charges	Client Contributions - application inflation uplift and uprating in line with income changes.	(400)			**(400)**
13	Adult Social Care Directorate	Staffing savings following Local Government Review	Further efficiencies from combining the Bournemouth, Christchurch (including and element of Dorset County Council) and Poole Teams. Identified as part of the Covid 19 mitigation strategy for the Adult Social Care Services	(300)			**(300)**
14	Adult Social Care Directorate	Transformation - Organisational Redesign	Review approach to early intervention and develop options for front door model (potentially using KPMG)	(250)	(1,250)		**(1,500)**
15	Adult Social Care Directorate	Staffing savings following Local Government Review	Further efficiencies from combining the Bournemouth, Christchurch (including and element of Dorset County Council) and Poole Teams. Identified as part of the Covid 19 mitigation strategy for the Commissioning and Improvement Service	(220)			**(220)**
16	Adult Social Care Directorate	Service Efficiencies - General	Efficiencies from the review of services delivered by Tricuro	(200)			**(200)**
17	Adult Social Care Directorate	Service Efficiencies - General	Review of reablement service.	(150)			**(150)**
18	Adult Social Care Directorate	Service Efficiencies - General	Review commissioning dementia home care (Poole Area).	(120)			**(120)**

Ref:	Theme	Name of Proposal	Description	2021/22 £000's	2022/23 £000's	2023/24 £000's	Total to 2024 £000's
19	Adult Social Care Directorate	Service Efficiencies - General	Use of technology in meeting care and support needs.	(100)			**(100)**
20	Adult Social Care Directorate	Service Efficiencies - General	Enhance support to self funders to make decisions about their care.	(100)	(50)		**(150)**
21	Adult Social Care Directorate	Domiciliary Care costs	Use of BCP framework contract for new domiciliary demand in the Christchurch area.	(80)			**(80)**
22	Adult Social Care Directorate	Service Efficiencies - General	Efficiencies from the review of day opportunity initiatives delivered by Tricuro	(60)			**(60)**
23	Adult Social Care Directorate	Service Efficiencies - General	Harmonise Catering Services.	(50)			**(50)**
24	Adult Social Care Directorate	Fees and Charges	Fee consistency / harmonisation Adult Charging Policy. Item scrutinised by Health and Adult Social Care Overview and Scrutiny Committee on 18.12.2019 and will return for further scrutiny after public consultation in Spring 2020.	(25)			**(25)**
25	Adult Social Care Directorate	Service Efficiencies - General	Reduce bad debt by improving debt management.	(20)	(20)		**(40)**
26	Adult Social Care Directorate	Service Efficiencies - General	Review of discretionary managing other people money services ensuring full cost recovery.	(10)	(10)		**(20)**
27	Adult Social Care Directorate	Service Efficiencies - General	Investigate telephone/online options to speed up financial assessments	(10)	(5)		**(15)**
		Savings Adult Social Care Directorate		**(5,395)**	**(1,335)**	**0**	**(6,730)**
Regeneration & Economy							
28	Regeneration & Economy Directorate	Staffing savings following Local Government Review	Further efficiencies from combining the Bournemouth, Christchurch (including and element of Dorset County Council) and Poole Teams. Identified as part of the Covid 19 mitigation strategy	(85)	(28)	(27)	**(140)**
29	Regeneration & Economy Directorate	Fees and Charges	Rebase planning income inline with historical performance	(25)			**(25)**
30	Regeneration & Economy Directorate	Service Efficiencies	Reduction in art centre grant support already agreed	(25)			**(25)**
31	Regeneration & Economy Directorate	Fees and Charges	Rebase parking income inline with historical performance	(20)			**(20)**

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Ref:	Theme	Name of Proposal	Description	2021/22 £000's	2022/23 £000's	2023/24 £000's	Total to 2024 £000's
32	Regeneration & Economy Directorate	Service Efficiencies - General	Numerous small budget adjustments	(9)			(9)
33	Regeneration & Economy Directorate	Transformation cost recovery fees and charges	Beach Hut Income. Includes the income generated from the provision of new beach huts with tariff harmonisation and price adjustments in other areas.	85	(93)		(8)
34	Regeneration & Economy Directorate	Transformation cost recovery fees and charges	Consistent service operating model for Leisure Centres			(100)	(100)
		Savings Regeneration and Economy Directorate		**(79)**	**(121)**	**(127)**	**(327)**
Environment & Community							
35	Environment & Communities Directorate	Staffing savings following Local Government Review	Further efficiencies from combining the Bournemouth, Christchurch (including and element of Dorset County Council) and Poole Teams. Identified as part of the Covid 19 mitigation strategy	(748)			(748)
36	Environment & Communities Directorate	Transformation - Organisational Redesign	Operational Service Delivery Reviews in Environment & Communities	(356)			(356)
37	Environment & Communities Directorate	Transformation - Cost recovery - Fees and Charges	Fee consistency / harmonisation across a number of services. Includes Green Waste	(352)			(352)
38	Environment & Communities Directorate	Transformation - Cost recovery - Fees and Charges	Rebase Solar Panel income inline with historical performance	(300)			(300)
39	Environment & Communities Directorate	Base Budget Review	Communities - Regulatory Services - Port Health Brexit costs - new burdens funding	(62)			(62)
		Savings Environment & Communities		**(1,818)**	**0**	**0**	**(1,818)**
		Overall Total		**(8,823)**	**(1,456)**	**(127)**	**(10,406)**

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BCP Financial Strategy 2021/22

1. A financial strategy is integral to the development of the overall organisational health of the council. Its aim is to detail how the council plans to finance its operations and meet its strategic priorities. The intent of the strategy is to set out the themes and categories the council will look to further develop as a means of delivering a balanced budget for 2021/22 and any underlying actions that need to be taken. The document will also support the approval of the medium-term financial plan (MTFP) and a positive value for money judgement for the new authority.

2. The strategy will help BCP continue to build a culture of strong and effective financial management, a culture which enabled the council to deliver a financial outturn which was within the parameters of its original budget for 2019/20. No mean feat for the first year of operating a council created following the most complex local government reorganisation for 45 years and with only eight months' notice. No mean feat for a council created to help the community manage the legacy impact of austerity which saw a reduction in government funding which has been estimated at approximately £103 million per annum.

3. The council has and will clearly need to continue to harness the positive focus, goodwill and personal contribution from officers and councillors which enabled the predecessor councils to deliver balanced budgets and positive financial outturn positions.

4. The overriding principle will be to deliver a responsible, sustainable and balanced budget for 2021/22 which is one where spending levels are matched against available resources and one which is not overly reliant on the use of reserves to cover any gap between resources available and ongoing expenditure.

Financial Context

5. In considering the 2021/22 financial strategy for BCP Council it will be important that it is considered within the context of a unitary authority which is currently only in its second year of operation with turnover of around £0.7 billion per annum and an annual net budget which for 2020/21 was £283 million per annum. It is also critical that consideration is given to the ambition and purpose of the council as expressed through the approved corporate strategy as well as the impact on the organisation's financial and non-financial resources of the Covid-19 public health emergency.

6. BCP Council's Corporate Strategy was adopted by council on 5 November 2019. The vision is to create vibrant communities with outstanding quality of life where everyone plays an active role. The high-level strategy sets out five council priorities and a commitment to become a modern, accessible and accountable council committed to providing effective community leadership. The priorities are:

   - **Sustainable Environment** - leading our communities towards a cleaner, sustainable future that preserves our outstanding environment for generations to come

   - **Dynamic Places** - supporting an innovative, successful economy in a great place to live, learn, work and visit

- **Connected Communities** - empowering our communities so everyone feels safe, engaged and included

- **Brighter Futures** - caring for our children and young people; providing a nurturing environment, high quality educations and great opportunities to grow and flourish

- **Fulfilled Lives** - helping people lead active, healthy and independent lives, adding years to life and life to years.

7. The strategy is underpinned by an agreed set of core values and delivery plans which set out how the council will achieve the priorities.

Figure 1: BCP Corporate Strategy

Impact of the Covid-19 Public Health Emergency beyond 2020/21

8. A financial strategy can also not be established without considering the medium to long term impact of the country's biggest public health emergency for a generation. Since March 2020 this has required urgent and decisive action to be taken by the council to support its community while also supporting the integrity of the council's financial position and sustainability.

9. The public health emergency resulted in extra pressures on services in support of the most vulnerable; the elderly, disabled and homeless. This included getting rough sleepers off the street, supporting new shielding programmes for clinically extremely vulnerable people, assisting the heroic public sector and social care workforce, and making over £83 million in grants to local businesses.

10. At the same time the council's income base collapsed with leisure centres shut, seafront services closed, and parking fees not being generated, as well as lower council tax and business rates yields predicted. This loss of income represented a real reduction in the resources available to fund local services.

11. In considering the council's overall financial position it must be borne in mind that BCP as well as being one of the twelve largest unitary councils is also a coastal community particularly exposed to significant income reductions. In a normal year the tourism sector makes a considerable contribution to the budget, including for vital council services such as adults and children's social care. This is emphasised by the benchmarking that shows the council is in the top four of unitary councils as being supported by sales, fees, charges, trading accounts, interest & investment income. Growing our income base was a strategy to sustain services directly linked to reduced government funding and growing pressures.

12. That said, the position is now compounded by the possibility of further periods of disruption related to the outbreak in this and future financial years as well as the less well understood future impact on the demand pressures faced by local authorities such as;

    - adult social care-specifically relating to the legacy impact of the 10 per cent uplift to the cost of care during the period to the end of July 2020/21 and whether further funding will be forthcoming from central government for infection control in the care sector in future years.

    - children's social care, specifically the issue of latent safeguarding demands.

    - school reopening's with specific issues such as those relating to home to school transport.

    - collection fund issues.

13. This will be exacerbated by what the Treasury expect to be the worst recession on record and the need for the government to reassure the financial markets that there is a plan to control spending in the medium term.

14. As highlighted the legacy impact of Covid-19 is that it will directly impact on the services that our community require us to provide which in turn will be influenced by the consequential recessionary impact of a growth in unemployment. The council will need to challenge itself to determine if its corporate strategy provides the priorities and objectives required as our community emerges from the public health emergency and begins the recovery and reset phase. Even at this potentially early stage the 14% growth in the cost of local council tax support working age claimants since March 2020 and the number of job losses in the local economy point to the need to support our working age benefits claimants and to help our businesses recover.

MTFP Refresh 2021/22 to 2023/24

15. In the February 2020 budget report to Council the MTFP included a funding deficit of £17.3 million for 2021/22 and £6.9 million for 2022/23.

16. The MTFP set out in the Covid-19 – 2020/21 Budget Monitoring Report to 24 June 2020 Cabinet identified that after making provision for assumed cost and demand increases, after certain provision for the impact of the public health emergency on ongoing core income, after allowing for the borrowing costs on key regeneration projects, and after factoring in certain savings that have already been identified along with the strategy to harmonise council tax in 2021/22, the council will have a £32m funding gap in 2021/22.

17. The MTFP has subsequently been updated to a three-year time horizon covering 2021/22 through to 2023/24 as part of a fundamental base budget review process undertaken over the summer. It should be noted that this table is presents on an absolute, rather than incremental, basis.

Figure 2: MTFP update at October 2020 (**Scenario A**)

	2021/22	2022/23	2023/24
Position prior to legacy Covid position	**24.4**	**45.2**	**62.7**
Service Investments	4.0	4.0	4.1
Transformation Revenue Costs	3.5	4.0	4.5
Service Savings – Assumed / programmed	(8.8)	(10.3)	(10.4)
Council Tax – Annual uplift (Harmonisation / 2.99%) & Tax-base	(4.5)	(12.2)	(20.3)
Business Rates – Annual inflationary uplift	(1.1)	(2.2)	(3.3)
Collection Fund – One-off surplus 2020/21	1.4		
Position prior to legacy Covid position	**18.9**	**28.5**	**37.3**
Covid19 – Sales, Fees and Charges	17.1	8.5	4.2
Covid19 – Core Income	12.2	6.1	3.0
Covid19 - Costs	1.0	0.6	0.6
Current Base MTFP Position	**49.1**	**43.6**	**45.1**
Removal of service investments	(4.0)	(4.0)	(4.0)
Revenue contribution to capital	(2.0)	(2.0)	(2.0)
Residual capital funding	(0.1)		
Town Centre Development Fund	(2.5)		
ICT Investment Plan Resources One-Off & funding obligations	(1.3)	0.3	0.3
Transformation Fund Resources One-Off & funding obligations	(10.8)	8.1	3.0
Net Funding Gap – Before Transformation	**28.4**	**46.0**	**42.4**
Transformation Saving Target 2021/22	(15.0)	(24.1)	(33.2)
Net Funding Gap	**13.4**	**21.9**	**9.2**

The current position represents 4.7% of its 2020/21 £283 million net budget.

18. This financial strategy will therefore need to be kept under constant review as the immediate and ongoing impact of Covid-19 emerges. The requirement to predict the future as part of the councils financial planning framework is always accompanied by significant risk but this year the uncertainty and potential variability will be particularly high. Of particular concern will be the impact on the main income streams to the council, notably;

- **Business rates yield** - businesses in retail, hospitality and leisure (RHL) sector were not required to pay business rates in 2020/21 and as they account for 52% of the total normal business rates yield the council will be watching their recovery very carefully and considering the impact on the amount it would ordinarily expect to raise in 2021/22. Any impact on this sector will be in addition to the £3.7 million reduction in yield currently being experienced in 2020/21. An element of this is expected to reoccur next year in the non RHL sectors as they struggle to recover from the impact of the pandemic. As per this year a £3.7 million impact of business rates yield is being assumed in 2021/22.

- **Council tax yield** – the income generated next year will be influenced not only by the council tax harmonisation strategy but also by the extent to which residential development schemes have been delayed or even moth balled. The number of homes over which council tax is chargeable, referred to as the tax base, is a key element of the council tax calculation. The fact that the tax base may not be as high as previously assumed or may even have reduced between years will be significant. A specific reason

it may have reduced is due to the number of local council tax support (LCTSS) claimants with the cost of the scheme in respect of working age claimants having increased by 14% between March and August 2020. This impact on tax base will also have consequences for other preceptors such as the police, fire and local town and parish councils.

- **Sales, fees and charges** – based on the September monthly return to government and included in the projected outturn in the October monitoring, the council is predicting to have a £23.0 million shortfall in the income it generates via sales, fees and charges during 2020/21 with an estimated £12.1 million to be allocated by the government compensation scheme to provide a level of financial assistance. In respect of 2021/22 the indication is that the government have no intention of rerunning the scheme next year. Therefore, the MTFP will need to estimate the level of such income that may be generated in a hopefully post Covid-19 scenario which, in all likelihood, will not be to the levels budgeted for 2020/21 or experienced in 2019/20.

19. The level of national government interventions, mitigations and direct support arrangements relating to the pandemic will clearly impact on both the economic recovery and individuals. Ending of the ban on evictions in September and the cessation of the job retention scheme, often referred to as the furlough scheme, in October will be two policy areas which could impact on the demands placed on the council. The revised Job Support Scheme recently announced by the government to replace the furlough scheme should mitigate potential job losses in certain sectors of the economy.

20. What is clear is that the government need to continue to ensure sustainable funding to local areas to enable them to invest in long term infrastructure, economic growth, support for businesses and help with skills and employment.

21. Figure 4 overleaf shows in an absolute and on an incremental basis a summary of the budget changes.

Figure 4: BCP Council MTFP in absolute and incremental terms (**Scenario A**).

	Adjusted Net Budget 2020/21 £m	MTFP 2021/22 £m	Net Budget 2021/22 £m	MTFP 2022/23 £m	Net Budget 2022/23 £m	MTFP 2023/24 £m	Net Budget 2023/24 £m
Adult Social Care *(Including Public Health)*	109.7	3.4	113.1	7.3	120.4	8.8	129.2
Children's Services	63.1	5.2	68.4	3.0	71.4	3.2	74.6
Environment & Community	49.8	1.0	50.8	1.4	52.2	0.4	52.6
Regeneration & Economy	9.7	17.0	26.6	(7.1)	19.5	(3.4)	16.1
Resources	31.9	0.0	31.9	0.4	32.3	0.2	32.6
Transformation Revenue Implications	0.0	3.5	3.5	0.5	4.0	0.5	4.5
Corporate Priorities	1.4	1.1	2.5		2.5		2.5
Net cost of services	265.6	31.2	296.8	5.6	302.4	9.6	312.0
Provision for repayment borrowing (MRP)	9.8	0.1	9.9	0.1	10.1	0.1	10.1
Pensions	5.6	(0.1)	5.5	(0.1)	5.5	0.2	5.7
Revenue contribution to capital	0.8	(0.5)	0.4		0.4	0.0	0.4
Transformation Funding	2.0	(1.5)	0.5		0.5	2.0	2.5
Interest on borrowing	1.8	1.4	3.2	(0.0)	3.2	(0.0)	3.2
Contingency	1.2	3.4	4.6	3.4	7.9	3.3	11.2
Parish, Town, Neighbourhood Councils & Charter Trustees	0.8		0.8		0.8		0.8
Movement to and (from) reserves - inc unearmarked	0.7	(0.0)	0.7		0.7		0.7
High needs reserve contribution	1.2	(1.2)	0.0		0.0		0.0
Levies (Environment Agency / Fisheries)	0.6		0.6		0.6		0.6
Apprentice Levy	0.6		0.6		0.6		0.6
Revenue expenditure on surplus assets	0.2		0.2		0.2		0.2
Investment property income	(6.7)	1.2	(5.5)	(0.4)	(5.9)	(0.4)	(6.3)
Income from HRA	(0.9)		(0.9)		(0.9)		(0.9)
Interest on cash investments	(0.2)	0.1	(0.0)		(0.0)		(0.0)
Dividend income	(0.1)		(0.1)		(0.1)		(0.1)
Residual capital funding	0.0	(0.1)	(0.1)	0.1	0.0	0.0	0.0
Town Centre Development Fund	0.0	(2.5)	(2.5)	2.5	0.0	0.0	0.0
ICT Investment Plan Resources One-Off	0.0	(1.6)	(1.6)	1.6	0.0	0.0	0.0
ICT Investment Plan funding obligations	0.0	0.3	0.3	0.0	0.3	0.0	0.3
Transformation Fund Resources One-Off	0.0	(13.5)	(13.5)	13.5	0.0	0.0	0.0
Transformation Fund funding obligations	0.0	2.7	2.7	5.4	8.1	(7.1)	1.0
Transformation Saving Target 2021/22	0.0	(15.0)	(15.0)	(9.1)	(24.1)	(9.1)	(33.2)
Net Budget	283.0	4.4	287.4	22.6	310.0	(1.4)	308.6
Council Tax income	(217.1)	4.0	(213.0)	(12.0)	(225.1)	(10.2)	(235.2)
Net income from Business Rates	(58.1)	2.6	(55.5)	(3.0)	(58.4)	(2.0)	(60.5)
Revenue Support Grant	(3.0)	0.0	(3.0)		(3.0)		(3.0)
New Homes Bonus Grant	(2.6)	0.9	(1.7)	0.9	(0.8)	0.8	0.0
Collection Fund Surplus Distribution	(1.4)	1.4	0.0		0.0		0.0
Parish, Town, Neighbourhood Councils & Charter Trustees	(0.8)	0.0	(0.8)		(0.8)		(0.8)
Total Funding	(283.0)	9.0	(274.0)	(14.1)	(288.1)	(11.3)	(299.5)
Annual – Net Funding Gap	(0.0)	13.4	13.4	8.5	8.5	(12.7)	(12.7)
Cumulative MTFP – Net Funding Gap			13.4		21.9		9.1

22. Appendix D3 to the substantive Cabinet report includes the detail of the current assumptions used in supporting the MTFP.

23. In terms of updating the MTFP it is recommended that the council prepares its financial strategy on this basis outlined above (scenario A). It is also worth reflecting that different scenarios are possible, due to the considerable uncertainty that exists in the current financial planning environment and framework. To emphasise the point an alternative financial scenario is summarised below;

Scenario B

£13.4m	Total MTFP pressure for 2021/22 based on scenario A
£3.1m	No additional government support from the impact of negative revenue support grant (RSG) as made available in the previous two financial years.
£3.9m	Council required to request Secretary of State permission to contribute towards High Needs Deficit
£20.4m	**Total Scenario B MTFP pressure**

Summary 2021/22 Financial Strategy

24. The summary of the current funding gap position in respect of the 2021/22 Budget can be set out as in Figure 4 below

Figure 4: MTFP update at October 2020 (**Scenario A**)

£m	Details
17.3	Position as per February 2020 February Budget Report
(6.4)	Ongoing savings introduced in the June 2020 Cabinet Report
(5.0)	Changes in assumptions (negative RSG, Pay Award, contribution to DSG)
3.5	Transformation – revenue investment (June Cabinet Organisational Design report)
5.5	Revised operational pressures and savings following August Refresh
14.9	**Sub-Total Funding Gap for 2021/22**
4.0	Requested Service Investments
18.9	**Sub-Total Funding Gap for 2021/22**

Covid19 Legacy Issues	
17.1	Sales, Fees and Charges (predominately Town Centre Car Park Income)
12.2	Core Income (Council Tax and Business Rates yield)
0.9	Legacy Costs Issues (Infection Control, homelessness, economic development)
30.2	**Total Covid19 Legacy Issues**
49.1	**Sub-Total Funding Gap for 2021/22**

Mitigations	
(15.0)	Savings target set for the Transformation Programme
(4.0)	Removal of requested service improvements
(2.0)	Removal of revenue contribution to capital
(0.1)	Residual MTFP
(1.3)	ICT Investment Plan – refinance by borrowing
(10.8)	Transformation Fund – refinance by borrowing and profile into MTFP
(2.5)	Other schemes refinanced by borrowing
13.4	**Funding Gap for 2021/22**

25. It should be emphasised that the current funding gap of £13.4 million as shown above is net of £8.8 million of savings and efficiencies already programmed and assumed for 2021/22.

26. The approach to setting a robust and lawfully balanced budget for 2021/22 will be therefore an extremely challenging one for the council. The approach to ensuring this happens can be summarised as follow;

    a) Encourage the government to continue to meet the original commitment from Robert Jenrick the Secretary of State for Housing Communities and Local Government that promised councils will get all the resources they need to cope with this pandemic.

    b) The first draft of the 2021/22 Budget will be drawn including a £2.5 million investment in corporate priorities which is £1.1 million more than the amount assumed in the base for 2020/21.

    c) The £15 million savings target for transformation is reaffirmed. It is recommended that the Corporate Director for Transformation brings forward to Cabinet in December a report detailing how such savings will be achieved, including their implications, risks and mitigations and the extent to which they will be itemised in setting the 2021/22 budget. This assumed level of savings for 2020/21 was approved as part of 2020/21 budget monitoring report to June Cabinet.

    d) The review of projects (revenue and capital) as put forward as part of the June Cabinet report which set out those schemes and programmes that could be deferred, cancelled or refinanced.

    e) Proposals to refinance other capital schemes where appropriate, designed to release resources which can be used to support the 2021/22 budget of the Council. The intention now being to borrow to fund these schemes over the life of the asset, or where they are revenue in nature to meet the cost as part of the budget for the year in which the expenditure falls. Examples of such schemes include the ICT Investment and the previous transformation programme.

    f) Recognising the scale of the Covid-19 legacy issues, what the government often refer to as the Covid-19 scarring costs, and the uncertainty as to whether they will be covered by government in either full or part it is recommended that the council;

    f1) take all possible steps to avoid using reserves and protect resources earmarked in 2020/21 to mitigate the impact of Covid-19 in the current financial year. If this can be achieved the proposal would be to redirect these resources into a Covid-19 income mitigation reserve.

f2) take all possible advantage of the system to allow council and business rates tax deficits to be repaid over three years instead of one, accepting that the details of the scheme are yet to be announced and therefore the advantage or otherwise of doing so is yet to be clarified.

f3) request that Portfolio Holders, Corporate Directors and Service Directors work together to reduce the operating cost pressures put forward as part of the August 2020 rebase of the Medium Term Financial Plan or to increase the £8.8m of savings, efficiencies and additional income already being put forward for 2020/21 outside of separate Transformation programme. The first draft of the 2021/22 will also be drawn excluding £4.0 million of service improvements requested by the Corporate and Service Directors and the £2.0 million assumed revenue contribution to capital.

g) An ongoing review of resources and provisions to consider inherited amounts from predecessor councils relating to s106 deposits and the community infrastructure levy receipts to establish if there has been consistency in how they have been used and to determine the extent to which they should have been applied to historic capital expenditure. This workstream should also consider the adequacy or otherwise of historic provisions for business rates appeals and provisions.

h) A review of third-party contributions towards forecast costs to ensure they are being maximised. This includes contributions from the Clinical Commissioning Group towards the cost of care.

27. Some of these issues is explored in further detail in the following sections.

Investments in Corporate and Service Priorities

28. As previously stated, the first draft of the budget for 2021/22 will include a £2.5 million investment in corporate priorities. This is in line with the assumptions of the medium-term financial plan as endorsed by Council in February 2020. Figure 5 below sets out how the previous administration intended to allocate these resources.

Figure 5: Previous proposal for the investment of £2.5m in corporate priorities in 2021/22 budget.

	Amount 2020/21 Base £000s	Additional Amount Requested 2021/22 £000s	Originally proposed total amount for 2021/22 £000s
Regeneration	370	380	750
Highway Maintenance	390	265	655
Arts and Culture	150	370	520
Street Cleansing	150	103	253
Climate Change and Ecological Emergency	240	0	240
Unauthorised Encampments	50	0	50
Community Engagement Strategy	50	0	50
Total	**1,400**	**1,118**	**2,518**

29. As could be anticipated, the new Conservative administration will continue to reflect if these allocations accord with their priority areas for investment with future reports

updated for any reprioritisation. Cabinet will also need to consider both the affordability of this commitment and the opportunity, subject to successful management of the all the financial challenges currently faced, to extend this commitment further.

30. This financial strategy also assumes that the first draft of the budget will exclude the £4 million investment in services that has been specifically requested by Corporate and Service Directors.

Transformation

31. A high-level business case was presented to Cabinet in November 2019 which set out the original scope of the council's organisation design project, which was facilitated by KPMG, and identified that it could potentially deliver up to £43.9 million of gross annual savings by year 4 based on an investment of £29.5 million. The profile of these savings was assumed to accumulate as £7.8 million in year 1 growing to £16.5 million in year 2, £36.9 million in year 3 and £43.9 million in year 4.

32. Council on the 7 July 2020 agreed to the extension of the project to a £38 million programme referencing the quantum leap forward in different ways of working as a consequence of the Covid-19 public health emergency and the need to accelerate the pace at which we generate savings and efficiencies. This report set out that the £43.9 million must now be adopted as our minimum expectation of savings and efficiencies with the 24 June budget monitoring report to Cabinet setting out the proposal to adopt £15 million as the minimum savings target for 2021/22 which is net of an estimated £1.5 million of ongoing savings from the employee base put in place in 2020/21 to help manage the in-year financial position.

33. Figure 6 below statement arguably sets out the benefits from the transformation programme which remain to be realised;

Figure 6: Transformation Programme Benefits

Programme of Change	Estimated benefit - Highpoint (£m)	Phasing (£)			
		Year 1	Year 2	Year 3	Year 4
Customer Contact	(11.6)	(1.9)	(1.9)	(5.9)	(1.9)
Service Redesign	(5.1)	(0.8)	(0.8)	(2.7)	(0.8)
Enabling Functions	(5.8)	(1.0)	(1.9)	(1.9)	(1.0)
Third party Spend	(19.8)	(3.3)	(3.3)	(9.9)	(3.3)
Cost recovery	(1.6)	(0.8)	(0.8)		
Total Forecast Benefits	**(43.9)**	**(7.8)**	**(8.7)**	**(20.4)**	**(7.0)**
Permanent savings identified as part of 2020/21 Covid19 response					
Expenditure Cost Base	4.9	4.9			
Employee Cost Base	1.5	1.5			
2020/21 - Total Savings identified in-year	**6.4**	**6.4**	**0.0**	**0.0**	**0.0**
Total Benefits to Realise	**(37.5)**	**(1.4)**	**(8.7)**	**(20.4)**	**(7.0)**
Previous MTFP Savings which were part factored into 2020/21 budget					
ASC - Front Door	2.5	1.0	0.8	0.8	
R&E - Cost Recovery - Town Centre & Beach Parking	0.7	0.7			
R&E - Cost Recovery - Seafront Rent Reviews	0.2	0.2			
R&E - Cost Recovery - CIL Admin fee	0.2	0.2			
R&E - Cost Recovery - Beach Hut Income	0.1	0.1	(0.1)	0.1	
R&E - Cost Recovery - Increase car parking permits	0.1	0.1			
R&E - Cost Recovery - Upton Country Park parking	0.0	0.0			
E&C - Cost Recovery - HWRC residents other councils	0.2	0.2			
E&C - Cost Recovery - Recharges inhouse maintenance team	0.2	0.2			
E&C - Cost Recovery - Trade Waste Charges	0.1	0.1			
E&C - Cost Recovery - Bereavement service harmonise	0.1	0.1			
E&C - Cost Recovery - Green Waste charges	0.1	0.1			
2020/21 - Total Savings - Detailed in the Original Budget	**4.3**	**2.8**	**0.7**	**0.8**	**0.0**
Total Benefits to Realise	**(33.2)**	**1.4**	**(8.0)**	**(19.6)**	**(7.0)**

34. On the basis that the £15 million has now been set as the savings target for 2021/22 it is proposed to weight the residual £18.2 million evenly (£9.1 million per year) over the following two years. The assumption is that the transformation programme will capture any savings associated with the;

    - Work to enable communities take more responsibilities for their need.

    - Reduction in employee headcount through the consolidation of common roles/work.

    - Reduction in employee headcount through the consolidation of organisational layers/structures.

    - Reduction in third-party spend through more robust procurement and contract management.

    - This will include smarter ways of working such as the digital mail and the reduction of spend throughout the council by the centralisation of spending on items such as stationary, photocopying and printing. There has also been a review of the corporate structure to enable the council to continue to reflect and realign its management structure to ensure we are continuously improving towards being the organisation that we aspire to be and to ensure we deliver our priorities. This included the integration of the library services with customer facing services and community-hubs and the creation of a new corporate director for marketing, communications & strategy.

    - The councils Estate Strategy is also an integral part of the transformation strategy.

Estate Strategy

35. Cabinet have established a working group to consider the estates & accommodation strategy and the potential for a single civic centre. This is further to the decision of Cabinet in February 2020, to adopt the Bournemouth town hall campus as our principal office accommodation. As part of their decision Cabinet established that;

    a. In the first instance, the relocation of all staff from Poole civic centre, Christchurch civic offices and the Bournemouth learning centre (to the Bournemouth town hall campus) be accelerated to facilitate the closure and/or repurposing of those offices as quickly as possible.

    b. As this programme evolves, we will also look to identify as many other buildings as possible that can also be included in the relocation programme in order to either support service development proposals, to facilitate regeneration, or to generate long term income or capital receipts for the council. It should be noted, however, that there is often a significant time lapse between the release of any buildings and the subsequent regeneration or receipt of the transfer proceeds.

    c. In undertaking this short-term programme of relocations, we will not materially redesign or refurbish the Bournemouth town hall campus and will seek to reuse as much of the existing office furniture estate as possible. This will mean that the up to £29 million costs identified in the February 2020 Cabinet report will not be incurred.

    d. Notwithstanding this, there will be a need to incur some costs to facilitate this short-term programme of relocation and consolidation. These costs are required to cover aspects such as:

       - Removal of non-structural walls to create more open space within some parts of the Bournemouth town hall campus.

       - Investment in appropriate facilities/solutions to comply with social distancing requirements within office environments.

- Transportation of equipment from decommissioned sites to Bournemouth town hall campus.

- The relocation of some critical services currently located within buildings that we are vacating, such as the CCTV monitoring service and the telecare/Out of Hours Support service.

e. A report will be brought to Cabinet to approve any financial consequences once the necessary planning and budgeting work has been completed. This will need to reflect on levels expenditure it is reasonable to spend in the current uncertain financial position and what might be ultimately desirable. This report is presented as a separate agenda item to Cabinet on the 11 November 2020 and requests £6.6m combined revenue and capital investment.

36. Through this workstream, accepting some funding may need to be set aside to cover the borrowing costs of the refit works, it should be possible at a future point in time to deliver at least an element of the operational costs of the following buildings as savings. It should be noted that circa 42 per cent of the budget relates to the business rates for these premises and the exit from such costs will need to be carefully managed.

Figure 7: Cost of Corporate Centres 2020/21

2020/21 Budgets	Operational Budget £000s	Business Rates £000s	Total Budget £000s
Poole Civic Centre	412	168	580
Poole CC Annexe	55	46	101
Christchurch Civic Centre	191	93	284
Bournemouth TH Annexe	45	117	162
Total	**703**	**424**	**1,127**

37. These premises could yield a capital receipt or alternatively could be used to provide an opportunity for regeneration. The latest asset valuations for these assets were identified as follows;

Poole Civic Centre   Asset Valuation 2019   £3,160,000
Poole CC Annexe   Asset Valuation 2018   £1,380,000
Christchurch Civic Centre   Asset Valuation 2017   £2,270,000
Bournemouth Town Hall Annexe Asset Valuation 2016   £1,820,000

38. Work is also ongoing to consider an exit strategy for the leased office accommodation at Newfields, which has an annual operational budget of £161,000 (including £36,000 business rates).

Project Review

39. The June Cabinet report set out the implications of a review of all projects (revenue and capital) to determine the extent to which they can be deferred, cancelled or refinanced to release resources to support either the in-year 2020/21 position of the council or the funding of the £37.6 million transformation programme.

40. The proposal now is to take the refinancing of some capital schemes a step further with the process designed to release resources back into revenue in direct support of the 2021/22 budget of the Council. Where capital expenditure is being refinanced the intention is to borrow to fund these schemes with the cost spread of the life of the asset. Where the expenditure is of a revenue nature the intention is to fund the cost as part of the budget for year in which the expenditure is programmed to fall. This

approach is clearly different from the historic approach adopted by the Council however it will enable the Council to match the cost of investments with their benefits. It will also enable the Council to manage its resources over the period it expects its transformation programme will take to mature and deliver the full scale of its benefits.

41. Examples of such schemes include the ICT Investment which will be refinanced via borrowing and the transformation programme which will be refinanced through a mixture of borrowing and future year revenue commitments. Should any future year revenue commitments not be deliverable then the underlying programme will need to be curtailed at that point. Borrowing commitments are a first call on the resources the Council is annually able to generate.

Government Lobbying

42. Financial planning is difficult at the best of times let alone during a public health emergency and outside of a clear financial planning framework from government. Such a framework is normally provided by three- or four-year government spending reviews which set the departmental spending limits and although not at a local authority level provide a degree of certainty and stability for the council's own financial planning. The last multiyear spending review ended in 2019/20 and a one-year spending round was issued for 2020/21. As part of his summer statement the Chancellor announced that he will introduce measures to support the longer-term recovery through a budget and spending review in the autumn. It has been announced that a further one-year spending round will be issued for 2021/22 with a longer-term spending review deferred until 2021 at the earliest.

43. Councils will keenly await any announcements in this spending round / review especially those relating to;

- Any further actions taken to continue to meet the government promise that councils will get all the resources they need to cope with this pandemic.

- The scheme introduced by Robert Jenrick as part of his announcement on the 2 July 2020 of a comprehensive new funding package for councils to help address coronavirus pressures and cover lost income during the pandemic and specifically the system to allow council and business rates tax deficits to be repaid over 3 years instead of one.

- Council tax referendum limits for 2021/22 onwards.

- Whether the funding introduced annually by the government over the last two years to prevent the removal of negative revenue support grant will continue. Scenario A of the MTFP refresh currently assumes this funding will continue. This assumption maybe vulnerable due to the government's previous commitment to a levelling up every part of the country and investing in every region.

- The future replacement for the new homes bonus. A £920,000 provision is currently provided for in next year's MTFP to reflect the reducing profile of payments for legacy allocations.

- Social care funding and the extent to which specific government grant funding will continue in line with the current planning assumption.

- The timing and impact of the implementation of a 75% Business Rates retention model and the Fair Funding Review.

- Impact of the Social Care Green Paper.

44. It is therefore proposed that the council continue to lobby to ensure the government can continue to demonstrate that it has met its commitment to cover the cost of anything it has asked the council to do in response to Covid-19, be that protecting

vulnerable children, the provision of social care or housing support for rough sleepers. The council continues to be active in this area through direct representation to both the Treasury and the Ministry of Housing, Communities and Local Government, letters to local MPs so they can campaign on our behalf, and via the work with both the Local Government Association (LGA) and south west councils. This included undertaking a case study as part of the LGA work to demonstrate the financial impact of Covid-19.

45. It is also recommended the Council support submissions to the Government as part of the autumn spending review and directly lobby in respect of the impact of the pandemic on the level of income that can be assumed in 2021/22 not just around council tax and business rate yields but also sales, fees and charges. The Government are cited as saying consideration to such issues, which they refer to as an example of "covid19 scarring costs" will be referenced in the spending round / review.

46. Opportunities will also be taken to continue to bid for government investment in key projects and infrastructure in support of the council's corporate strategy. Examples include bidding for funding from Homes England to support the delivery of affordable housing or bidding for funding from the Transforming Cities Fund to support key transport infrastructure.

Fundamental Review of Services

47. The target set for transformation clearly demonstrates the shift away from a service-based savings approach and towards delivering savings at an enterprise level. However, there is a high degree of risk associated with the delivery of the transformation programme especially as a strategic partner is unlikely to be appointed until early in the 2021 calendar year. It is also recognised that the £15 million target for transformation is insufficient in the first instance to close the funding gap for 2021/22.

48. On that basis it is recommended that Portfolio Holders work with each of the Corporate Directors and Service Directors to challenge the additional resources they have requested as part of the fundamental annual rebase of the MTFP and to explore the extent to which additional savings and efficiencies can be delivered.

49. Notwithstanding the specifics of this approach, work still to be carried out includes:

- A review of models for the delivery of the council's housing stock and to consider a consistent future operating model.

- Consideration of the extent to which services should be reset following the public health emergency.

- Creating consistent service standards by April 2021.

- Alignment of fees and charges policy by April 2021.

- Consideration to increasing all fees and charges annually in line with the Government's 2% inflationary target.

It is the stated intention of the council to create consistent service standards and align fees and charges policies by next April to ensure consistency with the intention to harmonise council tax from 1 April 2021 onwards.

Reserves

50. Consideration will be given as to extent to which the 2021/22 Budget can and should be supported by reserves. For example, it might be appropriate to mitigate the risk associated with legacy impact of Covid-19 to use the specific earmarked reserve established in the current 2020/21 financial year to support the uncertainty associated with future income streams. However, this would only be possible in

circumstances where the reserve is not needed to support, as set out in the June Cabinet report, the balancing of the 2020/21 budget.

Ongoing Review of Resources and Provisions

51. It is proposed as part of this financial strategy that the council also continues with the previously commissioned workstreams in respect of considering inherited amounts from predecessor councils relating to s106 deposits and the community infrastructure levy receipts to ensure they have been applied as anticipated.

52. This review of baseline resources will also consider the adequacy or otherwise of historic provisions for business rates appeals and provisions.

Council Tax Strategy

53. The 2020/21 budget endorsed a council tax harmonisation strategy designed to ensure consistent levels of tax are charged across the conurbation from 1 April 2021 onwards (2021/22 financial year). At its core this strategy was underpinned by a 3.99 per cent assumed increase as adjusted for the impact of the precept for Chartered Trustees in 2020/21. The changes in each town being as follows in Figure 9;

Figure 9: Council Tax Strategy Budget Report 2020/21

2020/21 Financial Year

- **Poole and Bournemouth = 2019/20 charges plus 3.99%, as adjusted for the impact of the Chartered Trustees precept.**
- **Christchurch = 3.5% reduction which is to a level of tax consistent with the 2021/22 estimate for Poole.**

2021/22 Financial Year

- **Poole = 2020/21 charge plus 2.99%**
- **Bournemouth = 2020/21 charge plus 0.76% which would mean harmonisation with Poole and Christchurch.**
- **Christchurch - Frozen for 2020/21. This is on the basis that their 2020/21 rate is equivalent to that proposed for Poole in 2021/22.**

Harmonised Council Tax achieved in 2021/22

	2019/20	2020/21	*Increase*	2021/22	*Increase*
Christchurch	1,598.30	1,541.57	*-3.55%*	1,541.57	*frozen*
Bournemouth	1,473.40	1,530.00	*3.84%*	1,541.57	*0.76%*
Poole	1,441.53	1,496.81	*3.83%*	1,541.57	*2.99%*

- *Please note the above table excludes the impact of the separate Chartered Trustee council tax charge in Poole and Bournemouth which will be applied from 2020/21 onwards.*

- *The above table also excludes any potential adjustment to the Bournemouth area council tax arising from the establishment of the Throop and Holdenhurst parish on 1 April 2021.*

54. The intent in harmonising council tax over the first three years of the new BCP Council has been to align with the period required to deliver consistent levels of service.

55. As part of 2019 spending round the government announced that the council tax referendum threshold was 3.99 per cent for 2020/21, made up of a 1.99 per cent core increase and a 2 per cent adult social care precept. Such a move was consistent with the strategic approach taken by government in its 2015 spending review which was to increase council tax as a mechanism for funding local services, and within that the use of the adult social care precept as a means of asserting national direction on how such resources are applied.

56. In respect of the legislation which supported the creation of BCP Council the Secretary of State was keen to strike the right balance between ensuring council tax payers do not experience a large increase in bills and not allowing residents in any one part of the area to be concerned that they are effectively contributing more to the cost of services than others in the area. Therefore, BCP Council are permitted to consider either;

    1. harmonising over a maximum of seven years with a fully equalised council tax to be set by the start of year eight at the latest (2026/27).

    2. harmonising at the average council tax across the area in any year prior to 2026/27. Option B in the table below.

57. The regulations also allow BCP Council to apply the annual referendum principles in any year before harmonisation to either the average council tax across the whole area, or to the council tax in each predecessor area.

Adam Richens - 20 October 2020

CABINET

Report subject	**Estates and Accommodation Project**
Meeting date	11 November 2020
Status	Public Report
Executive summary	The delivery of the council's Estates and Accommodation Strategy will enable the organisation to reduce its exposure to a large and inefficient office accommodation estate, whilst at the same time supporting the development of single council identity where staff work in modern and flexible ways, delivering services that are transformed in order to be as customer focused and financially efficient as possible. The creation of the BCP Council Civic Centre and relocation of the customer service offer to local libraries will enable modern ways of working whilst bringing Council services closer to their communities. This represents the first phase in the council's Estates and Accommodation Strategy and comprises the necessary investment in the Bournemouth campus and libraries, plus the associated work required to allow for the development of the legacy Poole and Christchurch civic offices.
Recommendations	**It is RECOMMENDED that Cabinet:** a) **Notes the progress being made on the 3 stage process towards delivering the council's 'New Normal' accommodation ambitions, specifically the BCP Council Civic Centre and associated customer services centres** b) **Approves the decoupling of the service and civic elements of the Estates and Accommodation Project, and to establish a Member Working Group to inform future civic requirements to be delivered separate from the service accommodation phase of the project** c) **Approves the project budget set out in Appendix 1 for onward Recommendation to Council and delegates authority to the BCP Council Corporate management Board to approve expenditure from this budget to deliver the project**

|	d) **Authorises the commencement of the procurement process and delegates authority to award contracts to the Chief Executive in consultation with the Leader and appropriate senior officers as appropriate, in accordance with delegated authorities and the council's financial regulations**
Reason for recommendations	To approve the budget and procurement approach required to successfully deliver the BCP Council Estates and Accommodation Strategy, specifically the remodelling of Bournemouth Town Hall Campus as the BCP Civic Centre and administrative hub and the creation of customer service centres within Bournemouth, Poole and Christchurch libraries.
Portfolio Holder(s):	Cllr Drew Mellor, Leader of the Council
Corporate Director	Julian Osgathorpe, Corporate Director Resources
Report Authors	Matti Raudsepp, Director of Organisational Development
Wards	Council-wide
Classification	For Decision and Recommendation

Background

1. In February 2020 Cabinet endorsed the recommendation to refurbish the current Bournemouth Town Hall complex as the preferred approach to delivering a single BCP Council Civic Centre. This followed the outcome of the organisational design process reported to Cabinet in November 2019, and the recognition that BCP Council would require a single main office location and civic centre to support its future service delivery. At that time a comprehensive review was requested by Members to evaluate the most suitable delivery option.

2. In June 2020 Cabinet considered the impact of the ongoing Covid 19 pandemic on its transformation plans and in particular the impact on planned timescales for the Estates and Accommodation strategy. The rapid and necessary rollout of new technology to support remote working at scale quickly demonstrated the potential for the council to move more quickly to its objective of introducing flexible working. Furthermore, the absence of staff within council workplaces demonstrated the opportunity that existed to increase the pace of change in the delivery of the first phase of the Estates and Accommodation Project.

3. As a consequence of the unprecedented situation created by the pandemic on the council's activities Cabinet agreed in June to accelerate the transition of staff from Christchurch and Poole (plus the Bournemouth Learning Centre due to its planned repurposing) to the new BCP Civic Centre, and thereby release these legacy buildings for disposal as soon as possible. It was also agreed that a more pragmatic and scaled back approach would be taken to the refurbishment of the new civic centre, reflecting the financial implications the council was dealing with

as a result of the pandemic. It was not possible at that stage to provide a detailed budget requirement but it was agreed that one would be provided to Cabinet as soon as it was available.

4. By releasing the requirement for the capital receipts from the Poole and Christchurch Civic Centres from the financing of the Accommodation Strategy this will enable more timely development opportunities to be considered for both of these sites to maximise their benefits for the needs of their specific communities. Specifically the intention is no longer to dispose of the Poole Civic centre in its entirety but to maintain ownership of the core building to protect the Mayoral connection and to consider alternate uses.

Delivery strategy

5. The Estates and Accommodation Strategy has been developing during an unprecedented public health crisis and consequently it has been necessary to develop a staged process to deliver its outcomes at the same time as mitigate the health risks to our staff and customers. This has resulted in a 3 stage process being identified with an anticipated timescale for delivery.
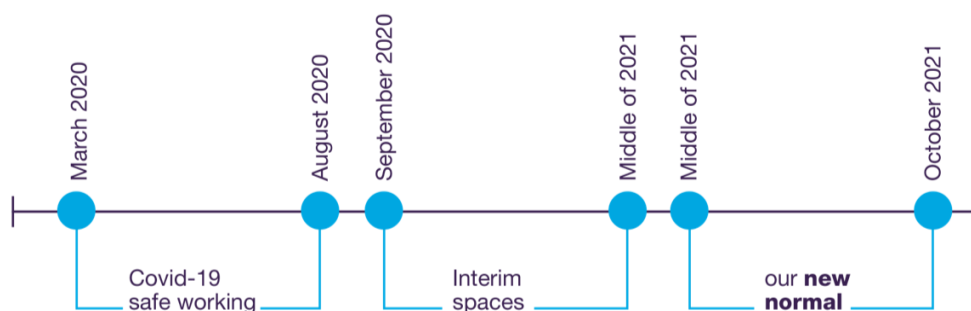
6. The priority during the last 6 months has been to ensure our workplaces are safe for those staff who need to continue to use them (Stage 1). Whilst a significant proportion of the council's workforce has been able to work remotely that has not been the case for all, and more recently as the lockdown has been relaxed we have seen an increase in staff working from, or visiting, our offices. Consequently work has taken place to ensure our offices and workplaces are appropriately prepared to mitigate risks to staff and customers.

7. Stage 2 establishes Interim Spaces, which are areas within each of our current three civic offices that are available to staff who need to work from an office location. These spaces will contribute to the more effective and efficient management of our buildings, whilst freeing up other parts of our buildings in readiness for remodelling or disposal. This stage was delivered at the beginning of October and is now operational.

8. Stage 3 refers to the delivery of the remodelled BCP Council Civic Centre, at which time it will be possible to completely vacate the surplus civic buildings in Christchurch and Poole, and make them available for repurposing and development as soon as appropriate. This will be contingent upon the effective transfer of existing Christchurch and Poole customer services centres to local libraries to ensure a seamless continuation of service to our customers. The

transfer of the Bournemouth customer services function will also transfer to the central Bournemouth library but that move is not required immediately as continued provision from the new BCP Civic Centre will be possible. Services will move to the new BCP Council period in tranches according to the completion of remodelling works, and it is currently anticipated that all services will have made their moves by October 2021.

9. A pre-market engagement exercise took place in May 2020 to inform the design and procurement options for the remodelling of the Bournemouth Town Hall campus. This process was valuable and fed into the project's design and procurement assumptions, particularly the level of concern and/or risk associated with any redesign and refurbishment of the Civic areas within the older, listed part of the Town Hall building. In addition the challenges of delivering the 3 stages within an ambitious timeframe and in the midst of a volatile and changing Covid pandemic landscape. Consequently it is now considered that the two key elements of the BCP Civic Centre project, ie civic and service accommodation, should be decoupled.

10. It is therefore proposed that the service accommodation aspect of the project is delivered as a priority and the civic element should follow. This will allow for a greater focus on ensuring the delivery of the space necessary in the Bournemouth campus to support the timely vacating of the Christchurch and Poole civic offices. At the same time this will allow an appropriate opportunity for members to become fully engaged in establishing the requirements for improving and adapting the civic space within the new BCP Civic Centre. To this end it is proposed to establish a Member Working Group at the earliest opportunity to perform this function and furthermore to provide wider oversight of progress across the project as a whole.

11. It is important to recognise the interdependencies between the delivery of the BCP Civic Centre, the timescales for disposal of surplus civic buildings in Christchurch and Poole, and the associated requirement for alternative but equally appropriate and effective customer services provision in Bournemouth, Christchurch and Poole libraries. Consequently there is a need to plan for, fund and deliver the alternative customer provision in Poole and Christchurch libraries more quickly than in Bournemouth due to it being possible to retain the Bournemouth customer offer in its current location for the short term.

Estates and Accommodation Delivery Budget

12. The budget requirement for the delivery of the Estates and Accommodation is £6.6 million, inclusive of a 17% contingency. This comprises £5.8 million in capital costs and £0.8 million in one off revenue costs, inclusive of contingency. The budget breakdown is set out in Appendix 1. The budget is based on the outcome of the pre-market engagement process, the revised focus on delivering a scaled back, more financially pragmatic solution, and the extensive knowledge and experience that exists within a range of council services involved in the project. The uncertainty that accompanies a project of this scale and complexity means that a 17% contingency is considered appropriate.

13. The budget requirement should be viewed in the context of the originally anticipated budget for accommodation of £29 million which has since been

deemed inappropriate given the impact of the Coronavirus Pandemic on the financial position of the Council, and our ways of working.

14. It was anticipated that the project capital budget requirement would be funded from capital receipts relating to the disposal of legacy civic buildings (Poole Civc Centre and annexe, Christchurch Civic office). The project capital budget will now be funded through prudential borrowing which will take advantage of historically low interest rates and will have the added benefit of matching expenditure to the useful economic life of the asset rather than front loading payment. Additionally this will allow for more timely analysis of what will represent best value for both the Poole and Christchurch sites.

15. A number of assumptions have been identified in order to build the project budget, and these are summarised as follows:

    a. The budget is largely based on estimates rather than tendered costs

    b. Asbestos surveys have been completed but only to a non-invasive level at this stage. More detailed survey work may identify additional costs in due course

    c. The emphasis is on reuse of suitable office furniture and equipment in order to limit refurbishment costs

    d. Civic space design and build costs are not included at this stage, as it is important to allow Members the opportunity to contribute to the design of these elements, and then properly test them with the market in light of the risks and complexities associated with listed buildings projects

    e. Exit costs are based on a scope comprising Poole and Christchurch. Inclusion of additional buildings in phase 1 will create additional financial implications

    f. Costs for the interim travel plan to support transition are outside the scope of the budget, and will be resourced separately

    g. Design and remodelling costs connected to the Citizens Advice Bureau are not known and no allowance is made within the project budget at this stage

    h. Whilst the council is keen to reduce its reliance on paper use and storage, the cost of any future records management solution are not yet known, and are therefore not included in the project budget requirement at this stage.

16. The budget can be most clearly understood in terms of the following breakdown:

    a. the closure of legacy offices, including office clearance, ICT and relocation costs

    b. works to the Bournemouth campus that are not directly required by the project but which would be necessary in the immediate future in any event eg, essential building repairs and replacement costs

    c. Refurbishment costs, including the BCP Civic Centre, and alterations to Bournemouth, Poole and Christchurch libraries to accommodate new customer services facilities, and to establish new coroners accommodation.

17. In line with the project's focus on pragmatism and financial prudency the office refurbishment costs are limited to those works that are either essential in order to optimise the use of the available space for a much larger workforce, or are necessary in order to establish a modern and suitable workplace from which BCP Council can operate successfully going forward. As far as practically and financially possible it is the intention to create a look and feel within the office environment that is smart, professional and conducive to flexible working, and which can also contribute to our ability to attract and retain the best possible workforce for the council going forward. Whilst a balance between cost and quality must always be struck it is considered that the approach being adopted is proportionate and represents value for money for the council.

Recommended procurement process

18. In order to deliver the Estates and Accommodation Project as quickly as possible a combination of in-house and externally sourced design and professional skills capability will be used. This ensures that the various strands of the project can be developed concurrently which will assist in managing the interdependencies that exist within the project, and also represents the best use of internal resource.

19. With regard to the build elements of the project these will be procured in line with the council's normal procurement guidelines, and the most appropriate approach and breakdown of works will be identified once the outcome of the design phase is known.

20. Given the timescales for developing the design elements of the project along with the subsequent procurement, mobilisation and implementation stages the current expectation on timescales indicates that services will begin to move into their new accommodation in the middle of 2021, with completion of moves expected by October 2021.

Next steps

21. Stages 1 and 2 of the 3 stage process are now complete, so the focus of the project is now on the design and delivery of the BCP Civic Centre and customer services offers in the three town's libraries. This stage also involves planning for how the new space will be occupied ie, which services and teams are located where within the campus, and the sequence of moves that will be necessary to bring these changes about, taking into account the need to minimise disruption to service delivery and introduce new ways of working at the same time.

22. The process for developing a repurposing and development strategy for the Christchurch and Poole legacy civic offices has also begun and the options relating to these disposals will be reported to Cabinet in due course.

23. Running in parallel to the activities referred to above, and in order to progress the decisions around the future of the council's wider estate, an Asset Management Plan is now being developed. This piece of work will inform subsequent stages of the Estates and Accommodation project, and in particular the requirements and

disposal opportunities relating to the delivery of the Hub and Spoke objectives of the project as a whole.

Summary of financial implications

24. Full financial implications and underlying assumptions are provided in Appendix 1 – Budget Requirement and Financial Strategy.

25. The Council intends to use Prudential Borrowing to finance the capital elements of the Estates and Office Accommodation budget. These are estimated to be around £5.7m (including contingency of £0.8m) and will result in an annual borrowing repayment requirement of £0.2m per annum. Annual borrowing repayment costs will be met from savings anticipated in revenue 'building operational spend' budgets (utilities, rates, repairs and maintenance, insurance). These budgets will no longer be required for Poole and Christchurch Civic Centres as the sites are vacated and disposed of.

26. The use of prudential borrowing enables the Council to utilise capital receipts from the future disposal of vacated premises as funding for the wider capital investment programme or to support its strategic regeneration ambitions.

27. Both one-off revenue costs of £0.9m (including £0.1m contingency) and £0.5m for spend on surplus assets up to the point of disposal will have a direct impact on the Council's revenue budget. Whilst the funding model in Appendix 1 forecasts a (£43k) net revenue saving over the three years of the MTFP, Members are asked to note that this consists of net revenue pressures £0.25m in 2020/21 and £0.38m in 2021/22, offset by net revenue saving of (£0.68m) in 2022/23 (once building related savings from assets disposed of are realised).

28. There is scope to reduce the immediate £0.25m net revenue pressure in 2020/21 by reviewing the profile of planned one-off revenue spend within the funding model. This would, however, only defer the costs to 2021/22. One-off revenue costs do include £0.1m for redecoration, £0.1m for the development of estates asset management plans as well as £0.1m contingency. These estimates could potentially be reduced to help relieve MTFP pressure.

Financial risks

29. All costs included within the Budget are estimates only at this stage. There is a risk that final spend requirements could be higher than planned as work progresses. The inclusion of 17% contingency reduces this risk.

30. The funding model also includes desktop estimates for items including site security and statutory repair & maintenance at vacant sites up to disposal. These are allowances only, and estimates could change as the project progresses.

31. The Prudential Code only permits prudential borrowing to be used for capital expenditure. Whilst officers have reviewed the £5.7m 'capital outlay' spend to ensure it meets this definition, this review has been based on high level spend descriptions only. Any expenditure that does not ultimately satisfy the definition of capital expenditure will be treated as revenue, impacting directly on the MTFP.

32. Building related budget savings from the disposal of Poole and Christchurch Civic Centres are assumed commence from 31 October 2021. There is a risk that these savings will not be realised to the same extent if premises are not vacated to planned project timeline.

33. The funding model assumes third party contribution of 50% of the costs of relocating the coroner's service – this has yet to be formally confirmed / secured.

Value for Money

34. The Estates and Office Accommodation Strategy has the potential to realise significant ongoing financial savings to the Council from estates rationalisation. The immediate financial benefit is a reduction in buildings operational budgets, as surplus sites are vacated. Further financial benefits from the realisation of capital receipts from the ultimate disposal of these assets are also anticipated.

Summary of legal implications

35. The council has the power to enter into contracts pursuant to section 1 of the Localism Act 2011. The council will undertake the procurement in accordance with the Public Contracts Regulations 2015 and subject to any relevant implications arising from the UK's transition from the jurisdiction of the European Union on 31st December 2020.

Summary of human resources implications

36. The creation of the BCP Council Civic Centre and the associated disposal of the legacy civic centres in Poole and Christchurch means that many staff will require a change to their contractual workplace location. This will be effected through a collective agreement currently being negotiated with the council's recognised trade unions.

37. The process of transitioning to a new working environment at the same time as introducing new ways of working can cause anxieties for staff. Plans are being developed to support that transition process to ensure the wellbeing of our workforce and the successful continuity for service provision during this period of change. It should be noted however that for most staff the Covid 19 response has already brought about an acceptance and enthusiasm for more flexible working post pandemic. This is supported by a recent staff engagement survey where the overwhelming majority of respondents expressed satisfaction with working differently, despite the current arrangements requiring a greater of remote working than will be necessary as part of this project. This provides reassurance that our workforce is ready for a permanent change in the way they work in the future.

Summary of sustainability impact

38. The introduction of new ways of working to accompany the outcomes of the Estates and Accommodation Project will reduce travel, with most staff spreading their working time across home and office locations. Investment made in remote working technology as a result of the Covid 19 pandemic has already demonstrated the potential in this regard, and we know following recent staff surveys that the workforce is overwhelmingly enthusiastic about working differently.

39. The consolidation of the council's office accommodation footprint will bring about reductions in its carbon footprint and whilst the more intensive use of the Bournemouth campus may create additional impact in that location it is anticipated that such impact will be offset by the closure of the aging and environmentally inefficient legacy civic buildings in Poole and Christchurch.

40. The creation of an Interim Travel Plan is being progressed to support the project and it will identify measures to both encourage positive changes in travel behaviour and to discourage unnecessary travel both to/from work and whilst performing duties related to work.

41. A Decision Impact Assessment Report is attached at Appendix 2 for further information.

Summary of public health implications

42. There are no public health implications arising from this report.

Summary of equality implications

43. An Equalities Impact Needs Assessment (EINA) is attached at Appendix 3.

Summary of risk assessment

44. The financial risks arising from the project principally relate to the degree of uncertainty around establishing firm costs ahead of procurement processes.

45. The decoupling of civic and service based aspects of the project will result in a longer timescale for addressing the deficiencies in the current Bournemouth Campus civic offer. To ensure this aspect of the project is given due attention and progress is made in line with member expectations Cabinet is asked to consider the establishment of a Member Working Group in order to identify the requirements for the Civic space, as well as to regularly review progress, risks, issues, benefits realisation and the budget of the programme.

46. There are potential risks to the project from the EU transition process and any Covid 19 second wave, with regard to the availability of contractors and building materials which could affect delivery timescales.

47. A full risk register is in place to support the project.

Background papers

Cabinet, 13 November 2019

Cabinet, 12 February 2020

Cabinet, 24 June 2020

Appendices

Appendix 1 – Budget Requirement and Financial Strategy

Appendix 2 - Estates and Accommodation Project, Decision Impact Assessment Report

Appendix 3 – Estates and Accommodation Project, Equalities Impact Needs Assessment

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Estates and Accommodation Strategy

Core Assumptions

1) Primary BCP office accommodation from 1st November 2021 will be Bournemouth Town Hall & Extension, and various existing smaller satellite locations. Poole and Christchurch civic estates will be disposed of between 1 April 2022 and 31 October 2022. Capital receipts arising from disposal of surplus civic estate will be available to help fund the Council's wider capital investment programme or to support the Council's regeneration ambitions and are not earmarked to fund Estates and Accommodation Strategy.

2) Estimated cost of move is £6.6m, including £1m contingency for unforeseen spend. This consists of £5.7m capital spend and £0.9m one-off revenue spend. CIPFA accounting permits the use of prudential borrowing for capital expenditure, where future savings are identified from which to repay loan and interest. The model assumes use of £5.5m prudential borrowing (£5.7m total capital less £0.2m third party contribution) to fund capital outlay. This will be repaid over the useful life of the asset (estimated 40 years) at 2.47% (current 40 year PWLB interest rate). This is equivalent to a revenue cost of £0.2m per annum.

3) £5.7m capital outlay includes £1.2m (pre contingency) for the cost of relocating BCP customer contact centres to within Bournemouth, Christchurch and Poole libraries. In addition £0.4m (pre contingency) is included for relocating the coroners' service. This is a shared Dorset wide service, the relocation of which will require the approval of all stakeholders. Allowance of £0.3m (pre contingency) is included for Covid related measures. This is still pending scrutiny and review by the BCP Health & Safety Team. Allowances for fires safety works at Southcote Road Depot (to facilitate archive storage facilities) is also included at £0.1m at this stage. Building works include internal staff time for programme delivery of £0.6m (pre contingency). Whilst all spend estimates have been subjected to internal officer 'test and challenge', they should still be treated as indicative estimates at this stage.

4) One-off revenue spend of £0.9m consists of temporary staff employed to facilitate relocation, costs in relation to archiving and document storage, removal costs and civic estate decoration. Contingency of £0.1m is included within this balance. This spend cannot be treated as capital as it does not directly result in an identifiable asset with a useful life greater than one year. The funding model therefore assumes one-off revenue costs will directly impact the MTFP in the year in which they arise. There is scope to reduce this pressure as the costs include a blanket 17% contingency allowance, which may not be required. Additionally spend includes £0.1m for redecoration - arguably desirable rather than essential spend.

5) The funding model assumes base budget revenue provision for building operational expenditure at Poole and Christchurch civic centres will be available to repay both the cost of one-off capital outlay borrowing and one-off revenue costs for relocation to Bournemouth Town Hall. Clearly such savings can only be realised once the sites are no longer in use. The model assumes both locations will become 'vacant' from 1 November 2021. Subsequent costs anticipated up to site disposal (1 April 2022 for Poole Civic and 31 October 2022 for Christchurch Civic) are included within the model. These include rates, insurance, site security and indicative allowance for statutory repairs and should be treated as indicative estimates only at this stage. The model assumes an earlier disposal date for the Poole Civic Estate because of the potential for its transfer to the Housing Revenue Account for future housing development. There is less certainty over Christchurch Civic Centre, which is reflected in an indicative disposal date of 1 November 2022. Note that further consideration should be given to the potential relocation of solar panels on the Poole Civic MSCP, which are currently budgeted to generate £5k income each year

6) Net building operational spend savings of £0.7m (after repayment of borrowing) are anticipated each year following disposal of surplus civic sites (from 2023/24 onwards). Note that the one-off revenue spend also includes £100k (pre contingency) to undertake strategic asset / estate management plans. One potential outcome from this work is the identification for further rationalisation of the Council's civic estate (further capital receipts and annual building related revenue savings)

7) One-off revenue reserve contribution of £0.1m (consisting of historic staff travel plan contributions) is earmarked within the model to help offset one-off revenue costs of relocation in 2020/21

8) The Council retains the option of using capital receipts from disposal of Poole and Christchurch civic estates to fund the cost of relocating to single Bournemouth hub. Whilst this would remove the need to utilise prudential borrowing (and save the Council £3.2m in interest payments over 40 years), it would mean less capital reserves are available from which to meet both current and future capital spend requirements across the Council. Based on current asset book values (as opposed to potential development value), the Council could expect to generate at least £6.8m capital receipts from disposal of these sites. The model assumes Bournemouth Town Hall Annexe will remain in use by the Council.

One-off Capital Investment	2020/21	2021/22	Total
	£	£	£
Building alterations	579,149	776,313	1,355,463
Fixtures & Fittings	190,538	156,962	347,500
ICT investment	649,870	43,400	693,270
CCTV reroute	211,799	0	211,799
Control room relocation	34,615	40,385	75,000
Coroners relocation	0	350,000	350,000
Customer Service Centres (in libraries)	449,694	776,923	1,226,618
Covid specific measures (subject to H&S review)	265,000	0	265,000
Transition / interim office space	190,129	0	190,129
Fire safety works at Southcote Road	110,000	0	110,000
Additional security investment	40,000	0	40,000
	2,720,795	**2,143,982**	**4,864,779**
contingency @ 17%	462,535	364,477	827,012
Capital Outlay	**3,183,330**	**2,508,459**	**5,691,791**

Capital Funding	2020/21	2021/22	Total
	£	£	£
Third Party contribution towards coroners relocation	0	204,750	204,750
Prudential Borrowing	3,183,330	2,303,709	5,487,041
Capital Funding	**3,183,330**	**2,508,459**	**5,691,791**

Key Financials - over 40 years	
Medium Term Financial Plan impact (absolute - not incremental)	£m
one-off revenue relocation costs (including contingency @ 17%)	0.90
one-off costs on surplus civic estate up to disposal (October 2022)	0.48
borrowing repayments @ 2.47% over 40 years	0.34
reduced building op ex from surplus civic estate disposal	(1.65)
application of one-off historic revenue reserve	(0.11)
	(0.04)
Financial impact over 40 years (absolute not incremental)	£m
Net saving to BCP over MTFP (2020/21 to 2022/23)	(0.04)
Net saving to BCP for next 10 years (2023/24 to 2032/33)	(7.31)
Net saving to BCP for next 10 years (2033/34 to 2042/43)	(7.31)
Net saving to BCP for next 10 years (2043/44 to 2053/54)	(7.31)
Net saving to BCP for next 10 years (2054/55 to 2062/63)	(6.70)
Total 40 year revenue budget saving (absolute)	**(28.67)**

Project Total Spend	£m
Capital	5.69
Revenue	0.90
Total	**6.59**

One-off revenue costs	2020/21	2021/22	Total
	£	£	£
Strategic estate management plans	25,000	75,000	100,000
Temporary staff to facilitate relocation	111,323	129,877	241,200
Removal costs (including archiving)	121,576	141,838	263,414
Site clearance	0	52,250	52,250
Redecoration	50,822	59,292	110,114
	308,721	**458,257**	**766,978**
contingency @ 17%	52,483	77,904	130,386
One-off revenue costs	**361,203**	**536,161**	**897,364**

Decision Impact Assessment Report

Estates & Accommodation

DIA Proposal ID: 126
Assessment date: 24th August 2020
Assessor(s): Joelle Price
Support: Roxanne King

The Decision Impact Assessment (DIA) is a requirement of BCP Council's Financial and Procurement Regulations. It has been developed to help project managers maximise the co-benefits of proposals, reduce risk and ensuring that sustainable outputs and value for money are delivered through every project, plan, strategy, policy, service and procurement.

The following report highlights the opportunities and potential issues associated with the above titled proposal. It has been assessed against a number of themes and shared with BCP Council Theme Advisors for internal consultation. The RAG ratings and additional information have been provided by the project manager and may or may not have incorporated feedback from theme advisors. Results should be scrutinised by decision-makers when considering the outcome of a proposal.

The results of this DIA will be combined with all other assessments to enable cumulative impact data across a wide range of data sets. Individual DIA reports should be included in proposal documentation and made available to decision makers for consideration. Cumulative impact reports will be produced annually or as required by the Climate Action Steering Group and Members Working Group.

For questions and further information, please contact Sustainability Team at DIA@bcpcouncil.gov.uk

Please note: This report is in a draft format and may appear different to future DIA reports.

DIA Report 126/JP/240820

Decision Impact Assessment

DIA Proposal ID: 126

Proposal Title: Estates and Accommodation

Welcome Roxanne King

BCP Council

Review registration	**Home Page**	
Climate Change & Energy	Complete	🟡
Communities & Culture	Complete	🟡
Waste & Resource Use	Complete	🟡
Economy	Complete	🟡
Health & Wellbeing	Complete	🟡
Learning & Skills	Complete	🟢
Natural Environment	Complete	🟡
Sustainable Procurement	Complete	🟡
Transport & Accessibility	Complete	🟡

Key

⚪ Not yet assessed

🔴 Serious challenges - remedial action required

🟡 Some challenges - further thought and mitigation action required

🟢 On target - positive or no negative impacts identified

⚫ No positive or negative sustainability impacts identified

Submit Proposal

Ask for help

DIA Report 126/JP/240820

Proposal Title   Estates & Accommodation
Type of Proposal   Project
Brief Description   Creation of the BCP Council Civic Centre
Assessor   Joelle Price, Programme Manager
Directorate   Resources
Service Unit   Organisational Development
Estimated Cost   Between £25k and OJEU threshold
Ward(s) Affected   No Wards

Sustainable Development Goals (SDGs) Supported

RAG reasoning and proposed mitigation/monitoring actions

Theme	RAG	**RAG reasoning** *Details of impacts including evidence and knowledge gaps*	**Mitigation and monitoring actions** *details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc)*
Climate Change & Energy	🟠	Reducing 3 buildings to one will reduce carbon emissions and need to travel between sites. All energy and environmental measures to be considered alongside cost, resources and timeframes.	Cabinet decision to be taken on the scope, scale and climate ambition of works, approx. Oct 2020
Communities & Culture	🟠	Overall Estates and Accommodation Strategy will consider community benefits through community hubs; this project is focussing on the corporate office provision and civic space. Cultural activities possible in civic space. Many outcomes will be dependent on the funding and resources available, but desire to create welcoming community and staff site.	EINA assessments carried out for staff and public implications. Need to look at disability access and customer access into the building
Waste & Resource Use	🟠	Positives include less paper use from flexible working; reduced emissions from both business and commuter travelling. Furniture, IT consumables and other resources will be recycled on campus or will be offered to staff and community groups. Minimal reconstruction of existing buildings. No water usage in Poole and Christchurch, but no plans to invest in toilet/water efficiencies in Bournemouth.	Product specification and efficiency measure to be decided. Spatial and Transitional planning workstream will consider the aspects in due course.
Economy	🟠	Positive economic impacts for Bournemouth Town Centre, but possible negative impacts for Poole and Christchurch. Sustainability impacts and use of local suppliers will be supported when possible.	None
Health & Wellbeing	🟠	The perceived impacts could be positive or negative for staff depending on individual mindset and situation. Reduced parking capacity will encourage active travel.	Regular pulse surveys will be carried out.

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DIA Report 126/JP/240820

Learning & Skills	🟢	Value of project is less than £10m so project will not directly support an apprenticeship. Staff will undergo training on Teams and other new technology such as Digital Mailroom.	Training will be delivered through Champions and online resources.
Natural Environment	🟡	Opportunities for natural or artificial plants to be discussed. External view of the building and surrounding areas will not be affected by this project. Air quality improvements likely through reduced business and commuter travel.	Air quality and circulation regulations/guidance due to Covid 19 to be considered.
Sustainable Procurement	🟡	Initial procurement through existing contracts and suppliers. Procurement to advise.	Procurement of additional goods and services will be assessed if required.
Transport & Accessibility	🟡	Reduced travel for people working remotely; possibly increased travel for staff travelling to Bournemouth from Poole and Christchurch. Reduced per person parking capacity and parking charges will encourage sustainable and active travel modes. Increase in changing facilities for active travel.	Business mileage can be monitored. Engagement needed with staff regarding changes to car parking arrangements. Consider communications/provisions for staff safety to/from TH site.

DIA Report 126/JP/240820

BCP Equality Impact Assessment Template

As a response to the Covid 19 pandemic, the Council has changed the way it works and engages with customers and the community. The proposal to maintain the momentum of flexible modern ways of working across the BCP Council estate and repurpose council buildings overall appears to offer more positive than negative outcomes for protected characteristics.

Customer access points will still be available for face to face contact for those that choose to access council services this way but in more central and accessible sites in Poole and Christchurch.

Most Council staff are already working differently and have adapted to flexible and remote ways of working.

Modern and more accessible ways of working will make BCP Council a more accessible and open employer. Most staff will have seen a reduction in travel to work time and costs and there is likely to have been a positive impact for people with limited access to public transport. Generally staff have had more options about how they fulfil their duties which promotes BCP Council as an employer of choice.

However, there are some potential negative impacts for staff that the Council should commit to addressing through its Workforce Strategy as the impact on individuals is better understood. Learning from the staff survey and Accommodation Occupancy Diagnostic tool will help inform this. This equality impact assessment should continue to be reviewed and updated in light of further feedback.

In summary:
- Online working and learning does not suit all ages and over a third of BCP Employees in the three main offices are over the age 55.
- Some staff may not have access to a suitable, safe workspace outside of an office environment and no access to space to have confidential discussions.
- The pace of change and working with new technology may have impact on people's health and wellbeing as there is an increased risk of loneliness and poor mental health
- It may present some staff with safeguarding issues, for example domestic violence, and greater frequencies in home working may increase risks to affected employees, particularly women

The working practices survey identified negative impacts for protected characteristic groups, however it should be noted **that it will not be a requirement for staff to work from home, it will be an option** under the smarter working arrangements and we will be creating office service zones to suit everyone's needs.

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BCP Equality Impact Assessment Template

Part 1 - The Project	
Policy/Service under development/review:	Estates and Accommodation Strategy
Service Unit:	Organisational Development
Service Lead:	Julian Osgathorpe
Equality Impact Assessment Team:	Sarah Ray- Dene Julian Osgathorpe Matti Raudsepp Joelle Price Bridget West Sam Johnson Vicky Edmonds Graeme Smith
Date assessment started:	19/05/20: Updated 18/08/2020
Date assessment completed:	Ongoing
What are the aims/objectives of the policy/service?	To maintain the momentum of flexible modern ways of working across the BCP Council estate and repurpose council buildings. To consolidate the Council's office footprint and reduce the impact of climate change through the ways people use and access council buildings and services. The report to Cabinet in Feb '20 set out the current Estates context, the options for achieving a single council hub and the evaluation criteria to be applied to the options, and the recommended way forward for the delivery of a single BCP Council Civic and administrative hub.

BCP Equality Impact Assessment Template

Part 1 - The Project	
What outcomes will be achieved with the new or changed policy/service?	• Flexible ways of working which will benefit all staff • Protection of vulnerable members of staff and customers with more effective adoption of social distancing guidance • Reduction in the council's carbon footprint • Financial savings which will enable the more efficient delivery of public services • Safe and accessible buildings, kit and equipment • Relocation of customer access points in Poole and Christchurch to local libraries which are more accessible than existing sites.
Are there any associated services, policies or procedures?	• Customer Access Strategy – being developed • Digital Strategy – being developed • Medium Term Financial Strategy • Asset Management Plan • Employee Pay & Reward (terms & Conditions) – being developed • BCP Council Travel Plan – being developed • Corporate Strategy • Climate strategy • People Strategy • Health and Safety Policy • Lone working procedures • Corporate Safeguarding policy • Organisational Design Programme
Please list the main people, or groups, that this policy/service is designed to benefit, and any other stakeholders involved:	• BCP Staff, agency workers, Councillors and Contractors • Customers, residents, visitors with improved and more central customer contact centres. • Community groups

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Insight, Policy and Performance Team
August 2020

BCP Equality Impact Assessment Template

Part 1 - The Project

With consideration for their clients, please list any other organisations, statutory, voluntary or community that the policy/service/process will affect:	• Trade unions • Citizens Advice Bureau and their customers • Public Health • Community and voluntary sector groups and third parties who use the Town Hall for their meetings and events

Part 2 – Supporting Evidence

Please list and/or link to below any recent & relevant consultation & engagement that can be used to demonstrate a clear understanding of those with a legitimate interest in the policy/service/process and the relevant findings:

Employee First Data:

Payroll data from Employee First shows that across the authority almost 7% of the workforce on the payroll are 65 or over, rising to 9% in the main offices. This increases to 30% and 33% respectively when including those 55 and over. Those under 25 make up 5.5% of the total workforce falling to under 3% in the main offices.

68% of the workforce identifies as female with that figure falling to 66% in the main offices.

3% of the workforce is identified has having some form of disability with similar figures for the main offices.
Note: A third of officers have chosen not to fill in this part of the monitoring form.

Updated workforce profile data for the 30 June 2020 is available on the website. Some of the numbers differ slightly to those above.

We undertook a staff survey of working arrangements implemented during Covid 19 to help understand the impacts on staff and inform the strategy. The survey was undertaken during May and June 2020. 1869 responses were received. In general, the headline results support the initial assessment set out later in this document.

The headline results are:

Insight, Policy and Performance Team
August 2020

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Part 2 – Supporting Evidence

- Most respondents able to work at home
- More than half enjoy working at home, one in ten do not enjoy it.
- No commuting is the biggest benefit
- Isolation and difficulty keeping in touch are the greatest difficulties
- Around a quarter do not have a suitable workspace and a third do not have the equipment they need
- A third of employees have had childcare responsibilities – a quarter of these have had sole responsibility for childcare

The survey asked about seven personal characteristics that are protected under the Equalities Act: Age, Disability, Ethnicity, Gender, Religion, Sexual orientation and Transgender. There were insufficient numbers to be able to provide analysis for transgender so this is not reported. The survey also asked about childcare responsibility, since school closures and home schooling will have created added stress for parents during the lockdown period.

Each of the survey questions has been broken down by each set of characteristics. The appended results have been tested for statistical significance and some of the extracts are pulled out below. For the full survey results and comment analysis is available on the intranet.

Age:
16 - 44 year olds
- less likely to have a suitable and comfortable workspace and some office equipment at home
- more likely having more personal/family time

45 - 54
- more likely to find it easier to focus
- more likely to say that plenty of information is being fed through to them

55 +
- more likely to say that one of the most difficult things about working from home is IT problems
- more likely to agree that they're able to maintain a healthy work/life balance compared to all other age groups

Disability:
With a disability

Part 2 – Supporting Evidence

- less likely to agree that their manager keeps in regular contact with them and checks up on their wellbeing compared
- less likely to agree that they are involved in regular team meetings and are able to contribute in team meetings
- less likely to agree that they feel like they are trusted to work from home

Ethnicity: Due to the small numbers of respondents in individual ethnicity categories, results have been grouped into white British, other white and Black, Asian and Minority Ethnic (BAME)
BAME
- least likely to have a desk and office chair
- least likely to agree that they had created a suitable workspace
- most likely to disagree that they are trusted to work at home
- most likely to have a work phone and

Gender
- Females were more likely to agree that they have established a good work routine, that they are able to maintain a healthy work/life balance, that they are more productive and are still able to have social interactions with colleagues.
- Males and females were equally likely to have had childcare responsibilities while working at home during lockdown. Of these a third of females had sole responsibility for childcare compared to only 3% of males.

Religion: The two largest groups identified are Christian and no religion. All other religions have been grouped together to provide a suitably large group for analysis.
Other religions:
- more likely to have mentioned social isolation and too many distractions as difficulties.
- more likely to say they have data security concerns.
- less likely to have mentioned IT problems as a difficulty when working at home

Sexual Orientation: Due to relatively small numbers of respondents of some sexual orientations, results have been grouped into Heterosexual / straight and Lesbian / Gay / Bisexual / Other (LGB).
LGB Employees:
- more likely to say they really do not like working at home
- more likely to say that they can't separate living and work space and that they lack private space for confidential work.

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Part 2 – Supporting Evidence

- more likely to say that they are not able to contribute in team meetings.

Childcare:
Those with childcare responsibilities
- more likely to find the best things about working from home are more flexible hours and more personal/family time
- more likely to find the most difficult things about working from home are that it's hard to separate work and home life and there are interruptions from family
- likely to agree they're able to maintain a healthy work/life balance and that they've created a suitable work space

Accommodation Occupancy Diagnostic tool is being completed by service managers to understand office accommodation needs Staff parking permit data from the existing Bournemouth Town Hall site will be used to help understand mobility issues and parking demand.

Customer Data:

Limited data available on footfall at the main offices so further work needs to be undertaken to establish if there are wider access issues if customer access points are changed. However, 11,500 customers visited the Poole Civic offices between April 19 and March 2020. Of those, approximately 270 people attended to discuss disability related issues.

A better understanding of channel shift will also help determine if there are wider negative impacts. An example is improving the digital offer combined with moving to an appointment based operation Revenues & Benefits service reduced customer drop in footfall by approximately 70% on Poole site from 13,656 customers in 2016/17 to 4,021 customers in 2019/2020 (not included March 2020 due to office closure).

Wider population data, ward profile data and the State of BCP report are here:

More detailed community and economic impact assessments are currently being prepared. This will help us better understand the full impact of Covid 19 on people's health and financial wellbeing, on the business community and in the workplace.

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BCP Equality Impact Assessment Template

Part 2 – Supporting Evidence
If there is insufficient consultation or engagement information please explain in the Action plan what further consultation will be undertaken, who with and how.
Please list or link to any relevant research, census and other evidence or information that is available and relevant to this EIA: • Tableau dashboard workforce profile • BCP Diversity Data • Refuge have reported a 66% increase in calls and enquiries to the national domestic abuse helplines since lockdown began. https://www.refuge.org.uk/refuge-reports-further-increase-in-demand-for-its-national-domestic-abuse-helpline-services-during-lockdown/
Please list below any service user/employee monitoring data available and relevant to this policy/service/process and what it shows in relation to any Protected Characteristic:
If there is insufficient research and monitoring data, please explain in the Action plan what information will be gathered:

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BCP Equality Impact Assessment Template

Part 3 – Assessing the Impact by Equality Characteristic

Use the evidence to determine to the impacts, positive or negative for each Equality Characteristic listed below. Listing negative impacts will help protect the organisation from potential litigation in the future, it does not mean the policy cannot continue. **Click here** for more guidance on how to understand the impact of the service/policy/procedure against each characteristic. If the impact is not known please explain in the Action plan what steps will be taken to find out.

	Actual or potential positive outcome	Actual or potential negative outcome
Common to every characteristic	• Customer access points in more accessible central locations • Modern and more accessible ways of working will make BCP Council a more accessible and open employer • BCP council becomes an employer of choice • Reduction in travel to work time and costs • Positive impact on people with limited access to public transport • Flexible working hours allows good work life balance • More options about how you fulfil duties	• Online working and learning may not suit officers • Increased loneliness and poor mental health • Lack of space to have confidential discussions
1. Age[1]	• Older people may be able to manage health conditions and health appointments by being able to work flexibly	• Young people may not have access to suitable workspace outside of an office environment. • Older people may be affected more severely by the pace of change and working with new technology and this may impact on people's health and wellbeing

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[1] Under this characteristic, The Equality Act only applies to those over 18.

BCP Equality Impact Assessment Template

Part 3 – Assessing the Impact by Equality Characteristic

Use the evidence to determine to the impacts, positive or negative for each Equality Characteristic listed below. Listing negative impacts will help protect the organisation from potential litigation in the future, it does not mean the policy cannot continue. **Click here** for more guidance on how to understand the impact of the service/policy/procedure against each characteristic. If the impact is not known please explain in the Action plan what steps will be taken to find out.

	Actual or potential positive outcome	Actual or potential negative outcome
2. Disability[2]	• Positive impact on those with a mobility impairment • More likely to keep disabled people in employment	• Dedicated workstation set up at work may not be the same at home or in new shared spaces • Some people may be more at risk if lone working/working from home • Bournemouth Town Hall is compliant with the Equality Act but access is not always easy for those with limited mobility
3. Sex	• For women - opportunities for flexible working hours could help reduce costs of childcare because predominantly childcare responsibilities fall to women and single parent families are headed up by women • For women – could allow more options to increase their working hours or take up employment which suits their family commitments.	• Safeguarding issues (domestic violence) - women are more likely to be victims of domestic violence, and greater frequencies in home working may increase risks to affected employees
4. Gender reassignment[3]		
5. Pregnancy and Maternity	• Opportunities for flexible working hours could help reduce costs of childcare because predominantly childcare	

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[2] Consider any reasonable adjustments that may need to be made to ensure fair access.
[3] Transgender refers people have a gender identity or gender expression that differs to the sex assigned at birth.

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Part 3 – Assessing the Impact by Equality Characteristic

Use the evidence to determine to the impacts, positive or negative for each Equality Characteristic listed below. Listing negative impacts will help protect the organisation from potential litigation in the future, it does not mean the policy cannot continue. **Click here** for more guidance on how to understand the impact of the service/policy/procedure against each characteristic. If the impact is not known please explain in the Action plan what steps will be taken to find out.

	Actual or potential positive outcome	Actual or potential negative outcome
	responsibilities fall to women and predominantly single parent families are headed up by women • May support with mobility concerns in the later stages of pregnancy • May support with tiredness and fatigue during pregnancy	
6. Marriage and Civil Partnership		
7. Race		• Online working/learning doesn't suit everyone – English not first language • Difficult to find suitable space as members of BAME communities more likely to have larger families, live in smaller accommodation, more people per household, and be proportionately on lower incomes etc.
8. Religion or Belief	• People can balance commitments to work and particular beliefs, such as prayer times, with a flexible approach to managing their time	• Need to maintain contemplation room as an option for staff on site
9. Sexual Orientation		• Difficulty in finding suitable space may be because LGBT people are more likely to live in smaller households and occupy smaller accommodation

BCP Equality Impact Assessment Template

Part 3 – Assessing the Impact by Equality Characteristic

Use the evidence to determine to the impacts, positive or negative for each Equality Characteristic listed below. Listing negative impacts will help protect the organisation from potential litigation in the future, it does not mean the policy cannot continue. **Click here** for more guidance on how to understand the impact of the service/policy/procedure against each characteristic. If the impact is not known please explain in the Action plan what steps will be taken to find out.

	Actual or potential positive outcome	Actual or potential negative outcome
10. Armed Forces Community	• People can commit more easily to reservist commitments with flexible working arrangements	
11. Any other factors/groups e.g. socio-economic status/carers etc[4]		• Some people may have limited access to ICT and limited internet/broadband packages • Maybe an increase personal cost, electricity, heating etc if working from home • Poor broadband connectivity may be an issue for some
12. Human Rights	• We may have a greater opportunity to share skills in a collaborative and online environment. Technology encourages a more equal contribution from all in an online setting.	• We may have less opportunity to share skills from working in a collective environment.

Any policy which shows actual or potential unlawful discrimination must be stopped, removed or changed.

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[4] People on low incomes or no income, unemployed, carers, part-time, seasonal workers and shift workers

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Part 4 – Equality Impact Action Plan

Please complete this Action Plan for any negative or unknown impacts identified in the assessment table above.

Issue identified	Action required to reduce impact	Timescale	Responsible officer
For those staff who cannot work from home.	It will not be a requirement for staff to work from home, it will be an option under the smarter working arrangements and we will be creating office service zones to suit everyone's needs.	Present	HR / Project Team
Safeguarding issues (domestic violence) - women are more likely to be victims of domestic violence, and greater frequencies in home working may increase risks to affected employees	To provide information to staff on support available. This has already been undertaken and information is available here. https://bcpcouncil.sharepoint.com/sites/covid19	Ongoing	HR
Online working and learning doesn't suit all ages or where English is not the first language	This needs to be reflected in the workforce strategy, specifically around training. Consider tailored training.	Ongoing	HR
Young people may not have access to suitable workspace outside of an office environment.	No action - It will not be a requirement for staff to work from home, it will be an option under the smarter working arrangements and we will be creating office service zones to suit everyone's needs.	N/A	

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Part 4 – Equality Impact Action Plan

Please complete this Action Plan for any negative or unknown impacts identified in the assessment table above.

Issue identified	Action required to reduce impact	Timescale	Responsible officer
Pace of change and working with new technology may have impact on people's health and wellbeing.	Consider in Health and Wellbeing and Health and Safety guidance and training. Change management training and online support will be available for managers.	Ongoing	HR / Project team
Increased loneliness and poor mental health	Consider in Health and Wellbeing and Health and Safety guidance and training.	Ongoing	HR
Lack of space to have confidential discussions	The project team are engaging with services to understand the requirement for confidential space and this will be build into the proposed layout for the BCP Civic Centre	Jan 2021	Project Team
Dedicated workstation set up at work may not be the same at home or in new shared spaces	Considered in DSE assessments and Health and safety guidance.	Ongoing	
Some people may be more at risk if lone working/working from home	It will not be a requirement for staff to work from home, it will be an option under the smarter working arrangements and we will be creating office service zones to suit everyone's needs. Managers will need to be aware of staff who are at risk if lone working and ensure appropriate arrangements are in place	Ongoing	HR / Managers
Bournemouth Town Hall is compliant with the Equality Act but access is not always easy for those with limited mobility	Pragmatically the project team are considering access implications to the site and understanding through service engagement which individuals have limited mobility so that this is taken account of in design and layout.	Jan 2021	Project Team

Part 4 – Equality Impact Action Plan

Please complete this Action Plan for any negative or unknown impacts identified in the assessment table above.

Issue identified	Action required to reduce impact	Timescale	Responsible officer
Need to consider contemplation room as an option for staff on site	No action - The intention is to maintain the existing contemplation room in BCP civic centre.	N/A	
Some people may have limited access to ICT and limited internet/broadband packages	No action - If people have poor or limited broadband at home then they consider working from the office or an alternative site.	N/A	
Maybe an increase personal cost, electricity, heating etc if working from home	No action – People will have the choice whether to work from the office or home. They will need to consider the cost of commuting to the office and parking versus the cost of electricity, heating etc from working at home.	N/A	
Poor broadband connectivity may be an issue for some	No action - If people have poor connectivity at home then they consider working from the office or an alternative site.	N/A	
We may lose the opportunity to share skills from working in a collective environment.	Smarter working is about using the appropriate balance of face to face and technology collaboration time. Managers should ensure that their teams have suitable opportunity to interact and engage during the working week.	Ongoing	Managers

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Key contacts for further advice and guidance:

Equality & Diversity:
performance@bcpcouncil.gov.uk

Consultation & Research:
insight@bcpcouncil.gov.uk

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August 2020

COUNCIL

Report subject	**Review of the political balance of the Council and the allocation of seats**
Meeting date	24 November 2020
Status	Public Report
Executive summary	The Council is asked to consider and approve the review of the political balance of the Council, the allocation of seats on Committees to each political group and the appointment of Councillors on Committees following the change in administration and two resignations from the Poole People and All Group.
Recommendations	**It is RECOMMENDED that:** (a) **the revised political balance of the Council, as set out in Table 1 of this report, be approved;** (b) **the number of seats on the Investigation and Disciplinary Committee be reduced from 7 to 6;** (c) **the allocation of seats to each political group, as set out in Table 2, be approved;** (d) **the appointment of Councillors to Committees and Boards, taking into account the membership, as detailed in Table 3, and any nominations submitted by political groups, be approved;** (e) **the allocation of seats to each political group to the outside bodies as detailed in Table 4, be approved and the Group Leaders advise the proper officer of their representatives;** (f) **subject to (e) above the Council is requested to approve the appointment of unaligned members to the relevant outside bodies.**
Reason for recommendations	To ensure compliance with the Local Government and Housing Act 1989 and associated Regulations in reviewing and approving the political balance of the Council and the allocation of seats together with any other associated issues.

Portfolio Holder(s):	Councillor Drew Mellor, Leader of the Council
Corporate Director	Graham Farrant, Chief Executive
Report Authors	Richard Jones, Head of Democratic Services Karen Tompkins, Deputy Head of Democratic Services
Wards	Council-wide
Classification	Decision

Background

1. The Council is asked to consider the political balance of the Council following the change in administration and resignations by Councillors Steve Baron and Pete Miles from the Poole People and ALL Group. Set out in Table 1 below is the revised political balance of the Council. Members are reminded that this can be compared with the previous political balance agreed by Council on 15 September 2020.

2. Currently there are a total of 97 seats on all committees to which political balance applies. Members will note that the revised political balance calculations when rounded to the nearest whole number total 96 seats. In order to fill all 97 seats, the Council would need to allocate the additional seat contrary to the political balance principles which would require a decision without dissent.

3. The alternative is to adjust the number of seats on one committee to reduce the total number to 96 to maintain overall political balance. This would require a simple majority. Following consultation with the Leader of the Council it is therefore proposed that the number of seats on the Investigation and Disciplinary Committee be reduced from 7 to 6.

Table 1

	No of Seats	% of total seats	Seat entitlement based on 97 seats	Seat entitlement based on 96 seats
Conservative	36	48.65	47.19	46.70
Liberal Democrats	14	18.92	18.35	18.16
Christchurch Independents	6	8.11	7.86	7.78
Poole People and ALL	4	5.41	5.24	5.19
Bournemouth Independent & Greens	4	5.41	5.24	5.19
Labour	3	4.05	3.93	3.89
Non-aligned	7	9.46	9.18	9.08
Total	**74**	**100.00**	**96 (when rounded)**	**96**
Vacant	**2**			
Total	**76**			

4. The following principles are contained within Section 15 of the Local Government and Housing Act 1989, they have been amended under the regulations to take account of the fact that not all the seats are held by members of political groups, they need to be applied in order:

    (a) Not all the seats on a committee are allocated to the same political group.

    (b) Where a group has a majority of seats on the Authority it should have the majority of seats on each committee.

    (c) The third rule provides that, without being inconsistent with the first two rules, the number of seats allocated to each political group on all the ordinary committees taken together be as near as reasonably practicable proportionate to their proportion of seats as a proportion of the authority as a whole.

    (d) Finally, so far as is consistent with the above each group should be allocated seats on each committee to reflect their proportion of seats on the authority.

Table 2

	Planning Committee	Licensing Committee	Standards Committee	Appeals Committee	Audit & Governance Committee	Overview and Scrutiny Board	Health & Adult Social Care O&S Committee	Children`s Services O&S Committee	Investigation and Disciplinary Committee	Total	Variance (+/-)
Conservative	8	8	3	3	4	7	6	5	3	47	+ 0
Liberal Democrats	2	3	1	1	3	3	2	2	1	18	+ 0
Christchurch Independents	2	1	0	1	1	1	0	1	1	8	+ 0
Poole People and ALL	0	1	0	0	0	1	1	1	1	5	+ 0
Bournemouth Independent & Greens	1	0	1	0	0	1	1	1	0	5	+ 0
Labour	0	1	0	1	0	1	0	1	0	4	+ 0
Non-aligned	2	1	2	1	1	1	1	0	0	9	+ 0
Total	15	15	7	7	9	15	11	11	6	96	

5. The Council is asked to consider the proposed changes to the allocation of seats to political groups as detailed in the table above due to the change in administration of the Council and the two resignations. The last column in the above table identifies there is no variance in the allocation of seats compared to calculations set out in Table 1.

6. The following table sets out the proposed membership of Committees and Boards taking account of the proposed changes set out in Table 2 above. The Political Groups may at any time alter the Group's membership of Committees and Boards, but any seats allocated to the unaligned Members must be approved by full Council. Members are asked to consider the following and any revised nominations submitted by the political groups.

Table 3

	Planning Committee	Licensing Committee	Standards Committee	Appeals Committee	Audit & Governance Committee	Overview and Scrutiny Board	Health & Adult Social Care O&S Committee	Children's Services O&S Committee	Investigation and Disciplinary Committee
Conservative	Borthwick Davies Decent Dion Hall Kelsey O'Neill Stribley	S Anderson J Butt Decent Dion Dove Farr Kelsey vacancy	Borthwick Jones Stribley	S Anderson Filer Hedges	Beesley Williams Fear Filer	Dion Edwards Farr Fear Hall Kelsey O'Neill	Edwards Farr C Johnson Jones Rocca vacancy	Coope Dunlop Kelly Phillips Rocca	Mellor* Haines** Jones
Liberal Democrats	T Johnson Le Poidevin	Brown Burton T Johnson	Andrews	Le Poidevin	Brooke Brown Trent	Cox Earl Slade	Matthews Robson	Burton Moore	Maidment
Christchurch Independents	McCormack Hilliard	Flagg	-	Hilliard	Phipps	Dedman	-	Geary	Flagg
Poole People and ALL	-	Hadley	-	-	-	Howell	Evans	Rice	Evans
Bournemouth Independent & Greens	Bull	-	Rigby	-	-	Rigby	Wilson	Northover	-
Labour	-	Farquhar	-	Farquhar	-	Farquhar		Lewis	-
Non-aligned	Baron Bartlett	Bagwell	Baron Brooks	Miles	D Butt	Bartlett	Butler	-	-

* Leader of the Council in accordance with the Constitution

** Portfolio Holder in accordance with the Constitution

Other bodies

7. The Council is asked to consider and approve the allocation of seats to the bodies listed in Table 4 below to which the political balance rules apply. It is for the political

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groups to advise the proper officer of their representatives. However, the Council is required to approve the unaligned appointments.

Table 4

	Entitlement based on 21 seats	Dorset Police and Crime Panel	Dorset and Wiltshire Fire & Rescue Authority	Dorset Pension Fund Committee	Lower Central Gardens Trust Board	Stour Valley and Poole Partnership Joint Cttee	Total	Variance (+/-)
Conservative	10	2	2	2	2	2	10	+ 0
Liberal Democrats	4	1	1	1	0	1	4	+ 0
Christchurch Independents	2	0	1	0	0	1	2	+ 0
Poole People and ALL	1	0	0	0	1	0	1	+ 0
Bournemouth Independent & Greens	1	1	0	0	0	0	1	+ 0
Labour	1	1	0	0	0	0	1	+ 0
Non-aligned	2	0	1	0	1	0	2	+ 0
Total	21	5	5	3	4	4	21	

Summary of financial implications

8.   There are no financial implications associated with this report.

Summary of legal implications

9.   The Council is required to comply with the relevant legislation and regulations when considering and approving the political balance of the Council and the allocation of seats.

10. The Act and Regulations make provisions where a proposal is not as far as possible politically representative. This includes instances where a Group gives up a seat which they are entitled to hold in favour of another and distorts the political balance rules. In such an instance such a proposal can only be accepted if no member votes against them.

Summary of human resources implications

11. There are no human resources implications associated with this report.

Summary of sustainability impact

12. There are no sustainability implications associated with this report.

Summary of public health implications

13. There are no public health implications associated with this report.

Summary of equality implications

14. There are no equality implications associated with this report. It would be a matter for the political groups to consider any equality issues through their own appointment process.

Summary of risk assessment

15. There are no risk implications associated with this report.

Background papers

None

Appendices

There are no appendices to this report.

COUNCIL

Report subject	**Members' Allowances Scheme 2020-2021**
Meeting date	24 November 2020
Status	Public Report
Executive summary	This report incorporates the recommendations of the Independent Remuneration Panel (IRP) on their review of the Members' Scheme of Allowances for 2020/21.
	The report was deferred for consideration from the meeting of Council in June 2020 by the Chairman of Council due to the Coronavirus pandemic.
	Following the change of political administration a further review was commissioned and undertaken by the same IRP to consider the role of the Lead Members. This forms part of a supplementary report.
	The full year impact of implementing the IRP recommendations is £141,900.
Recommendations	**It is RECOMMENDED that:-**
	(a) Council considers the attached reports and Appendix 1 and 2, adopts the proposed Scheme of Members' Allowances for BCP Council, subject to any amendments Council may wish to agree, and determines an effective date for implementation;
	(b) the Scheme of Members' Allowances for 2020/21 be amended to transfer the entitlement of a special responsibility allowance to an elected vice-chairman where the relevant chairman is permanently unavailable to perform their duties.
Reason for recommendations	To ensure that BCP Council has a Scheme of Members' Allowances as required by the relevant legislation.

Portfolio Holder(s):	Councillor Drew Mellor, Leader of the Council
Corporate Director	Graham Farrant, Chief Executive
Report Authors	Susan Zeiss, Director for Law and Governance and Monitoring Officer Richard Jones, Head of Democratic Services
Wards	Council-wide
Classification	For Decision

Background

1. The Local Authorities (Members' Allowance) (England) Regulations 2003 (the Regulations) require a relevant authority to make a scheme providing for the payment of a basic allowance (BA) to each member of that authority. The BA must be the same for each member of the authority.

2. The mechanism with which Councils consider allowances is by way of appointment of an Independent Remuneration Panel. This Panel considers the level of Member Allowances to be operated by a Council under the Local Authorities (Members' Allowances) (Miscellaneous Provisions) Regulations 2003.

3. A panel was appointed for these purposes in order to recommend a scheme of allowances for the new BCP Council.

4. On the 21 February 2019 the Shadow Authority approved a scheme of allowances that had been recommended by the Independent Remuneration Panel for the new BCP Council.

5. As part of these recommendations it was acknowledged that a further review would be required during the first twelve months of the new Council's existence once the roles within the BCP Council were fully established and the work and responsibilities had been fully identified.

6. On 5 November 2019 Council resolved that the recruitment and appointment of an Independent Remuneration Panel for BCP Council be delegated to the Monitoring Officer, in order that a review of the allowances could take place with the anticipation that this would report back to Council at meeting in early 2020.

7. An Independent Remuneration Panel was subsequently appointed to carry out a review of the current scheme of allowances.

8. Due to the outbreak of the Coronavirus pandemic and the required cancellation of scheduled meetings, the Chairman of Council determined that this report would be deferred for consideration by Council at a meeting no sooner that October 2020.

9. Furthermore, following the successful challenge to the Council leadership and the change in administration and the subsequent introduction of Lead Members, a further review was commissioned to consider whether these new roles warranted a Special Responsibility Allowance.

Consultation and Engagement

10. A questionnaire was sent to all Members, inviting comments in respect of the scheme of Members allowances.

11. In addition, the Independent Remuneration Panel interviewed eight Members of BCP Council and four Officers.

12. Full details of the consultation undertaken are contained in the Report attached at Appendix 1.

13. Further engagement was undertaken more recently in relation to the introduction of Lead Members and this is detailed in the supplementary report at Appendix 2.

Options Appraisal – Recommendations of the Independent Remuneration Panel

14. The Panel's recommendations are detailed in the attached reports at Appendices 1 and 2. The following paragraphs provide a summary of the proposed changes to the existing Scheme of Allowances. The existing allowance are shown in *[italicised square brackets]*:

   (a) *no members be entitled to a pension;*

   (b) *the basic allowance be increased to £13,500 per annum [£12,500];*

   (c) *that the following special responsibility allowance be paid in recognition of the additional workload and levels of responsibility and accountability placed upon members appointed to these roles:*

       i. **Leader - £30,000**

       ii. **Cabinet Members (including Deputy Leader) - £20,000**

       iii. **Lead Members - £5,000** *[NEW]*

       iv. **Chairman of the Council - £10,000**

       v. **Vice-Chairman of the Council - £5,000**

       vi. **Chairman of Audit and Governance Committee - £10,000**

       vii. **Chairman of Planning Committee - £10,000**

       viii. **Chairman of the Overview and Scrutiny Board - £10,000**

       ix. **Chairman of the Children's Services Overview and Scrutiny Committees - £7,500** *[£10,000]*

       x. **Chairman of the Health and Adult Social Care Overview and Scrutiny Committees - £7,500** *[£10,000]*

       xi. **Chairman of Licensing Committee - £5,000**

       xii. **Vice-Chairman of Licensing Committee - £2,500** *[NEW]*

       xiii. **Chairman of Appeals Committee - £3,000**

       xiv. **Chairman of Standards Committee - £3,000**

       xv. **Group Leaders - £3,000**

   (Note: Groups must have a membership of no fewer than 5 for their Leader to receive an SRA)

(d) *no SRAs be paid to vice-chairmen of committees (with the exception of the vice-chairman of Council and the Licensing Committee);*

(e) *members may not receive more than one SRA (and may elect which SRA to receive) with the exception that a Group Leader's SRA can be payable as a second SRA [NEW];*

(f) *these allowances continue to be paid at these rates until such time as a further review is undertaken;*

(g) *travel allowances continue to be paid to members in line with MAP for undertaking official business;*

(h) *travel allowances be paid to members travelling to the BCP Council Offices for meetings and official business as set out in paragraph 12A of the current scheme of allowances;*

(i) *subsistence allowances be paid to members as set out within paragraph 11.3 of the appended report;*

(j) *carers' allowance be paid to recompense the actual cost expended as set out within paragraph 12.2 of the appended report (and is not payable to a member of the claimant's own household subject to the Monitoring Officer having the discretion to approve claims on a case by case basis);*

(k) *an allowance of £1000 per annum be paid to co-optees and independent members as set out in paragraph 13.1 of the appended report.*

Acting Chairman

15. The Coronavirus restrictions on convening meetings and the consequential extended period between ordinary scheduled meetings has highlighted an issue where an elected office-holder (e.g., Chairman of council, committee or board) becomes permanently unavailable to perform their duties. Ordinarily, the elected vice-chairman assumes all responsibilities as acting Chairman for a short-period until the next ordinary meeting.

16. The Scheme of Members' Allowances is silent on whether the vice-chairman should receive the special responsibility allowance for the performing the duties in an acting capacity for the intervening period and as a consequence no allowance can be made.

17. This is not considered to be fair and equitable and it is proposed to amend the Scheme of Allowances to transfer the entitlement to a special responsibility allowance to an elected vice-chairman where the relevant chairman is permanently unavailable to perform their duties.

Summary of financial implications

18. The table below illustrates the impact of the proposed changes to the allowances upon the budget for both the full-year and part-year if the changes were implemented from the date of council.

Allowance	Full Year Budget Impact	Forecast 2020/21 – including part Year Impact from May 2020	Forecast 2020/21 including part Year Impact from 25 November 2020
Increase Basic Allowance	£76,000	£69,700	£26,600
New Lead Member SRA	£30,000	£10,500	£10,500
New Vice-Chairman Licensing Committee SRA	£2,500	£2,300	£900
Decrease Chairmen of O&S Committee SRA	- £5,000	- £1,750 (should not be backdated)	-£1,750
National Insurance and other budget adjustments	£38,400	£33,150	£26,350
Total	**£141,900**	**£113,900**	**£62,600**

19. The current Members Allowance budget for 2020/21 is expected to have an underspend of approximately £2,300 based on the existing scheme of allowances. Backdating the recommendations proposed by the IRP would result in an in-year budget shortfall of £113,900, or a part-year shortfall of approximately £62,600 if implemented from 25th November. Members' Allowances attract a National Insurance Contribution requirement which for the full year amount would be £14,300.

20. The budget modelling for 2021/22 includes an additional £25,000 budget based on a 2% increase. This would still leave a full-year budget shortfall of approximately £116,900 if all the recommendations were supported.

21. If the recommendations were approved this would create a budget pressure for 2020/21 and additional growth in the budget for 2021/22 for the increases in basic, SRA and national insurance contributions.

Summary of legal implications

22. The Local Authorities (Members' Allowances) (Miscellaneous Provisions) Regulations 2003 govern the establishment of the Scheme necessary to determine the operation of allowances Members.

23. The process undertaken, and the proposed Scheme accords with the requirements of the legislation.

Summary of human resources implications

24. There are no specific Human Resources implications arising from the report.

Summary of sustainability impact

25. There are no specific issues arising in respect of this report.

Summary of public health implications

26. There are no specific issues arising in respect of this report.

Summary of equality implications

27. The needs of councillors with dependents, including those who are carers, have been considered and taken account of through the process and inclusion of specific allowances.

Summary of risk assessment

28. There are no specific risks arising from this report.

Background papers

None

Appendices

Appendix 1 – Report of the Independent Remuneration Panel
Appendix 2 – Supplementary Report of the Independent Remuneration Panel
Appendix 3 – Lead Member Role Description

Report of the Independent Remuneration Panel

Scheme of members' allowances for BCP Council 2020

1.   Introduction

This report has been prepared by the Independent Remuneration Panel (the **Panel**) for Bournemouth, Christchurch and Poole Council (BCP Council) comprising three individuals drawn from the community who have previously participated in panels across Dorset:-

1.1.   Mr John Quinton (Chairman)

Former Head of Democratic Services at Wiltshire Council.

Member of Independent Remuneration Panels for Dorset Council, West and North Dorset District Councils and Weymouth and Portland and Christchurch Borough Councils.

1.2.   Mr Keith Broughton

Member of the Independent Remuneration Panel for Dorset Council, West and North Dorset District Councils and Weymouth and Portland Borough Council.

1.3.   Mr Martin Varley

Partner at Humphries Kirk LLP (Solicitors) and Chartered Member of the Chartered Institute for Securities & Investment

Member of the Independent Remuneration Panels for Dorset Council, Dorset County Council and Dorset and Wiltshire Fire & Rescue Authority

Previous relevant voluntary work includes Chairman of Wealdon District Council and Eastbourne Borough Council Independent Remuneration Panels and East Sussex Fire & Rescue Authority Independent Remuneration Advisory Group.

2.   Legal Basis

2.1.   The Local Authorities (Members' Allowances) (England) Regulations 2003 (the **Regulations**) apply to local authorities including district and county councils.

2.2.   The Regulations require a relevant authority to make a scheme providing for the payment of a basic allowance (**BA)** to each member of that authority. The BA must be the same for each member of the authority.

2.3. A relevant authority's scheme of allowances may also provide for the payment of special responsibility allowances (**SRAs**) to such members of the authority as have special or additional responsibilities. The specified categories of special or additional responsibilities which may be included in a scheme of allowances include:-

i) acting as leader or deputy leader of a political group within the authority;

ii) acting as a member of an executive where the authority is operating executive arrangements within the meaning of part 2 of the Local Government Act 2000;

iii) presiding at meetings of a committee or sub-committee of the authority;

iv) representing the authority at meetings of or arranged by any other body;

v) acting as a member of a committee or sub-committee of the authority which meets with exceptional frequency or for exceptionally long periods;

vi) acting as the spokesman of a political group on a committee or sub-committee of the authority; and

vii) carrying out such other activities in relation to the discharge of the authority's functions as require of the member an amount of time and effort equal to or greater than would be required of him or her by any of the above-mentioned activities.

2.4. SRAs need not be the same and may reflect the different expectations, time and effort involved in particular roles.

2.5. Member allowance schemes may also provide for the payment of a carers' allowance and also for members' travelling and subsistence whilst acting in connection with their duties as a member of the authority.

2.6. Before a relevant authority may make or amend a scheme of allowances it must have regard to recommendations made in relation to the scheme by an independent remuneration panel.

3. Context

3.1. Following the parliamentary approval of the Bournemouth, Dorset and Poole (Structural Changes) Order 2018, the new BCP Council came into effect on 1 April 2019. A previous Panel had recommended a scheme for both the Interim period of the new Council (1 April – 6 May 2019) and for the new Council effective from 6 May 2019. As part of that review the Panel had recommended that a further review should be conducted after 12/18 months to consider the emerging governance structure.

3.2. Accordingly, a new Panel was appointed by BPC Council at its meeting on 5 November 2019 to conduct this review.

3.3. Elections to the new council were held on 2 May 2019. These resulted in no single party having a majority of seats on the new council. A "unity" alliance was formed comprising all of the parties on the Council with the exception of the Conservative group, to run the council.

3.4. The Leader of the Council has held an initial meeting with the Panel. At this meeting on 18 December 2019, the Panel was informed by the Leader that the formation of the new Council had led to larger workloads for councillors than expected, and that many committees of the Council were meeting more often and were busier than anticipated.

3.5. The Leader outlined the challenges facing the new Council which are significant. The three constituent councils were very different culturally and in the way each one had worked. The Leader also highlighted the different challenges faced by BCP Council and the new Dorset Council and the consequential workloads of councillors. Each constituent council within BCP Council had individual policies in relation to all of the major services that needed to be harmonised for the new Council.

3.6. The Leader considered that a distinction should be drawn to the position in Dorset Council, which effectively adopted many of the pre-existing key policies and procedures of the Dorset County Council. The geographical area of the Dorset Council is largely parished whereas within BCP Council it is largely un-parished. This means that much engagement with the residents of the BCP area has to be undertaken by BCP councillors whereas within Dorset some of these issues could be dealt with by parish or town councillors.

3.7. On this basis the Leader of the Council has requested the Panel to review the current scheme of allowances.

4. Role of the Panel

4.1. A scheme for the payment of a BA must be adopted by the BCP Council. It may also adopt a scheme for the payment of SRAs and other allowances as set out in paragraph 2. Members must have "regard" to the recommendations of an Independent Remuneration Panel in relation to a scheme of allowances before adopting any scheme. Therefore, councillors themselves acting as a relevant authority make the final decision about what allowances are to be available.

4.2. Regulation 20(2) requires that an independent remuneration panel shall consist of at least three members none of whom:-

(a) is also a member of an authority in respect of which it makes recommendations or is a member of a committee or sub-committee of such an authority; or

(b) is disqualified from being or becoming a member of an authority.

4.3. The three members of the Panel are individuals, none of whom are disqualified from being or becoming a member of a relevant authority.

4.4. The Panel met on 18 December 2019, 24 and 29 January 2020.

5. Evidence

5.1. To inform the development of its recommendations, the Panel was provided with the following evidence:-

(i) the Regulations;

(ii) detailed benchmarking data from South West Councils and from other unitary authorities on the levels of current allowances;

(iii) the current members' allowance scheme for Bournemouth, Christchurch and Poole Council;

(iv) information relating to the composition of BCP Council;

(v) the current governance structure for BCP Council and the various roles of members;

(vi) the current work programmes and calendar of meetings of committees.

5.2. The Panel also had the opportunity to interview those individuals named at paragraph 6.4 below and to consider the responses to the questionnaire referred to in paragraphs 6.1 and 6.2 below.

6. Methodology for the review

6.1. A questionnaire was sent to all BCP Councillors seeking views on the average amount of time spent on council business and whether this represented an increase in previous workloads or, if a new councillor, whether the workload was more or less than anticipated. 22 responses were received and all stated that the workload had increased or it was more than anticipated.

6.2. In addition, the questionnaire asked councillors whether the BA and SRAs had been set at the right level. There were various responses to this question and these are dealt with under the relevant sections of this report.

6.3. The Panel interviewed the following councillors:

(i) Councillor Simon Bull – the Bournemouth Group/Green Party and Chair of Planning

(ii) Councillor Colin Bungey - Christchurch Independent Group and Chair of Standards Committee

(iii) Councillor Beverley Dunlop – the Conservative Group and member of Audit and Governance and Licensing Committees

(iv) Councillor Chris Rigby – the Bournemouth Group/Green Party and member of Overview and Scrutiny Board and Standards Committee

(v)   Councillor L-J Evans – Poole People and Alliance for Local Living Group and Vice Chair of Health and Adult Social Care Overview and Scrutiny Committee

(vi)   Councillor Mark Howell - Poole People and Alliance for Local Living Group and Deputy Leader of the Council and Portfolio Holder for Regeneration and Culture

(vii) Councillor Felicity Rice - Poole People and Alliance for Local Living Group and Portfolio Holder for Environment and Climate Change.

6.4.   In addition, the Panel interviewed Tanya Coulter – Monitoring Officer, Richard Jones, Head of Democracy, Sarah Culwick, Democratic Services Team Leader and Lindsay Marshall, Scrutiny Specialist.

6.5.   The Panel wish to record its thanks to those individuals who gave evidence and for all of the support that it received from officers of the Council.

7.   Panel Deliberations

7.1.   The Panel sought to interview councillors of all political groups with particular reference to the issues raised within the responses to the questionnaire. The Panel also interviewed officers with appropriate roles and responsibilities in an effort to gain the best possible interpretation of how the new council was currently operating and functioning.

8.   The Basic Allowance (BA)

8.1.   The Panel carefully considered the responses given by members to the questionnaire referred to in paragraph 6.1 of this report. Most respondees felt the BA was set too low although 4 felt that it was set at the right level. Of the two respondees who actually suggested an increased level, one suggested a range of £13,000 to £15,000 per annum and the other £30,000 per annum.

8.2.   The Panel was also aware of the views expressed by the Leader as set out in paragraphs 3.4 to 3.6 of this report. These views were echoed by a number of councillors that were interviewed. Indeed, a number of councillors that were interviewed by the Panel had reduced their employed working hours or had revised their employed working arrangements to enable them to fulfil their roles within the Council.

8.3.   The Panel noted that in response to the question within the questionnaire regarding the average amount of time spent on council duties, this varied significantly from 30 to 40 hours per month to 220 hours a month. This could be explained in part by the wide range of roles performed by those councillors who returned the questionnaire. The reasons cited for this increase in hours in particular were more time spent in meetings or preparing for meetings or travelling to meetings. In addition, the size of the wards and the decrease in the number of councillors was cited.

8.4. Interestingly although the range of hours is similar to the responses to the questionnaire in January 2019, the average has increased from 75 hours per month in 2019, to 110 in 2020. Also, the modal average is quite different with nearly half of respondees in 2020 suggesting that they work between 60 to 80 hours a month.

8.5. Benchmarking data was provided to the Panel by officers. The data compiled for South West Councils indicated that the current BA payable within BCP Council was fairly placed when compared with a sample of urban unitary councils. However, BCP is a larger council by population than many of these and has many more challenges particularly in the bringing together of three very different councils. When compared to the shire county unitaries in the South West it was slightly on the low side (Dorset £13,000, Cornwall £14,473, Devon £12,859 and Wiltshire £13,463). Data from the south east (Southampton £12,636, Portsmouth £11,175 and Brighton and Hove £13,002) indicated again that the BA is on the low side especially when considering the relative sizes of these councils.

8.6. The Panel again received the views of some councillors to the effect that a higher level of BA would attract people from a broader spectrum and demographic to stand for election. Many councillors referred to allowances synonymously as remuneration.

8.7. The Panel was persuaded by the evidence received both from the responses to the questionnaires and in interviews, and by the benchmarking data, that the BA required some adjustment. It was sympathetic to the views of councillors who wished the BA to be set at a level that meant that any financial constraints from standing for office, were removed. However, the BA was never intended to be a salary replacement scheme but simply to cover the expenses of performing the role of a councillor. The Panel was of the view that the challenges and the workload of a councillor within BCP Council were far greater than other similar councils in the area and that this justified an increase.

8.8. ***The Panel recommends that the basic allowance paid to members be increased to £13,500 per annum.***

9. Special Responsibility Allowances (SRAs)

9.1. **A. Leader and Cabinet Members.** Of the responses received to the questionnaire seven councillors expressed a view on the Leader and Cabinet SRAs. Four of these respondees thought that the SRAs should be increased, two thought that they were set too high and one thought that they were set at the right level.

9.2. The Leader had been very clear at her meeting with the Panel regarding the size of the task facing the Cabinet. Many Cabinet Members were very new to local government and were facing huge workloads. Importantly, at this time there is no individual decision making although the Constitution provided for it. This was a conscious decision by the Leader to ease the new Cabinet Members into their workload but also because the membership of the new Cabinet reflected the political Alliance that was in control of the Council, and it was important for collective decisions to reflect the Alliance rather than individual political groups within the Council. Notwithstanding this the Leader felt that the Leader and Cabinet SRAs were set at about the right level.

9.3. There was one suggestion made to the Panel that the SRA paid to the Deputy Leader should be enhanced and paid at a different level to other Cabinet Members. The Panel was not persuaded, noting that the Deputy held a portfolio as did other Cabinet Members and that the Constitution made no distinction from an ordinary Cabinet Member, other than deputising for the Leader. On this basis the Panel is of the view that the SRA payable to the Deputy Leader should continue to be the same as the other Cabinet Members.

9.4. Benchmarking evidence presented to the Panel also suggested that the SRAs were not out of kilter with other similar councils and no overwhelming evidence was presented to the Panel to suggest any change was required. Whilst recognising the critical roles performed by the Leader and Cabinet Members the Panel agreed to recommend that the SRAs remain at their current level.

9.5. **B. Chairman and Vice Chairman of Council.** The Panel had during its last review received evidence that the civic role of the Chairman of the BCP Council would be significant and would have important links to other partner organisations. In addition to the civic role, the Chairman has an important role in managing and presiding over regular Council meetings to ensure that Councillors who are not in the Cabinet or who do not hold the chair of a main Committee, are able to hold those office holders to account.

9.6. Whilst the Panel is not in favour of paying SRAs to vice-chairmen in general, the Panel had agreed in its last review that the Vice-Chairman of the Council is an exception, as, in addition to deputising for the Chairman at meetings of the Council, he/she will also fulfil a civic role. Some repondees to the questionnaire had queried this stance. The Panel received evidence to support the recognition of the Vice-Chairman's civic role. Since May 2019 the Chairman had attended 43 civic events and the Vice-Chairman 24. This in the Panel's view was sufficient to justify the continuation of the award of an SRA to the Vice-Chairman.

9.7. However, no evidence had been presented to the Panel to suggest any change in SRA was required and on this basis the Panel agreed to recommend that the SRAs remain at their current level.

9.8. **C. Chairmen of Committees.** The Panel received representations concerning the levels at which the current SRAs had been set.

9.9. The Panel had at its last review accepted that there would be gradations of responsibility for committees with some meeting more often and being more important to the overall governance of the new BCP Council. The Panel had received evidence that Audit and Governance, Planning and the Overview and Scrutiny Committees along with the Council should be included within the higher-level category, with Planning, in particular, dealing with significant, high-profile and long-lasting issues.

9.10. The Panel received evidence from both the responses to the questionnaire and from the interviews undertaken. Views varied but consistently the importance and workload of the Planning Committee was highlighted. There was some question as to whether the Chairman of Audit and Governance Committee should continue to receive an SRA at the same level. Evidence in the form of the Committee's work plan provided by officers suggested to the Panel that it was meeting more times than scheduled and whilst this was not the only factor to measure its workload, the agenda appeared to be full of important items and it had a significant role to play in the corporate management of the Council.

9.11. The other issue raised in relation to Chairs of Committees was the relativity of the SRAs paid in relation to the Overview and Scrutiny Board and the two Scrutiny Committees and the fact that they were all paid at the same rate. The Leader has recognised that in attempting to "mirror" the Cabinet agenda and workload, the Board had a larger workload than the two Scrutiny Committees. Evidence presented to the Panel confirmed that the Board was busier and had a wider remit and profile within the Council in holding the Cabinet to account. The work programmes for the Board and the Children's Services and Health and Adult Social Care Overview and Scrutiny Committees appeared to confirm that position.

9.12. On the basis of the evidence presented, the Panel agreed to recommend that the SRAs payable to all committee chairs should remain at their current level, with the exception of the Chairmen of the Children's Services and Health and Adult Social Care Overview and Scrutiny Committees, which should reduce to £7,500.

9.13. **D. Vice-Chairmen of Committees.** This appeared to the Panel to be the most controversial issue within the review in the sense that most respondees to the questionnaire raised the issue.

9.14. Prior to the inception of the new Council, only Bournemouth Borough Council paid an SRA to vice-chairmen, the other two councils did not. The Panel as part of its last review determined that simply deputising for the Chairman in his/her absence, was not a significant additional responsibility and therefore did not justify the payment of an SRA.

9.15. The Panel was informed by some councillors that Vice-Chairmen were undertaking the same level of work as the Chairmen by attending briefings and on numerous occasions deputised by chairing meetings. Councillors also raised the issue of a Vice-Chairman deputising for the Chairman during a period of illness.

9.16. The Panel received evidence from officers that there were only four occasions since May 2019 when a Vice-Chairman, in the absence of the Chairman, had chaired a meeting of a committee. This was one Cabinet meeting and 3 Planning Committees.

9.17. In terms of whether the workloads of Chairmen and Vice-Chairmen were comparable, the Panel again felt that this was unproven. Undoubtedly Vice-Chairmen attended briefings and prepared for the meeting as this was good practice should they have to deputise for the Chairman at the meeting, but as pointed out in the previous paragraph, this happened very infrequently. The Panel is of the view that some of the roles that were currently performed by Vice-Chairmen reflected the way individual councillors wished to operate but this was not a role with defined significant additional responsibility.

9.18. The Panel wished to place on record its view of the role of the Chairmen of committees, although accepting that this may vary from committee to committee, according to its function and its profile within the Council. Pre-meeting the Panel would expect the Chairman to help plan and finalise the agenda and the work programme; to attend the briefing, highlighting any areas of concern, agree how any public participation would be managed and how questions would be dealt with, and possibly deal with any press enquiries. At the meeting the Chairman is the focus of attention, managing the debate and the input from various parties; ensuring a fair and open debate; summing up the debate and being clear about the decision before the committee and then managing the vote. After the meeting the Chairman may be consulted on the content of the draft minutes; maybe contacted by the press or interested parties and will want to ensure that the Committee's wishes are actioned.

9.19. It was very unlikely that the Vice-Chairman would have anything like this amount of responsibility or accountability and on this basis the Panel agreed there was no substance in the argument for the generic payment of an SRA to all Vice-Chairmen.

9.20. On occasions where the Vice-Chairman is required to deputise for the Chairman on a long-term basis, because of ill health or other circumstances, the Panel is sympathetic. This is not something that can easily be provided for within the allowances scheme but is an organisational issue. Where such cases occur, it is open to the committee, or indeed the council, to elect a new chairman for the duration of the absence, in which case the new chair would receive the SRA and not the absent chair.

9.21. The Panel has already accepted one exception to the generic rule that SRAs are not payable to Vice-Chairmen, for the Vice-Chairman of Council as explained in paragraph 9.6 above. In addition, the Panel received evidence to suggest that the Vice-Chairman of Licensing should receive an SRA. The Panel understood the Council had agreed that all meetings of the Licensing Sub Committee should be chaired by either the Chairman or Vice-Chairman of the Committee. The Panel was informed that this requirement would mean that the Vice-Chairman would be expected to chair meetings on a regular basis. These meetings can be quite technical in nature and procedure and involve key partners of the Council and the public. Hence, they are quite demanding to chair. The Panel is of the view that this is over and above the normal deputising role of the Vice-Chairman of a committee and on this basis recommends an SRA of £2,500 for the Vice-Chairman of Licensing.

9.22. **E. Group Leaders.** Currently an SRA of £3,000 is payable to all Group Leaders with a membership of no fewer than five. Following the election there are two groups within the Council who have fewer than five members and the Panel has received representations that this qualifying limit should be reduced.

9.23. The purpose of the Group Leaders' SRA is to reflect the importance of political groups to the management of the new council. It reflects the need for Group Leaders to communicate with their members on Council business and through this, enables the Council's officers to have a forum of Group Leaders, who can represent their Group's views on issues such as member/officer relations, code of conduct issues, training and development and the management of forthcoming meetings of Council.

9.24. The Panel received varied evidence as to how effective the political group process is within the Council. The Panel understood that the Leaders of the political groups that formed the Alliance, meet regularly although this may be for the benefit of the Alliance itself rather than to facilitate the management of the Council. It is also believed that the Leader of the Council may meet separately with the Leader of the Conservative Group although this has not been confirmed.

9.25. It is not clear to the Panel whether the Group Leaders' SRA is being used as effectively as it could be. On that basis the Panel recommends that no changes be made to the limit on the size of the Group required to qualify for an SRA, but that the use of this SRA be reconsidered the next time a Review is undertaken.

9.26. **F. Number of SRAs Payable.** At the last review most respondees to the questionnaire and interviewees advocated that councillors should only be entitled to claim one SRA regardless of how many SRAs they were entitled to claim. Accordingly, the Panel recommended this limit and it is part of the current scheme.

9.27. A number of councillors have now made representations to the Panel that this limit should be reviewed.

9.28. The Panel is of the view that taking into account the workloads that councillors have stated that they undertake, the likelihood of one person being able to have the time to fulfil two roles that receive an SRA as well as the normal role of a councillor for which the BA is payable, must be questionable.

9.29. On this basis the Panel is of the view that the current limit should continue to apply but that it should not apply to a Group Leader's SRA and that should be permitted to be paid as a second SRA.

9.30. *G. The Panel recommends that the following special responsibility allowances be paid in recognition of the additional workload and levels of responsibility and accountability placed upon members appointed to these roles:*

> *Leader - £30,000;*
>
> *Cabinet Members (including Deputy Leader) - £20,000;*
>
> *Chairman of the Council - £10,000;*
>
> *Vice-Chairman of the Council - £5,000;*
>
> *Chairman of Audit and Governance Committee - £10,000;*
>
> *Chairman of Planning Committee - £10,000;*
>
> *Chairman of the Overview and Scrutiny Board - £10,000;*
>
> *Chairman of the Children's Services Overview and Scrutiny Committees - £7,500;*
>
> *Chairman of the Health and Adult Social Care Overview and Scrutiny Committees - £7,500;*

Chairman of Licensing Committee - £5,000;

Vice-Chairman of Licensing Committee - £2,500;

Chairman of Appeals Committee - £3,000;

Chairman of Standards Committee - £3,000;

Group Leaders - £3,000;

(Note: Groups must have a membership of no fewer than 5 for their Leader to receive an SRA)

9.31. *H. The Panel further recommends that:*

(a) *no SRAs be paid to vice-chairmen of committees (with the exception of the vice-chairman of Council and the Licensing Committee); and*

(b) *members may not receive more than one SRA (and may elect which SRA to receive) with the exception that a Group Leader's SRA can be payable as a second SRA; and*

(c) *these allowances continue to be paid at these rates until such time as a further review is undertaken.*

10. Travel allowances

10.1. The Panel note that the current allowances scheme provides approved amounts under the HMRC approved Mileage Allowance Payments (MAPs). Anything payable above MAP approved amounts result in a taxable benefit to the claimant. The Panel further note that to introduce taxable benefits into the travel allowances scheme would be a disproportionate bureaucratic burden on the authority.

10.2. The MAP approved amounts are currently:

(a) car – 45p per mile up to 10,000 and 25p per mile thereafter;

(b) passenger payments – up to 5p per mile per passenger (up to a maximum of four) to be claimed only for passengers who would otherwise be eligible for travelling allowance;

(c) motorcycle – 24p per mile;

(d) bicycle – 20p per mile;

(e) in relation to public transport (including rail and bus) – standard fare; and

(f) parking fees – actual cost.

10.3. The Panel received numerous representations concerning the additional travelling that was required to attend meetings of the new BCP Council. The Panel accepts that for some members additional travel time is required and it was hoped that the recommended increase to the BA would compensate for some of the costs of travel time.

10.4. ***The Panel recommends the travel allowances continue to be paid to members:***

   (a) ***in line with MAP for undertaking official business; and***

   (b) ***travelling to the BCP Councils offices for meetings and official business as set out in paragraph 12A of the current scheme of allowances.***

11. Subsistence allowances

11.1. Subsistence allowances include the costs of:

   (a) accommodation (if a member needs to stay overnight); and

   (b) meals and other 'subsistence' while travelling.

11.2. The Panel has not received any representations concerning the payment of subsistence and therefore intends to recommend that the rates remain at their current level.

11.3. ***The Panel recommends the subsistence allowances be paid to members in the case of an absence not involving an absence overnight from the usual place of residence:-***

Breakfast (more than 4 hours away before 11am)	***£7.14***
Lunch (more than 4 hours including 12 noon to 2pm)	***£10.72***
Tea (more than 4 hours including 3pm to 6pm)	***£5.35***
Evening Meal (more than 4 hours away ending after 7pm)	***£14.29***

12. Carers' allowance

12.1. The Panel received one representation that the requirement that the allowance is not payable to a member of the claimant's own household was unfair and discriminatory. The Panel agreed that some discretion ought to be built into the scheme to allow for the Monitoring Officer of BCP Council to approve claims on a case by case basis.

12.2. ***The Panel recommends that a carers' allowance be paid to recompense the actual cost expended (and is not payable to a member of the claimant's own household subject to the Monitoring Officer having the discretion to approve claims on a case by case basis):***

   (a) ***for care of dependants, whether children, elderly people or people with disabilities;***

(b)   *for such time as a member is on BCP Council business where travelling allowances are payable;*

(c)   *at an hourly rate equivalent to 110% of the minimum wage, rounded up to the nearest whole pound, i.e. actual expenditure incurred subject to a maximum of £9* per hour.*

(*As at April 2019)

13.   Co-opted and Independent Members' allowance

13.1.   *The Panel recommends that an allowance £1000 per annum continue to be paid to:*

(a)   *the co-opted members of the scrutiny committee with oversight of education matters;*

(b)   *the independent persons appointed to contribute to the arrangements of promoting and maintaining high standards of conduct; and*

(c)   *the independent persons appointed to serve on School Admission Appeals Panels (in addition to travel and subsistence allowances).*

14.   Foregoing and suspension of allowances

14.1.   *The Panel recommends that members may, if they wish, forego all or any part of their entitlement to BA or any SRA by giving notice in writing to the Monitoring Office of the BCP Council.*

14.2.   *The Panel recommends that where a member is suspended or partially suspended from his/her duties as a councillor in accordance with Part III of the Local Government Act 2000, or regulations made under that Part:*

(a)   *the part of the basic allowance payable to him/her in respect of the period for which he/she is suspended or partially suspended shall be withheld;*

(b)   *the part of the SRA payable to him/her in respect of the period for which he/she is suspended or partially suspended shall be withheld; and*

(c)   *the part of the travelling and subsistence allowance payable to him/her in respect of the period for which he/she is suspended or partially suspended shall be withheld.*

14.3.   *The Panel recommends that where payment of any allowance has already been made in respect of any period during which the member concerned is:*

(a)   *Suspended or partially suspended from his responsibilities or duties as a councillor in accordance with Part III of the Local Government Act 2000 or regulations made under that Part;*

(b)   *ceases to be a member of BCP Council; or*

(c)   *in any other way not entitled to receive the allowance in respect of a relevant period,*

the authority may require that such part of the allowance as relates to any such period be repaid to the authority.

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Report of the Independent Remuneration Panel

Supplementary Review of the Scheme of members' allowances for BCP Council 2020 and recommendations

1.   Introduction

This report has been prepared by the Independent Remuneration Panel (the **Panel**) for Bournemouth, Christchurch and Poole Council (BCP Council) comprising three individuals drawn from the community who have previously participated in panels across Dorset: -

1.1.   Mr John Quinton (Chairman)

Former Head of Democratic Services at Wiltshire Council.

Member of Independent Remuneration Panels for Dorset Council, West and North Dorset District Councils and Weymouth and Portland and Christchurch Borough Councils.

1.2.   Mr Keith Broughton

Member of the Independent Remuneration Panel for Dorset Council, West and North Dorset District Councils and Weymouth and Portland Borough Council.

1.3.   Mr Martin Varley

Partner at Humphries Kirk LLP (Solicitors) and Chartered Member of the Chartered Institute for Securities & Investment

Member of the Independent Remuneration Panels for Dorset Council, Dorset County Council and Dorset and Wiltshire Fire & Rescue Authority

Previous relevant voluntary work includes Chairman of Wealdon District Council and Eastbourne Borough Council Independent Remuneration Panels and East Sussex Fire & Rescue Authority Independent Remuneration Advisory Group.

2.   Context of the Review

2.1.   The Panel has already undertaken a review of the overall scheme of allowances in February 2020 and has made its recommendations to the Council. This report is an addendum to that report.

2.2.   Following the appointment of a new Leader of the Council, six new Lead Member positions have been created to support Cabinet Members.

2.3. The Panel is asked to consider whether these Lead Member positions should attract a Special Responsibility Allowance (SRA) and, if so, at what level should any SRA be paid.

2.4. This report is solely to make recommendations to the Council concerning a Lead Member SRA.

3. Methodology

3.1. The Panel interviewed those individuals named at paragraph 3.2 and considered the job description for the role of Lead Member, as set out in the appendix to this report.

3.2. The Panel interviewed the following councillors:

(i) Councillor Drew Mellor – Leader of the Council

(ii) Councillor Mike White – Cabinet Member for Children and Young People

(iii) Councillor Jane Kelly – Lead Member for Engagement

(iv) Councillor Millie Earl – Leader, Liberal Democrat Group

(v) Councillor Paul Hilliard – Leader, Christchurch Independents Group

(vi) Councillor Andy Hadley – Leader, Poole People and Alliance for Local Living Group

3.3. The Panel also considered written views from Councillor Rigby on behalf of the Bournemouth Independent and Greens Group.

4. Evidence

4.1. The Leader of the Council informed the Panel that six Lead Member roles had been created, and elected members of the Council appointed to those roles.

4.2. Three Lead Member roles have "people focussed" responsibilities relating to:

(i) Homelessness;

(ii) Equalities; and

(iii) Engagement.

4.3. The other three Lead Member roles have "place focussed" responsibilities relating to:

(i) Bournemouth (including culture events and Bournemouth regeneration);

(ii) Christchurch (including BCP retail strategy and Christchurch regeneration); and

(iii) Poole (including ecology, biodiversity and Poole regeneration).

4.4. Lead Member roles are "cross-cutting" which will require all Lead Members to work with all Cabinet Members. This contrasts with a "vertical" model, where

there is an ancillary relationship to a specified Cabinet Member. Accordingly, Lead Members are directly accountable to the Leader for engagement with the Cabinet as a whole, and for their performance.

4.5. In terms of SRA, the Leader felt that this should be the same as major committee chairs, ie £10,000. The objective of the Lead Member role is to reduce the workloads of Cabinet Members, to free up their time so as to create strategic capacity to enable them to concentrate on the priorities of the Council both current and future. This, in turn, would reduce the workload of the Leader. On the basis of reduced workloads for the Cabinet, the Leader suggested that the SRAs for Cabinet Members and the Leader should be reduced to fund the Lead Members SRA, so that there would be a neutral impact of the introduction of a Lead Member SRA on the overall SRA budget.

4.6. There was general support amongst those interviewed for the establishment of Lead Member roles, although one Group Leader suggested that this might create another layer of reporting and officer contact.

4.7. Group Leaders thought that Lead Member roles would not be as demanding as the chairs of main committees. There was broad agreement with the Leader that any Lead Member SRA should be payable from the existing Leader/Cabinet Member SRA budget, so that new money need not be found.

4.8. Group Leaders also felt that Lead Members should be regarded as part of the executive. Whilst it was understood that they were not members of the Cabinet they should be regarded as an adjunct to the Cabinet. Therefore, they should be subject to the same restrictions as Cabinet Members in the membership of committees.

4.9. One Group Leader also pointed out that any reduction in Cabinet Member and Leader SRAs agreed as a result of the appointment of Lead Members should not be seen as a precedent and binding on any future administration.

4.10. The Cabinet Member and Lead Member interviewed informed the Panel how they saw the new role working. The role was a genuine attempt to be more inclusive in decision making, engaging more councillors in the decision-making process, with Lead Members shaping reports, influencing decisions and creating networks of members as sounding boards. Workloads would be driven by the Leader and Cabinet Members.

5. Findings of the Panel

5.1. The cross-cutting nature of the Lead Member roles within the Council differs markedly from traditional task-setting and reporting lines.

5.2. The Leader confirmed to the Panel that the Lead Members would be accountable to him and that he would have a direct management relationship with each Lead Member. The Panel was also informed that specific objectives and the workload of Lead Members would be determined both by the Leader

and Cabinet Members. The Panel is of the view that the management of multiple task-setting and reporting relationships is critical to ensure that the role of Lead Member is a success.

5.3.   The Panel received representations that any SRA payable to Lead Members should be funded from corresponding reductions in the Leader and Cabinet Member SRAs. This is not a matter on which the Panel has jurisdiction to make a recommendation. This is a budgetary matter for the Council.

5.4.   The representations set out in paragraphs 4.78 and 4.89 concerning the ability of Lead Members to serve on committees and not creating a precedent for future administrations, are constitutional matters for the Council. The Panel has no authority to make recommendations in these respects.

5.5.   The Panel is of the view that the absence of formal reporting structures may result in individual Lead Members having to create and fashion their role. So, the size of any role and its success will depend on the proactivity of those individual Lead Members.

5.6.   The Panel is not clear about the accountability of each Lead Member role, nor how success is to be measured.

5.7.   For these reasons the Panel concluded that:

(i)   an SRA should be payable to each Lead Member;

(ii)   in the absence of evidence of the Lead Member roles in practice, there should be no difference between the SRA payable between Lead Member roles;

(iii) on the basis of evidence presented there is less accountability as a Lead Member than as a chair of a major committee;

(iv)   in the absence of evidence to the contrary, each Lead Member role will be approached and fulfilled by individuals, some of whom may be more effective than others;

(v)   the SRA for Lead Member roles should be considered and re-evaluated after 12 to 24 months of operation.

6.   Recommendations

6.1.   **The Panel recommends that an SRA be established for the role of Lead Member.**

6.2.   **Initially, the SRA for Lead Member should be payable at £5,000 per annum.**

6.3.   **The Lead Member SRA should be backdated to the date of appointment of each current Lead Member.**

6.4.   **The Lead Member role and the Lead Member SRA should be considered and re-evaluated after 12 to 24 months of operation.**

Role of a Lead Member

There can be up to six Lead Members, who are appointed by the Leader. The role and functions are as follows:

To undertake such other roles and responsibilities as are allocated by a Cabinet Member, except for formal decision-making

To ensure that Cabinet Members are kept aware of issues which are of concern to Members, liaising with non-executive Members as appropriate in order to do so

To provide advice and support to, and work closely alongside, the relevant Cabinet Members, liaising regularly with them upon key issues

To take the lead at meetings with the relevant Executive or Corporate Director, and other senior officers, in order to develop policies, as directed by Cabinet Members

To meet regularly with senior officers, in order to keep fully appraised of relevant service issues, including budget meetings, and to advise the Cabinet accordingly

To advise Cabinet Members of relevant service issues, undertaking independent research, meeting regularly with senior officers, and keeping appraised of relevant service issues in order to do so

To accompany Cabinet Members when attending overview or scrutiny committee meetings, where required, or to attend on their behalf

To attend Cabinet meetings to ensure continuity and understanding of key issues and decision making. To be invited to contribute prior to a debate to impart knowledge and experience of particular subjects

To take the lead executive role at conferences, seminars and meetings, including those of outside bodies at the request of Cabinet Members, thereafter, providing prompt feedback to Cabinet Members and relevant officers

To advise Cabinet Members upon which diary appointments would benefit from the attendance of the Lead Member, on those occasions when the Cabinet Member is unable to do so. Liaise with Leader/Members PA to ensure the Cabinet Member's diary is monitored for this purpose

To assist Cabinet Members in establishing and maintaining professional, effective and efficient working relationships with opposition groups, Chairmen of Committees, other Members and appropriate outside bodies.

To communicate to staff, Members, partner agencies and service users, the policies of the Council and information about Council activities

Lead Members cannot:

Exercise a vote on behalf of a Cabinet Member at a formal meeting of the Cabinet nor do they have any delegated powers to take decision on behalf of a Cabinet Member

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COUNCIL

Report subject	**Calendar of Meetings 2021-22 and 2022-23**
Meeting date	24 November 2020
Status	Public Report
Executive summary	The Council is asked to consider and approve the schedule of meetings for the 2021-22 and 2022-23 municipal years and any associated issues.
Recommendations	**It is RECOMMENDED that:** **(a) the schedule of meetings for 2021-22 and 2022-23 municipal years as attached at Appendix 1 to the report be approved.** **(b) the revised schedule of dates for the Planning Committee for the remainder of the 2020-21 municipal year, taking account of the move to a monthly cycle, effective from January 2021 as detailed in paragraph 2 below be approved.** **(c) the Licensing Committee be delegated authority to review and agree the schedule of dates for meetings of the sub-committee for the remainder of the current municipal year based on meetings being held on a Wednesday or Thursday as reflected in the schedule of meetings for 2021-22 and 2022-23.**
Reason for recommendations	To set the schedule of meeting for 2021-22 and 2022-23.

Portfolio Holder(s):	Councillor Drew Mellor, Leader of the Council
Corporate Director	Chief Executive
Report Authors	Richard Jones, Head of Democratic Services Karen Tompkins, Deputy Head of Democratic Services
Wards	Council-wide
Classification	Decision

Background

1. In accordance with the Constitution the calendar of meetings is approved by the Council each year. Attached at Appendix 1 to the report are the proposed schedule of meetings for 2021-22 and 2022-23. Ordinarily, the Council approves a schedule of meetings for the subsequent year only. This report is seeking to establish a two-year schedule which would provide greater capacity to manage forward plans and work programmes for both Cabinet and committees for 12 months plus. It is acknowledged that the Council is currently looking at its governance arrangements which may require the schedule of meetings to be reviewed.

2. The Council is advised that the frequency of meetings for the Planning Committee has been the subject of review and the Chairman has undertaken an informal consultation with the Committee. Following the outcome of the consultation and discussions with Officers it is proposed that meetings of this Committee move to a monthly cycle. The proposed new cycle has been reflected in the schedule of meetings as detailed at Appendix 1 attached to the report. The current schedule of meetings was approved by the Council in December 2019. The Planning Committee would like to start the new monthly cycle from January 2021 and therefore the Council is asked to approve the proposed new dates as detailed below:

Existing dates	Proposed new dates
14 January 2021	14 January 2021
4 February 2021	
25 February 2021	18 February 2021
18 March 2021	18 March 2021
8 April 2021	
29 April 2021	22 April 2021

3. Currently meetings of the Licensing Sub-Committee are scheduled on a Tuesday, Wednesday and Thursday. There have been difficulties with Tuesdays and following the issue being raised by the Chairman of the Licensing Committee an informal consultation was undertaken with the Members of the Committee on the scheduling of meetings of the sub-committee. It was proposed that future Sub-Committee

meetings be scheduled on Wednesday as the preferred day with some Thursdays. The schedule of meetings for 2021-22 and 2022-23 has been drafted based on meetings of the Sub-Committee being held on a Wednesday or Thursday. It is proposed that the Committee be delegated authority to review and agree the schedule of dates for meetings of the sub-committee for the remainder of the current municipal year based on meetings being held on a Wednesday or Thursday.

Summary of financial implications

4.   There are no financial implications associated with this report.

Summary of legal implications

5.   The Council is required to ensure compliance with the Constitution in setting the calendar of meetings.

Summary of human resources implications

6.   There are no human resources implications associated with this report.

Summary of sustainability impact

7.   There are no sustainability implications associated with this report

Summary of public health implications

8.   There are no public health implications associated with this report.

Summary of equality implications

9.   The schedule of meetings aims to provide accessibility for both Councillors, Officers and the public to the decision-making process.

Summary of risk assessment

10. There are no risk implications associated with this report.

Background papers

None

Appendices

Appendix 1 – Schedule of meetings for the 2021-22 and 2022-23 Municipal Years

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Appendix 1

BOURNEMOUTH, CHRISTCHURCH AND POOLE COUNCIL – CALENDAR OF COUNCIL AND COMMITTEE MEETINGS May 2021/2022

Meetings *	Time	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan (2022)	Feb	Mar	Apr	May
Council	Tuesday 7pm	11		13		14		9		4	22		26	10
Cabinet	Wednesday 10am	26	23	28		1/29	27	24	15	12	9	9	13	
Overview and Scrutiny Committees														
Overview and Scrutiny Board** (15 Members)	Monday 2pm and 6pm	17	14	19	23	20	18	15	6	3/31	28		4	
Health and Adult Social Care Overview and Scrutiny Committee (11 Members)	Monday 6pm	24		26		27		29		17		7		
Children's Services Overview and Scrutiny Committee (11 Members)	Tuesday 6pm		8	27		21		23		25		22		
Statutory Committees														
Appeals Committee (7 Members)	10am	18	3/15/30	15/27	11/25	8/22	7/20	3/17	2/13	6/18	2/15	3/15/31	12/26	5
Audit and Governance Committee (9 Members)	Thursday 6pm		10	29		9	28		2	13			14	
Licensing Committee (15 Members)	10am	27				16			9			10		
Licensing Sub-Committee* (3 of 15 Members)	10am	6/19	2/16	7/21	4/18	2/15/30	13/28	10/25	8/22	5/19	3/16	2/16/30	14/27	4
Planning Committee (15 Members)	Thursday 1pm	20	17	22	19	23	21	18	16	20	17	17	21	
Planning Committee Training Sessions / Site Visits by Exception	Morning prior to Committee (times will vary)													
Standards Committee (7 Members)	Tuesday 6pm			6			5			11			19	
Standing Committee	The Standing Committee will only be appointed if required													
Other Bodies														
Corporate Parenting Board	Monday		21			13			13			14		

Appendix 1

BOURNEMOUTH, CHRISTCHURCH AND POOLE COUNCIL – CALENDAR OF COUNCIL AND COMMITTEE MEETINGS May 2022/2023

Meetings *	Time	May (2022)	June	July	Aug	Sept	Oct	Nov	Dec	Jan (2023)	Feb	Mar	Apr	May
Council	**Tuesday 7pm**	**10**		**12**		**13**		**8**		**3**	**21**		**25**	**9**
Cabinet	**Wednesday 10am**	**25**	22	**27**		**7/28**	**26**	**23**	**14**	**18**	**15**	**15**	**12**	
Overview and Scrutiny Committees														
Overview and Scrutiny Board ** (15 Members)	**Monday 2pm and 6pm**	**16**	**13**	**18**	**22**	**19**	**17**	**14**	**5**	**9**	**6**	**6**	**3**	
Health and Adult Social Care Overview and Scrutiny Committee (11 Members)	**Monday 6pm**	**23**		**25**		**26**		**28**		**16**		**6**		
Children's Services Overview and Scrutiny Committee (11 Members)	**Tuesday 6pm**		**7**	**26**		**20**		**22**		**24**		**21**		
Statutory Committees														
Appeals Committee (7 Members)	**10am**	**17/31**	**14/29**	**14/26**	**10/24**	**5/21**	**6/19**	**2/16**	**1/12**	**5/17**	**1/14**	**2/14/30**	**11/25**	**4**
Audit and Governance Committee (9 Members)	**Thursday 6pm**		**9**	**28**		**8**	**27**		**1**	**12**			**13**	
Licensing Committee (15 Members)	**10am**	**26**				**15**			**8**			**9**		
Licensing Sub-Committee* (3 of 15 Members)	**10am**	**5/18**	**1/15**	**6/20**	**3/17**	**1/14/29**	**12/27**	**9/24**	**7/21**	**4/18**	**2/15**	**1/15/29**	**13/26**	**3**
Planning Committee (15 Members)	**Thursday 1pm**	**19**	**16**	**21**	**18**	**22**	**20**	**17**	**15**	**19**	**16**	**16**	**20**	
Planning Committee Training Sessions / Site Visits by Exception	**Morning prior to Committee (times will vary)**													
Standards Committee (7 Members)	**Tuesday 6pm**			**5**			**4**			**10**			**18**	
Standing Committee	The Standing Committee will only be appointed if required													
Other Bodies														
Corporate Parenting Board	**Monday**		**20**			**12**			**12**			**13**		