AGENDA

Meeting:	**Cabinet**
Place:	**The Kennet Room, County Hall, Bythesea Road, Trowbridge, BA14 8JN**
Date:	**Tuesday 8 October 2019**
Time:	**9.30 am**

Please direct any enquiries on this Agenda to Stuart Figini, of Democratic Services, County Hall, Trowbridge, direct line 01225 718221 or email stuart.figini@wiltshire.gov.uk

Press enquiries to Communications on direct lines (01225)713114/713115.

All public reports referred to on this agenda are available on the Council's website at www.wiltshire.gov.uk

Membership:

Cllr Philip Whitehead	Leader of the Council and Cabinet Member for Finance, Procurement and Economic Development
Cllr Richard Clewer	Deputy Leader and Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and MCI
Cllr Allison Bucknell	Cabinet Member for Communications, Communities, Leisure and Libraries
Cllr Ian Blair-Pilling	Cabinet Member for IT, Digitalisation and Operational Assets
Cllr Pauline Church	Cabinet Member for Children, Education, Skills and South Wiltshire Recovery
Cllr Laura Mayes	Cabinet Member for Adult Social Care, Public Health and Public Protection
Cllr Toby Sturgis	Cabinet Member for Spatial Planning, Development Management and Property
Cllr Bridget Wayman	Cabinet Member for Highways, Transport and Waste

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Public Participation

Please see the agenda list on following pages for details of deadlines for submission of questions and statements for this meeting.

The full constitution can be found at this link. Cabinet Procedure rules are found at Part 7.

For assistance on these and other matters please contact the officer named above for details

Part I

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

<u>Key Decisions</u>   Matters defined as 'Key' Decisions and included in the Council's Forward Work Plan are shown as ⚿

1   **Apologies**

2   **Minutes of the previous meeting** *(Pages 7 - 16)*

To confirm and sign the minutes of the Cabinet meeting held on 17 September 2019, previously circulated.

3   **Declarations of Interest**

To receive any declarations of disclosable interests or dispensations granted by the Standards Committee.

4   **Leader's announcements**

5   **Public participation and Questions from Councillors**

The Council welcomes contributions from members of the public. This meeting is open to the public, who may ask a question or make a statement. Questions may also be asked by members of the Council. Written notice of questions or statements should be given to Stuart Figini of Democratic Services stuart.figini@wiltshire.gov.uk/   01225 718221 by 12.00 noon on 2 October 2019. Anyone wishing to ask a question or make a statement should contact the officer named above.

6   **Wiltshire Air Quality Strategy** *(Pages 17 - 38)*

⚿   Report by Executive Director Alistair Cunningham OBE.

7   **Chippenham Housing Infrastructure Fund Bid** *(Pages 39 - 46)*

⚿   Report by Executive Director Alistair Cunningham OBE.

8   **Homeless Strategy** *(Pages 47 - 148)*

Report by Executive Director Alistair Cunningham OBE.

9 **Community Funding Review** *(Pages 149 - 192)*

Report by Executive Director Alistair Cunningham OBE.

10 **Wiltshire Council Carbon Reduction - Update on actions to reduce carbon generation in Wiltshire** *(Pages 193 - 206)*

Report by Executive Director Alistair Cunningham OBE.

11 **Wiltshire Council Carbon Reduction - Corporate Property Energy Efficiency and Generation Programme** *(Pages 207 - 224)*

Report by Executive Director Alistair Cunningham OBE.

12 **Melksham Community Campus and Melksham House Construction Projects and Development Opportunities** *(Pages 225 - 242)*

Report by Executive Director Alistair Cunningham OBE.

13 **The Maltings** *(Pages 243 - 250)*

Report by Executive Director Alistair Cunningham OBE.

14 **Housing revenue account business plan and council house build programme 3.1** *(Pages 251 - 258)*

Report by Executive Director Alistair Cunningham OBE.

15 **Commercial Capital Investment Opportunity** *(Pages 259 - 266)*

Report by Executive Director Alistair Cunningham OBE.

16 **Urgent Items**

Any other items of business, which the Leader agrees to consider as a matter of urgency.

Part II

Items during consideration of which it is recommended that the public

should be excluded because of the likelihood that exempt information would be disclosed

17 **Exclusion of the Press and Public**

This is to give further notice in accordance with paragraph 5 (4) and 5 (5) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 of the intention to take the following item in private.

To consider passing the following resolution:

To agree that in accordance with Section 100A(4) of the Local Government Act 1972 to exclude the public from the meeting for the business specified in Item Numbers 18, 19, 20 and 21 because it is likely that if members of the public were present there would be disclosure to them of exempt information as defined in paragraph 3 of Part I of Schedule 12A to the Act and the public interest in withholding the information outweighs the public interest in disclosing the information to the public.

Reason for taking item in private:

Paragraph 3 - information relating to the financial or business affairs of any particular person (including the authority holding that information).

18 **Melksham Community Campus and Melksham House Construction Projects and Development Opportunities- Part exempt appendices** *(Pages 267 - 268)*

⚷ Report by Executive Director Alistair Cunningham OBE.

This item is exempt due to the financial information provided in the Appendix.

19 **The Maltings (Part II)** *(Pages 269 - 278)*

⚷ Report by Executive Director Alistair Cunningham OBE.

This item is exempt due to the financial information provided in the report.

20 **Housing Revenue Account Business Plan and Council House Build Programme 3.1** *(Pages 279 - 286)*

⚷ Report by Executive Director Alistair Cunningham OBE.

This item is exempt due to the financial information provided in the Appendix.

21 **Commercial Capital Investment Opportunity** *(Pages 287 - 312)*

⚷ Report by Executive Director Alistair Cunningham OBE.

This item is exempt due to the financial information provided in the report and appendix.

Wiltshire Council
Where everybody matters

CABINET

MINUTES OF THE CABINET MEETING HELD ON 17 SEPTEMBER 2019 AT THE KENNET ROOM, COUNTY HALL, BYTHESEA ROAD, TROWBRIDGE, BA14 8JN.

Present:

Cllr Philip Whitehead (Chairman), Cllr Richard Clewer (Vice-Chairman), Cllr Allison Bucknell, Cllr Ian Blair-Pilling, Cllr Pauline Church, Cllr Laura Mayes, Cllr Toby Sturgis and Cllr Bridget Wayman

Also Present:

Cllr Chuck Berry, Cllr Andrew Bryant, Cllr Richard Gamble, Cllr Jon Hubbard, Cllr Tony Jackson, Cllr Simon Jacobs, Cllr Jonathon Seed, Cllr Christopher Williams, Cllr Graham Wright and Cllr Robert Yuill

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115 Apologies

There were no apologies.

116 Minutes of the previous meeting

The minutes of the meeting held on 23 July 2019 were presented.

Resolved:

To approve as a correct record and sign the minutes of the meeting held on 23 July 2019, subject to minute 97 being amended to indicate that the interest declared by Cllr Clewer was a non-pecuniary interest.

117 Declarations of Interest

There were no declarations of interest.

118 Leader's announcements

The Leader reported that he had appointed Cllr Chris Williams as the Council's Armed Forces Champion and confirmed that this did not conflict with the Military Covenant or MCI.

119   **Public participation and Questions from Councillors**

1. Colin Gale, Vice-Chair of Pewsey Community Area Partnership read a
    statement, copy attached to these minutes, in relation to Everleigh
    Household Recycling Centre, key decisions and the public availability of
    documentation.

    The Leader thanked Mr Gale for his statement and indicated that he looked
    forward to a clear response from the Government Minister on the matter.

2. Christopher Humphries, local resident, read a statement and asked
    questions about the use of Becky Addy Wood by the West Wilts Motor Club
    for an event in October 2019.

    The Cabinet Member for Spatial Planning, Development Management and
    Property had provided a written response to the questions prior to the
    Cabinet meeting which was published on the Council's website.

    Mr Humphries then asked a supplementary question on the same issue,
    which the Cabinet Member for Spatial Planning, Development Management
    and Property provided a verbal response to at the meeting. The Cabinet
    Member also indicated that he would meet with Mr Humphries after the
    meeting to discuss the matter further.

3. Lou Barry, Wiltshire Council Volunteer Tree Warden, asked questions about
    the use of Becky Addy Wood by the West Wilts Motor Club for an event in
    October 2019.

    The Cabinet Member for Spatial Planning, Development Management and
    Property had provided a written response to the questions prior to the
    Cabinet meeting which was published on the Council's website.

    Ms Barry then asked a supplementary question on the same issue, which
    the Cabinet Member for Spatial Planning, Development Management and
    Property provided a verbal response to at the meeting.

4. Frank Sweeting, West Wilts Motor Club, read a statement about the
    proposed event at Becky Addy Wood in October 2019 and the discussions
    that had taken place with Council officers and Mr Humphries and Ms Barry
    about the event.

    The Leader thanked Mr Sweeting for his statement.

5. A number of questions were received from Extinction Rebellion, in relation
    to the Councils motion agreed in February 2019 about climate change.

    The Deputy Leader and Cabinet Member for Corporate Services, Heritage,
    Arts, Tourism, Housing and MCI had provided a written response to the
    questions prior to the Cabinet meeting which was published on the Council's
    website.

Peter Cousins, Extinction Rebellion, then asked a number of supplementary questions in relation to the same issues, which a number of Cabinet Members provided verbal responses to at the meeting.

120 **Wiltshire Council Equality & Inclusion Annual Report 2019 and Objectives 2019-22**

Cllr Richard Clewer – Deputy Leader and Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and MCI, presented a report which (i) provided evidence to Cabinet that Wiltshire Council is meeting its obligations under the Public Sector Equality duty (PSED) through the Annual Report 2019; (ii) that Wiltshire Council needs to achieve to further the aims of the PSED, through the Objectives and Action Plan 2019-22; and (iii) to note the achievements demonstrated in the Annual Report, and to recommend the new Equality Objectives 2019-22 to Full Council.

Cllr Clewer thanked the Council's Corporate Support Manager for preparing the Annual Report 2019 and objectives 2019-22 and commented on the five new objectives for 2019-22. He also indicated that for the purposes of the action plan, references to Black and Minority Ethnic residents also included Gypsy, Roma and Travellers and people of different religions who may experience discrimination.

Cllr Graham Wright, Chairman of the Overview and Scrutiny Management Committee reported that the Committee had considered and noted the Annual Report 2019 and new objectives, and welcomed the recommendations contained in the officer report.

Cllr Allison Bucknell, Cabinet Member for Communications, Communities, Leisure and Libraries, in her role as Equalities Champion, welcomed the report and indicated that a vast amount of good work was being undertaken in the County which needed to be communicated to a wider audience.

Resolved:

1. **To note the contents of the annual report and approve for publishing on the council's website.**
2. **To note the action plan and approve the direction of travel for the council's diversity and inclusion agenda.**
3. **To recommend Full Council to adopt the Equality & Inclusion Objectives (The Corporate Equality Plan).**
4. **To encourage all elected members to complete the Equality and Diversity e-learning module that is currently mandatory for staff.**

Reason for Decision:

Wiltshire Council has a statutory duty to comply with the Equality Act 2010 and the Public Sector Equality Duty. The proposal ensures that Cabinet are aware of the work being done to achieve compliance and are in agreement with the direction of travel.

121 **Update on Outdoor Education sites**

Cllr Philip Whitehead – Leader and Cabinet Member for Finance, Procurement and Economic Development, presented a report which provided an update on the progress being made with the business and land transfer for the Outdoor Education Centres at Oxenwood and Braeside.

The Leader explained that negotiations were progressing well. In relation to Oxenwood, it was noted that the anticipated completion date is 1 October 2019 which would result in staff being transferred to the preferred bidder, Community First under Transfer of Undertakings (Protection of Employment) TUPE Regulations 2006 on this date. In relation to Braeside, it was noted that the preferred bidder, Wiltshire College had withdrawn their bid. Classes Abroad, ranked number 2 in the evaluation process, were invited to commence negotiations. It was anticipated that the completion date is 1 December 2019 which would result in staff being transferred to Classes Abroad under TUPE regulations on this date.

Cllr Jon Hubbard, member of the Traded Services Task Group and Chair of the Children's Select Committee, commented on the excellent work between the Cabinet, the Task Group and Select Committee, and the positive contributions from the Task Group and Select Committee to the proposals and throughout the process. He was pleased that solutions had been achieved for both Centres.

The Leader commented on the early stages of the process and how the raising of awareness of the issues contributed towards organisations preparing bids for the Centres and thanked the Task Group and Select Committee for their excellent support during the process.

Resolved:

1. **To note the update report on the appraisal of negotiations to date and proposed dates for completion subject to their successful outcome.**

2. **That Cabinet continue to support the negotiation process with the two preferred bidders for our Outdoor Education Centres: Braeside (Classes Abroad) and Oxenwood (Community First).**

Reason for Decision:

To ensure that Wiltshire Council can secure Outdoor Education provision for the children and young people of Wiltshire through third-party agreements at two existing and well-regarded centres in our County.

To ensure outdoor education provision can continue to deliver a valuable and enriching service to education settings whilst supporting Wiltshire Council's objectives and priorities.

122 **Local Industrial Strategy**

Cllr Philip Whitehead – Leader and Cabinet Member for Finance, Procurement and Economic Development, presented a report which provided (i) an update on the progress being made by Swindon and Wiltshire Local Enterprise Partnership (SWLEP) in agreeing the Local Industrial Strategy (LIS) with the Ministry for Housing Communities and Local Government (MHCLG); and (ii) seeking Cabinet's endorsement of the draft LIS that SWLEP has submitted to MHCLG and of the direction set out in it (to the extent that it affects Wiltshire Council's areas of responsibility).

The Leader explained that the Strategy is being produced by the SWLEP and developed closely with Council's Economic Development and Planning teams, amongst other organisations and businesses. Following the announcement that Honda would be leaving their South Marston site in 2021, the SWLEP had been asked by the MHCLG to accelerate production of the LIS, bringing the launch forward to Autumn 2019 from March 2020. It was noted that agreeing the LIS for the area with MHCLG would be a necessary condition for the SWLEP to draw down any future funding.

The Cabinet noted that the Draft Local Industrial Strategy document was attached as an exempt document as it was still under discussion with the SWLEP and MHCLG.

Resolved:

1. **That the progress made by the SWLEP in preparing the LIS be acknowledged and the direction set out in the draft that was submitted to MHCLG in July 2019 be endorsed.**

2. **To delegate authority to the Executive Director of Growth, Investment & Place, in consultation with the Leader of the Council, to endorse the final document on the Council's behalf prior to submission.**

Reason for Decision:

1. *To support SWLEP in agreeing the LIS with MHCLG;*

2. *To ensure that local needs, priorities and opportunities are recognised at central government level;*

3. *To establish the basis for future funding bids in Wiltshire;*

4. To highlight Wiltshire's strengths and to seek government support for interventions that will drive productivity locally.

123   **Sexual Health and Contraceptive Service**

Cllr Laura Mayes – Cabinet Member for Adult Social care, Public Health and Public Protection, presented a report recognising the requirement to commission an integrated sexual health and contraceptive service for Wiltshire residents.

Cllr Mayes explained that Wiltshire Council is the statutory commissioner of a comprehensive integrated sexual health service including contraception services and sexually transmitted infections (STI) testing and treatment. An integrated community-based specialist sexual health and contraceptive service model aims to improve sexual health by providing easy access to high quality services through open access clinics, where sexual health and contraceptive needs can be met in services with extended opening hours and accessible locations.

The Cabinet noted that the Service provided a range of vital interventions via clinics and outreach provision to meet the needs of specific sections of the community based on the Wiltshire JSNA and information held by the Public Health team within Wiltshire Council.

Cllr Chuck Berry, Chairman of the Health Select Committee confirmed the he and the Vice-Chairman of the Select Committee had received a briefing on the requirement to commission an integrated sexual health and contraceptive service for Wiltshire residents, and that information had been provided to the Select Committee at its meeting held on 3rd September 2019 as a Chairman's announcement. He confirmed that the proposals were acceptable to the Committee.

Cllr Jon Hubbard, Chairman of the Trustees of Young Melksham, commented on the potential of the sexual health nurses being commissioned to work directly with community groups and asked for this to be considered further when recommissioning the contract.

The Cabinet noted that financial information in relation to the service provision and contracts was attached as an exempt document.

Resolved:

1. **Recognise the requirement to commission an integrated sexual health and contraceptive service for Wiltshire residents.**

2. **Issue a Prior Information Notification to test the market to see whether there is interest in the service or capability of providers in the market to deliver the service. And if there is no interested providers or providers with the capability, give officers approval to negotiate the contract with the incumbent provider.**

3. **Agree to delegate responsibility to tender, commission, negotiate and award the contract (as appropriate) to the Director of Public Health and in consultation with the Cabinet Member for Adult Social Care, Public Health and Public Protection.**

Reason for Decision:

The commissioning of sexual health and contraceptive health services is a prescribed (statutory) public health function and is funded via the public health grant which is under the responsibility of the Director of Public Health. Delegating responsibility for contract award reduces award delay and negates the potential for gap in service delivery.

124 **Urgent Items**

There were no urgent items.

125 **Exclusion of the Press and Public**

Resolved:

To agree that in accordance with Section 100A(4) of the Local Government Act 1972 to exclude the public from the meeting for the business specified in Minute Numbers 126 and 127 because it is likely that if members of the public were present there would be disclosure to them of exempt information as defined in paragraph 3 of Part I of Schedule 12A to the Act and the public interest in withholding the information outweighs the public interest in disclosing the information to the public.

126 **Local Industrial Strategy**

Cllr Philip Whitehead – Leader and Cabinet Member for Finance, Procurement and Economic Development, presented a report which provided (i) an update on the progress being made by Swindon and Wiltshire Local Enterprise Partnership (SWLEP) in agreeing the Local Industrial Strategy (LIS) with the Ministry for Housing Communities and Local Government (MHCLG); and (ii) seeking Cabinet's endorsement of the draft LIS that SWLEP has submitted to MHCLG and of the direction set out in it (to the extent that it affects Wiltshire Council's areas of responsibility).

Cllr Richard Clewer, Deputy Leader and Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and MCI commented on the Strategy highlighting that it should include the defence sector as one of its priorities and references to cyber security.

Resolved:

1. **That the progress made by the SWLEP in preparing the LIS be acknowledged and the direction set out in the draft that was submitted to MHCLG in July 2019 be endorsed.**

2. **To delegate authority to the Executive Director of Growth, Investment & Place, in consultation with the Leader of the Council, to endorse the final document on the Council's behalf prior to submission.**

Reason for Decision:

1. *To support SWLEP in agreeing the LIS with MHCLG;*

2. *To ensure that local needs, priorities and opportunities are recognised at central government level;*

3. *To establish the basis for future funding bids in Wiltshire;*

4. *To highlight Wiltshire's strengths and to seek government support for interventions that will drive productivity locally.*

127 **Sexual Health and Contraceptive Service**

Cllr Laura Mayes – Cabinet Member for Adult Social care, Public Health and Public Protection, presented the financial information provided in the exempt part of the report.

Resolved: To note the financial information provided.

Reason for Decision:

The commissioning of sexual health and contraceptive health services is a prescribed (statutory) public health function and is funded via the public health grant which is under the responsibility of the Director of Public Health. Delegating responsibility for contract award reduces award delay and negates the potential for gap in service delivery.

(Duration of meeting: 9.30 - 10.50 am)

These decisions were published, earlier, on the 19 September 2019 and will come into force on 27 September 2019

The Officer who has produced these minutes is Stuart Figini of Democratic Services, direct line 01225 718221, e-mail stuart.figini@wiltshire.gov.uk

Press enquiries to Communications, direct lines (01225) 713114/713115

Wiltshire Council

Cabinet

17 September 2019

Statement from Colin Gale

To Councillor Richard Clewer – Deputy Leader and Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and MCI

Statement

On 14th May 2019, I wrote to the Monitoring Officer under the above heading, advising him of the groups remaining concern that documentation essential to the executive committee to make that decision was not also available to the public at the 28 day point. I further advised that the group had forwarded the issue through our MP, Claire Perry to the Ministry for Housing, Communities and Local Government, in an effort to clarify the disputed situation. The Minister in his response drew attention to a document titled "Open and accountable local government – A guide for the press and public on attending and reporting meetings of local government" which had been published by his department in August 2014, commenting that it gave practical information about the documents and information available to the public, and drawing our attention in particular, to pages 12 and 13, which cover Key Decisions taken by councils. The Minister also suggested that, should concerns remain after reading these guidelines, contact should be made with the Council's Monitoring Officer to establish how the authority's position aligns with the rights and responsibilities set out in the guidelines.

On 9th September, the following reply was received from the Monitoring Officer:

" *As you have stated, where the Council intends to make a key decision, Regulation 9 of the 2012 Regulations requires the Council to give publicity to that intention by publishing a document which includes the matters listed in regulation 9 (1)(a) to (f). This document has to be published at least 28 days before the decision is taken. There is no provision for that document to be subsequently amended. At the time that notice of the intention to make a decision on the future of the Everleigh HRC was published in the Council's Forward Plan, The Consultation Report did not exist as the results of the consultation process had yet to be reviewed and collated. There was, therefore, no document that could be referred to in the Forward Plan.. The Consultation Report was included with the agenda for Cabinet on 9 October, which was published a week before the meeting, in accordance with the statutory requirements. I am therefore satisfied that the statutory requirements were complied with in respect of the Cabinet decision of 9 October to close the Everleigh HRC.*"

The group remain concerned that the statutory requirements for the supply of Key Documents were not complied with and have decided to refer the Wiltshire Council response back to the Minister for his decision on the compliance with the regulation.

Wiltshire Council

Cabinet

8 October 2019

Subject: **Wiltshire Air Quality Strategy**

Cabinet Member: **Cllr Laura Mayes Cabinet Member for Adult Social Care, Public Health and Public Protection**

Key Decision: **Key**

Executive Summary

  I.   Local authorities have a duty to monitor air quality within their areas having regard to national air quality objectives and standards and report this information to Department for Environment Food and Rural Affairs (Defra) annually.

  II.   As part of the development of the revised Wiltshire Air Quality Strategy views and comments have previously been sought from the Environment Select Committee and the Health and Wellbeing Board.

Proposal(s)

It is recommended that the Cabinet:

  I.   Notes the draft strategy, and
  II.   Approves the strategy and refer to Council for final approval.

Reason for Proposal(s)

  I.   The Environment Act 1995 Part IV places a duty on Wiltshire Council to monitor and achieve the Air Quality Objectives contained in the National Air Quality Strategy and regulations. The strategy contributes to discharging this duty and improving air quality in Wiltshire.
  II.   To refresh the original Wiltshire strategy on how the council will work with other parties to improve air quality.

Executive Director: Alistair Cunningham OBE

Wiltshire Council

Cabinet

8 October 2019

Subject:	**Wiltshire Air Quality Strategy**
Cabinet Member:	**Cllr Laura Mayes Cabinet Member for Adult Social Care, Public Health and Public Protection**
Key Decision:	**Key**

Purpose of Report

1. To seek the approval of Cabinet for the Air Quality Strategy prior to final approval by Council.

Relevance to the Council's Business Plan

2. The Wiltshire Council Business Plan 2017- 2027 sets out the vision to create strong communities, with priorities for growing the economy, strong communities and protecting the vulnerable. As part of strong communities the council recognises the need to work with community groups to build engagement and to work together to support a healthier population.

Background

3. The draft Air Quality Strategy was considered by Environment Select Committee at its meeting on 23 April 2019. Comments made by the Committee have been incorporated in to the attached draft. The Health and Wellbeing Board also reviewed the strategy on 23 May 2019.

4. Despite some limited improvements in national air quality the targets imposed by EU legislation have been missed and as a result the UK Government has been taken to the High Court on several occasions. In response to these legal challenges the Government published the Air Quality plan for nitrogen dioxide (NO2) in UK (2017) in July. The plan was designed to reduce the impact of diesel vehicles and accelerate the move to cleaner transport, and resulted in additional funding being made available to a small number of local authorities to support their plans to tackle poor air quality. No financial support was given Wiltshire Council.

5. The existing Wiltshire Air Quality Strategy needs to be refreshed as it was originally published in 2011. In the first three months of 2019 a number of significant national publications relating to air quality were issued and these have been referred to in the revised strategy. These documents include a national Clean Air Strategy issued by the Department for Environment, Food and Rural Affairs (Defra), Outdoor air quality and health issued by the National Institute for Health and Care Excellence (NICE), and a Review of interventions

to improve outdoor air quality and public health published by Public Health England.

Main Considerations for the Council

6.   Wiltshire enjoys very good air quality in the vast majority of its town and villages. This is perhaps unsurprising given the rural nature of much of county. The areas of concern are very localised and involve a small number of specific streets affected by road traffic.

7.   Local authorities are required to review and assess local air quality in accordance with the statutory Local Air Quality Management guidance under Part IV of the Environment Act 1995. Specifically, local councils have a duty to review and assess the air quality in their area against specific pollutants focusing on locations where members of the public are likely to be exposed over the averaging period for the pollutant objectives. There are currently eight Air Quality Management Areas (AQMAs) in Wiltshire where traffic related pollution levels exceed national standards. One in Bradford on Avon for NO_2 and PM_{10} and solely for NO_2 in Calne, Devizes, Marlborough, Salisbury (3) and Westbury. Work has been ongoing with local air quality groups in the affected towns and reporting through the Area Boards to start to address the issues in these areas.

8.   The Air Quality Strategy provides high level guidance to inform policy and direction across a range of council services with the aim of improving air quality and reducing NO_2 and PM_{10} levels below the national trigger levels. Improvements in air quality are generally difficult to achieve as they rely on individuals, businesses and communities changing their travel behaviour. Given this, the strategy recognises that improving areas of poor air quality can only be achieved by working collaboratively across the council, and with local communities and other relevant organisations and agencies.

9.   The Air Quality Strategy does not contain details of specific local actions, but these are included in the more detailed Air Quality Action Plan (AQAP) which provides further information and includes local community area action plans in relation to the eight Air Quality Management Areas within Wiltshire. The AQAP has been developed with local members and community involvement.

10.   Cabinet is asked to approve the strategy and refer it to Council for final approval.

Overview and Scrutiny Engagement

11.   The Environment Select Committee considered the draft Air Quality Strategy on 23 April 2019. The Committee supported the Strategy and discussed the challenge of improving air quality across Wiltshire. In order to be successful, the Committee felt that a holistic response is required where all sectors are committed and engaged in the process.

Safeguarding Implications

12.   None

Public Health Implications

13.   The issue of air pollution is a major public health concern, and poor air quality is recognised as the largest environmental risk to public health in the UK and results in an estimated 40,000 premature deaths a year. Work to improve traffic related air pollution would contribute to improving the health of the local population.

Procurement Implications

14.   The procurement implications over the life of this strategy (i.e. up to 2024) include the replacement of the current contract for the supply and associated analysis of NO_2 diffusion tubes, and the contract for the maintenance of the air quality real-time monitors. Beyond 2024 developing technology may negate the requirement for such contracts but that is yet to be determined.

Equalities Impact of the Proposal

15.   Improvements to local air quality will benefit all Wiltshire residents and visitors to the county including all segments of the public.

Environmental and Climate Change Considerations

16.   The Air Quality Strategy forms part of the council's wider response to climate change and supports reductions in local air pollution levels.

Risks that may arise if the proposed decision and related work is not taken

17.   If the strategy is not revised it will become more out of date and risks not delivering the desired improvements to air quality in the county.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

18.   Approving the new strategy will provide an up to date basis on which to tackle air quality issues on the county.

Financial Implications

19.   The costs associated with production and publication of the Air Quality Strategy are met within the service budget. There may be an opportunity to lobby Defra for additional funding to deliver local improvements. Any future costs associated with the implementation of this strategy will be assessed by the relevant departments as and when necessary and form part of their budget proposals.

Legal Implications

20.   Part IV of the Environment Act 1995 places a duty on the local authority to monitor air quality in its areas and report to Defra on an annual basis.

21.   The Development of this up to date Strategy provides for a framework for future action to improve air quality within Wiltshire which permits flexible implementation within broad outlines.

22.   It is consistent with national guidelines and will assist the Council to achieve its objective of improving the air quality within Wiltshire to help to better the environment and the health and well-being of all residents and visitors to its area.

Workforce Implications

23.   Implementing the strategy will have staffing implications across a range of services including public protection, transport planning, community engagement and planning for delivering the relevant outcomes.

Options Considered

24.   The Environment Act 1995 places a duty on the local authority to monitor air quality in its areas. Whilst producing an air quality strategy, on its own does not fulfil this statutory duty, it provides a focus to this work. The option not to update the existing strategy was considered, however this would have both reputational and service delivery consequences and would result in criticism of the council by Defra.

Conclusions

25.   Approval of Cabinet is sought before the final strategy is placed before Council for adoption as a formal strategy of the Council to form part of the Budget and Policy framework.

David Redfern (Interim Director - Communities and Neighbourhood Services)

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Appendices

Appendix 1 Air Quality Strategy for Wiltshire.

Background Papers

The following documents have been relied on in the preparation of this report:

None

Air Quality Strategy for Wiltshire

2019-2024

Wiltshire Council
Where everybody matters

Contents

Section 1: Introduction

Our objective is to improve the air we breathe and to better our environment, health and wellbeing.

Since the first Wiltshire Air Quality Strategy was published in 2011, issues around air quality and health have moved on considerably both nationally and locally. In Wiltshire we prioritised the development of core policy 55, working with the spatial planners to get it accepted as part of the Wiltshire Core Strategy. We drafted initial guidance on air quality for developers and worked with the area boards to establish community air quality working groups. The details of our community based approach and local actions are contained in the Wiltshire Air Quality Action Plan (AQAP) and not in this strategy document. The Action Plan focuses on the areas where air quality levels are currently being exceeded.

This updated air quality strategy seeks to maintain progress with the improvement of air quality across all communities in Wiltshire, and reflects the national **Clean Air Strategy 2019** issued by Defra in January 2019.

I am pleased to commend this strategy as a key step in continuing the progress already made towards improving air quality to help safeguard the health of those who live and work in Wiltshire.

Councillor Laura Mayes
Cabinet Member for
Adult Social Care,
Public Health & Public
Protection

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Section 2: Defining air quality

Defining the air quality challenge

The air we breathe is made up of a complex mix of gases and fine particulates. Some of these are beneficial, some are harmful pollutants and others, such as pollen, that have both benefits and detrimental effects. Pollutants that affect our air quality come from both natural and manmade sources.

Wiltshire Council monitors certain pollutants using a network of nitrogen dioxide passive diffusion tubes, four real time monitoring stations and two Osiris indicative fine particulate monitors. It has developed a dedicated website for air quality which allows individuals to interrogate monitoring data, view reports, sign up for text alerts and view community action planning information.

The costs of air pollution

Human

Poor air quality has consequences for people's health and wellbeing as well as for our surrounding natural and built environment. The health consequences of polluted air are well documented, and were ably demonstrated by the London smogs of the late 19th and early 20th century. The worst of these events was shown to be responsible for many thousands of excess deaths. These historic smogs were caused by the large scale burning of coal and wood and were a highly visible example of air pollution and its health effects.

Many of the pollutants of concern today are invisible to the eye but act as respiratory irritants, which are particularly problematic if individuals have pre-existing medical conditions or other vulnerabilities. While significant improvements have been made, air pollution remains a real challenge for some communities in Wiltshire.

The Committee on Medical Effects of Air Pollution (COMEAP) found that the burden of manmade particulate air pollution on mortality in 2008 was equivalent to nearly 29,000 deaths in the UK at typical ages and an associated loss of total of population life of 340,000 life-years. The Royal College of Physicians' report "Every breath we take: the lifelong impact of air pollution" has recently put the figure at 40,000 deaths per year and the cost to health services and business at more than £20 billion.

Economic

The economic costs of air pollution are not immediately apparent. There are wide ranging indirect costs to the economy such as loss of income to individuals and to businesses through sickness absence and loss of productivity; traffic congestion as transport is delayed; repairs to infrastructure due to physical damage such as that caused to buildings by acidic rain and wider burdens associated with climate variation such as flooding.

Health care

The contribution of air pollution to the severity of illness and to the costs for health services and wider society are not yet well understood by the medical and scientific community. In 2010 the House of Commons Environment Audit Committee estimated the health costs of air pollution in the UK as being in the region of £8-£20 billion per year. It is often those at the lower end of the equality spectrum that live in the poorest housing, in areas where traffic is heavier and so experience less positive health and wellbeing outcomes. In tackling air quality we need to consider health inequalities and ensure these do not widen by working closely with public health professionals.

Pollutants of concern in Wiltshire

The air quality in Wiltshire is predominantly very good, with the majority of the county having clean, unpolluted air. There are, however, a small number of locations where the combination of traffic, road layout and topography result in pollutants being trapped so that concentrations increase to unacceptable levels.

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Two pollutants cause most concern within Wiltshire: nitrogen dioxide (NO2) and particulate matter (PM10) primarily from motor vehicles.

The relatively few locations where air quality may fail to meet the national standards have to be investigated and sampled in order to determine the true extent of the problem. If significant pollution is identified the council has to declare an Air Quality Management Area (AQMA) and put plans in place to seek to improve the air quality.

There are currently eight AQMAs in Bradford on Avon, Calne, Devizes, Marlborough, Westbury and three in Salisbury. The specific actions being taken in these towns is detailed in **Wiltshire's Air Quality Action Plan.**

This strategy focuses on improving air quality across Wiltshire, seeks to prevent any further deterioration and encourage interventions that will reduce concentrations of nitrogen dioxide and fine particulates across the county.

Nitrogen oxides (NOx) are comprised mainly of two pollutants; nitric oxide (NO) and nitrogen dioxide (NO2) which are products of combustion of fossil fuels. Nitrogen oxides readily convert to nitrogen dioxide in the air, so to reduce concentrations of nitrogen dioxide it is essential to control emissions of NOx.

High levels of nitrogen dioxide causes inflammation of the airways and long-term exposure can affect lung function and respiratory symptoms. It can also increase asthma symptoms. The health impacts of nitrogen dioxide are, however, less well understood than those of particulate matter.

Particulate matter (PM) is a complex mixture of non-gaseous materials of varied chemical composition. It is categorised by the size of the particles. For example, PM10 is particles with a diameter of less than 10 microns. Most PM emissions are caused by road traffic, with engine emissions and tyre and brake wear being the main sources. Construction sites, are also potential sources of local particulate pollution, along with accidental fires and burning of waste. However, a large proportion of particulate comes from natural sources, such as sea salt, forest fires and Saharan dust, as well as from sources outside Wiltshire caused by human activity. Small particles tend to be long-lived in the atmosphere and can be transported great distances.

Particulates aggravate respiratory and cardiovascular conditions. Research shows that particles with a diameter of 10 microns or less (PM10) are likely to be inhaled deep into the lungs.

National picture

Levels of PM10 declined in the UK in the 1990s though the rate of improvement has been slower in the last decade. Similarly, nationally levels of NO2 fell until 2002 and have been relatively unchanged ever since. Locally it is a mixed picture; levels of nitrogen dioxide and particulates have reduced in many locations or plateaued in others. However, it should be borne in mind that the locations we monitor are those where levels are known to be elevated and represent a worst case scenario. These locations are very limited in number.

Recently concerns have emerged with respect to emissions from new road vehicles. A study by the Department for Transport (DfT) found significant differences between laboratory based emission performance and on the road real world emission levels. The government has indicated real world emission testing will be used in the future.

Air pollution and climate change

Improving air quality can also help address climate change. Ozone, which is formed by pollutants such as NOx and volatile organic compounds (VOCs) reacting in sunlight is a powerful greenhouse gas that contributes to global warming directly and by reducing carbon uptake by vegetation. Black carbon, which is part of the overall mass of particulate matter emitted by diesel engines through incomplete combustion, contributes to climate change by absorbing heat. By making vehicles, homes and workplaces more energy efficient, this strategy will also contribute to achieving the objectives of the council's policies and strategies with respect to climate change.

Climate change will also have an impact on air quality. Longer, hotter summers could increase the frequency and severity of summer smogs, though wetter winters may reduce emission concentrations

What has the Air Quality Strategy 2011 – 2015 achieved?

Improving local air quality requires changes to be made by everyone. Working collaboratively with communities, Wiltshire Council will seek to maintain the good air quality in the county and work to deliver improvements in areas where air quality fails national objectives in order to protect public health and the environment. Since the first strategy in 2011, a range of actions have been delivered. These include the provision of a dedicated air quality website providing real time data, a text alert service to warn of poor air quality, the setting up of community air quality action plan groups in areas with AQMAs, a countywide air quality action plan, draft supplementary planning guidance and an air quality policy in the Wiltshire Core Strategy.

Many of the measures contained within the strategic action plan have been implemented and are detailed in appendix 1.

The challenges we face and next steps

With new developments being built there is potential to increase the number of people living and working in areas with poor air quality and it is important that Wiltshire Council takes steps, to manage this situation to minimise or eliminate possible harm.

The challenge of maintaining and improving air quality in some of Wiltshire's market towns is considerable. These stem from:

• A requirement for new housing and essential economic development across the county.

• The layout of our historic towns, which often attract visitors from all over the world. Their narrow streets create canyon effects that can inhibit pollutant dispersal.

• Being a large rural county with a higher than average car ownership.

• The economic climate including the viability of rural public transport.

• Some towns not having a train station or public transport infrastructure.

• The county being a popular tourist destination.

• The A36 trunk road running through the south and west of the county, and is the main cross county road for commercial traffic between Bristol and Southampton.

• An aging population susceptible to chronic conditions that increase vulnerability to poor air quality.

The challenge we face is not just one for Wiltshire Council, but requires considerable effort on the part of all layers of government, businesses, communities and individuals.

This strategy is supported by the local air quality management framework, the National Air Quality Strategy, the EU Air Quality Directive and the Public Health Outcomes Framework.

Our vision is to create an environment where people have healthy, active lives for a healthier population. In doing so it will reduce the human and financial cost of air quality to individuals, families, communities, public services and the wider economy. How we define and measure success is explained in section four.

This strategy supports the **Wiltshire Council Business Plan,** the **Joint Strategic Needs Assessment** and wider strategies including; **Local Transport Plan 3, Wiltshire Core Strategy, Climate Change Adaptation, Minerals and Waste Core Strategy** and the **Health and Wellbeing Strategy.**

The strategy helps inform the prioritisation of local needs and provides the link between the evidence base and development of policy.

It also sets out how we will encourage and work collaboratively across council services, schools, the business community, local communities and individuals to take action to improve air quality in Wiltshire by implementing this strategy and the Wiltshire Air Quality Action Plan (AQAP).

The Wiltshire AQAP is specific to the towns and city where an AQMA has been declared. The strategy does not set out replicate these actions but seeks to provide the link between the wider strategies of the council and the evidence base necessary for bringing about wider improvements in health and inequalities in Wiltshire that are influenced by air quality.

The council will provide strategic leadership and support action at a local level. This strategy also serves to bring communities together to enable them to solve problems locally and participate in decisions that affect them, so ensuring everyone lives in a high quality environment. This can be achieved by supporting local air pollution action groups.

The strategy's priorities are evidence led and have been shaped by the local health priorities, national and EU legislation and key government documents. The National Institute for Health and Care Excellence (NICE) published **Air Pollution: outdoor air quality and health ((QS181)** in February 2019 identifies four quality standards in relation to air quality, which are:

1. Local authorities identify in the Local Plan, local transport plan and other key strategies how they will address air pollution, including enabling zero- and low-emission travel and developing buildings and spaces to reduce exposure to air pollution.

2. Local planning authorities assess proposals to minimise and mitigate road-traffic related air pollution in planning applications for major developments.

3. Public sector organisations reduce emissions from their vehicle fleets to address air pollution.

4. Children, young people and adults with chronic respiratory or cardiovascular conditions are given advice at routine health appointments on what to do when outdoor air quality is poor.

In addition, Public Health England published a report entitled "**Review of interventions to improve outdoor air quality and public health**" in March 2019 which supports interventions at both national and local levels to reduce air pollution, and identified 5 areas where action is needed:

• Vehicles and fuels

• Spatial planning

• Industry

• Agriculture

• Behavioural change

Air pollution from industrial sources has a potential impact of the LAQM regime. An additional system of Integrated Pollution Prevention Control introduces specific controls for a range of the most polluting industries. This system is regulated by the Environment Agency and Local Authorities depending on the type and scale of the industry. Permit conditions are based on the use of Best Available Techniques (BAT).

Section 4: Strategic targets

Wiltshire Council is committed to working towards the achievement of local air quality objectives where exceedances have been identified and to reducing air pollution.

There are several formal frameworks which set targets for improving air quality. These are shaped by the World Health Organisation (WHO) guidelines for air quality. This chapter seeks to bring some clarity to these and details our strategic targets.

European Directive on Air Quality

EU limit values are legally binding parameters that must not be exceeded. Limit values are set for individual pollutants and are made up of a concentration value, an averaging time over which it is to be measured, the number of exceedances allowed per year, if any, and a date by which it must be achieved. Some pollutants have more than one limit value covering different endpoints or averaging times.

These limit values are targets to be achieved by national governments and data is gathered and reported annually to the EU by DEFRA. The UK action plan for nitrogen dioxide for tackling exceedances of the EU objective was publish in January 2016 and the Wiltshire action plan measures are included in the plan for the Southwest area.

Local air quality management

The Environment Act 1995 places responsibilities on local councils to monitor seven air pollutants. Two of these have proved particularly challenging; nitrogen dioxide (NO2) and fine particulates (PM10).

Recent Government action plans have blurred the boundaries between national and local responsibilities, placing greater emphasis on local councils to develop innovative solutions to improve air quality.

Pollutant	Air Quality Objective	
	Concentration	Measured as
Nitrogen dioxide	200 μg/m3 not to be exceed-ed more than 18 times a year	1 hour mean
	40 μg/m3	Annual mean
Particulate Matter (PM10) (gravimetric)	50 μg/m3, not to be exceeded more than 35 times a year	24 hour mean

A full list of national and local objectives is contained in Appendix 2.

Public Health Outcomes Framework

Public Health and Public Protection work closely with respect to air quality. The aim of the Public Health Outcomes Framework (PHOF) is to improve and protect the nation's health and wellbeing, and improve the health of the poorest fastest.

The framework details four domains for health improvement with a range of indicators. The Health Protection domain includes air quality as an indicator.

Levels of PM2.5 are monitored using the Automatic Urban and Rural Network (AURN) and modelled background data is published on a 1km x 1km grid square basis by DEFRA. We also have two Osiris monitors that are deployed as needs are identified which, are capable of providing indicative monitoring of PM2.5.

Objectives

Our objectives are:

- To meet the annual average and hourly mean LAQM objective and EU limit for nitrogen dioxide.

- To meet the annual average and 24 hour mean LAQM objectives and EU limits for Fine Particulates (PM10).

Achieving these targets will result in:

- Reduced use of private cars

- Better informed strategic planning

- Increased use of public transport

- More people being active

- Provision of increased infrastructure for cycling and walking

- Increase use of alternatives to fossils fuels

- Increased active travel

- Fewer people dying from respiratory and cardiovascular disease and cancer

- Improve the wellbeing of those who suffer from respiratory and cardiovascular disease

- Contribute to climate change reduction

- More sustainable development

- A reduction in health inequalities

The success of the strategy will be measured against trends in our monitoring data, (both real-time and diffusion tubes) and revocation of existing air quality management areas. Progress will be monitored and reported via in the Annual Status Report, which the council submits to DEFRA each year and via the Health & Wellbeing Board.

Tackling air pollution is a complex national challenge. The sources of pollution are intimately bound up in our day to day lives and our use of private vehicles. No one individual service, group or partner has the ability to bring about improvements in air quality and therefore the following points have been identified as key priorities for achieving the objectives of this strategy.

Our approach is a county wide one, and is based upon maintaining and preventing the deterioration of air quality across the county. It does not focus solely on those areas where AQMAs have already been declared or where levels of pollutants are elevated. Prevention not only requires commitment from the Council but from communities and individuals.

Action is required at the following levels:

National and EU:

The Government has submitted national air quality action plans to the EU detailing how they propose to meet the EU limit values for nitrogen dioxide and small particulates. This includes proposals for new Clean Air Zones in areas with exceedences of EU limit levels. The Local Authority Air Quality Action Plans are included in the regional plans which form part of this. The EU have also set emission standards for vehicles. These standards need to be met in the real world as well as under laboratory test conditions if meaningful improvements in air quality are to be achieved.

Wiltshire Council

We will continue to work collaboratively with, sustainable transport, strategic planning, development control and economic development teams to ensure that air quality is properly considered and incorporated into decision making to maintain and improve the built environment and infrastructure. This will also support the council's aim to meet its climate change objectives. We will continue to monitor and report on air quality in accordance with the requirements of Local Air Quality Management regime.

Communities and individuals

The choices we all make can have an impact on reducing air pollution. The following list offers some simple actions.

• Reduce the number of car trips

• Walk or cycle for short journeys

• Use public transport or car share

• Use the Home Run app (school travel app.)

• Reduce burning at home (mulch or compost garden waste instead of bonfires)

• Get involved with local community air quality action group

• Support community tree planting schemes

• Ensure car is properly maintained with correct tyre pressures

• Avoid excessive idling of your car

• Re-route your commute

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The strategic objectives draw upon and build on the themes developed in the Air Quality Action Plan for Wiltshire. They apply across the whole county and seek to address increasing concern about the public health effects of exposure to vehicle fumes.

Strategic priority 1: Secure air quality objectives in the eight Air Quality Management Areas (AQMA)

The poorest areas of air quality have been identified and Wiltshire Council is committed to working with communities, partner agencies and other services to secure the necessary improvements within the Local Air Quality Management Framework.

What we will do:

- The tools by which this will be achieved are contained in the Air Quality Action Plan for Wiltshire, which includes local Community Air Quality Action Plans. Progress with the Action Plan will be reported in the Annual Status Report which is submitted to DEFRA in June each year and will be published on the council's air quality website.

- Continue to facilitate joint working with Area Boards to develop local action plans and initiatives at community level.

- Require air quality impact assessments for planning applications in respect of standby generator farms used to supplement demand on the National Grid require mitigation where appropriate to minimise the impact of exhaust fumes. Proposals within an AQMA or that may impact on an AQMA may be recommended for refusal.

- Require new development to adhere to the principles, objectives and spirit of this strategy and to require adherence to core policy 55

Strategic priority 2: Maintaining good air quality across the county

Preventing the deterioration of air quality in the first place is the most cost effective strategy to ensure a vibrant local economy, and that Wiltshire is a place where people wish to live, work and visit.
What will we do:

- Work in partnership with Spatial Planning and Development Control to ensure air quality continues to be integrated into the planning system. To facilitate this we will work toward the formal adoption of Supplementary Planning Document on air quality.

- We will require air quality impact assessments of new residential and commercial development in pursuance of core policy 55 and the objectives of this strategy.

- We will work with Spatial Planning on refreshing core policy 55 and to promote greater consistency between policies on air quality, sustainable development, transport and climate change.

- We will work with Development Control and Developers to ensure development does not lead to future air quality problems. This may be through design and layout or through financial contributions to specific projects that promote better air quality.

- Working with planners we want to ensure that new development helps reduce the need to travel particularly by private car, and will encourage the sustainable, safe and efficient movement of people and goods within Wiltshire through measures such as the creation of cycle ways, green travel plans and that otherwise promote and enhance individuals' ability to use alternatives to the private motor car and encourage tree planting schemes to help improve air quality.

- We are committed to maintaining air quality monitoring across the county to address local concerns where they arise and to provide that information on a public platform

- We will work with Transport Planners and ensure that air quality is a consideration in transport strategies and plans and seek funding for air quality improvements.

- We will work with teams engaged in economic development and regeneration to facilitate the Government's ambition of a low carbon, low emission economy, to ensure improvements are ongoing and sustainable, support future development and decouple local growth from air pollution and carbon emissions.

- Ensure air quality continues to be embedded into the thinking and decision process of the council.

- We will support and encourage local communities to facilitate alternatives to the private car for local journeys

- We will encourage local communities to work with schools and businesses to promote the use of travel plans

- Through the planning process we will require electric vehicle charging points on new residential and commercial developments

Strategic priority 3: Wiltshire Council's own actions

The council recognises that in improving air quality, it has its own role to play in reducing emissions and also has the ability to influence policies that will contribute to an improvement in air quality.

What will we do:

- We will engage with taxi licensing team to explore how we can encourage promotion of low emission vehicles for private hire and taxi use.

- Build on and support wider work of the council with regard to renewable energy, district heating systems and climate adaptation.

- Support the promotion of sustainable travel and active travel to work by staff, contractors and partners.

- We will work in partnership with the council's fleet management team to explore how the council can promote and embrace use of low emission vehicles in its own business and reduce business mileage.

- We will work with the passenger transport teams to promote sustainable public transport and transport to schools.

- We will encourage low carbon, low pollution considerations to be included in procurement.

- Work with bus companies and other partners to support bids to the Office for Low Emission Vehicles (OLEV) to secure improvements to emissions from public transport.

- Explore the development of a Low Emissions Strategy in partnership with the Eco Board.

- Seek to work with Wiltshire Council partner organisations to reduce their emissions and carbon footprint.

- Work with the school travel adviser to promote and facilitate sustainable and active travel to school by school children and parents.

- Pilot and support initiative and projects in and around new development to facilitate sustainable and active travel, such as 'Home Run' and 'Beat the Street through S106 funding.

- Secure funding through S106 contributions for infrastructure and other environmental improvements such as tree planting that will contribute towards improving air quality.

- Investigate the introduction of no idling zones particularly around schools

Strategic priority 4: Communication and information dissemination

Good communication and information dissemination are key to shaping policy and plans,keeping communities informed, and assisting those professionals tasked with planning new development.

What will we do:

- We will provide tailored, clear, accurate and consistent messages about the benefits of good air quality, utilising the Wiltshire air quality website as a platform to inform and educate.

- We will identify people who are at risk from poor air quality and promote a text alert system.

- A text alert system will be embedded into other services offered by the council which cater for 'at risk' groups such as Warm and Safe.

- We will work with communities where air quality is identified as a local priority in the Community Area Joint Strategic Assessment.

- Advise local groups on siting and analysis of NO2 monitoring tubes (see Appendix 3).

- We will support events such as Clean Air Day and work to engage with local communities to raise awareness of measures they and individuals can take to reduce air pollution in their towns & villages.

Section 7: Implementation

Implementation, development and evaluation of the Air Quality Strategy will be driven by Health & Wellbeing Board. The group includes members from Wiltshire Council, the Environment Agency, PHE, NHS Wiltshire CCG and key partners. We will continue to build on existing work to implement change through the community air quality working groups.

Section 8: Governance

This strategy is governed by the Health & Wellbeing Board.

Not all actions are contained within the air quality strategy. Progress on the Air Quality Action Plan will be reported to Defra and local
air quality action plans will be reported on to the Area Boards and Defra. This strategy forms an overarching policy document that seeks to maintain and improve air quality across the county. Further actions are contained in the Air Quality Action
Plan and Community Action Plans. These will be published on the **Wiltshire Air Quality** web page and reported on to Defra and the relevant area board.

Section 9: References and resources

1. Air Quality Plan for Nitrogen Dioxide in UK (2017) DEFRA
2. Clean Air Strategy (2019) DEFRA
3. Review of Interventions to improve outdoor air quality and Public Health
4. Air Pollution: Outdoor air quality and health (2019) NICE
5. Public Health Outcomes Framework
6. Wiltshire Air Quality Website
7. Wiltshire Know & Respond Text Alert Service
8. Defra guidance on siting of diffusion tubes

Appendix 1: First Wiltshire Air Quality Strategy achievements

Summary of Measures implemented from Air Quality Strategy 2011 – 2015

- Smarter travel initiatives to encourage a shift to greener modes of transport.
- Funding and supporting car clubs.
- Smoothing traffic.
- Development of electric vehicle infrastructure.
- Bus emissions programme, so that older buses have been fitted with particulate traps and diesel-electric hybrid buses are introduced as quickly as possible.
- Publication of air quality action plan.
- Inclusion of core policy 55 in the Wiltshire Core Strategy.
- Draft Air Quality Supplementary Planning Document.
- Wiltshire Air Quality website.
- Establishment of community air quality action plan groups in areas with AQMAs.
- Text alert system for poor air quality: Know and Respond.
- Beat the Street – Public Health joint project with local AQ groups.
- Wiltshire Council – Reduced business miles, remote working, electric pool cars, electric charging points, waste contract.
- Electric charging points in public car parks and train stations.

Appendix 2: Air quality objectives

Pollutant	Air quality objective		Date to be achieved by
	Concentration	Measured as	
Benzene	16.25µg/m3	Running annual mean	31.12.2003
	5.00µg/m3	Running annual mean	31.12.2010
1,3-Butadiene	2.25µg/m3	Running annual mean	31.12.2003
Carbon monoxide	10.0mg/m3	Running 8 hour mean	31.12.2003
Lead	0.5µg/m3	Annual mean	31.12.2004
	0.25µg/m3	Annual mean	31.12.2008
Nitrogen dioxide	200µg/m3 not to be exceeded more than 18 times a year	1 hour mean	31.12.2005
	40µg/m3	Annual mean	31.12.2005
Particles (PM10) (gravimetric)	50µg/m3, not to be exceeded more than 35 times a year	24 hour mean	31.12.2004
	40µg/m3	Annual mean	31.12.2004
Sulphur dioxide	350µg/m3, not to be exceeded more than 24 times a year	1 hour mean	31.12.2004
	125µg/m3, not to be exceeded more than 3 times a year	24 hour mean	31.12.2004
	266µg/m3, not to be exceeded more than 35 times a year	15 minute mean	31.12.2005

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Appendix 3: NO2 monitoring using diffusions tubes

Diffusion tubes are inexpensive and many can be installed over a geographical area. The low cost per tube permits sampling at a number of points in the area of interest; which is useful in highlighting "hotspots" of high concentrations, such as alongside major roads. They are less useful for monitoring around point sources or near to industrial locations where greater temporal resolution is required for particular objectives. They are useful both for annual monitoring as well as short term monitoring projects. They can be placed in many different locations, though are typically placed on building facades in heavily trafficked areas, and in urban background locations.

Diffusion tubes sample the air over a period of a month. As such they are useful for assessing the annual objective of 40µg/m3, but cannot be used to assess the number of hours greater than 200µg/m3. As they are not the reference method, and passive diffusion typically results in a low accuracy, it is necessary to bias correct the results based upon local or national collocation studies with chemiluminescent analysers. It is also necessary to calculate the data capture, and if this is less than 75%, the results should be annualised.

The site should be open to the sky, with no overhanging vegetation or buildings. Ideally, samplers would be placed at breathing height, but in order to reduce theft of tubes, it is recommended that tubes are placed at a height of 2-4 m. It is important to place diffusion tubes where there is free circulation of air around the tube, but the opposite extreme should also be avoided, i.e. areas of higher than usual turbulence. For this reason, the tube should not be located on the corner of a building. Care should be taken to avoid any very localised sources, sinks of NO2, or disturbances to the airflow. For example, tubes should be mounted more than 10m from the following:

• Heater flues (particularly low level balanced flues);

• Bushes or trees overhanging or surrounding the tube location;

• Air conditioning outlets;

• Extractor vents; or

• Underground ventilation shafts.

More detailed guidance on the siting of diffusion tubes is given in section 3 of the report produced for Defra in February 2008 entitled "Diffusion Tubes for Ambient NO2 Monitoring: Practical Guidance"

https://uk-air.defra.gov.uk/assets/documents/reports/cat05/0802141004_NO2_WG_PracticalGuidance_Issue1a.pdf

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Local actions to improve air quality

Trees shade buildings reducing the need for air conditioning which reduces fossil fuel consumption

Large, healthy trees have the greatest per tree effects at pollution removal

Planting Living green screens

Trees trap small particulate matter from the air

Air pollution

Traffic controls to smooth traffic flow and reduce emissions

Improved neighbourhood air quality

Healthier people

Segregated cycle and walk ways/greater feeling of safety

Wider pavements and cycle paths linking Housing & town centres

Tree/hedge planting

Planting Living green screens

Pay to ride bikes

Low emission buses/vehicles

Electric vehicles and charging points

IDLE-FREE ZONE

TURN ENGINE OFF

School

Implementing no-idling zones in areas with 'vulnerable hotspots' such as schools and hospitals

3 Low

Let's keep it low

Wiltshire Council
Where everybody matters

Wiltshire Council

Cabinet

8 October 2019

Subject:	**Chippenham Housing Infrastructure Fund Bid**
Cabinet Member:	**Councillor Bridget Wayman, Cabinet Member for Highways, Transport and Waste**
Key Decision:	**Key**

Executive Summary

Wiltshire Council has made application to the Government's Housing Infrastructure Fund (HIF) for a £75m grant to enable the delivery of significant infrastructure works in and around Chippenham.

If successful the grant will enable the Council to deliver…
- benefits in traffic congestion and flow across both new and existing road network
- town centre improvements yielding an improved experience for residents and visitors alike
- high quality housing development in the very long term to a set of standards and principles laid down at the outset
- controlled access to land enabling long term future development that aligns to the Council's Vision of creating strong communities, delivers economic growth and protects our most vulnerable citizens

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Proposal(s)

Cabinet is requested to note that the Council has made this application for £75m to the Government's Housing Infrastructure Fund. In addition, Cabinet is requested to note that, if successful…
- accepting the grant will require negotiation as to its terms and conditions
- the commitment required will be in the very long term
- a great deal of work will need to be done with many different stakeholders to make delivery possible
- a programme of engagement and communications with all parties will be necessary to ensure all views are heard and represented

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Reason for Proposal(s)

Although the HIF bid is not due to announce its result until the end of 2019 it is important that the Council begins to consider how best to prepare the ground for delivery, in anticipation that its application may be successful. The views of many different stakeholders in and around Chippenham need to be accounted for as soon as possible, and a great deal of early preparatory work needs to be done now for the Council to be able to accept the grant, and deliver successfully within the timescales indicated.

Alistair Cunningham OBE
Executive Director

Wiltshire Council

Cabinet

8 October 2019

Subject:	**Chippenham Housing Infrastructure Fund Bid**
Cabinet Member:	**Councillor Bridget Wayman, Cabinet Member for Highways, Transport and Waste**
Key Decision:	**Key**

Purpose of Report

1. The purpose of this report is to set out the Council's application to the Government's Housing Infrastructure Fund (HIF) for a grant to enable infrastructure works, employment land and housing development around Chippenham. The report asks that Cabinet note…
    a. that the application has been made
    b. the importance of the application being made at this time given the development options proposed in the Local Plan Review
    c. the need for the Council to be ready to act on and implement any development option when the preferred option emerges from the Local Plan review process and is adopted
    d. all the next steps that will need to be considered when the result of the bid evaluation is announced, which is expected in late 2019.

Relevance to the Council's Business Plan

2. The Council's submission to HIF talks directly to all three priorities in the Business Plan – growing the economy; creating strong communities and protecting the vulnerable. In addition, if successful the Council will be able to leverage the HIF grant and have a positive impact on all the goals within each priority. Finally, success in the HIF process will demand innovation from the Council in its own delivery mechanisms and the Council will need to drive effective ways of working with partner organisations, all in the very long term.

Background

3. It has been known for some time that development in and around Chippenham is constrained. Housing starts are below the number that is needed to keep pace with demand resulting in house price inflation exceeding the national average.
4. Developers cite the costs of delivering infrastructure as a bar to bringing forward schemes that would overcome this situation
5. Those schemes that do come forward tend to seek a reduction in the percentage of affordable housing below the Council's policy threshold, to render them affordable to the developer.

6. The opportunity for the Council to apply for a HIF grant arose in 2017 and an Expression of Interest was submitted in March 2018 successfully passing to the second stage a few months later.

7. Stage Two demanded that the Council prepare a full business case which was done and that was submitted on time in March 2019.

8. Since then the Council has been, and still is, subject to a detailed interrogation of the business case answering repeated series of clarification questions, conducting evaluation workshops and hosting a site visit

9. Soon the Council's bid will go in to a moderation process against other bids received by MHCLG and a committee drawn from MHCLG, DfT, and Treasury is expected to make a decision in late 2019

10. The result is also expected to be by ministerial announcement at that time.

Main Considerations for the Council

11. The Council's submission is to the Forward Fund of HIF which exists to unlock *"strategic and high impact infrastructure schemes"* **(An Introduction to the Housing Infrastructure Fund – MHCLG – 2017)**

12. The Council's bid is for £75 million to construct a spine or distributor road to the south and east of Chippenham joining up developments to the north-west of the railway adjacent to Wavin Plastics facility & Parsonage Way, then crossing the A4 and proceeding to the Lackham roundabout adjacent to the Wiltshire College entry point.

13. In addition, the bid request includes funds allocated to improvements to J.17 of the M4 to future proof the junction against the levels of development predicated by the new road

14. This new road is intended to be entirely different from the A350 to the west of Chippenham. The A350 is part of the major road network north-south route, whereas the new road will be a spine or distributor road, probably single carriageway and with a proposed speed limit of 40 mph.

15. Other benefits to Chippenham, the Council, and to citizens generally accrue in many ways…

16. Once complete the new road will take traffic that currently routes through Chippenham around the town reducing congestion and improving flow and journey times, at all times of the day

17. The new road will act as a spine or distributor road and will provide access to several parcels of land for necessary developments including, employment land, local & citizen services and facilities, and housing sites as they come forward via the Local Plan process

18. The bid proposes at least 1m sq.ft. of new employment space and approximately 7,500 homes over the life of the next plan period to 2036, and beyond

19. All associated social infrastructure including schools, leisure facilities etc… are included in the bid details

20. If successful the funding will give the Council control in the long term enabling the delivery of high quality developments that directly address Council priorities and goals, as well as generating the capacity to respond to the changing needs of citizens over time.

21. This degree of control will enable the Council to create long term strategic plans for vital matters such as carbon neutrality, environmentally sensitive development, maximum use of green and blue infrastructure, cycle ways,

socially inclusive development, connectivity between existing and new settlements, among many other features and attributes

22. The town centre, more free of traffic, will become more attractive to investment. Facilities and features that draw people in can be created. These will include more parking to give people the opportunity to stay locally, and an enhanced leisure and retail offer to give residents and visitors alike a better experience.

23. The Council's bid responds directly to citizens' views expressed in earlier consultation events to the effect that a road is already necessary to alleviate congestion and traffic flow issues

24. The proposed road crosses land both in the Council's ownership and in the ownership of third parties. All such third parties are aware of and have offered their support for the Council's bid to HIF.

25. Furthermore, all landowners are currently expressing an intention to engage positively in any equalisation negotiations that will follow the announcement of the results of the bid process, however…

26. … the Council recognises that it may have to engage in a CPO process where ultimately necessary to ensure land is available for development.

Overview and Scrutiny Engagement

At this bid stage there has been no engagement with overview or scrutiny committees

Safeguarding Implications

No safeguarding implications arise at this bid stage

Public Health Implications

No public health implications arise at this bid stage

Procurement Implications

If the HIF bid is successful then a major procurement exercise will need to be undertaken to identify and contract the right road contractor. Discussions with procurement have already begun to prepare the ground for activity as soon as necessary

Equalities Impact of the Proposal

At this bid stage no equalities implications arise

Environmental and Climate Change Considerations

27. The bid submission responds directly to specific questions with reference to environmental and climate change considerations and how they are being managed in the context of the overall development. All such matters will be the subject of detailed Environmental Impact Assessments at the appropriate time, and all necessary mitigations will be put in place.

Risks that may arise if the proposed decision and related work is not taken

28.   A successful bid to HIF will generate the ability for the Council and others to control high quality relevant development in the long term. The risk if not successful is that ad hoc development may continue at a rate that does not benefit the town of Chippenham, and does nothing to alleviate the current congestion and lack of investment issues.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

29.   If successful, the implementation of the programme funded by HIF money will need a robust and effective long term governance regime to ensure compliance to principles and standards laid down at the outset.

Financial Implications

30.   If successful the HIF grant will come with financial terms and conditions and acceptance of the grant will require a period of negotiation.

Legal Implications

31.   If successful the HIF grant will come with legal terms and conditions and acceptance of the grant will require a period of negotiation.

Workforce Implications

32.   There will be implications for the Council workforce and these will be assessed and quantified if the bid is successful

Options Considered

33.   Having considered development options available to Chippenham over the coming years it was determined that the best route to high quality long term development was to attempt to secure major grant funding from government. This essentially makes development on this scale viable and allows the Council to exercise control of principles and standards in the long term

Conclusions

34.   That the Council in submitting the bid to the Housing Infrastructure Fund is attempting to prepare the ground in the best possible way to enable necessary growth at Chippenham
35.   That the Council is aware of the options for development currently going through the Local Plan Review Process and is preparing itself as far as possible to be able to deliver any option that emerges preferred and is consequently adopted
36.   That, if successful, the targeting of HIF funds to build the new road as described will deliver significant benefits for Chippenham as it exists today as well as for new communities created

37.   That, if successful, the Council will engage fully with citizens in a consultation exercise to assist in shaping any new development and in possible improvements to the existing town environment.
38.   That agreements with third part landowners will be sought and that if such agreement cannot be reached CPO will be deployed where necessary

Alistair Cunningham OBE (Executive Director - Growth, Investment and Place), Alan Richell - Programme Director, Growth and Investment

Report Author: Christine Lamb, christine.lamb@wiltshire.gov.uk,

Date of report
26 September 2019

Appendices

Background Papers

The following documents have been relied on in the preparation of this report:

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Wiltshire Council

Cabinet - 8 October 2019

Subject: **Homeless Strategy – 2019 - 2024**

Cabinet Member: **Cllr Richard Clewer – Deputy Leader and Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and Environment**

Key Decision: **Key**

Executive Summary

The Homelessness Act 2002 places a statutory obligation on local authorities to undertake a review of homelessness in their area and develop and publish a homeless strategy to help prevent homelessness, based on the findings of the review. This strategy has been informed by Wiltshire Council's Homelessness Review 2018 and Homeless Health Needs Assessment.

This will be Wiltshire Council's first Homeless Strategy since the introduction of the Homeless Reduction Act 2017 and will take into account new duties placed on the Council which represents the biggest changes in the homeless legislation in 20 years.

The effectiveness of the Act, which has an emphasis on the prevention of homelessness, is twinned with the effectiveness of partnership work with the statutory, voluntary and third sector agencies, therefore consulting with these agencies during the development of the strategy was essential.

The strategy sets out how Wiltshire Council and its partners will address the challenges identified through preventing homelessness and assisting homeless households to find affordable and sustainable housing solutions which will be delivered through five key priorities, which are:-

1. To reduce rough sleeping
2. To identify and prevent homelessness at the earliest possible stage
3. To ensure services are designed to prevent homelessness and support those who are homeless
4. To ensure those who are threatened with homelessness or who are homeless can secure and keep a suitable home
5. To maintain effective strategic direction and partnership working

Proposal(s)

That Cabinet recommends that Full Council approve the homeless strategy 2019 – 2024 and agrees the implementation of the homeless strategy action plan.

Reason for Proposal(s)

It is a legal requirement imposed upon all local authorities by the Homelessness Act 2002 that a homeless strategy is produced. It also encourages the continued partnership working with other statutory bodies and voluntary sectors whose work helps prevent homelessness or meet the needs of people who have experienced homelessness.

Executive Director   Alistair Cunningham OBE

Subject: **Homeless Strategy**

Cabinet Member: **Cllr Richard Clewer – Deputy Leader and Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and Environment**

Key Decision: **Key**

Purpose of Report

1. To seek Cabinet's endorsement of the Homeless Strategy and its action plan and recommend that Full Council approve the strategy

Relevance to the Council's Business Plan

2. Wiltshire Councils business plan has a vision to create strong communities in Wiltshire and to help achieve this the strategic vision of the homeless strategy is "Wiltshire is a place where we all work together to strengthen our communities, to prevent and relieve homelessness and rough sleeping."

Background

3. The Homelessness Act 2002 places a statutory obligation on local authorities to undertake a review of homelessness in their area and develop and publish a homeless strategy to help prevent homelessness, based on the findings of the review. This strategy has been informed by Wiltshire Council's Homelessness Review 2018 and Homeless Health Needs Assessment.

4. The homeless strategy creates a shared vision for homelessness in Wiltshire with an emphasis on partnership working to deliver the identified priorities. It is a working document, setting out challenging objectives to deliver innovative solutions to tackling homelessness and building on existing successes to prevent homelessness in Wiltshire.

5. Our agreed strategic vision for homelessness is:-

   'Wiltshire is a place where we all work together to strengthen our communities, to prevent and relieve homelessness and rough sleeping'.

6. To help deliver this vision the strategy sets out how we and our partners will address the challenges identified through preventing homelessness and assisting homeless households to find affordable and sustainable housing solutions. In order to achieve this vision the strategy will be delivered through five priorities:-

   1. To reduce rough sleeping
   2. To identify and prevent homelessness at the earliest possible stage
   3. To ensure services are designed to prevent homelessness and support those who are homeless

4. To ensure those who are threatened with homelessness or who are homeless can secure and keep a suitable home
5. To maintain effective strategic direction and partnership working

7. Each priority is supported by actions to enable the priorities to be achieved. Monitoring this action plan regularly will make it easier to update, in light of potential change in national, regional and local policy and means we will be able to respond appropriately. We will review these actions through a multi-agency forum who will take joint responsibility for the success of the strategy

Consultation

8. A joint homeless and health needs assessment project board was set up which included directors from both housing and public heath, cabinet members from both areas, the housing portfolio holder and a member representative from the ESC. The board has monitored progress and development of the data review, the homeless strategy and health needs assessment and helped to provide strategic direction.

9. Jointly with public health we held two informal consultation sessions in December 2018 to help develop the homeless health needs assessment, explore current trends of homelessness and identify gaps in provisions. These sessions were attended by partner agencies from both housing and health, we also attended various strategic groups to discuss the strategy development, including the Public Services Board, Health and Wellbeing Board, Environment Select Committee and all Housing Partnership Boards. Included as an appendix to this report is the information and responses to this informal consultation.

10. A formal consultation was launched in April 2019 for a three month period and ended in June 2019, see Appendix 5. A total of 112 responses were received ranging from individual residents to partner organisations. The strategic vision, aims and priorities were all agreed and feedback was provided for each area. All feedback was considered and a full response to the comments is included as Appendix 6 to this report

Main Considerations for the Council

11. The homeless strategy sets out how the Council and its partners will work together over the next 5 years to ensure that the needs and gaps in the provision of help for homeless people are addressed and actions within the action plan are achieved

12. The homeless strategy action plan sets out 5 strategic priorities and a number of actions under each of those priorities have been set. The success of the action plan relies upon the continued multi agency working and the emphasis on the prevention of homelessness. The action plan will be reviewed on an annual basis by the homeless strategy forum that will be established with partner organisations.

13. It is a statutory requirement for all local authorities to produce and publish a homeless strategy. The strategy will ensure that the work to prevent and

reduce homelessness is sustained and better coordinate the work of the Council and partner organisations in Wiltshire.

Overview and Scrutiny Engagement

14. Overview and Scrutiny were fully consulted throughout the development of this strategy through their dedicated task and finish group which was established in November 2018 to help add value to the development and shaping of the strategy. A separate report is included, see Appendix 8, however all recommendations from the report have been accepted and will be included within the strategy and action plan.

Safeguarding Implications

15. Adopting the homeless strategy would have no safeguarding implications

Public Health Implications

16. The links between homelessness and, are well documented. Evidence shows that access to good stable accommodation has positive long-term benefits on the health and wellbeing of our population. The homeless strategy was developed alongside the development of a homeless health needs assessment which was led by public health. The recommendations from this needs assessment were considered when finalising the homeless strategy action plan to ensure all appropriate actions were included.

Procurement Implications

17. Adopting the homeless strategy will have no direct procurement implications, however if a further round of grant funding is announced and supports the commissioning of services, we will work with procurement to develop the bid and associate procurement plan which will be undertaken in line with the council's procurement rules

Equalities Impact of the Proposal

18. An equality impact assessment for this strategy can be viewed in Appendix 7 and was updated throughout the development and review of the strategy to ensure compliance with our public sector equality duty. The EIA identified that certain groups are more likely to be affected by the strategy as they are more likely to present themselves to the council as homeless, these groups are:

- Those aged between 25 and 44
- Females expecting a child or who have dependent children or pregnant women
- Low income households
- Those with a physical or mental disability

19. The strategy's focus on preventing homelessness will therefore benefit these groups. Although the strategy recognises that any households can become at risk of homelessness, those most vulnerable include a high proportion of households without social / family networks that can support them and are

most likely to be from deprived areas and on low or welfare based incomes. The strategy is specific in seeking to tackle exclusions, improve accessibility and assessment and enable individuals to achieve sustained outcomes that include improved health, wellbeing and choices.

20. The proposed priorities and actions identified within the strategy are designed to address the needs of those who are disadvantaged, and a number of the equality groups within the EIA are positively targeted with actions designed to support and help them to maintain a home. The emphasis is on providing an accessible service and effective pathways to ensure sufficient advice and support is in place to make sure that once accommodation is found it is maintained

Environmental and Climate Change Considerations

21. Adopting the homeless strategy would have no environmental or climate change implications

Risks that may arise if the proposed decision and related work is not taken

22. Under the Homelessness Act 2002, all housing authorities must have in place a homeless strategy based on a review of homelessness within its area. Failure to produce an up to date strategy will open us up to legal challenge. It will also result in the Council not having an up to date strategy for addressing the needs and gaps in provision of help for homeless people.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

23. The actions and priorities contained within the strategy action plan can be achieved within existing budgets, however some actions are to consider longer term funding opportunities to enable current services to continue and if current funding is not extended or new funding opportunities provided then some services and accommodation will cease.

24. All of the rough sleeping staffing and accommodation provision we currently have is funded through a 2 year RSI funding grant from central government which ends on 1st April 2020, we have identified actions to look at ways to continue these services

25. Our current housing options staffing structure is funded 'in part' using the government's three year FHSG funding, which equates to £310,000pa. This was awarded to allow Local Authorities to prepare and create structures to respond to the Homeless Reduction Act which focuses on prevention of homelessness. We await to hear how this funding may or may not continue but if funding ceases we will be required to review staffing in line with revised budgets

26. Recommending to adopt this Strategy has no identified risks that would need to be mitigated or managed but areas of concern include the

discontinuing of both the RSI funding and FHSG funding from central government

Financial Implications

27.   Adopting the homeless strategy and delivering the five priorities can be delivered within the existing and approved Housing revenue general budget and awarded grants.

Legal Implications

28.   Under the Homeless Act 2002, all local authorities must have in place a homelessness strategy based on a review of homelessness within its area. Failure to produce an up to date strategy will open us to legal challenge.

29.   The legal context for development of this strategy is set out in detail in appendix two. The proposed strategy is consistent with the Statutory guidance put out by the Ministry of Housing, Communities and Local Government in February 2018 and the Homeless Reduction Act 2017.

Conclusions

30.   It is requested that Cabinet recommend that Full Council approve the homeless strategy

Simon Hendey (Director - Housing and Commercial)

Report Author: Nicole Smith, Head of Housing Operations, nicole.smith@wiltshire.gov.uk, Tel: 01249 706567

26 September 2019

Appendices

Appendix 1 Homeless Strategy
Appendix 2 Homeless Data Review 2018
Appendix 3 National, Regional, Local context
Appendix 4 Initial informal consultation
Appendix 5 Formal consultation results
Appendix 6 Formal consultation results with comments
Appendix 7 Homeless Strategy EIA

Background Papers

None

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Homeless Strategy 2019-2024

Foreword

I am pleased to introduce Wiltshire Council's 5 year Homeless Strategy. The Council aims to work with those who are threatened with homelessness or who are homeless to help them secure and keep a home. This will require creativity, a wide range of services and effective, strong partnership working.

Due to being a large rural County we often find that there is not the right type and size and affordable housing in the right area to meet the needs of homeless families. The private rented sector has an important part to play in offering solutions to homelessness. We will continue to secure more affordable, decent homes and ensuring that the people moving into them have the resources and support to keep their home.

Homelessness can often be the symptom of a complex interaction between a person's specific, history and current situation and a range of structural and social factors that are often beyond their control. If we are to successfully help people avoid homelessness, we need to find new ways of addressing these root causes; poverty and disadvantage, unemployment, poor health, wellbeing and other barriers to securing a home.

We will build on existing services and continue to improve service delivery, forging new relationships with our partners and encouraging all to identify people who may be at risk of homelessness at the earliest opportunity. I would like to thank the many different organisations who have worked with us to develop this shared understanding of the issues we face, the role they can play in tackling homelessness and what our priorities and objectives should be for the future.

Councillor **Richard Clewer**, Chairman of the Housing Board and Cabinet Member for Housing, Corporate Services, Arts, Heritage and Tourism

Introduction

The Homeless Act 2002 places a statutory obligation on local authorities to undertake a review of homelessness in their area and develop and publish a strategy to prevent homelessness, based on the findings of the review

This is Wiltshire Council's first Homeless Strategy since the introduction of the Homelessness Reduction Act 2017 and takes into account new duties placed on Local Authorities. These new duties represent the biggest changes to homeless legislation in 20 years. The Act, requires a renewed focus on the prevention of homelessness, and effective partnership work with statutory, voluntary and third sector agencies. This ensures households' needs are met and that they are assisted and supported as they engage and work through their personalised plans.

This strategy has been informed by Wiltshire Council's Homelessness Review 2018 and Homeless Health Needs Assessment

This strategy is introduced into a context of unprecedented change, including the recent introduction of the Homelessness Reduction Act, public services facing significant financial challenges and social and housing welfare reforms including the introduction of Universal Credit and the freeze of work age benefits

The Ministry of Housing, Communities and Local Government formally, the Department for Communities and Local Government Association (DCLG) launched an investigation to examine the root causes behind homelessness, following reports suggesting homelessness was on the rise. In 2016, DCLG produced a report, identifying how roots into homelessness are complex, often associated with numerous factors including the economy, the housing market, as well as personal factors linked to the individual or the family.

The wider determinants associated homelessness such as social displacement, exclusion, criminality and the risk of exploitation offer further understanding of the 'push-pull' factors linked to homelessness. Homeless people are often living with a multitude of issues, which are both 'causes' and an 'effect' of the position that they find themselves in. The report notes that the impact of homelessness has a much wider impact than just housing as many health inequalities can be attributed to those people who have experienced or are homeless.

National context:-
- they are 3.2 times more likely to be admitted to hospital[i]
- 41% of homeless people report long term physical ill health compared to 28% of the general population[ii]
- life expectancy for those living on the streets is significantly lower than the general population, 47 years for men and lower for women.[iii]
- 40% with mental ill health & substance misuse[iv]

The financial cost associated with homelessness is substantial and is estimated to cost nationally around £ 1 billion a year, which is an average cost annually for each homeless person to the public purse of £26,000. It is therefore essential that we all work together to reduce homelessness as in Wiltshire it was estimated by the national audit office that the cost of homelessness is an estimated £6.5 million and this was a likely under-estimate due to hidden homelessness so it is important that we do all we can to address the causes and prevent homelessness

Defining Homelessness

The term homelessness is often considered to apply to those people 'sleeping rough'. Crisis defines Homelessness as follows:-

"Homelessness is about more than rooflessness. A home is not just a physical space, it also has a legal and social dimension. A home provides roots, identity, a sense of belonging and a place of emotional wellbeing. Homelessness is about the loss of all these. It is an isolating and destructive experience and homeless people are some of the most vulnerable and socially excluded in our society."

People become homeless for lots of different reasons. There are social causes of homelessness, such as lack of affordable housing, poverty, unemployment and life events that cause individuals to become homeless. For many, life events like a relationship breaking down, losing a job, mental or physical health problems, or substance misuse, can be the trigger. Being homeless can in turn make many of these problems even harder to resolve

In Wiltshire and nationally the main causes of homelessness are:

- Termination of Assured Shorthold tenancies
- Asked to leave by family and friends
- Relationship breakdown

Homelessness includes:

Statutory and threatened with Homeless: If an individual or household is accepted by a local authority as meeting the criteria set out in the Housing Act 1996 we would have a duty to provide suitable accommodation. Being threatened with homelessness applies to those who are at risk of losing their home within 56 days.

Hidden homelessness: These are individuals or households who do not have access to suitable housing, but who may be staying with friends or family and are often not known to services. This can also include those who have no recourse to public funds

Rough Sleeping: Rough sleeping are those who sleep or live on the streets and is the most visible form of homelessness. Many people who sleep rough will suffer from multiple health conditions, such as mental health problems and substance misuse and they are also in greater danger of violence than the general population

Local context

In Wiltshire we have a significant number of households who remain at risk of becoming homeless . As well as the traditional drivers of homelessness, the on-going impact of Welfare Reform, particularly the restriction in financial support for housing costs, has affected the ability of low income families to maintain their tenancies or source alternative accommodation within the County.

- Termination of private rented accommodation was the most common cause of homelessness in both Wiltshire (31%) and England (27%) (% of total accepted homeless cases)
- 77% of households in 2018 were in priority need due to having dependent children or expecting a child.
- 16% were accepted as homeless due to physical or mental health difficulties

- A decline in the number of families in temporary accommodation from 200 households in 2015 to 189 in 2018
- Homeless prevention and relief cases have increased in Wiltshire by 14% since 2014, when nationally they have noted a decline of 6%, which has led to a 45% reduction in homeless applications across the same period.
- 42% of social lettings were made to homeless applicants
- Our social housing sector is larger than many others in the south west at 14%
- 284 supported housing bed spaces were re commissioned during 2018
- Following implementation of our Rough Sleepers initiatives rough sleeping has reduced from 42 to 22 in 2018.
- We have a small private rented sector and rents are amongst the highest in the region. Local Housing Allowance levels (2 bed in Salisbury £623) are much lower than the median rent (£725) which makes finding affordable private rented accommodation difficult
- Our owner-occupied sector is larger than average and house prices are high. Average house price in Wiltshire in June 17 was £277,813.

Wiltshire's Strategic Vision

Wiltshire is a place where we all work together to strengthen our communities, to prevent and relieve homelessness and rough sleeping

Our Aims:

Homelessness: Working together to help prevent homelessness and where homelessness cannot be avoided help people secure and keep a suitable home

Rough Sleeping: Working together to help reduce the number of people who are rough sleeping

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This strategy sets out how Wiltshire Council and our partners will address the challenges identified through preventing homelessness and assisting homeless households to find affordable and sustainable housing solutions

In order to achieve these aims the strategy will be delivered through five priorities

1. To reduce rough sleeping
2. To identify and prevent homelessness at the earliest possible stage
3. To ensure services are designed to prevent homelessness and support those who are homeless.
4. To ensure those who are threatened with homelessness or who are homeless can secure and keep a suitable home.
5. To maintain effective strategic direction and partnership working

Each priority is supported by actions to enable the priorities to be achieved. Monitoring this action plan regularly will make it easier to update, in the light of potential changes in national, regional and local policy and means we will be able to respond appropriately. We will review these actions through a multi-agency forum who will take joint responsibility for the success of this strategy.

Priority 1 To reduce rough sleeping					
Headline Indicator: Number of people rough sleeping					
Action	**Outcome**	**Responsibility**	**Update**	**Timescale**	
1 Promote street link to help identify those rough sleeping, including a digital video campaign www.streetlink.org.uk	Rough sleepers identified in real time and engaged with more quickly. Community made aware of services available to rough sleepers	Rough Sleeping Team Leader & (Public Protection)		On-going Nov 19	Started
2 Increase street outreach and develop a resettlement support service to provide on-going support to the most vulnerable	People get help quicker, before their problems escalate and creates an early warning service for those experiencing difficulties. Everyone will have a clear personal housing plan	Homeless Prevention and Advice Manager		Dec 19	Started
3 Work with our partners to increase access to health services and support rough sleepers to access those health services including GP referrals for mental health support. Potential creation of health drop in services. Ensuring that all rough sleepers will have the opportunity to access to health services	All rough sleepers will be provided with access to health care which will reduce the health risks of rough sleepers and improve health and well-being leading to increased resilience and ability to recover from rough sleeping	Public Health Consultant	Potential GP Salisbury, is exploring opportunities to join up health-related support/advice to this community and will meet with the RS operational group.	Dec 2020	Started
4 Develop appropriate person-centred support to address substance misuse as well as public health initiatives -e.g. smoking cessation, diet, exercise screening vaccinations etc	People are empowered to build their self-sufficiency and reduce their reliance on services Rough sleepers take up appropriate support packages to help improve their health	Public Health Consultant		Dec 2020	Started

5 Develop a co-ordinated approach to tackling street Anti Social Behaviour activity associated with rough sleeping, such as begging, street drinking and drug taking, supporting as required but as a last resort taking enforcement action against individuals or groups who persist in such behaviour.	Well co-ordinated interventions minimise the risk that a vulnerable person may disengage from existing support, as a result of enforcement action Reduction in concentrated anti-social behaviour on the streets which is often wrongly associated with rough sleeping	Public Health Director, Housing Director and Wiltshire Police		Dec 2020	Started
6 Produce wallet sized information leaflet for community and agencies giving advice on what to do if they meet rough sleepers	Agencies have better knowledge of what services are available and how to access them	Rough Sleeping Partnership		Nov 2019	Started
7 Produce wallet sized information leaflet for rough sleepers on services available to them	Rough sleepers will have information on services and support directly available	Rough Sleeping Partnership	Information is currently being pulled together to assist with the development of this leaflet	Nov 2019	Started
8 Asset mapping to better understand community resources and build relationships	All those working together to prevent and address homelessness better able to coordinate activity and avoid duplication	Service Development and Strategy Manager	Information starting to be collected.	April 2020	Work not yet commenced
9 Explore the potential to develop a Housing first model	Accommodation will be available in advance of support packages to enable support to be more effective	Director of Housing / Head of Operational Housing		April 2020	Work not yet commenced
10 Review long term funding model for services currently utilising RSI funding	High priority services for rough sleeping to continue	Head of Operational Housing		April 2020	Work not yet commenced

11 Develop an accommodation pathway for rough sleepers based on move on provision or shared accommodation across the county.	To provide an increase in accommodation options for rough sleepers to help them regain their independence and a suitable home.	Homeless Prevention and Advice Manager		Dec 2020	Started
12 To work with our supported housing providers on issues such as removing barriers to housing, such as debt, lack of engagement & tenancy management as well as being tenancy ready	Rough sleepers are able to move into their own home and be able to manage their home long term, ensuring a robust process to remove barriers for re housing and create positive move on plans	Rough Sleeping Team Leader		June 2020	Started
13 Increase our help and support to help known prolific rough sleepers off the streets by tailoring our approach and fully engaging to make available the support they need. For those who do not want to accept our help we will work with the police and other agencies to manage these individuals.	Reduce rough sleeping and an improved offer for prolific rough sleepers Not accepting rough sleeping as a choice	Head of Operational Housing		Feb 2020	Started
14 Deliver Severe Weather Emergency Provision (SWEP) in line with MHCLG guidelines	Ensure rough sleepers have accommodation during extreme cold weather, and that nobody will sleep out rough during these periods	Homeless Prevention and Advice Manager		April 2020	Started
15 Organise and report quarterly counts of rough sleepers as well as the annual rough sleepers count	Improve intelligence on known rough sleepers	Homeless Prevention and Advice Manager		Nov 2019	Started

Action	Outcome	Responsibility	Update	Timescale	
16 To produce annual communication to the public late Autumn to confirm what they can do to assist Rough Sleepers	Prevent excessive collection of bedding and other items. Create targeted requests for public support Engage and strengthen the support provided by communities in Wiltshire to help rough sleepers	Rough Sleeping Team Leader		Oct 2019	Started
17 To consider the long term use of The Haven (8 bed winter provision) and how this can be funded	Increase provision of move on or temporary accommodation, ensuing it is provided in the right localities in Wiltshire	Head of Operational Housing		May 2020	Started

Priority 2 To identify and prevent homelessness at the earliest possible stage					
Headline Indicator: Increase in homeless prevention and relief figures					
Action	**Outcome**	**Responsibility**	**Update**	**Timescale**	
1 Early identification of suitable private lets through improved workings with Local Landlords and letting agents	More private rented housing available to help people avoid homelessness	Accommodation Options Officer		Dec 2019	Started
2 Provide coordinated financial skills and financial advice and debt advice services, with a focus on up skilling single young people in budgeting and maximising income following sign up to a Wiltshire Council property	Young people taking a tenancy will have received advice on maximising their income and advice in managing their finances	Housing Income Manager		June 2020	Work not yet commenced

Action	Outcome	Responsibility	Update	Timescale	
3 Promote affordable savings and low cost finance by promoting the credit union	Customers will be able to draw upon affordable loan arrangements to help at times of crisis or financial difficulty as well as people being encouraged to save to provide the up-front costs they face to avoid homelessness or have access to low cost finance	Housing Income Manager		June 2020	Work not yet commenced
4 Provide tailored support to prevent homelessness and sustain accommodation, including joint working with the Children Services FACT project and Council tax and benefit servces to ensure services are designed around the needs of families	Multi agency pathway models will be established, so that those threatened with homelessness will receive a one council service to meet their needs	Homeless Prevention and Advice Manager/ Julian House / Director of Adult Care/ Director of Children Services		April 2020	Started
5 Review and improve our webpages to ensure effective on-line advice is provided	Create independence for applicants to try and resolve problems at an early opportunity by accessing help at the right time	Housing Options Team Leaders		Feb 2020	Started

Priority 3 To ensure services are designed to prevent homelessness or support those who are homeless					
Headline Indicator: Reduction in statutory homeless decisions and increase in preventions					
Action	Outcome	Responsibility	Update	Timescale	
1 Improve the identification of the needs of vulnerable people through a personalised multi agency approach, embedding homeless prevention into	Assessment of vulnerable adults would be improved, particularly those with complex needs. Creating a secure passage for homeless people following hospital or prison discharge	Head of Operational Housing		April 2021	Started

the work plans of social care, health, criminal justice and housing partners					
2 Research to better understand customer journey to inform service design	Services will be designed around customers' needs	Head of Operational Housing		April 2021	Work not yet commenced
3 Create new protocols with housing providers to ensure referrals are made at an early stage for those at risk of homelessness	Those threatened with homelessness are identified and helped at the earliest opportunity	Homeless Prevention and Advice Manager		April 2020	Work not yet commenced
4 Refresh hospital discharge procedures to ensure early identification of housing need upon admission	Nobody is made homeless when discharged from hospital	Homeless Prevention and Advice Manager / Housing Options Team Leader Head of Service – Hospitals ASC		May 2020	Work not yet commenced
5 Adopt a more collaborative approach to ensure agencies are able to provide effective information on prevention services and adhere to the new duty to refer those who may be at risk of homelessness	Early intervention and prevention of homelessness, to ensure that households threatened with homelessness are referred by agencies as soon as possible.	Housing Options Team Leader		Oct 2019	Started
6 Work closely with partners in the criminal justice sector through Multi	Those people who are supported by the criminal justice system are	Homeless Prevention and Advice Manager		April 2020	Started

agency risk assessment conference (MARAC), and Multi agency public protection arrangement (MAPPA), Through the Gate, ᵛIntegrated Offender Management (IOM) and National Probation Service to provide appropriate support	adequately assessed and helped into an appropriate home	and Housing Options Team Leader			
7 To develop an on-line directory of services and easy to understand pathways to ensure all agencies that may come into contact with an individual who is at risk of homelessness are able to signpost confidently and effectively to prevent homelessness occurring	Homeless or those threatened with homeless are helped to find the most appropriate and best advice and support as soon as possible and receive consistent and constant support.	Homeless Prevention and Advice Manager		May 2020	Work not yet commenced
8 To deliver a multi agency approach to safeguarding vulnerable households who approach as homeless	Maintain and improve the safety of vulnerable clients	Housing Options Team Leader		April 2021	Started
9 To agree a referral process to Wiltshire' Fire Service for a safe and well check when any client is referred to temporary or supported accommodation	Improve customer safety	Homeless Prevention and Advice Manager / Wiltshire fire and Rescue		April 2020	Work not yet commenced

| 10 To introduce a form of mystery shopping to better understand the experiences of customers who approach for housing assistance | Improved learning and better understanding of customer experience and service quality improved | Homeless Prevention and Advice Manager | | July 2020 | Work not yet commenced |
| 11.To seek a peer review of services and consider applying for NHAS gold standard | Delivery of best possible service for customer who are homeless or threatened with homelessness. | Homeless prevention and advice manager | | March 2021 | Work not yet commenced |

Priority 4 To ensure those who are threatened with homelessness or who are homeless can secure and keep a suitable home					
Headline Indicator: Increase in affordable homes across Wiltshire					
Action	**Outcome**	**Responsibility**	**Update**	**Timescale**	
1 Increasing supply of sub market private rented housing via the Council's local housing company and local development company	More affordable private rented sector properties available for homeless households with better support arrangements for homeless	Director of Housing	LHC approved at cabinet Jan 19	April 2021	Started
2 Explore options with local lettings agency to advertise private rented sector property via Home4wilts	Cost effective solution for small landlords to let their properties through the Council	Homeless Prevention and Advice Manager / Homes4Wiltshire Manager		April 2021	Work not yet commenced
3 Maximise opportunities on the delivery of affordable housing through planning opportunities	Increase the number of new affordable homes delivered across Wiltshire in line with Core Strategy targets	Service Development and Enabling Manager / Housing Assets Manager	Currently on course to achieve Core Strategy targets for 2018/19.	April 2021	Started
4 Identify the incentives that agents and landlords will require to offer homes	More households threatened with homelessness are able to secure a home in the private rented sector.	Accommodation Options Officer and Homeless		May 2020	Work not yet commenced

to households who are threatened with homelessness		Prevention and Advice Manager			
5 Provide move on accommodation from emergency accommodation using a 3 bed property owned by Wiltshire Council	More move on accommodation for people who had been rough sleeping	Head of Operational Housing		Dec 2020	Started
6 Develop the temporary accommodation offer by reviewing the Council's leased accommodation	Best possible temporary accommodation provided for households who are homeless.	Head of Operational Housing and Homeless Prevention and Advice Manager		June 2020	Work not yet commenced
7 Review the shared care leaver accommodation pilot and determine need to expand with other providers by developing an appropriate framework for this service	Achieve positive outcomes for young care leavers and improve move on into independent accommodation Increase the range of suitable housing for care leavers who may have been homeless.	Head of Operational Housing		Oct 2019	Started
8 Review the use and access to discretionary housing payments to ensure these are able to be quickly deployed and support homeless prevention and the duties contained in the homeless reduction act	Maximise the use of DHP to help prevent homelessness Maximise customers income to help them avoid homelessness	Accommodation Options Officer and Head of Housing Benefit		Dec 2019	Started

Priority 5 To maintain effective strategic direction and partnership working					
Headline Indicator: Homeless forum meetings					
Action	**Outcome**	**Responsibility**	**Update**	**Timescale**	
1 Establish multi-agency forum to manage strategy action plan delivery	Effective multi-agency forum to hold each other to account in the delivery of the homeless strategy and action plan All organisations in Wiltshire working to address homelessness supporting and delivering the homeless prevention strategy	Head of Operational Housing		Nov 2019	Work not yet commenced
2 Provision of training for volunteer organisations	Free training packages for voluntary organisations that are members of the homeless forum that provide services to people who are threatened with homelessness or who are homeless. Voluntary organisations are able to expand the services they provide to homeless customers in a safe way.	Housing Options Team Leader		May 2020	Started
3 Support for external funding bids to deliver the strategy	External charitable funding secured for services provided by voluntary organisations, ensuring that services are maintained or expanded.	Homeless Prevention and Advice Manager		April 2020	Work not yet commenced
4 Making sure there is an agreed approach to assessing housing needs and homelessness with Children Services and Adult Social Care	To ensure where no housing duty is owed that applicants are dealt with under social services legislation supported by housing.	Head of Operational Housing		April 2021	Started

5 Continue to monitor, review and provide joint training where necessary on the 16/17 joint protocol between housing and children services	Improved joint working and positive experience for 16/17 year olds	Homeless Prevention and Advice Manager		Dec 2019	Started
6 Promote more joined up working with health, prison and probation services to prevent homelessness on discharge or release	Reduce approaches following an unplanned discharge from prisons, approved premises and hospitals	Housing Options Team Leader		June 2020	Work not yet commenced
7 In light of the Army Rebasing 2020 scheme, establish a multi agency partnership in the South with the MOD	To enhance the housing support offered to those leaving the armed forces	Housing Options Team Leader		June 2020	Work not yet commenced
8 Establish regional homeless service best practice group with Neighbouring local authorities	Shared good practice	Head of operational housing		April 2021	Work not yet commenced

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[i] DOH 2012,

[ii] Leng G LGA Audit

[iii] Thomas 2012

[iv] DCLG 2012

[v] 'Through the Gate' services are resettlement services for offenders who have served sentences of 12 months or more

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Wiltshire's Homeless Data Review 2018 - 2019

Home as a main setting for health

PHYSICAL HEALTH AND WELL-BEING

MENTAL HEALTH AND WELL-BEING

ACCESS TO SERVICES AND OPPORTUNITIES

SOCIAL CONNECTIONS AND INCLUSION

Source CIEH 2015
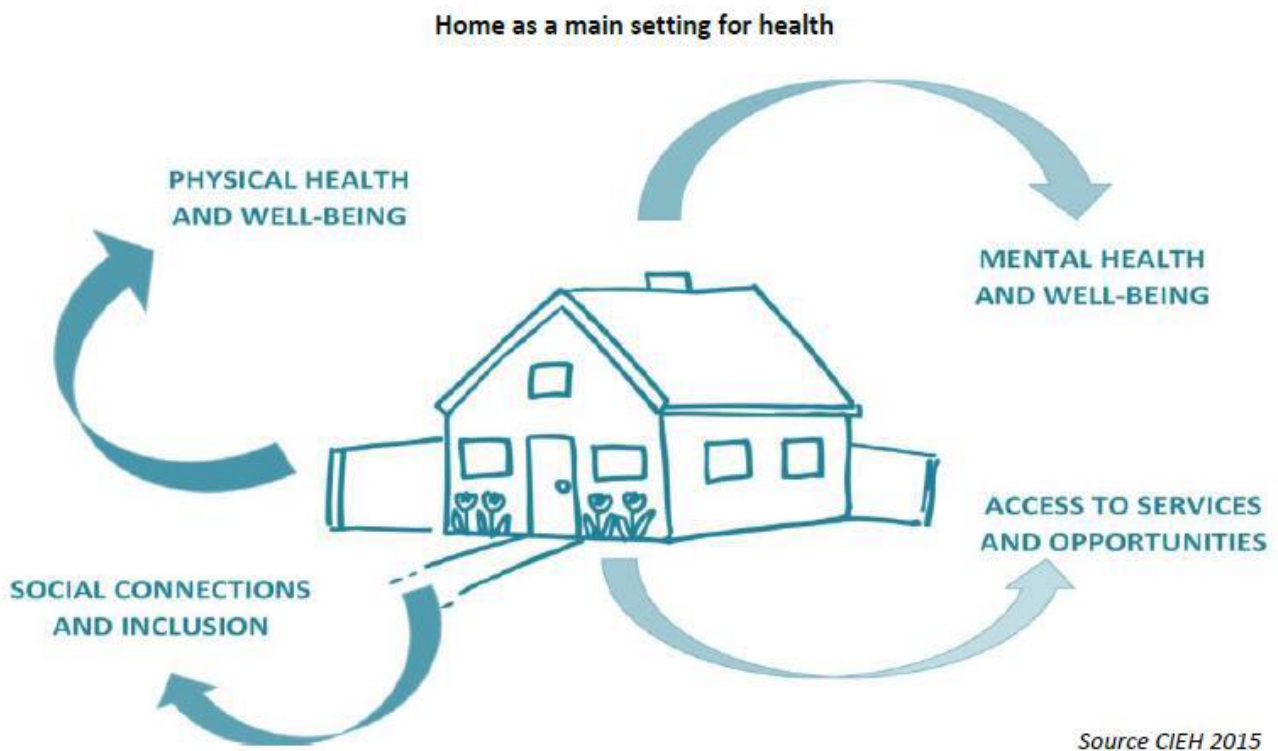
Homelessness has serious health implications for both individuals and populations. Homelessness is not just a housing problem; it can be caused by a multitude of social, individual and economic factors (Fitzpatrick, 2000)

Wiltshire Council
Where everybody matters

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Homelessness Review for Wiltshire
Evidence Base Summary & Initial Analysis

1.0 Purpose

This year we are carrying out a review of homelessness in Wiltshire, and producing a new Homelessness Strategy in 2019. The new strategy will set out how we plan to prevent homelessness, and working with partner organisations across Wiltshire deliver services that provide the right accommodation and support that those facing homelessness need.

When developing a new homeless strategy, Local Authorities should carry out a review of homelessness in its County. The Homelessness Review is a detailed evidence base that looks at information, statistics and central and regional government policy to identify the key homelessness issues, and gaps in our current provision. It will inform the early development stage of the Homelessness Strategy 2019-24.

2.0 Context

This paper draws on data from a range of local and national sources. Comparisons are made with neighbouring housing authorities as well as the South West region and England as a whole. Data relating to the four previous financial years is used for the purpose of identifying recent trends.

This review comes at a time when the extent of homelessness across England is increasingly challenging. The term 'homeless' includes those who are statutory homeless, people who are rough sleeping and sofa surfers. At any one time there are as many as 4,750 people rough sleeping on the streets of England, and more than 78,000 households and over 120,000 children in Temporary Accommodation. In addition, there are believed to be high numbers of 'hidden homeless' people who are housed by family and friends in difficult and changing circumstances but are not always captured as part of official figures.[1]

Homelessness has increased nationally and since 2010 the numbers of households in temporary accommodation has increased by more than 60%, since March 2011 the number of people who sleep rough has risen by 134%. Underpinning these upward trends are the various causes of homelessness of which, the most important remains the supply and affordability of decent housing in the South of England. Wiltshire has not been immune to these national developments. Wiltshire's recorded street count of people who are sleeping rough, has continually risen from 9 in 2014 to 42 in Sept 2018, however following the implementation of our Rough Sleeper Initiatives to reduce rough sleeping in Wiltshire we achieved a reduction in the number of rough sleepers from 42 to 22 during our rough sleeper estimate in November 2018. We have also seen an increase in prevention and relief and a gradual reduction in both temporary accommodation and homeless decisions which is against national trends.

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[1] The Guardian (2018) Rough sleeper numbers in England rise for seventh year running 11 May 2018

3.0 Definition of Homelessness

The term homelessness is often considered to apply to those people 'sleeping rough'. So, we have set out below what we mean by homeless and who we include in the definition.

Crisis defines Homelessness as follows:-

"Homelessness is about more than rooflessness. A home is not just a physical space, it also has a legal and social dimension. A home provides roots, identity, a sense of belonging and a place of emotional wellbeing. Homelessness is about the loss of all these. It is an isolating and destructive experience and homeless people are some of the most vulnerable and social excluded in our society."

Homelessness includes:

Statutory and threatened with Homeless: If an individual or household is accepted by a local authority as meeting the criteria set out in the Housing Act 1996 we would have a duty to provide suitable accommodation. Being threatened with homelessness applies to those who are at risk of losing their home within 56 days.

Hidden homelessness: These are individuals or households who do not have access to suitable housing, but who may be staying with friends or family and are often not known to services. This can also include those who have no recourse to public funds

Rough Sleeping: Rough sleeping is those who sleep or live on the streets and is the most visible form of homelessness. Many people who sleep rough will suffer from multiple health conditions, such as mental health problems and drug misuse and they are also in greater danger of violence than the general population

People become homeless for lots of different reasons. There are social causes of homelessness, such as lack of affordable housing, poverty, unemployment and life events that cause individuals to become homeless. For many life events like a relationship breaking down, losing a job, metal or physical health problems, or substance misuse can be the trigger. Being homeless can in turn make many of these problems even harder to resolve

In Wiltshire and nationally the main causes of homelessness are:

- Termination of Assured Shorthold tenancies
- Asked to leave by family and friends
- Relationship breakdown

However, these reasons are only the trigger for people to seek assistance, and not the underlying issues that have caused the crisis to build up in the first place. For many people, there is no single event that results in sudden homelessness, it is normally due to a number of other unresolved factors that have built up over time and individuals can arrive at the point of homelessness after a long chain of other life events.

Supply of affordable housing - House of Commons briefing paper (Wilson and Barton, 2016) identified the overall supply of affordable housing as a key 'structural' factor. There are now over one million fewer homes owned by local authorities and housing associations, then in 1977. Consequently, this limits local authorities' ability to house homeless families and those families in need.

Poverty - Common risk factors associated with homelessness are unemployment or working in very low-skilled and/or unstable employment; Joseph Rowntree Foundation review (2014) highlighted how the poverty people faced was further complicated by additional requirements for support e.g. mental and/or physical ill health, as well as various forms of marginalisation. Homeless people and those formerly homeless were identified as facing further barriers regarding accessing and retaining employment which included: lack of stable housing, work disincentives associated with the welfare benefits system, vulnerabilities and support needs, low educational attainment, limited or no work experience, low self-esteem and employer discrimination.

Psychological Understanding - Understanding the psychological relationship with homelessness remains significant. Mental health issues are further exacerbated and linked with economic, social and health depreciation. research further shows there are high levels of childhood abuse and neglect in homeless communities, which is linked to attachment problems and difficulties in dealing with emotions, which in turn are linked with substance misuse and the anti-social behaviours which lead to tenancy breakdown. strong correlation between the extent of neglect and trauma experienced in childhood and the severity of disadvantage then experienced in adulthood

Lifecycle transitions - Research supports an increased risk of homelessness and lifecycle transitions. Key transition points include; adolescence, leaving education, the parental home or a care institution, including prisons, hospital, mental health institutions and foster care; Many people deinstitutionalised, will not have a family home to return to, may have lost their home during their care/stay or unable to find suitable new housing. They are also vulnerable to social exclusion, which can further exacerbate the risk of homelessness

4.0 Current levels of homelessness

Homelessness has been on a steady upward trend in England since 2009/10. Homeless applications have increased by 30% in England since 2009/10 from 89,000 to 115,590 in 2016/17

In Wiltshire, statutory homeless decisions have dropped sharply (by 45%) since a spike in 2014/15 which was in part due to the MOD rebasing and discharge programme. Regionally, homeless acceptances have increased by 4% in comparison to 2014/15. 'Other' decisions on homeless applications (homeless but not in priority need or homeless intentionally) in Wiltshire increased by 2% between 2014/15 and 2017/18. By comparison, such decisions declined by 9% in England.

Table 1: Homelessness in Wiltshire

Year	Total Homeless Decisions	Those in Priority Need	Intentional	Non priority	Not homeless	Acceptance Rate
2014-15	542	437	40	16	0	81%
2015-16	386	285	33	23	0	74%
2016-17	354	269	48	12	0	76%
2017-18	356	249	53	16	0	70%
2018 -19 (Qtr 1 & 2)	71	51	7	12	1	71%

The Homeless Reduction Act came into force on 1st April 2018 and you will see from the first two quarters of 2018/2019 that it has had a signifcant impact on the amount of homeless cases that has required a formal S184 decision. Taking the first two quarters of 2017/2018 as an average we would have made 178 S184 homeless decisions compared to only 71 in 2018/2019. It is however far to early to draw upon any conclusions as the process has significantly changed and we need to see this change embedded before we can analyse the true impact of this Act.

Graph 1: Homelessness decisions and acceptances in Wiltshire
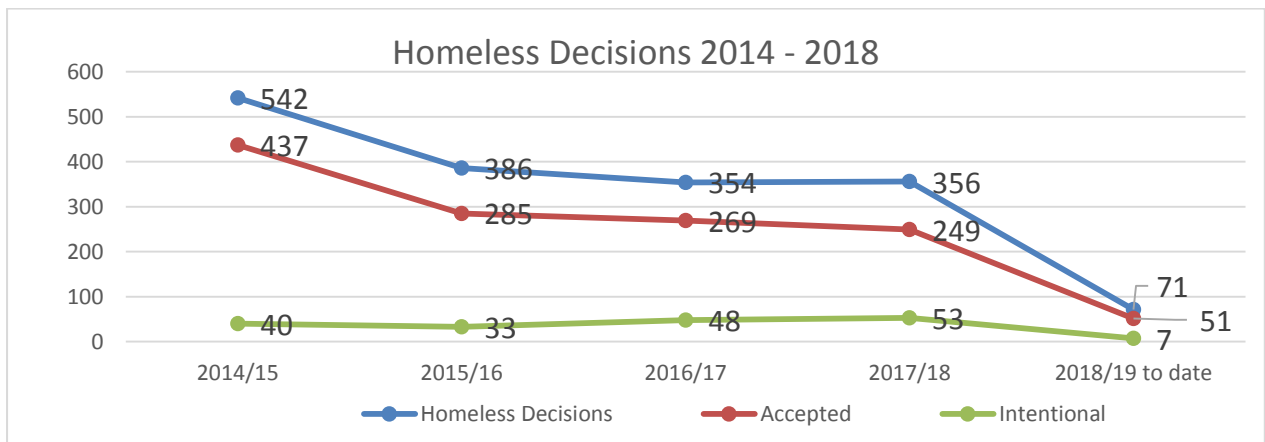
Graph 2: Homeless acceptances per 1,000 households

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Table 2: Regional comparison: homeless acceptances 2014-15 to 2017-18

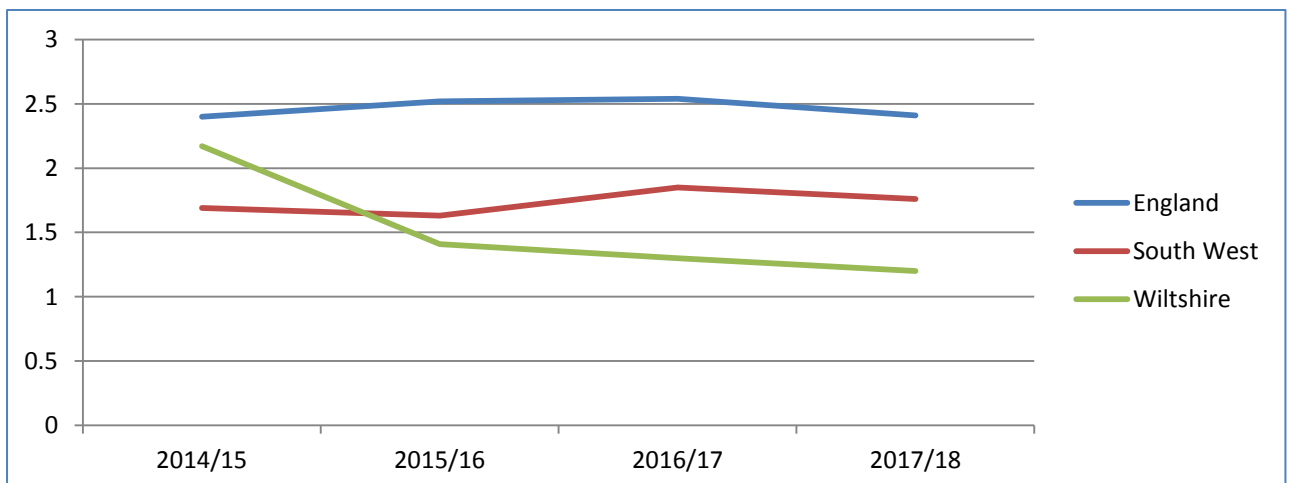| Local Authority	Homeless Acceptances Per 1,000 Households[2]		
	2014-15	2017-18	Change
BANES	0.64	1.09	+70%
Cotswold	0.78	0.68	-13%
South Glos	1.63	1.27	-22%
South Somerset	2.76	2.10	-24%
Swindon	1.77	1.20	-32%
Wiltshire	2.17	1.20	-45%
Mendip	1.20	0.35	-71%
South West	1.69	1.76	+4%
England	2.40	2.41	0%

So when we look to breakdown those who have been accepted as homeless, just over three quarters (77%) of households in Wiltshire in 2017/8 were classified as being in priority need due to having dependent children or on grounds of pregnancy. This was slightly higher than the national average of 72%. 16% were accepted due to physical or mental health difficulties and nationally this figure was 18%.

Table 3: Priority need categories, Wiltshire

Year	Dependent children	Pregnancy	Physical health or Disability	Mental health or disability	Violence	Age 16 / 17	Custody	Older Age
2014-15	375	27	28	7	0	0	0	0
2015-16	240	22	17	6	0	0	0	0
2016-17	211	18	21	13	0	0	0	6
2017-18	188	13	22	18	8	0	0	0
2018 -19 (Qtr 1 & 2)	42	4	3	0	0	1	1	0

Table 4: Household profile of applicants accepted as homeless in Wiltshire

Year	Couple with dependent children	Lone parent household with dependent children		One person household		All other household groups	Total
		Male Applicant	Female Applicant	Male Applicant	Female Applicant		
2014-15	166	5	180	35	0	16	437
2015-16	79	26	126	23	10	0	285
2016-17	73	13	136	27	11	9	269
2017-18	68	10	118	28	15	10	249
2018 -19 (Qtr 1 & 2)	16	0	27	6	2	0	51

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[2] Please note that some of the numbers involved in this section are relatively low. For example, Cotswold accepted a duty to only 26 households during 2017-18.

Graph 3: Age profile of applicants accepted as homeless, Wiltshire
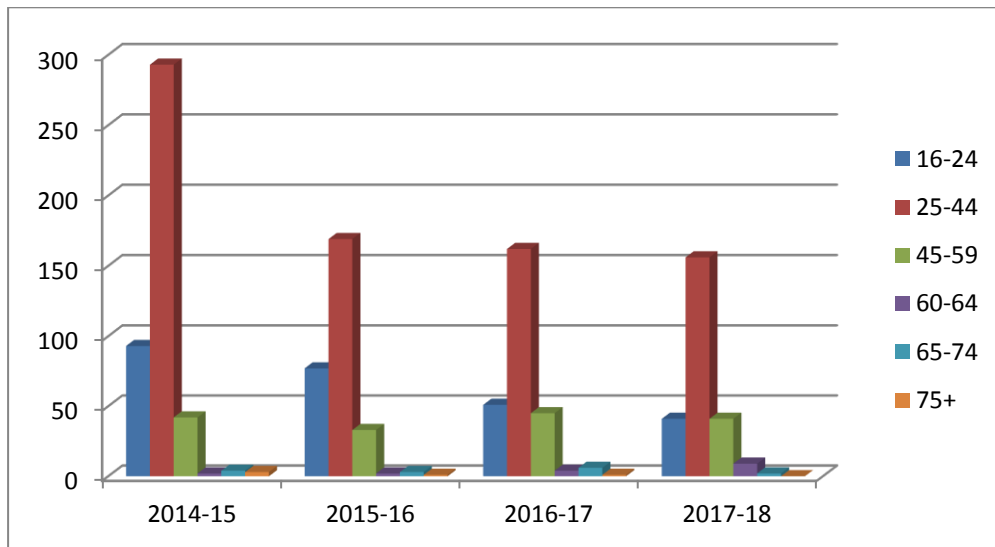
Given that the majority of homelessness applications are made by households including a pregnant female or with dependent children, the demographic profile of the county is likely to impact as although Wiltshire has an ageing population in 2016 the number of females aged 20-39 in Wiltshire was well below the national average.
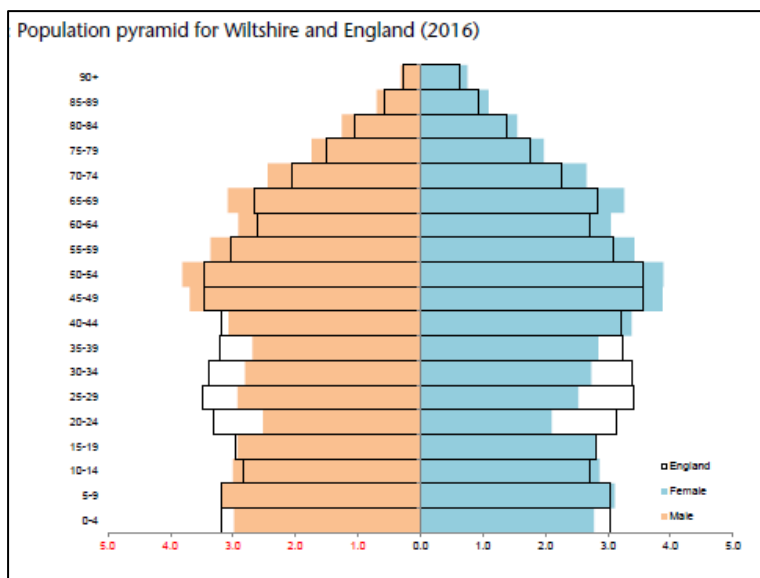
Table 5 below details the ethnic profile of applicants accepted and statutorily homeless in Wiltshire. Comparing these figures with recent population data (Wiltshire Council, 2017), homelessness rates are disproportionately higher amongst black and minority ethnic groups. Government statistics show that this is a matter of concern that extends beyond the county boundary.

Table 5: Ethnic profile of applicants accepted as homeless in Wiltshire

|	2014-15	2015-16	2016-17	2017-18	2018-19 (QTR 1+2)
White	384	255	241	216	45
Black or Black British	47	14	16	22	6
Asian or Asian British	5	9	--	--	--
Mixed[1]	-	5	--	--	--
Other ethnic origin	-	-	10	--	--
Ethnic Group not Stated	-	-	--	--	--
Totals	437	285	269	249	51

4.1 Reasons for statutory homelessness

Termination of an assured shorthold tenancy was the most common cause of homelessness in both Wiltshire (31% of total acceptances) and England (27%) in 2017/18. This cause of homelessness has grown significantly since 2009/10. In Wiltshire in the last quarter of 2017 and the first quarter of 2018 it was again the most common reason for loss of previous settled accommodation, although down on the previous year. At a national level, it appears to be in decline and in Q1 2018 it was overtaken by parents, friends or other relatives no longer willing or able to accommodate as the main driver of homelessness.

Table 6: Reasons for homelessness, Wiltshire

Primary reason	2014-15	2015-16	2016-17	2017-18	2018-19 Qtr 1&2
Parents no longer willing to accommodate	41	57	36	27	7
Other relatives / friends no longer willing to accommodate	32	18	30	34	2
Non-violent relationship breakdown	54	40	39	40	7
Violence	21	26	24	15	2
Harassment	0	0	0	0	1
Mortgage Arrears	0	0	6	0	0
Rent arrears	0	0	5	0	3
Termination of AST	210	119	92	87	24
Loss of rented accommodation other	10	18	17	11	1
Left institution	0	0	0	6	3
Left HM Forces	69	7	20	22	1
Other	0	0	**0**	7	0

4.2 Temporary Accommodation

The number of households in temporary accommodation in England continues to grow and stood at 3.4 per 1,000 households during 2017/18. 68% of these households are living in temporary accommodation in London. In Wiltshire, 0.45 per 1,000 households were in temporary accommodation in 2017/18, down from 0.53 in 2014/15.

Graph 4: Households in temporary accommodation, Wiltshire
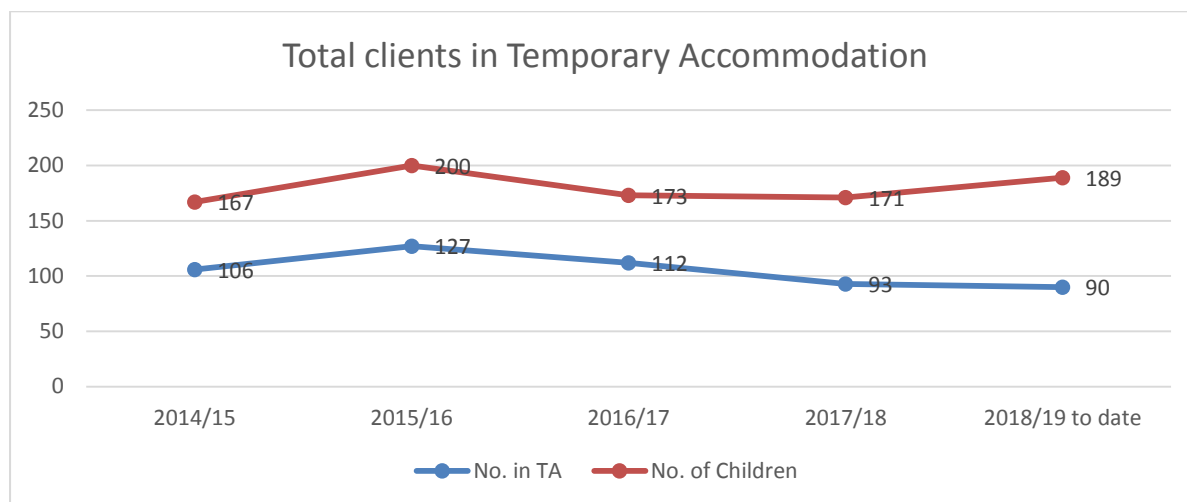
Table 7: Total clients and children in Temporary Accommodation

Year	Number of households	Number of children
2014-15	106	167
2015-16	127	200
2016-17	112	173
2017-18	93	171
2018 -19 20th Nov 2018	90	189

Table 8: Temporary Accommodation Provision in Wiltshire

Type	Hostel Bed / Room	One-bed	Two-bed	Three-bed	Four-bed	Total
Private Registered Provider		2	24	3		29
Private Sector Leasing		7	30	8	1	46
Local Authority	4 (including 1 x crash pad)	28				32
Totals	**4**	**37**	**54**	**11**	**1**	**107**

4.3 Supported Accommodation

The local authority funds services for homeless people with support needs falling into the following categories: high risk offenders, single homeless people, young parents and young people. Floating support is also provided to households living in temporary accommodation. Supported housing is generally provided in furnished hostels, shared

houses and self-contained accommodation. Each service employs trained staff to support clients to develop their independence and tenancy management skills and to move on to longer-term accommodation. Support levels vary according to client need. The support period is up to two years and in exceptional circumstances the provider can request an extension to this period where the client needs this.

Public Health also commission 28 refuge units (11 in Salisbury, 7 in Devizes, 5 in Chippenham and 5 in Corsham) and10 self-contained flats comprising *places of safety* (6 in Trowbridge, 4 in Chippenham).

The Places of Safety prioritise:

- Families with male children of 16 and over who would not be accommodated in the refuges
- Male victims of DA
- Where there is chaotic behaviour
- Where there is a high care need and a domiciliary care package
- Couples fleeing honour based violence
- Where ethnic / cultural reasons suggest this would be best e.g. specific cooking facilities needed
- Same sex couples fleeing abuse

The provision of supported housing units is made up as follows:

Graph 5: Supported Accommodation across Wiltshire

Supported Accommodation Units

Single Homeless: 120
High Risk Offenders: 15
Young Parents: 14
Young People: 97
Safe Places: 38
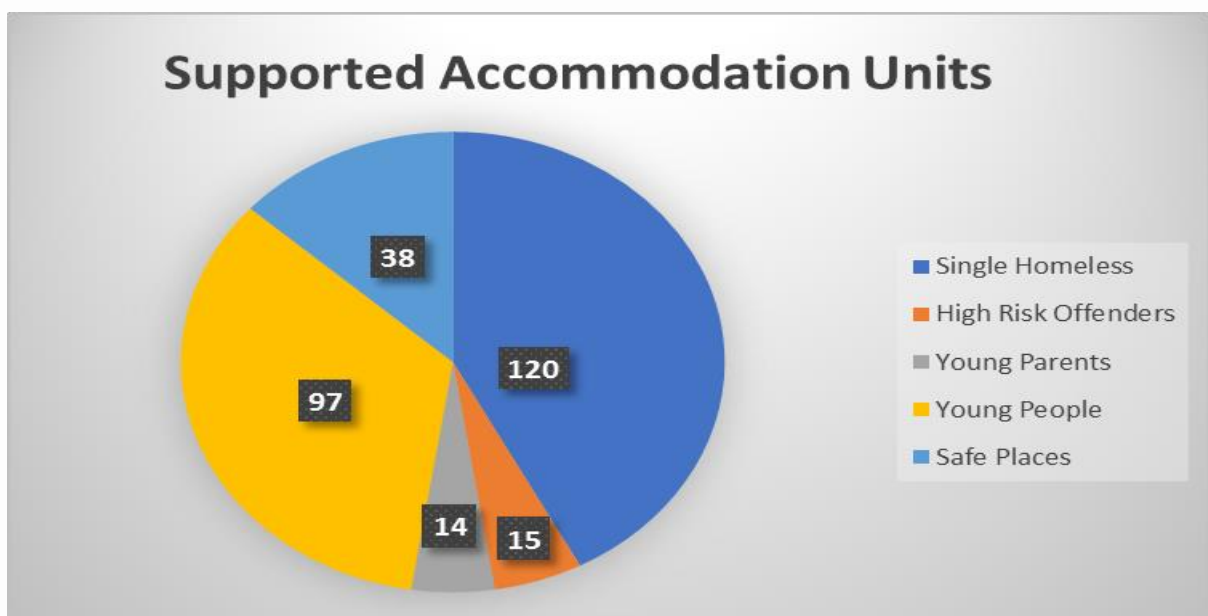
4.4 Accommodation for Persons with a Learning Disability

It is extremely rare for a person known to the local authority with a diagnosis of a learning disability to become homeless. This is because their care is overseen by a care manager (qualified social worker). Support providers notify the authority if there

is a risk of a placement breaking down and measures are taken to prevent homelessness. The local authority has statutory duties towards this client group under the Care Act 2014. It is possible that a person with a diagnosis of a learning disability who is not known to the local authority may become homeless. In this instance the housing department refers the person concerned to the Community Team for People with Learning Disabilities for assistance.

4.5 Accommodation for Persons with Severe Mental Health Problems

The supported housing schemes outlined above will often accommodate persons with mental health difficulties. Mental health problems can also co-exist alongside other difficulties such as a learning disability. Sometimes, and for a variety of reasons, mental health issues are undiagnosed.

Persons with severe mental health problems who become homeless may be able to access specific supported housing schemes.

5.0 Rough Sleeping

Rough sleeping is the most visible form of homelessness and the most damaging. It can cause significant harm to individual physical and mental health and general well-being as well as reduced life expectancy. Rough sleeping and the street-based behaviour often associated with it, such as begging, street drinking and other forms of antisocial behaviour are also highly damaging to communities.

We believe that nobody should be sleeping on the streets and with appropriate support and suitable placements to ensure there is a route off the streets for everyone.

Our Aim for Rough sleeping is:

"Working together to help reduce the number of people who are rough sleeping"

Contrary to the national trend, Wiltshire recorded a drop in rough sleeping between 2015/16 and 2016/17. However, our Rough Sleeper count in 2017 and Sept 2018 recorded a marked increase in Wiltshire, and following the implementation of our Rough Sleeper initiatives we recorded a drop in Rough Sleepers across Wiltshire at only 22 in November 2018.

Table 9: Rough Sleeping in England

Autumn of:	Wiltshire	South West	England
2014	9	362	2,744
2015	23	509	3,569
2016	18	536	4,134
2017	31	580	4,751
2018 (Sept)	42	Not yet known	Not yet known
2018 (Nov)	22	Not yet known	Not yet known

In Wiltshire both in 2017 and 2018, the majority of rough sleepers were male UK nationals over the age of 25 years, which is consistent with the national picture, however we have seen a gradual increase in the number of women rough sleeping, and a high percentage of women rough sleepers have been in a relationship with another rough sleeper.

Table 10: Profile of Nov 2018 rough Sleeper Count (Nov 18)

	Under 18	18-25	Over 25	Age unkown	Total	Uk national	EU citizen	Non EU national	Total
Women	0		6	1	7	6	1	0	7
Men	0	1	12	2	15	15	0	0	15
Total	0	1	18	3	22	21	1	0	22

Our more recent estimate of rough sleepers took place in November 2018 and we recorded a total of 22 Rough sleepers. We have seen an increase in the last couple of years of rough slepeers with a range of overlapping and multiple disadvantages, such as addiction, poor physical and mental health and offending histories.

Table 11: Location of Rough Sleepers across Wiltshire and identified needs (Nov 18)

	Alcohol	Drugs	Mental Health	Physical disabilities	No support needs identified
Trowbridge/Bradford on Avon	2	2	2	0	1
Westbury/Warminster	1	1	2	0	0
Devizes	1	1	1	0	1
Melksham	1	1	1	0	0
Salisbury	3	3	6	3	4
Chippenham	2	1	1	0	0
Total	10	9	13	3	6

Even though this evidence suggests the Council is already making good progress to tackle rough sleeping, the homeless strategy sets out the actions to make further steps towards our aim and priority to reduce rough sleeping in Wiltshire

Rough sleeping is an area of priority for Wiltshire Council, in terms of preventing peope sleeping rough, ensuring there are swift and effective routes off the streets for everyone and providing appropriate support to improve health and well being. In 2018 we bid for the Rough sleepers Initiative funding to deliver improvements to our provision for rough slepers over the period 2018 / 2020. We successfully obtained £312,245 for 18/19 and £305,491 for 19/20 and in November 2018 we saw a significant reduction in rough sleeping figures for Wiltshire

Wiltshires rough sleeping programme, supported by this funding includes the following inititives:-

- Recruitment of a Rough Sleeper Team Leader with a team of 5 rough sleeper outreach workers, one of which has a mental health specialisim and a rough sleeper prevention officer

- An 8 bed winter provision in trowbridge which includes overnight support

- 6 Intensive High level support bed spaces for entrenched rough rleepers with complex needs

- 10 bed spaces at Alabara Place Salibsury for a sit up service and Severe Weather provision as well as 10 winter provision spaces at Unity House in chippenham and 8 Severe Weather provision paces

- Funding to secure 15 private lets for rough sleepers and £10k to use for personal budget requests to help unlock barriers in securing accommodation

The other provisions provided to Rough Sleepers across Wiltshire are as follows:-

Project Name/Location	Opening Times	Services provided
Doorway, Chippenham	Monday morning breakfast & Thursday afternoon hot lunch	Showers, laundry and benefit support.
Opendoors, Devizes	Monday 11:00 - 13:00 Lunch, Wednesday 09:30 - 11:30 Breakfast, Thursday 14:00 - 16:00, Friday 17:00-18:30 Evening meal.	Access to showers, food and benefit support.
The Hub, Bradford on Avon	Monday - Friday 10:00 - 13:00	Benefits support, Internet access, Food bank and the Hub plan to provide hot food from the 1st November this will be for the winter months.
Breakthrough, Trowbridge	Monday & Tuesday 10:00am - 13:00	Providing Hot food, support with benefits.
Cornerstone, Warminster	Monday, Wednesday, Friday 10:00- 12:30	Access to the internet, support with benefits and a food bank.
Cross Point, Westbury	Monday, Wednesday 14:30 - 17:00 & Thursday, Friday 10:00- 12:30	Support with benefits. No food provided. Access to Warminster foodbank.

Alabare, Salisbury Street Project	Sunday, Monday, Tuesday Wednesday & Friday 11-15:00	Support with benefits, hot meals, clothing store, sleeping bags, laundry and washing facilities
Morning Star Banquet Run (Soup Run)	Tuesday, Wednesday and Thursdays 3.30 - 4.00pm.	Hot food and drinks
SP2 Community Coffee shop, Salisbury	Monday - Friday 10:30 - 4:30	Reasonably priced drinks and snacks. Free drinks if RS.
Lifeline, Melksham	Monday and Thursday	Hot showers, Tea/Coffee, Debt/Housing advice.
Trowbridge Soup Kitchen, St Stephens Car Park, ground floor.	Every evening from 19:00	Hot food/drinks.
Unity House Drop in	Tuesday, Friday Sunday 14:00-16:00	Showers, Laundry, Link up with other services.

6.0 Prevention & Relief

Homelessness prevention and relief cases have increased in Wiltshire (by 14%) since 2014/15. This contrasts with the national picture where such cases have declined by 6%, this could be because we focused on prevention in advance of the Homeless Act coming into force. Nevertheless, homelessness prevention and relief cases in Wiltshire remain well below the national average (5.62 compared to 9.16 cases per 1,000 households).

Graph 6: Prevention and relief cases per 1,000 households
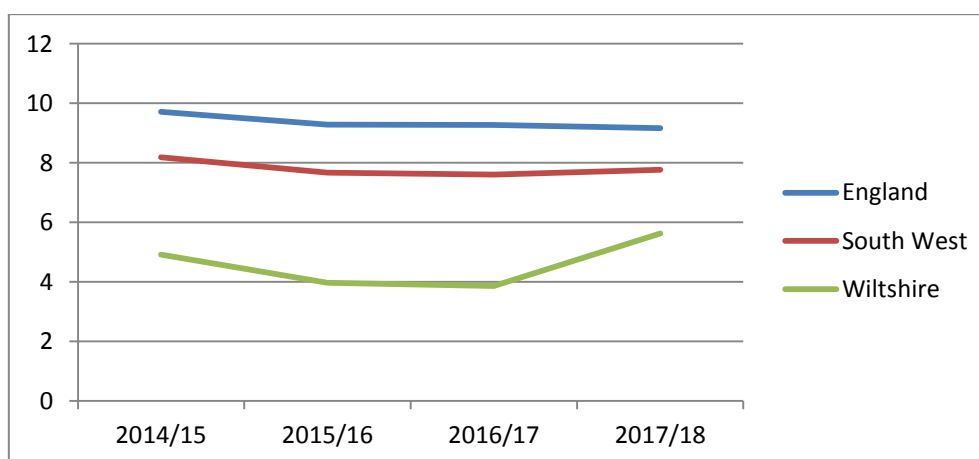
The most common forms of prevention in Wiltshire during 2017/18 were conciliation interventions and assistance to remain in the social or private rented sector. Below shows the total amount of social lettings we made each year and identifies of those lettings how many were allocated to homeless applicants as well as those of which we had a statutory duty to accommodate. An average of 17% of social lettings across Wiltshire are allocated to clients who we have a statutory duty to accommodate, with an average of 53% of all allocations being made to clients who are homeless.

Table 12: A breakdown of total lettings and those made to homeless applicants

Year	Total Lettings	Lettings to homeless applicants	of which statutory homeless	Total on Register at year end
2014/15	1,806	1,135 (62%)	390 21%	1,184
2015/16	1,583	925 (58%)	256 16%	1,649
2016/17	1,496	752 50%	237 16%	1,413
2017/18	1,479	628 42%	230 15%	1,737

This contrasts with the national picture where the most common type of assistance was resolving housing benefit problems. As was the case in England, most people were helped into alternative accommodation in Wiltshire either through allocations or nomination into social housing or through supported housing.

Table 13: Homelessness prevention and relief in Wiltshire

Prevention / Relief Measure	2014-15	2015-16	2016-17	2017-18	2018/19 (Qtr 1&2)
Mediation	9	16	12	18	2
Conciliation	20	14	23	36	17
Financial payments	3	1			
Debt advice	14	3		22	1
Resolving housing benefit problems	23	8	10	10	1
Resolving rent or service charge arrears	30	13	22	19	12
Sanctuary scheme measures for domestic violence	2	2	0	0	2
Crisis intervention – emergency support	8	5	5	8	1
Negotiation or legal advocacy in PRS	32	13	15	21	6
Assistance to remain in PRS or social housing	10	14	12	30	18
Mortgage arrears interventions	7	1			
Household placed in hostel or HMO	25	14	15	8	4

PRS with landlord incentive	99	38	45	46	20
PRS without landlord incentive	121	75	51	115	80
Accommodated by friends or relatives	51	50	32	72	10
Supported accommodation placement	168	160	163	207	91
Local authority tenant management move	3	52	11	27	
Part 6 offer of local authority accommodation or nomination to RSL	339	307	356	499	339
Negotiation with RSL outside of Part 6 nomination arrangement	17	20	15	25	9
Low cost home ownership	3				2
Other new accommodation	3	1			
Total Prevention & Relief	**987**	**717**	**796**	**1171**	**615**

Since April 2018 we are now required to record things very differently, however it is clear from what is being recorded is that homeless decisions have decreased and prevention and reliefs have increased. For Qtrs 1 & 2 we have recorded a total of 615 prevention / relief cases, with a further 202 cases in triage, 407 cases currently open under prevention and relief and 80 cases closed due to no contact or withdraw from process which is an increase from 2017/18.

The table below offers a comparison with neighbouring authorities as well as the regional and national averages.

Table 14: Regional comparison: prevention & relief cases

Local Authority	Prevention & Relief Per 1,000 Households		
	2014-15	2017-18	Change
Mendip	4.04	6.64	+64%
South Glos	3.15	4.54	+44%
BANES	6.74	9.49	+41%
Wiltshire	4.91	5.62	+14%
South Somerset	2.40	2.74	+14%
Swindon	3.90	2.78	-28%
Cotswold	2.18	0.66	-70%
South West	8.19	7.77	-5%
England	9.71	9.16	-6%

The availability and affordability of accessible housing

The size of the social housing sector in Wiltshire in 2017 (14.2%) was larger than many others in the south west (e.g. Cotswold (13.4%), Mendip (12.4%), South Gloucestershire (10.5%), North Dorset (13%) but smaller than the national average of 17.2%, with a larger than average owner-occupied sector. The table below provide a breakdown of total households on the housing register broken down by bands as well as total lettings made to each band across the last four years

Table 15 Demand and Total Lettings for affordable housing in Wiltshire

	Band 1		Band 2		Band 3		Band 4		Open Market Register	
	Total on Register	Lettings	Total on Register	Lettings	Total on Register	Lettings	Total on Register	Lettings	Total on Register	Lettings
2014/15	129	482	7	481	564	679	484	194	141	122
2015/16	140	326	11	5	814	827	634	425	323	84
2016/17	135	328	7	4	747	797	640	367	571	76
2017/18	85	318	72	9	801	763	779	380	672	74

In regard to affordability, house prices in Wiltshire are high. The average house price in Wiltshire in June 2017 was £277,813. This compares to £217,128 in Swindon, £253,374 in Mendip and £335,481 in BANES (Land Registry, 2018). Private sector rents are amongst the highest in the region (Valuation Office Agency, 2018)

7.0 Local Affordability Issues

Although Wiltshire ranks as a comparatively affluent area, government data indicates that there are some affordability issues relating to geographic areas of deprivation, child poverty, fuel poverty, below average wages and the number of people claiming out of work benefits. There are also links between poverty and specified household characteristics, and some households have been particularly impacted by welfare reform.

7.1 Areas of Deprivation

Poverty has a negative effect on health across all ages. Compared to England, Wiltshire has few areas of high deprivation. The English Indices of Deprivation 2015/16 Wiltshire report identified 39 (14%) of Wiltshire's 285 lower super output areas (smaller areas) were classified as in the most deprived 40% nationally. Of these one area (Trowbridge John of Gaunt-Studley Green) was in the 10% most deprived decile, 11 were in the second decile and 10 in the third decile.

Whilst Wiltshire can be considered least deprived than many other local authorities in England, 4% of Wiltshire's population live in the most deprived and second most deprived deciles in England. Graph 7 provides a map of all the locations within Wiltshire shaded to show the national deprivation decile into which they fall. Most of

the deprived areas are in Trowbridge and Salisbury with Chippenham and Melksham also having a number of areas with high deprivation.

Graph 7 Map of Deprivation in Wiltshire with Community Areas (IMD 2015)
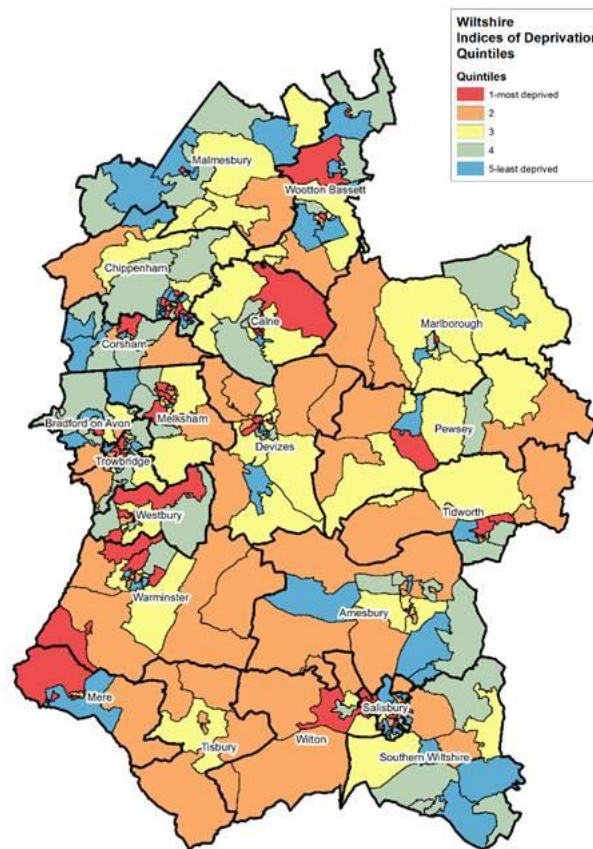
Source Ordanance Survey

To further demonstrate the impact of deprivation on our local populations, Graph 8 illustrates those living in the most deprived areas have nearly double the rate of preventable mortality compared to those in the least deprived quintile.

Graph 8 Preventable Mortality – Inequality Analysis
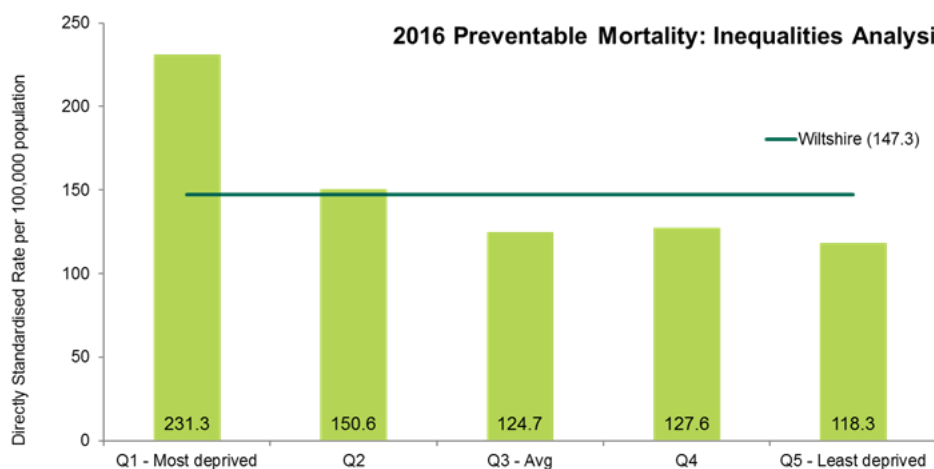
Source Wiltshire Intelligence

7.2 Child Poverty

The latest (2017) figures on child poverty indicate that, after housing costs, 17.81% of children in Wiltshire are living in poverty. This compares with 18.07% in BANES, 21.4% in Swindon, 23.2% in Mendip and 27.89% in Bristol (End Child Poverty, 2017).

7.3 Wages and Employment

Government figures on median gross weekly earnings in 2017 show that workers in Wiltshire earn on average less than those in the nearby mainly urban areas of Swindon and South Gloucestershire (although some people living in Wiltshire may well work in these urban areas) but the same or more than those in other areas in the south west (ONS, 2017).

The ONS Annual Survey of Hours and Earnings Regional Time Series, January 2018 shows local gross earnings per annum for 2017 as:

Table 16: ONS Annual Survey of Earnings Jan 2018

England Average	SW Average	Cotswold	South Somerset	South Glouc. UA	Swindon UA	Test Valley	West Berks UA	Wiltshire UA
£36,107	£31,651	£33,409	£30,238	£36,937	£36,718	£32,690	£39,849	£31,595

7.4 Private sector rents in the South West

Private Rental Market Statistics, 'Two Bedrooms' monthly rents recorded between 1 April 2017 and 31 March 2018 for the South West
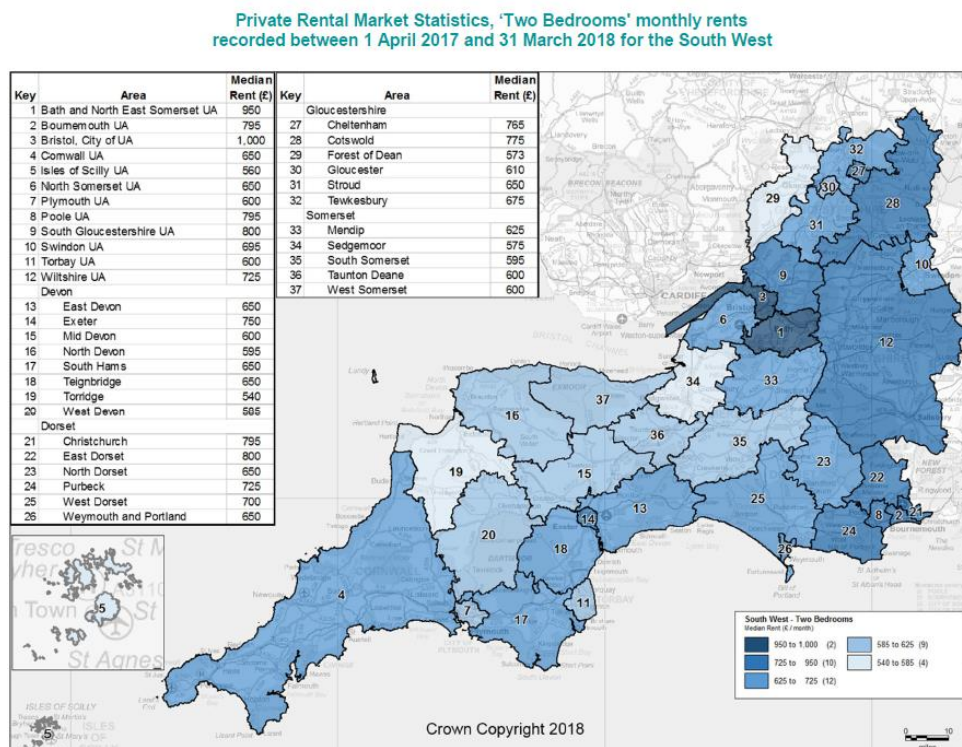
It is becoming increasingly difficult for benefit dependent households to find affordable accommodation in the private rented sector due to the restrictions placed on certain

welfare benefits including local housing allowance (1; 2; National Audit Office, 2017 & Shelter, 2017), the stigmatisation of welfare claimants, the well-publicised difficulties with universal credit and also for reasons relating to landlords' insurance. The graph below shows the difference between median market rents in the county and local housing allowance rates.

7.5 Gap between median market rents and LHA rates

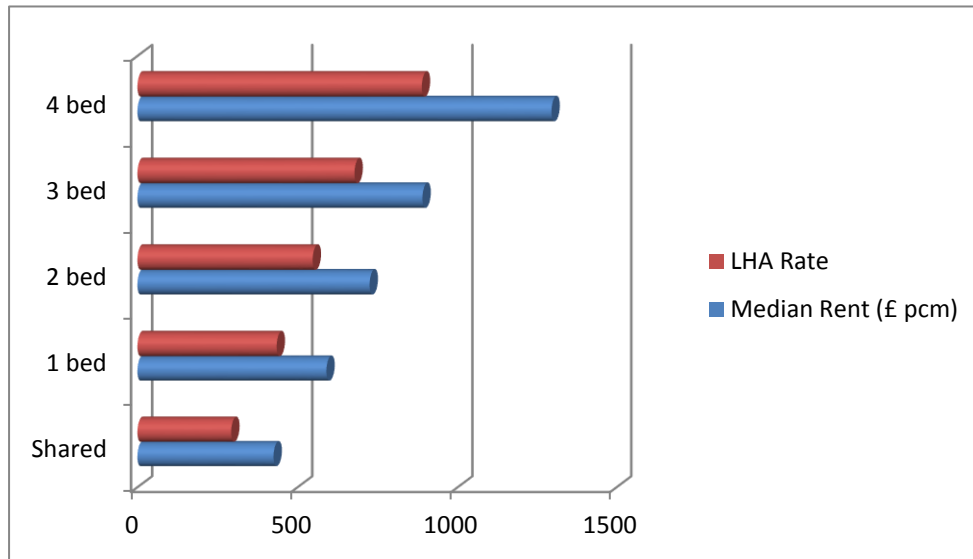# 8.0 Universal Credit and rent arrears

The largest and most ambitious welfare reform over the past few decades has been the gradual implementation of Universal Credit. Universal Credit is a single payment for people of working age that replaced six existing benefits – housing benefit, child tax credit, income support, working tax credit, income based job seekers allowance and ESA. It is paid monthly in arrears to people aged 16 and over who are in employment or who are out of work and looking for a job.

Universal Credit has had some potential impacts on homelessness such as:

- Claimants must wait six weeks or longer before they receive their first monthly payment
- Due to the new process, the Department of Work and Pensions figures identify that some clients don't receive the money they are owed on time
- Social landlords have noticed a significant increase in rent arrears
- The transition from fortnightly to monthly payments is impacting on families who struggle to manage monthly budgets

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Appendix Two

Legal and Strategic Context

The housing market has been and still is pricing out a significant of people and not just the most vulnerable. It is families both above and below the poverty threshold that are becoming homeless and needing assistance. Furthermore, social factors such as being young, having dependant family members, or having mental health problems make people more susceptible to the difficulties in accessing housing. As a result, housing affordability and sustainability is rapidly emerging as the most challenging issue in the UK.

We have seen an increase in homeless applications, families being provided with temporary accommodation and also rough sleeping. To address these growing issues the government set out clear commitments to help tackle homelessness and rough sleeping, including:-

The Homeless Reduction Act 2017 (HRA) has introduced one of the biggest changes to homeless legislation with a much bigger focus on advice and prevention. The aim of the Act is to expand on the **Housing Act 1996** (as amended) to ensure that local authorities provide meaningful advice and assistance to those who do not fall into a priority need category or who have been found to be intentionally homeless. It is too early to evaluate the impact of this Act nationally as it was only implemented in April 2018. It is anticipated that singles and couples with no children will see a positive impact as previous legislation had not prescribed much to assist this group.

The main points of the HRA are:

- The point at which a homelessness duty can be triggered is brought forward from 28 to 56 days
- A duty to prevent homelessness for all eligible applicants threatened with homelessness, regardless of priority need.
- A new duty to assess each applicant's situation and develop with them a personalised plan. This plan should set out actions for the customer and council to take, to prevent or relieve homelessness.
- A new relief duty for those homeless and have a local connection regardless of priority need. It requires us to take reasonable steps to help secure accommodation
- A new duty on public services to notify a local authority if they believe someone to be homeless or at risk of becoming homeless.
- If homeless households refuse to engage, their support will be limited, showing that it must be a two-way process of engagement.
- Young people leaving care will have a local connection to the authority where they were looked after and who therefore owes them leaving care duties.

Homelessness Code of Guidance for Local Authorities 2018 Local Authorities are required to have due regard to this statutory guidance in exercising their functions relating to homelessness and prevention of homelessness. The Code is issued by the Ministry of Housing, Communities and Local Government and is periodically updated and has been reviewed for the **HRA**.

The Code is also of direct relevance to private registered providers of social housing that have a duty under the 1996 Act to co-operate with housing authorities in exercising their homelessness functions. Private registered providers are subject to the Regulator of Social Housing's Regulatory Standards, in

particular the expectation that they will co-operate with local authority strategic housing functions, as set out in the Tenancy and Home and Community Standards.

Many of the activities discussed in the Code require joint planning and operational co-operation between housing authorities and social services authorities, health authorities, criminal justice agencies, voluntary sector organisations and the diverse range of bodies working in the private rented sectors and so the code is also relevant to these agencies.

Rough Sleeping strategy / No Second Night Out

Successive governments have introduced initiatives to tackle rough sleeping. The No Second Night Out approach was developed 2010-2015 and focused upon 5 principles: identifying rough sleepers, involving the public, assessing need quickly, accessing emergency accommodation and services and reconnecting to support as well as six commitments relating to people who sleep rough which focused on:

- Helping people off the streets
- Helping people to access healthcare
- Helping people into work
- Reducing bureaucratic burdens
- Increasing local control over investment in services
- Developing responsibility for tacking homelessness

The principles behind NSNO is that a person or households housing crisis may mean they are homeless for one night, but that there should be a sufficiently wide ranging, flexible services available to ensure that they are not roofless for a second night

Nationally rough sleeping has increased by 169% over the last 7 years (Homelessness Link, Rough Sleeping – Explore the Data) and in 2018 the government launched a new Rough Strategy with the aim of halving rough sleeping by 2022 and ending it by 2027. The government has committed £100 million to develop local services 2018-2020 with 3 main objectives:
- Prevention – preventing homelessness where possible
- Intervention – to provide rapid support to get people off the streets
- Recovery – support to help people find a new home and rebuild their lives

Housing and Planning Act 2016 contains measures that could have an impact on social housing and homelessness. Some of the provisions are yet to come into force, but the Act includes:

- Local authorities may have to sell 'higher-value' council homes as they become vacant
- The extension of the Right- to-Buy to Housing Association tenants
- Local authority tenants with higher incomes were going to have to pay higher rent, this has now been made optional
- Measures to tackle rouge landlords in the private sector
- The development of Starter Homes for first time buyers aged 23 - 40 years which are new build sold at 20% below market rates, and a duty on local authorities to promote supply.

The Localism Act 2011 introduced a raft of local government reforms across finance, planning and governance as well as significant changes to the Housing Act 1996. Important changes related to homelessness include:

- The right for local authorities to grant fixed term tenancies
- Greater flexibilities in the allocation of social housing
- Discharging of homelessness duties by making use of accommodation in the private sector
- Changes to statutory succession rights
- Reform of the Housing Revenue Account, giving more local control.
- A National Home Swap scheme.
- Changes to the regulation of social housing and the way that complaints about social landlords are handled.

Welfare Reform Act 2012 / Welfare Reform & Work Act 2016

Since 2012 there has been considerable reform of the welfare system reducing the level of support for low income households and to simplify the benefits system. Welfare Reforms that have had the most impact on housing and homelessness are:

- **Removal of the spare room subsidy**: Reducing housing benefit entitlement to social housing tenants considered to be under occupying their homes
- **Housing Benefit Cap**: Limiting maximum benefits that a family can receive. The cap was further reduced in November 2016 expanding the number of households affected.
- **Local Housing Allowance: LHA** rates are used to work out how much housing benefit a private sector tenant receives. LHA rates are now limited to 30th percentile of market rent and the rates have been frozen for 4 years from 2016.
- **Universal Credit:** This has replaced most existing benefits by providing a single means tested benefit. This will include the benefit element towards housing costs which will now be paid directly to residents rather than to their landlord
- **Shared accommodation rate:** Single households under the age of 35 have the amount of benefit capped to the shared room rate. This restriction currently applies to private sector tenants but from 2019 it will be extended to social housing tenancies. The entitlement to housing benefit has been removed for 18-21 year olds.

Children Act 2004

Housing authorities have a duty to safeguard and promote the welfare of children and to co-operate to promote the well-being of all children in the area, including 16-17 year olds. Authorities also have a duty to co-operate with Children's Services in relation to children in need when requested to do so, as long as this is compatible with their own statutory or other duties and obligations and does not unduly prejudice the discharge of any of their functions.

The duties placed on housing authorities are set out in the government's inter-agency statutory guidance: *Working together to safeguard children: A guide to inter-agency working to safeguard and promote the welfare of children*. The specific duties towards 16 and 17 year olds who are at risk of homelessness or who are homeless, and the legal duties children's services authorities and housing authorities have towards them are set out in the government's statutory guidance: *Provision of accommodation for 16 and 17 year old young people who may be homeless and/or require accommodation.*

Human Rights Act 1998

Housing authorities are expected to consider the human rights implications of their actions in the exercise of their powers, or risk having their decisions overturned as a result and the planning and

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delivery of their services affected. They are required to pay particular attention to the promotion and protection of rights of vulnerable and disadvantaged groups such as people with disabilities, ethnic minorities, victims of sexual discrimination, children and elderly people.

There are 3 Articles which are particularly important:

- Under Article 3, housing authorities have an obligation to prevent a person being subjected to treatment or punishment that is inhuman or degrading, to investigate any allegations of such treatment, and to protect vulnerable individuals who they know or should know are at risk of such treatment.
- Under Article 4, housing authorities should try to ensure that their policies or decisions take measures to protect victims of modern slavery or trafficking and to protect individuals who they are aware are at risk of such treatment.
- Under Article 8, housing authorities should try to ensure that their policies or decisions do not interfere with a person's right to respect for private and family life, their home and their correspondence. If a housing authority does decide that it will be difficult to avoid interfering with someone's Article 8 rights, it will need to make sure that the policy or action is necessary, pursues a recognised legitimate aim and is proportionate to that aim. A housing authority may be asked to produce reasons for its decisions.

Wiltshire Council Business Plan 2017 - 2027

Wiltshire's vision is to create strong communities in Wiltshire by growing the economy, creating strong communities, protecting those who are vulnerable and being an innovative and effective council. Key themes are joint working with communities, businesses and the voluntary and public sectors, and the use of technology to enable partners to better engage with us. The plan establishes these main housing objectives:
- To make best use of existing stock to ensure that it meets current needs including remodelling accommodation and provision for disabled and older people
- To work with housing associations to develop more affordable housing and with the private sector to increase housing including Rent to Buy and other open market housing
- To achieve targets for housing development while protecting and enhancing the historic and natural environment
- To continue to implement the Army Basing Programme
- To identify public land that can be released for homes and jobs and bid for funding in order to accelerate this delivery

Over the last decade the council, with its public and voluntary sector partners, has improved people's lives and helped businesses to develop and relocate in Wiltshire. Looking ahead to the next decade, we plan to continue that success.

Joint Health & Wellbeing Strategy 2015-18
The Homelessness Strategy links into the **JH&W Strategy** which has the twin aims of promoting Healthy Lives and Empowered Lives by:
- Tackling homelessness and the causes of homelessness

- Providing a range of short term accommodation and support services for homeless young people, young parents and other groups with support needs
- Joint working with Adult Social Care in the provision of high quality accommodation for older people, people with disabilities and mental health needs
- Joint working with Public Health on initiatives to support victims of domestic abuse and people with substance misuse support needs.

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Response from Consultation	Council Response
Vision – "Wiltshire is a place where we all work together to prevent and resolve homelessness and rough sleeping"	
Suggestion to replace the word resolve with relieve in line with new language and 'to help' before prevent in both	Agreed – Current vision will be amended
Resolve – assumes there is an answer and it can be eradicated	The word resolve has been removed
Is it aspirational enough?	We believe under the current climate this vision is a challenge and will be reviewed at the end of the strategy
Include strengthen our communities – wider impact	Vision amended to include strengthen communities
Include prevent and tackle root causes of homelessness – a wider end goal	This will come out of one of the main priorities of prevention
Who has ownership – Who is 'We'	Everyone has ownership of this as the local authority is not able to respond in isolation 'we' includes all agencies / voluntary sector / partners who work to help address homelessness
Prevent – addresses the causes – focus should be here	This will come out of one of the main priorities of prevention
Wiltshire is a place where everyone has their own safe, secure home.	This links with the Homelessness Aim
Aims	
Homelessness: To prevent homelessness and where homelessness cannot be avoided help people secure and keep a suitable home	
No recommended changes	
To work to prevent or Help to prevent	Amended as suggested
Rough Sleeping: We will deliver an on-going reduction in rough sleeping an address he multiple harms it brings to individuals and communities through rapid intervention to offer a route off the street for all, improving health, wellbeing and resilience and tackling street activity associated with rough sleeping	
Aim 2. It was considered that the current wording was both an aim and an outcome – Suggested amendment was *"Working together to deliver on-going reduction in Rough Sleeping through prevention and relief"*	Amended as suggested
Consideration to the word 'on-going reduction' is this achievable	The flow of rough sleeping changes all the time and therefore an on-going reduction is realistic – it's not a firm figure that remains the same
Consider including support and maintenance (long term) not just rapid intervention	This will be an objective
Highlight the difference between those who choose to sleep rough as a lifestyle choice vs circumstances	This is certainly a consideration but not to define in the aim
Exercise A - In relation to the current service response to support homeless communities, what is working well?	

Prevention duties are working well and improved prevention work by housing staff	Noted
Link workers with the supported providers are extremely beneficial	Noted
B&B avoidance in Wiltshire and continued reduction of temporary accommodation	Noted
The range of supported accommodation across Wiltshire	Noted
Good working relationships and much better joined up working	Noted
Recent work with rough sleepers	Noted
Training of partner agencies on the introduction of the Homeless Reduction Act	Noted
Reducing homelessness and reduction in rough sleeping	Noted
No more shared supported schemes – units are now self-contained	Noted
Safe Places – new style accommodation for those fleeing Domestic Abuse including accommodation for men and older boys	Noted
Housing Options teams are more accessible	Noted
Increase use of DHPs – making better use of government resources	Noted
Multi agency working	Noted
Charities / support agencies	Noted
Additional grants – FHSG / RSI funding	Noted
Significantly improved information sharing	Noted
Improved awareness and work around safeguarding	Noted
Support from third sector organisations	Noted
Flu vaccination programme for homeless people	Noted
Training and robust information on the rough sleepers estimate and the verification process	Noted
The new contract with Turning Point	Noted
MARAC becoming more inclusive – much better information sharing	Noted
Exercise B - What challenges do you face in responding to the needs of homeless communities?	
Limited government funding – services dependent upon both grants FSHG / RSI	Priority 1 Action 10
Increased complex needs	Priority 3 Action 1
Better on the ground health engagement (drug / Alcohol / mental health) services to be outreach. Go to the client	Priority 1 Actions 2, 3, 4 and 5
Increasing thresholds mean more clients full through the net	Priority 3 Action 1
Primary care and drop in centres for Rough Sleepers	Priority 1 Action 3
Customers financial capability – tenancy ready / support	Priority 2 Action 2 and 3

Difficulty in accessing the Private Rented Sector	Priority 2 Action 1 Priority 4 Action 4
More robust enforcement of issues surrounding Rough sleeping hot spots – drugs / ASB – multi agency response required	Priority 1 Action 5
Obtaining clients trust in order to engage, challenge of lack of engagement through choice – Trust engage and build confidence	Priority 1 Action 1 & 2
Clients with no recourse to public funds – in particular those fleeing from domestic abuse	Priority 3 Action 1
Lack of knowledge for options for domestic abuse	This will be passed to Public Health to look at ways to improve comms around options for Domestic Abuse
Lack of on-going support for high risk offenders once re housed (Transition period)	Priority 3 Action 6
Communication – all being aware of what is available	Priority 1 Action 6, 8 & 16 Priority 2 Action 5 Priority 3 Action 7
Wiltshire Council housing pages not easy to navigate	Priority 2 Action 5
Getting bank accounts for benefits – issues with ID and address	Priority 2 Actions 2 & 3
Access to health services – few GPs taking NHS clients	Priority 1 Action 3 & 5
Difficulties with moving on from supported accommodation due to rent arrears	Priority 1 Actions 11 & 12
Feeling isolated as property is away from social networks – lack of money for transport	Priority 2 Action 1 Priority 4 Action 6
Trying to access on line services – lack of internet	The wider council is looking at ways to improve internet access across Wiltshire
Difficulties of Universal Credit	Priority 2 Actions 2 & 3
Public perception we aren't doing enough – therefore they over help, provide stuff that's not needed	Priority 1 Action 16
Limited life skills – 3rd generation, no role model	Priority 1 Actions 11 & 12
Complex cases falling between Housing Options and Adult Social Care	Priority 3 Action 1
Unsuitable accommodation for complex cases	Priority 4 Action 5
Direct Access Hostels all year round	In Wiltshire we are not looking to develop direct access hostels but will continue to review options available for rough sleepers including winter provision
Exercise C - What do we need to do differently – what would the perfect response look like?	
Homelessness – consistent message re tenancy ready and financial management across all partners	Priority 1 Action 12
Wiltshire Council care worker – across all services to prevent passing between departments	

Work more with the voluntary sector to provide better engagement and support, potential boost fund	Priority 3 Action 7 Priority 5 Action 2
Client background information needs to be more accessible for supported housing providers	All client information is provided once client has confirmed it can be forwarded (GDPR) compliance
Adult Social Care gap in supporting at point of crisis	Priority 2 Action 4 Priority 3 Action 1
Supported housing provider accommodation needs to be better spread across Wiltshire	Recently re-commissioned all HRS services ready for April 18 and challenges were identified in securing suitable accommodation across the County. We will continue to consider this as part of re commissioning going forward
Referral form as part of duty to refer needs to have the facility to enable acknowledgment and also feedback	Noted
Need to promote the positives more – improve communication / take advantage of social media / case studies	Priority 1 Action 1 & 16
Consideration of the Housing 1st model	Priority 1 Action 9
Increased affordable housing – social rent level	Priority 4 Action 1 & 3
Intensive support at the start of some tenancies	We have commissioned Julian House to provide some floating support to those who have applied as homeless and will be reviewed at the end of the contract
Individual support plan based on clients needs	Priority 1 Action 4 Priority 2 Action 4
Open internet access rather than membership	This is a council IT process and requires a client to register before being able to access the guest internet
Automatic referral to Fire Service for a safe and well check when in TA / supported accommodation and perm accommodation	Priority 3 Action 9
Homeless medical drop in (mobile like BANES)	Priority 1 Action 3
All teams to have outreach workers to effectively engage with rough sleepers	Priority 1 Action 2
Better interactions with private landlords – improve incentives to encourage more lets	Priority 2 Action 1 Priority 4 Action 4

Wiltshire's Homeless Strategy

This report was generated on 01/07/19. Overall 86 respondents completed this questionnaire. The report has been filtered to show the responses for 'All Respondents'.

The following charts are restricted to the top 12 codes. Lists are restricted to the most recent 100 rows.

1. Please tick the box or boxes that describes you.

I am responding to this questionnaire as:

Response	Percentage
a resident of Wiltshire (43)	51%
a service provider (10)	12%
a member of staff at Wiltshire Council (15)	18%
an existing housing tenant (-)	
a Local Authority councillor (3)	4%
a town or parish councillor (3)	4%
a voluntary/charitable organisation (4)	5%
I am on the housing register (2)	2%
other, (5)	6%
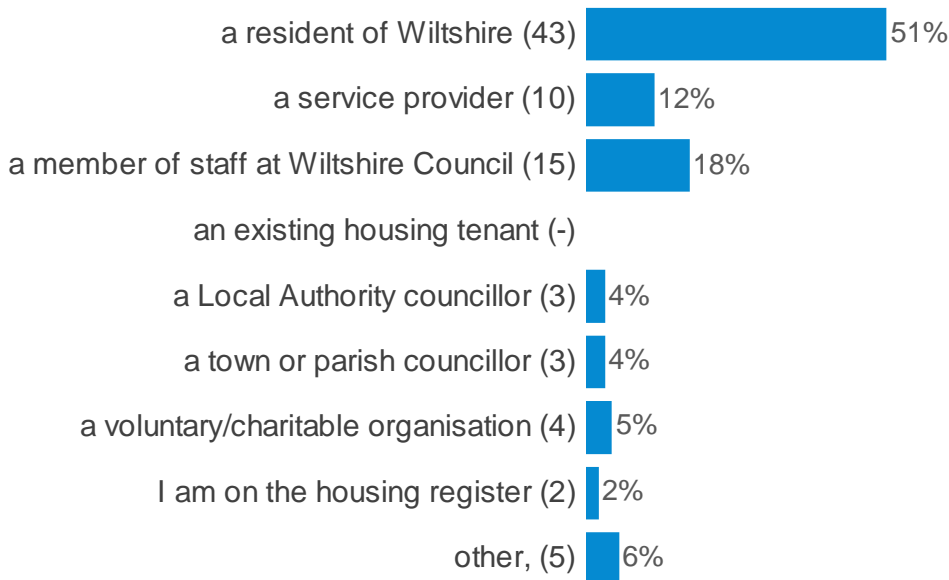
Please specify:

I have worked in Salisbury in the past, my partner of 6 years lives in the area and I hope to live there in the near future
Locum SW living in Wiltshire for.decades
also a resident
Resident of Salisbury City
Housing Association (charitable)
Trowbridge

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1.ii If you are responding on the behalf of an organisation or service provider, please give the name of the organisation below: ()

breakthrough trowbridge drop in centre
breakthrough trowbridge
Splitz
A2Dominion
Sovereign Housing
Selwood Housing
Alabare Christian care and support
GreenSquare
Wiltshire Council
Wiltshire Council
Devizes Opendoors
Julian House Wiltshire Substance Misuse Service
Wiltshire Cllr
Selwood Housing
A2Dominion
White Horse Housing Association
Radian

Priority A
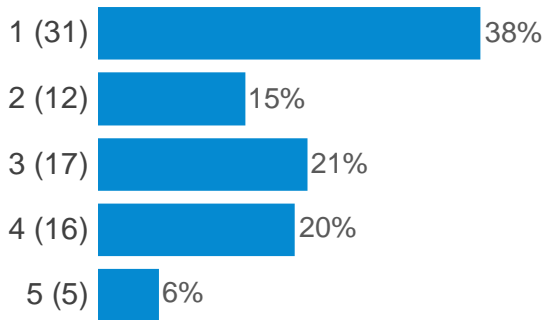
1 (31)	38%
2 (12)	15%
3 (17)	21%
4 (16)	20%
5 (5)	6%

Priority B

1 (33)	40%
2 (24)	29%
3 (15)	18%
4 (8)	10%
5 (2)	2%

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Priority C

1 (25)	30%
2 (22)	27%
3 (23)	28%
4 (12)	15%
5 (1)	1%

Priority D

1 (18)	22%
2 (21)	26%
3 (13)	16%
4 (25)	31%
5 (5)	6%

Priority E

1 (6)	7%
2 (4)	5%
3 (11)	13%
4 (6)	7%
5 (55)	67%
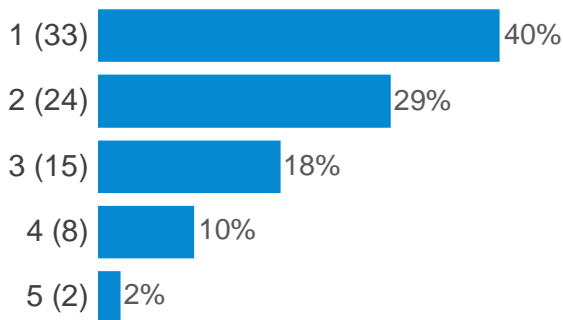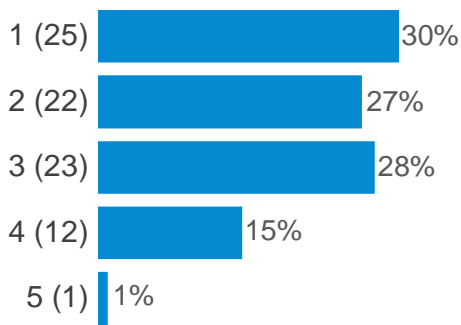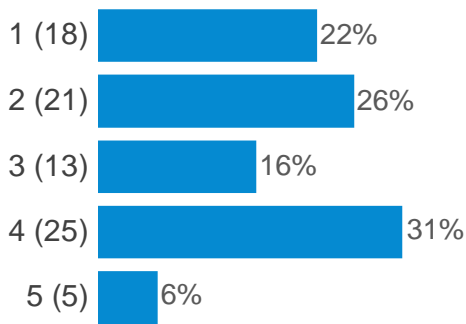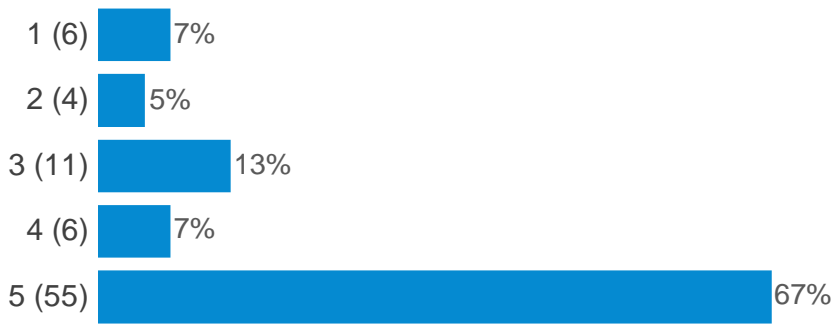
3. Do you agree we need to reduce rough sleeping in Wiltshire?

Yes (77)	92%
Partially agree (7)	8%
Not at all (-)	

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If you said partially agree or not at all please tell us why?

Tackle homelessness at root causes. Prevent homelessness. Reducing rough sleeping is like bolting stable door after horse has bolted. Get there earlier.

I feel more money and support should go into helping people sustain tenancies and prevention

Create a reward accommodation, provide comunity or partial paid work to give people a change to integrate on society and earn wages.

Some rough sleepers do not want supportor are unable to access that support. Day centres for these clietns are essential

some do not want to engage or be helped as there are other problems to solve first - drugs,acohol,MH

No-one should have to sleep rough and WC should be commended for acting and reducing numbers when they started to climb. Bot focussing on this looks at the problem from the wrong end of the telescope. Everything else has fallen down if someone ends up on the streets - and it is the prevention structures (which are not always housing based) that need increased focus and strength.

It needs to be eliminated - not simply reduced by an unspecified amount,

4. Do you agree we need to identify and prevent homelessness at the earliest possible stage?

Yes (80) ████████████████████████████ 95%

Partially agree (4) █ 5%

Not at all (-)

If you said partially agree or not at all please tell us why?

I think individuals need to take accountability for there situation and seek help when needed, rather than rely on council services

It can be hard to tell who is homeless and who isn't.

The homeless can identify themselves but authorities and providers need to be responsive.

People should deal with their own difficulties at the start before relying on others.

5. Do you agree we should ensure services are designed to prevent homelessness and support those who are homeless?

Yes (80) ████████████████████████████ 95%

Partially agree (3) █ 4%

Not at all (1) | 1%

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Wiltshire's Homeless Strategy

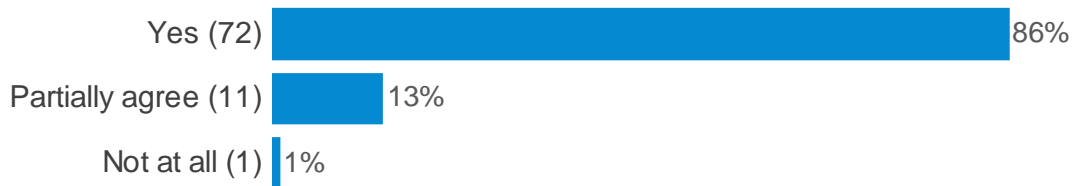## If you said partially agree or not at all please tell us why?

They have to be willing to help themselves too.

Support providing jobs, and consequently home.

The Vagrancy Act

Services can be used by those who do not deal with their own problems. Services should be available to those who have already tried to help themselves.

6. Do you agree we should ensure those who are threatened with homelessness or who are homeless can secure and keep a suitable home?

Yes (72) ████████████████████████ 86%

Partially agree (11) ███ 13%

Not at all (1) | 1%

If you said partially agree or not at all please tell us why?

Substance abuse causes a lot of problems. People have to be willing to help themselves too, or no strategy will work

If they contribute towards it like the rest of us

It depends why people are being threatened with being homeless some people have council tenancies and think they can carry and do as they please with out regard to other residents. People who are genuinely homeless and victims off domestic violence well that's a different story.

There should be an element for the homeless person to adhere to

Security of tenure of say social housing should not be guaranteed regardless of behaviour. Some behaviour does need to have consequences. there has to be limits, so I would favour tackling the issues that lead to homelessness, rather than provide guarantees.

If they do any work, community work or pay work

The Vagrancy Act

A small minority of people refuse to take responsibility for their lives and actions which has a massive impact on those around them. The answer is not as simple as finding somewhere suitable to live and needs to include changes in behaviour which will not be easy.

It would depend on the circumstances.

this will depend on the circumstances

We need to ensure that the applicants understand the process and the results of their actions rather than the council taking responsibility for finding and keeping a home.

this would depend on why they are threatened with homelessness. To say keep a suitable home is assuming that is what everyone wishes.

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7. Do you agree we should maintain a clear strategic direction and partnership working?

Yes (78) ▇▇▇▇▇▇▇▇▇▇▇ 93%

Partially agree (6) ▇ 7%

Not at all (-)

If you said partially agree or not at all please tell us why?

Goes without saying. Just words.

Instead of spending money on fruitless ventures, divert it into sheltered housing removing the need to depend on partnerships with charities.

Because I don't believe Wiltshire has a clear strategic direction and partnership working can break down

Don't know what it means

Remove then from street and create centre that allow them to work towards something that reward them. " teach people how to fish, not just give then the fish"

Depends on the strategy - if to enable the above, then Yes.

8. Do you agree with our Strategic Vision?

Yes (67) ▇▇▇▇▇▇▇▇▇ 81%

Partially agree (13) ▇▇ 16%
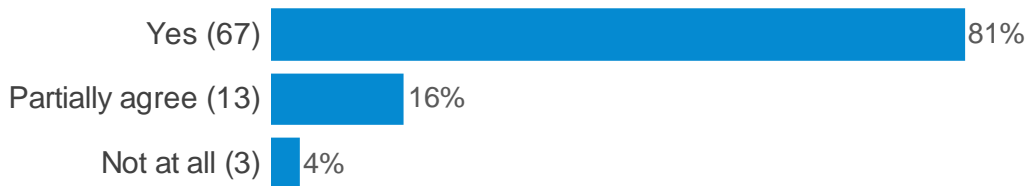
Not at all (3) ▇ 4%

If you said partially agree or not at all please tell us why?

Communities cannot do this alone. Needs professional input from services.

Good aim but it's not going to work as some 'charities' say they will help and then kick people out of hotels etc that have been paid for and buy alcoholics alcohol and encourage them to drink with them in pubs.

do we all actually work together?

Rough sleepers are increasing in Salisbury and a comment by one gentleman was that there are too many people who wanted to "assess" him.

As stated above I would put the list in a different order. 1. People in homes ought 1st to be supported to keep them so there are not more homeless. Partnership working is vital, strategic direction is not linked to it.

Homelessness should be abolished in Wiltshire and if rents were more reasonable then no one would be homeless Rent a nmw are ridiculous and neither can help you live as your forced to pay Bill's over heating etc and yet rent goes up like a rocket and nmw takes a slow stroll by 10p but rent goes up £100s

It might be a vision but it clearly isn't working

There are lots off people who are homeless and hostels won't let them in as they've been thrown out before we need a night shelter for those who aren't ready to move into hostels yet

It needs to happen to be real

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Wiltshire's Homeless Strategy

If you said partially agree or not at all please tell us why?

Adult social care and children services need to get involved at a much earlier stage to help prevent homelessness and we shouldn't just rely on the community

It is very narrow for a county vision, unless of course it's just Wiltshire's Vision with respect to homelessness.

Don't really understand what this means. Too vague

The Vagrancy Act

Before the words "rough sleeping" insert "eliminate"

9. Do you agree with our aim on homelessness?

Yes (75) — 90%
Partially agree (7) — 8%
Not at all (1) — 1%

If you said partially agree or not at all please tell us why?

It's getting worse rather than better

We should be striving for homelessness to be preventable and that everybody has a home.

I would wish to have a better understanding of the phrase "cannot be avoided" before agreeing fully with this aim.

Aim not only a home but work to get back their normal live

The Vagrancy Act

Work together to help prevent homelessness or be avoided yes. However the question should be why , how and they wish to keep a permanent home.

Amend as follows:- Working together to prevent homelessness and secure and keep a suitable home for people where avoidance of homelessness is difficult.

10. Do you agree with our aim relating to rough sleeping?

Yes (79) — 95%
Partially agree (3) — 4%
Not at all (1) — 1%

If you said partially agree or not at all please tell us why?

The Vagrancy Act

Identify real problem first - choice,MH,drugs,acohol

Amend as follows:- Working together to eliminate rough sleeping.

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Wiltshire's Homeless Strategy

11. If you have any further comments you would like to make about the draft Homeless Strategy, please use the box below: ()

Nothing to add

While I agree that reducing the number of people who are rough sleeping should be a clear aim, it needs to be understood that not all rough sleepers wish to be helped. In these instances focus may be better placed in preventing homelessness in the first place rather than placing someone into accommodation they may not wish for nor be able to maintain.

Some people that I have met are no longer able to sleep within a confined environment, normally former military with ptsd. Does your vision include an appropriate plan for them ie a Council bought plot of land that they could use with lockers etc to store their possessions. Storage for the homeless wouldn't encourage them but would allow them some dignity which they need. Please can this be looked into.

Some have homes given to them and don't use them to sleep on the streets on the day to get more money given to them. Then need to be councilled or have some therapy to change their mindsets to want to work like the rest of us and try to afford some rent. Everybody has a choice from the beginning. So it needs to be prevented.

A nominated person to go round and tell the homeless people(sitting on the pavement during the day) where they can get help and hopefully a bed for the night and a hot meal,especially young women on their own and strangers to the town(eg Salisbury.)

I think Wiltshire council need to demonstrate more how they are working with local charities to reduce homelessness and rough sleeping, especially our veterans and work with the police to step up patrols of the car park underneath Sainsbury's in Dalisbury to stop the very visible drug taking in broad daylight.

I set out to complete this consultation but having looked at the questions I don't see the point. There is no relevance or learning to be got from the survey so I can only assume you are doing it as a tick box exercise. Crap council, crap consultation.

Ensure homeless hostels allow dogs can stay with their owner.

It's ok having an aim or a vision but there needs to be proper help and support for the homeless, somewhere for them to go and sleep, wash and clean themselves and their belongings. Stop treating them like animals and treat them like humans

Your aims are admirable but I would like to see or hear some evidential proof. Come to Salisbury. Walk down Catherine Street in the early hours; walk around the back of the industrial estate, the fields by the town path towards Stratford, the Car Parks...I could go on...

Please stop moving the homeless of Salisbury , until you can provide them with a permensnt solution , let them sleep in the car park as it warmer and safer there, I was disgusted that their safe place was bordered up , It's unsightly and it's not al, the homelessness fault they have nowhere to go , provide them with somewhere before taking away the only warm spots they have

Quite clearly, Wilts Council should have more trained housing officers and that with aspects of housing and homelessness ought to be assisted by the town councils, especially Chippenham, Salisbury and Trowbridge. A homeless hostel should be available in |North Wilts. How about investigating by-laws to make rough sleeping and begging in Chippenham High Street illegal?

Programmes being trialled in Bristol area, as inspired by Scandinavian countries, is a potential solution. Offering accommodation without the need to be clean of drug and alcohol addictions, but on the proviso that they engage in a rehab programme. Those who are homeless need support to get off the street before they can start to tackle the bigger issues such as addictions not the other way around. This idea is simply based on Maslow Hierarchy of Needs, people need to be fed and warm and dry before they can achieve anything greater than surviving.

Needs a cohesive local , level strategy that feeds into the bigger picture within a clear referral route that has a multidisciplinary approach - police, hospital discharge etc. Format similar to DV with a screening tool and MARAC type strategy meeting - empty commercial as well as private property to be targeted - there are many empty pubs in Wilts ! Thinking outside of the box?

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Wiltshire's Homeless Strategy

11. If you have any further comments you would like to make about the draft Homeless Strategy, please use the box below: ()

My goal is to get the law changed so that all food that is unable to be sold at the end of the day either in supermarkets (ie. Tesco) and bakeries/coffee shops (ie. Pret / Reeve the baker) should be donated to the homeless rather than put in the rubbish bin.

the problem we are now finding with homelessness is that the service users become long term homeless. they have learnt to live rough, to move them into any accommodation without long term support will not work as they don't have the skills or desire to become 'normal citisens' if they were housed today, the everyday problem of paying bills would be overwhelming. drug and alcohol misuse can take all their money. universal credit does not help if their housing element is paid to them personally, they have no idea of the seriousness of budgeting. sadly, our county are making it easy for people to rough sleep. support, support, support all the way is what is needed...

Advise people not to give to the homeless and instead give to a charity that can help them

Empty buildings in Salisbury are needing to be refurbished into shelters or warden controlled buildings to help reduce the homelessness in the Wiltshire

I am pleased to see the Council being clear about its priorities in regard to Homelessness, my housing advisor has done a great job in helping to resolve my housing situation and anything that can help others to prevent what I had to go through would be welcomed

The number of rough sleepers has increased dramatically in Salisbury and most have other issues that need to be dealt with too. It's criminal that in this day there are empty shops and other places that could be used to give them somewhere warm and safe to sleep I have never witnessed a WC person talking to any of these people despite regularly seeing others with them. Homelessness isn't solved from behind a desk!

Many stages to be considered to get in to a house again or off the streets needs to be considered .Need to consider hostel approach for single homeless - where a homeless person can go for a shower, new clothing and place for a meal plus with a room to discuss problems as well be given an option of a bed for the night. For couples a room basis approach needs to be considered. Access to housing benefit to be possible if homeless. A history needs to be developed with a homeless person hence a hostel approach could lead to that history which the private market landlords require. Social housing temporary housing provided by the local towns and run in partnership with property management company.

I say yes but I'd like to see some action on it there are many people who can't get into John Baker or alabare who were born here do they really deserve to have to sleep rough and risk their health to stay in the city they were born in? This is where a night shelter would come in handy there used to be one on the outskirts that picked people up in a mini bus from town

My mum needs your help. She is living scared in her own home due to rough sleepers taking over her attic space, the police have been no help whatsoever. Happy to discus thos please ring 07708521569. The sooner this is implemented the better as they have threatened to shoot my mum!!! Please help.

Adult social care and children services need to support a lot more and respond earlier

I think it is too weak.

Create a day center for the homeless, so they can learn, talk about their experiences and what they want from their future. Support them to reenter in society providing courses and jobs so consequently accommodation

It's important the a process is put in place to assist tenants before an eviction, very often support by adult care, children services or mental health is too late. Support needs of a tenant should assessed much earlier if a concern is raised by a housing provider

I am responding to highlight the issue surrounding those (particularly who are vulnerable) being deflected towards living on boats as an economic solution. While this can be a solution there are complicating issues that where boats are required by the navigation authority to regularly move

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11. If you have any further comments you would like to make about the draft Homeless Strategy, please use the box below: ()

Prevention of homelessness must address the wider determinants such as employment, education, parental conflict, adverse childhood experiences etc. No-one chooses to be homeless, for those who are it is the only option left. We must avoid stigmatising homeless people and acknowledge and address the role of society in creating the circumstances that lead to homelessness.

Early help and prevention is always the best option. Housing assocaitions need to take a more pro active stance with more early intervention when tenancies are going array.

The Vagrancy Act has recently been cited to clear underpasses near Parliament of rough sleepers. It should be used in Salisbury. Vagrants of all kinds can be witnessed daily in Salisbury City centre. Many are street drinkers despite recent signage banning the practice. The Salisbury BID Security Staff stand with these drinkers, take no action but will put the empty tins and bottles in the bins on behalf of the drunks. Vast numbers of vagrants have no interest whatsoever in 'being saved'! They all have hard luck stories to tell when begging. Drug use is rife. The same vagrants have been seen on the streets of Salisbury City for years - they are still there and Alabaré has invited more of them. The intentional vagary of this consultation is offensive.

P8 Action 2 - Up skilling needs to take place before (not after) a tenancy is signed or they will not be in the best position to succeed. Particularly with UC requirements, applicants need to be given knowledge of benefits, budgeting and tenancy / social responsibilities immediately after their acceptance on the housing register.

I feel the homeless strategy is clear and concise with its aims, a clear message that Wiltshire is committed to reducing rough sleeping and preventing homelessness whenever possible.

I wonder if the strategy should spell out what it means by the term, "Homeless". It does refer to Rough Sleepers as a sub category but what about drawing attention to Sofa Surfers and those sleeping in Unheated Boats and Vans and Cars?

This survey is flawed to give you the result you want. You would have to be heartless not to answer yes to questions 3 - 7 so there is not point in the survey.

There are a number of people who are so antisocial that keeping and finding suitable housing will never be easy. The hard pressed services need to be avvailbe for those who do and are capable of helping themselves.

The issues which cause people to become and remain homeless and/or to sleep rough are many, deep-rooted and often inter-connected. Accordingly, a range of approaches is required. It would be interesting to explore the effectiveness of approaches not yet used in Wiltshire.

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11. If you have any further comments you would like to make about the draft Homeless Strategy, please use the box below: ()

Here are some other thoughts: Does Wiltshire have a (street) homeless issue to the extent that Housing First is really required? Is there another pared down approach that would be better? To enable resources to focus on prevention work? WC are looking at providing budgeting and income maximisation sessions to those signing up to a WC home. Why not roll this out to all on the CBL / priority need? I think key partner RPs would agree to fund this - as long as they had influence over delivery and were able to monitor quality. Where households are at riks of eviction would it not be better to re-introduce a floating support type service again? This was passed back to RPs with the lost of Comm 4? Whilst this was understandable as RPs were the ones who primarily benefitted not all RPs replaced it with sustainment teams to take up the slack. This means that the pressure and cost will eventually slide back to the WC. The strategy does not tackle the issue of poverty related to rent levels. Wiltshire is a very high private rent market. This makes famiies homeless.   FIrstly they can't find affordable rents in the first place and then if they do they can't sustain them. There is not enough on how WC can join forces with other orgs - too much seems to be done in isolation or rather partnership mechanisms are not clearly articulated. This is odd - as the emphasis is on Working Together. The new FACT Initiatives will be great - but will need resourcing (not just by WC). I know this is a strategy and top level but I have no feel of the actions that are being taken behind these statements to ensure outcomes are reviewed. There is a fairly strong dependency on "reviews" which will in themselves deliver other action plans that won't meet the outcomes in your strategy, rather help you get a bit closer. Danger that these plans won't be delivered due to changes and resources. In short - a good strategy but I think partners need to be clearer on how you will deliver it and when they will need to be involved.

Having been through the homelessness system, I think you are already doing this so there doesn't appear to be much innovation in this as its pretty basic stuff.

As the most common cause of homelessness in Wiltshire is the loss of an assured shorthold tenancy, the link must be made to the Homes 4 Wiltshire policy and those in private lets should be permitted on to the bidding bands of the housing register. This will enable them to move in a planned way to more secure forms of tenancies and avoid the stress of trying to manage in an expensive private let with little security of tenure.

The priorities and vision is very clear

I know this is all strategic stuff but there appears to be little vision or creativity in these statements which I feel we need if we are to address these issues in the present economic climate. Also the phrase 'actions not words' comes to mind.

Stop building in the excuses for failing. Be more precise. Less words is "more"

Focus on reducing risk of homelessness specifically with high risk and vulnerable people through pre-remtive work e.g. LGBT, Mentally ill, disabled & care leavers.

Ensure the locations and availability of shelters for the homeless are updated and with all Wiltshire parking officers, as that is where many homeless are.

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Do you agree we need to reduce rough sleeping in Wiltshire?	
Tackle homelessness at root causes. Prevent homelessness. Reducing rough sleeping is like bolting stable door after horse has bolted. Get their earlier	We agree it is important to tackle homelessness early and one of the priorities in the strategy is around early intervention and prevention **Priority 2**
I feel more money and support should go into helping people sustain tenancies and prevention	As above
Create a reward accommodation, provide community or partial paid work to give people a change to integrate in society and earn wages	We are certainly looking at ways to maximise income, budget and reduce outgoings as well as looking to encourage people back into work **Priority 2 action 2,3**
Some rough sleepers do not want support or unable to access that support. Day centres for these clients are essential	We will look to develop person centred support and ensure that everyone has a choice. **Priority 1, action 4**
Some do not want to engage or be helped as there are other problems to solve first – drug / alcohol / MH	As above
No-one should have to sleep rough and WC should be commended for acting and reducing numbers when they started to climb. But focussing on this looks at the problem from the wrong end of the telescope. Everything else has fallen down if someone ends up on the streets - and it is the prevention structures (which are not always housing based) that need increased focus and strength	We agree it is important to tackle homelessness early and one of the priorities in the strategy is around early intervention and prevention **Priority 2** We will look to develop person centred support and ensure that everyone has a choice. **Priority 1, action 4**
It needs to be eliminated – not simply reduced by an unspecified amount	We don't believe it is possible to totally eliminate rough sleeping as we have some who rough sleep as a choice and even with the offer of accommodation and support they prefer to sleep rough. This is only a small % but this make it impossible to totally eliminate rough sleeping. The local authority however continues to engage with these people even if they do not initially want our support **Priority 1, action 2, 11, 13, 14**
Do you agree we need to identify and prevent homelessness at the earliest possible stage?	
I think individuals need to take accountability for there situation and seek help when needed, rather than rely on council services	Promoting and encouraging independence is a key priority for the council across many services including housing **Priority 2, action 5**
It can be hard to tell who is homeless and who isn't.	This is true but we would encourage everyone to report a Rough Sleeper using street link to ensure suitable advice can be provided

	Priority 1 action 1, 2
The homeless can identify themselves but authorities and providers need to be responsive	Sometimes homeless people do not self identify which is why we have developed a rough sleeping team to be able to respond quickly, as well as actions to improve available information for appropriate signposting **Priority 1 action 2, Priority 3 action 1, 5, 7**
People should deal with their own difficulties at the start before relying on others.	We encourage independence and will look at having information available on line, however we would always encourage anyone experiencing difficulties to seek appropriate advice **Priority 3 action 7**
Do you agree we should ensure services are designed to prevent homelessness and support those who are homeless?	
They have to be willing to help themselves too.	Agreed, and we will continue to engage until they are ready
Support providing jobs, and consequently home.	We are certainly looking at ways to maximise income, budget and reduce outgoings as well as looking to encourage people back into work **Priority 2 action 2,3**
The Vagrancy Act	**Priority 1, 5** Enforcement action is a last option for Wiltshire Council as we believe that everyone should be supported and offered choices to help them resolve their housing situation
Services can be used by those who do not deal with their own problems. Services should be available to those who have already tried to help themselves.	It is a legislative requirement that housing services are available to all and advice or support provided would depend on the individual needs
Do you agree we should ensure those who are threatened with homelessness or who are homeless can secure and keep a suitable home?	
Substance abuse causes a lot of problems. People have to be willing to help themselves too, or no strategy will work	Agreed, and we continue to work with clients until they are ready to receive the appropriate advice an support they need
If they contribute towards it like the rest of us	All those who are threatened with homeless or who are homeless will have a personal housing plan developed which will make clear what they need to do as well as the authority to assist them in meeting their needs
It depends why people are being threatened with being homeless some people have council tenancies and think they can carry and do as they please without regard to other residents. People	All circumstances are investigated and appropriate advice, support and action is taken based on individual cases. Once housed they are required to abide by tenancy conditions. Regardless of a client's situation we are required to provide advice and support

who are genuinely homeless and victims of domestic violence well that's a different story.	
There should be an element for the homeless person to adhere to security of tenure of say social housing should not be guaranteed regardless of behaviour. Some behaviour does need to have consequences there has to be limits, so I would favour tackling the issues that lead to homelessness, rather than provide guarantees.	Please be assured that any tenant or licencee is required to adhere to licence or tenancy conditions and bad behaviour can lead to the loss of a tenancy. Prevention and support is a key priority a enforcement action always must be seen as the last and only option left
If they do any work, community work or pay work	We encourage all clients to get into work either paid or un paid however for some clients this is just not possible or it can take time
The Vagrancy Act	**Priority 1, 5** Enforcement action is a last option for Wiltshire Council as we believe that everyone should be supported and offered choices to help them resolve their housing situation
A small minority of people refuse to take responsibility for their lives and actions which has a massive impact on those around them. The answer is not as simple as finding somewhere suitable to live and needs to include changes in behaviour which will not be easy.	We have recently appointed a dedicated specialist Rough sleeper team to work on the streets with Rough Sleepers to provide appropriate advice and support. A multi agency approach including working with town councils to manage rough sleeping is essential and is one of our clear actions **Priority 1, action 2, 5, 13**
It would depend on the circumstances.	All clients are provided with advice and support based on individual circumstances **Priority 1 action 2**
We need to ensure that the applicants understand the process and the results of their actions rather than the council taking responsibility for finding and keeping a home.	We have recently appointed a dedicated specialist Rough sleeper team to work on the streets with Rough Sleepers to provide appropriate advice and support. Consequences of poor behaviour is very clearly explained when the options are discussed **Priority 1, action 2, 5, 13**
this would depend on why they are threatened with homelessness. To say keep a suitable home is assuming that is what everyone wishes.	All clients are provided with advice and support based on individual circumstances **Priority 1 action 2**
Do you agree we should maintain a clear direction and partnership working?	
Goes without saying. Just words.	This is a clear priority to help maintain a clear direction and robust multi agency partnership working **Priority 5 action 1**
Instead of spending money on fruitless ventures, divert it into sheltered housing removing the need to depend on partnerships with charities.	Wiltshire Council have an agreed programme to invest in its sheltered schemes but this is very different to the

	funding and support available to rough sleepers
Because I don't believe Wiltshire has a clear strategic direction and partnership working can break down	This strategy will help to create clear strategic direction to help develop and improve partnership working **Priority 5 action 1**
Remove them from street and create centre that allow them to work towards something that reward them. " teach people how to fish, not just give them the fish"	With our recent rough sleeper initiative funding we have managed to commission a dedicated 8 bed high intensive support scheme in Trowbridge, with 4 in Salisbury and 2 in Chippenham to enable intensive support to help Rough sleepers develop the skills they need to live independently **Priority 1 action 2, 9 ,10, 11**
Depends on the strategy – if to enable the above, then Yes	Noted and yes it is
Do you agree with our Strategic Vision?	
Communities cannot do this alone. Needs professional input from services.	Agree – The Council is not able to deliver on these priorities in isolation and it's important that we work together in partnership **Priority 5 action 1**
Good aim but it's not going to work as some 'charities' say they will help and then kick people out of hotels etc that have been paid for and buy alcoholics alcohol and encourage them to drink with them in pubs.	This strategy will help to create clear strategic direction to help develop and improve partnership working **Priority 5 action 1**
do we all actually work together?	This strategy will help to create clear strategic direction to help develop and improve partnership working **Priority 5 action 1**
Rough sleepers are increasing in Salisbury and a comment by one gentleman was that there are too many people who wanted to "assess" him.	This year we have seen a 50 % reduction in rough sleeping and we have managed to get 49 rough sleepers into accommodation since Jan 19. All clients are provided with advice and support based on individual circumstances and sometime this will mean that a number of support providers are involved to deal with the often complex issues they have **Priority 1 action 2, 3 and 4**
As stated above I would put the list in a different order. 1. People in homes ought 1st to be supported to keep them so there are not more homeless. Partnership working is vital, strategic direction is not linked to it.	We have noted the responses on the orders for the priorities. By working in partnership we can ensure that we maintain our strategic direction and deliver on our agreed priorities **Priority 5 action 1**
Homelessness should be abolished in Wiltshire and if rents were more reasonable then no one would be homeless Rent a nmw are ridiculous and neither can help you live as your forced to pay Bill's over	It is not possible to abolish homelessness and we are limited to how we can encourage landlords to keeps rent low. We would however ensure we work with individuals who are in financial difficulty to

heating etc and yet rent goes up like a rocket and nmw takes a slow stroll by 10p but rent goes up £100s	try and look at ways to maximise income and reduce outgoings **Priority 2 action 2**
It might be a vision but it clearly isn't working	This is a new strategic vision and work has only just started on some of the key priority areas
There are lots off people who are homeless and hostels won't let them in as they've been thrown out before we need a night shelter for those who aren't ready to move into hostels yet	With our recent rough sleeper initiative funding we have managed to commission a dedicated 8 bed high intensive support scheme in Trowbridge, with 4 in Salisbury and 2 in Chippenham to enable intensive support to help Rough sleepers develop the skills they need to live independently **Priority 1 action 2, 9 ,10, 11**
It needs to happen to be real	This is what this strategy and action plan will do
Adult social care and children services need to get involved at a much earlier stage to help prevent homelessness and we shouldn't just rely on the community	It has been recognised that improved joint working at an early stage with both Adult Social Care and Children Services will have benefits to the customer **Priority 2 action 4 & Priority 3 action 3**
It is very narrow for a county vision, unless of course it's just Wiltshire's Vision with respect to homelessness	This is Wiltshire's vision in respect to just homelessness
Don't really understand what this means. Too vague	This is the vision, the detail is contained within the aims and priorities
The Vagrancy Act	**Priority 1, 5** Enforcement action is a last option for Wiltshire Council as we believe that everyone should be supported and offered choices to help them resolve their housing situation
Before the words "rough sleeping" insert eliminate	We don't believe it is possible to totally eliminate rough sleeping as we have some who rough sleep as a choice and even with the offer of accommodation and support they prefer to sleep rough. This is only a small % but this make it impossible to totally eliminate rough sleeping. The local authority however continues to engage with these people even if they do not initially want our support **Priority 1, action 2, 11, 13, 14**
Do you agree with our aim on homelessness?	
It's getting worse rather than better	This year we have seen a 50 % reduction in rough sleeping and we have managed to get 49 rough sleepers into accommodation since Jan 19.
We should be striving for homelessness to be preventable and that everybody has a home.	This is our strategic vision and the strategy is based around early intervention and prevention

I would wish to have a better understanding of the phrase "cannot be avoided" before agreeing fully with this aim.	In some cases we are not able to prevent homelessness – for example a landlord may ask a family to leave as they have decided they would like to sell the property – this type of homelessness 'cannot be avoided' but we would work with the family to try and prevent homelessness before the eviction however this is not always possible in the timescales provided.
Aim not only a home but work to get back to their normal live	We would always make appropriate referrals to other support services to help families
The Vagrancy Act	**Priority 1, 5** Enforcement action is a last option for Wiltshire Council as we believe that everyone should be supported and offered choices to help them resolve their housing situation
Work together to help prevent homelessness or be avoided yes. However the question should be why, how and they wish to keep a permanent home.	This is our strategic vision and the strategy is based around early intervention and prevention
Amend as follows: Working together to prevent homelessness and secure and keep a suitable home for people where avoidance of homelessness is difficult	Noted and considered
Do you agree with our aim relating to rough sleeping?	
The Vagrancy Act	**Priority 1, 5** Enforcement action is a last option for Wiltshire Council as we believe that everyone should be supported and offered choices to help them resolve their housing situation
Identify real problem first choice, MH, drugs, alcohol	All clients are provided with advice and support based on individual circumstances and sometime this will mean that a number of support providers are involved to deal with the often complex issues they have

Priority 1 action 2, 3 and 4 |
| Amend as follows: Working together to eliminate rough sleeping | We don't believe it is possible to totally eliminate rough sleeping as we have some who rough sleep as a choice and even with the offer of accommodation and support they prefer to sleep rough. This is only a small % but this make it impossible to totally eliminate rough sleeping. The local authority however continues to engage with these people even if they do not initially want our support
Priority 1, action 2, 11, 13, 14 |
| **Further comments** | |
| While I agree that reducing the number of people who are rough sleeping should be a clear aim, it needs to be understood that | Prevention is our strategic vision and the strategy is based around early intervention and prevention |

not all rough sleepers wish to be helped. In these instances focus may be better placed in preventing homelessness in the first place rather than placing someone into accommodation they may not wish for nor be able to maintain.	
Some people that I have met are no longer able to sleep within a confined environment, normally former military with ptsd. Does your vision include an appropriate plan for them ie a Council bought plot of land that they could use with lockers etc to store their possessions. Storage for the homeless wouldn't encourage them but would allow them some dignity which they need. Please can this be looked into.	It is not our intention to encourage any client to sleep rough including ex-military. Alabare, who are a charotable supported housing provider in Wiltshire are an excellent support provider for former armed forces personal with a new scheme specifically developed for ex armed forces who can provide appropriate support
Some have homes given to them and don't use them to sleep on the streets on the day to get more money given to them. Then need to be councilled or have some therapy to change their mindsets to want to work like the rest of us and try to afford some rent. Everybody has a choice from the beginning. So it needs to be prevented.	Prevention is our strategic vision and the strategy is based around early intervention and prevention
A nominated person to go round and tell the homeless people (sitting on the pavement during the day) where they can get help and hopefully a bed for the night and a hot meal, especially young women on their own and strangers to the town (e.g Salisbury.)	We have recently appointed a dedicated specialist Rough sleeper team to work on the streets with Rough Sleepers to provide appropriate advice and support. A multi agency approach including working with town councils to manage rough sleeping is essential and is one of our clear actions **Priority 1, action 2, 5, 13**
I think Wiltshire council need to demonstrate more how they are working with local charities to reduce homelessness and rough sleeping, especially our veterans and work with the police to step up patrols of the car park underneath Sainsbury's in Salisbury to stop the very visible drug taking in broad daylight.	We have recently appointed a dedicated specialist Rough sleeper team to work on the streets with Rough Sleepers to provide appropriate advice and support. A multi agency approach including working with town councils to manage rough sleeping is essential and is one of our clear actions **Priority 1, action 2, 5, 13**
Ensure homeless hostels allow dogs can stay with their owner.	This has been a recognised need for rough sleepers and where possible we allow them to bring their dogs with them in some of our accommodation for rough sleepers
It's ok having an aim or a vision but there needs to be proper help and support for the homeless, somewhere for them to go and sleep, wash and clean themselves and their belongings. Stop treating them like animals and treat them like humans	With our recent rough sleeper initiative funding we have managed to commission a dedicated 8 bed high intensive support scheme in Trowbridge, with 4 in Salisbury and 2 in Chippenham to enable intensive support to help Rough sleepers develop the skills they need to live independently **Priority 1 action 2, 9 ,10, 11**

Your aims are admirable but I would like to see or hear some evidential proof. Come to Salisbury. Walk down Catherine Street in the early hours; walk around the back of the industrial estate, the fields by the town path towards Stratford, the Car Parks...I could go on...	This year we have seen a 50 % reduction in rough sleeping and we have managed to get 49 rough sleepers into accommodation since Jan 19. All clients are provided with advice and support based on individual circumstances and sometime this will mean that a number of support providers are involved to deal with the often complex issues they have **Priority 1 action 2, 3 and 4**
Please stop moving the homeless of Salisbury, until you can provide them with a permanent solution, let them sleep in the car park as it warmer and safer there, I was disgusted that their safe place was bordered up, It's unsightly and it's not all, the homelessness fault they have nowhere to go, provide them with somewhere before taking away the only warm spots they have	As above and Enforcement action is a last option for Wiltshire Council as we believe that everyone should be supported and offered choices to help them resolve their housing situation **Priority 1, action 2, 5, 13**
Quite clearly, Wilts Council should have more trained housing officers and that with aspects of housing and homelessness ought to be assisted by the town councils, especially Chippenham, Salisbury and Trowbridge. A homeless hostel should be available in North Wilts. How about investigating by-laws to make rough sleeping and begging in Chippenham High Street illegal?	We have recently appointed a dedicated specialist Rough sleeper team to work on the streets with Rough Sleepers to provide appropriate advice and support. A multi agency approach including working with town councils to manage rough sleeping is essential and is one of our clear actions Enforcement action is a last option for Wiltshire Council as we believe that everyone should be supported and offered choices to help them resolve their housing situation **Priority 1, action 2, 5, 13**
Programmes being trialled in Bristol area, as inspired by Scandinavian countries, is a potential solution. Offering accommodation without the need to be clean of drug and alcohol addictions, but on the proviso that they engage in a rehab programme. Those who are homeless need support to get off the street before they can start to tackle the bigger issues such as addictions not the other way around. This idea is simply based on Maslow Hierarchy of Needs, people need to be fed and warm and dry before they can achieve anything greater than surviving.	With our recent rough sleeper initiative funding we have managed to commission a dedicated 8 bed high intensive support scheme in Trowbridge, with 4 in Salisbury and 2 in Chippenham to enable intensive support to help Rough sleepers develop the skills they need to live independently **Priority 1 action 2, 9 ,10, 11**
Needs a cohesive local, level strategy that feeds into the bigger picture within a clear referral route that has a multidisciplinary approach - police, hospital discharge etc.	This strategy will help to create clear strategic direction to help develop and improve multi agency partnership working **Priority 5 action 1**

Format similar to DV with a screening tool and MARAC type strategy meeting - empty commercial as well as private property to be targeted - there are many empty pubs in Wilts ! Thinking outside of the box?	
My goal is to get the law changed so that all food that is unable to be sold at the end of the day either in supermarkets (ie. Tesco) and bakeries/coffee shops (ie. Pret / Reeve the baker) should be donated to the homeless rather than put in the rubbish bin.	We encourage people to donate to food banks and we often speak with local companies to donate any left over food to support our hostels
the problem we are now finding with homelessness is that the service users become long term homeless. they have learnt to live rough, to move them into any accommodation without long term support will not work as they don't have the skills or desire to become 'normal citisens' if they were housed today, the everyday problem of paying bills would be overwhelming. drug and alcohol misuse can take all their money. universal credit does not help if their housing element is paid to them personally, they have no idea of the seriousness of budgeting. sadly, our country are making it easy for people to rough sleep. support, support, support all the way is what is needed...	We have recently appointed a dedicated specialist Rough sleeper team to work on the streets with Rough Sleepers to provide appropriate advice and support. A multi agency approach including working with town councils to manage rough sleeping is essential and is one of our clear actions We have also commissioned some high intensive bed spaces for entrenched rough sleepers to ensure they have access to the support they need, as well as an action to develop move on accommodation with support **Priority 1 action 2, 9 ,10, 11**
Advise people not to give to the homeless and instead give to a charity that can help them	This has been recognised as an issue and we intend to conduct an annual advertising campaign to encourage members of the public to donate to registered charities rather than direct to homeless clients **Priority 1 action 16**
Empty buildings in Salisbury are needing to be refurbished into shelters or warden controlled buildings to help reduce the homelessness in the Wiltshire	We always encourage landlords of long term empty homes to bring them back into use, however many landlords prefer to retain them often as second homes. In regard to accommodation for rough sleepers we have with our recent rough sleeper initiative funding we have managed to commission a dedicated 8 bed high intensive support scheme in Trowbridge, with 4 in Salisbury and 2 in Chippenham to enable intensive support to help Rough sleepers develop the skills they need to live independently **Priority 1 action 2, 9 ,10, 11**
I am pleased to see the Council being clear about its priorities in regard to Homelessness, my housing advisor has done a great job in helping to resolve my housing situation and anything that can	Noted

help others to prevent what I had to go through would be welcomed	
The number of rough sleepers has increased dramatically in Salisbury and most have other issues that need to be dealt with too. It's criminal that in this day there are empty shops and other places that could be used to give them somewhere warm and safe to sleep I have never witnessed a WC person talking to any of these people despite regularly seeing others with them. Homelessness isn't solved from behind a desk!	This year we have seen a 50 % reduction in rough sleeping and we have managed to get 49 rough sleepers into accommodation since Jan 19. We have recently appointed a dedicated specialist Rough sleeper team to work on the streets with Rough Sleepers to provide appropriate advice and support. A multi agency approach including working with town councils to manage rough sleeping is essential and is one of our clear actions **Priority 1 action 2,3 and 4**
Many stages to be considered to get in to a house again or off the streets needs to be considered. Need to consider hostel approach for single homeless - where a homeless person can go for a shower, new clothing and place for a meal plus with a room to discuss problems as well be given an option of a bed for the night. For couples a room basis approach needs to be considered. Access to housing benefit to be possible if homeless. A history needs to be developed with a homeless person hence a hostel approach could lead to that history which the private market landlords require. Social housing temporary housing provided by the local towns and run in partnership with property management company.	We have recently appointed a dedicated specialist Rough sleeper team to work on the streets with Rough Sleepers to provide appropriate advice and support. A multi agency approach including working with town councils to manage rough sleeping is essential and is one of our clear actions We have also commissioned some high intensive bed spaces for entrenched rough sleepers to ensure they have access to the support they need, as well as an action to develop move on accommodation with support **Priority 1 action 2, 9 ,10, 11**
I say yes but I'd like to see some action on it there are many people who can't get into John Baker or alabare who were born here do they really deserve to have to sleep rough and risk their health to stay in the city they were born in? This is where a night shelter would come in handy there used to be one on the outskirts that picked people up in a mini bus from town	We have recently appointed a dedicated specialist Rough sleeper team to work on the streets with Rough Sleepers to provide appropriate advice and support. A multi agency approach including working with town councils to manage rough sleeping is essential and is one of our clear actions We have also commissioned some high intensive bed spaces for entrenched rough sleepers to ensure they have access to the support they need, as well as an action to develop move on accommodation with support Transport is already provided for our rough sleepers to be able to access one of these bed spaces **Priority 1 action 2, 9 ,10, 11**
Adult social care and children services need to support a lot more and respond earlier	It has been recognised that improved joint working at an early stage with both Adult

	Social Care and Children Services will have benefits to the customer **Priority 2 action 4 & Priority 3 action 3**
It's important a process is put in place to assist tenants before an eviction, very often support by adult care, children services or mental health is too late. Support needs of a tenant should assessed much earlier if a concern is raised by a housing provider	It has been recognised that improved joint working at an early stage with both Adult Social Care and Children Services will have benefits to the customer **Priority 2 action 4 & Priority 3 action 3**
I am responding to highlight the issue surrounding those (particularly who are vulnerable) being deflected towards living on boats as an economic solution. While this can be a solution there are complicating issues that where boats are required by the navigation authority to regularly move	We are not aware of clients being deflected towards living on boats as this is not considered a housing option when looking to prevent homelessness
Prevention of homelessness must address the wider determinants such as employment, education, parental conflict, adverse childhood experiences etc. No-one chooses to be homeless, for those who are it is the only option left. We must avoid stigmatising homeless people and acknowledge and address the role of society in creating the circumstances that lead to homelessness.	It has been recognised that improved joint working at an early stage with both Adult Social Care and Children Services will have benefits to the customer and help to address some of these issues **Priority 2 action 4 & Priority 3 action 3**
Early help and prevention is always the best option. Housing associations need to take a more pro active stance with more early intervention when tenancies are going array.	We are currently working with our housing providers to ensure they notify us early of any potential eviction so we can see what support can be offered to try and save the tenancy.
The Vagrancy Act has recently been cited to clear underpasses near Parliament of rough sleepers. It should be used in Salisbury. Vagrants of all kinds can be witnessed daily in Salisbury City centre. Many are street drinkers despite recent signage banning the practice. The Salisbury BID Security. Staff stand with these drinkers, take no action but will put the empty tins and bottles in the bins on behalf of the drunks. Vast numbers of vagrants have no interest whatsoever in 'being saved'! They all have hard luck stories to tell when begging. Drug use is rife. The same vagrants have been seen on the streets of Salisbury City for years - they are still there and Alabaré has invited more of them.	**Priority 1, 5** Enforcement action is a last option for Wiltshire Council as we believe that everyone should be supported and offered choices to help them resolve their housing situation
P8 Action 2 - Up skilling needs to take place before (not after) a tenancy is signed or they will not be in the best position to	We are currently looking at a tenancy ready module for those who have applied to join

succeed. Particularly with UC requirements, applicants need to be given knowledge of benefits, budgeting and tenancy / social responsibilities immediately after their acceptance on the housing register.	the housing register in advance of being given a tenancy
I feel the homeless strategy is clear and concise with its aims, a clear message that Wiltshire is committed to reducing rough sleeping and preventing homelessness whenever possible.	Noted
I wonder if the strategy should spell out what it means by the term, "Homeless". It does refer to Rough Sleepers as a sub category but what about drawing attention to Sofa Surfers and those sleeping in Unheated Boats and Vans and Cars?	In the homeless strategy we define three types of homelessness, these being statutory homeless, hidden homeless and rough sleeping. Those living in temporary or unsuitable housing such as empty buildings / unhabitable boats / cars etc are considered to be hidden homeless
This survey is flawed to give you the result you want. You would have to be heartless not to answer yes to questions 3 - 7 so there is not point in the survey.	We have received many comments and the responses to the questions have not all been yes
There are a number of people who are so antisocial that keeping and finding suitable housing will never be easy. The hard pressed services need to be available for those who do and are capable of helping themselves.	It has been recognised that improved joint working at an early stage with both Adult Social Care and Children Services will have benefits to the customer and help to address some of these issues as well as other support services in relation to drug and alcohol issues **Priority 2 action 4 & Priority 3 action 3**
The issues which cause people to become and remain homeless and/or to sleep rough are many, deep-rooted and often inter-connected. Accordingly, a range of approaches is required. It would be interesting to explore the effectiveness of approaches not yet used in Wiltshire.	We would welcome any ideas on things that people believe might work in Wiltshire to help prevent homelessness
Here are some other thoughts: Does Wiltshire have a (street) homeless issue to the extent that Housing First is really required? Is there another pared down approach that would be better? To enable resources to focus on prevention work? WC are looking at providing budgeting and income maximisation sessions to those signing up to a WC home. Why not roll this out to all on the CBL / priority need? I think key partner RPs would agree to fund this - as long as they had influence over delivery and were able to monitor quality. Where households are at risk of eviction would it not be better to re-introduce a floating support type service again? This was passed back to	It is our intention to pilot a housing first model which is not just for street homeless but for clients who would benefit from wrap around support at the early stages of independent living. We will then review how this works We are considering early tenancy ready training for those joining the register but we are at the early stages of development and we have had discussions with some of the RPs. We are not looking to re-introduce a county wide floating support service due to limited funding but have expanded the floating support services available to those in temporary accommodation

RPs with the lost of Comm 4? Whilst this was understandable as RPs were the ones who primarily benefitted not all RPs replaced it with sustainment teams to take up the slack. This means that the pressure and cost will eventually slide back to the WC. The strategy does not tackle the issue of poverty related to rent levels. Wiltshire is a very high private rent market. This makes families homeless. Firstly they can't find affordable rents in the first place and then if they do they can't sustain them. There is not enough on how WC can join forces with other orgs - too much seems to be done in isolation or rather partnership mechanisms are not clearly articulated. This is odd - as the emphasis is on Working Together. The new FACT Initiatives will be great - but will need resourcing (not just by WC). I know this is a strategy and top level but I have no feel of the actions that are being taken behind these statements to ensure outcomes are reviewed. There is a fairly strong dependency on "reviews" which will in themselves deliver other action plans that won't meet the outcomes in your strategy, rather help you get a bit closer. Danger that these plans won't be delivered due to changes and resources. In short - a good strategy but I think partners need to be clearer on how you will deliver it and when they will need to be involved.	It is our intention to create a multi agency board to oversee the implementation of the homeless strategy actions and look at ways to continue to prevent and improve our response to homelessness This strategy will help to create clear strategic direction to help develop and improve multi agency partnership working **Priority 5 action 1**
Having been through the homelessness system, I think you are already doing this so there doesn't appear to be much innovation in this as its pretty basic stuff.	We are more than happy to consider any suggestions for improvement and as part of the multi agency partnership meetings we would welcome any further initiatives that would be possible to take forward in Wiltshire **Priority 5 action 1**
As the most common cause of homelessness in Wiltshire is the loss of an assured shorthold tenancy, the link must be made to the Homes 4 Wiltshire policy and those in private lets should be permitted on to the bidding bands of the housing register. This will enable them to move in a planned way to more secure forms of tenancies and avoid the stress of trying to manage in an expensive private let with little security of tenure.	Private rented accommodation should be recognised as suitable accommodation and not consider social housing as the only option for re housing
The priorities and vision is very clear	Noted
I know this is all strategic stuff but there appears to be little vision or creativity in these statements which I feel we need if we	The homeless strategy has identified a clear vision and aims and the priorities and actions will help to deliver this

are to address these issues in the present economic climate. Also the phrase 'actions not words' come to mind	
Stop building in the excuses for failing, be more precise, Less words is "more"	We believe this homeless strategy is clear and concise and agree that less words is more
Focus on reducing risk of homelessness specifically with high risk and vulnerable people through pre-remotive work e.g. LGBT, Mentally ill, disabled and care leavers	We agree it is important to tackle homelessness early and one of the priorities in the strategy is around early intervention and prevention **Priority 2** We will look to develop person centred support and ensure that everyone has a choice. **Priority 1, action 4**
Ensure the locations and availability of shelters for the homeless are updated and with all Wiltshire parking officers, as that is where many homeless are:	We are looking to produce wallet sized information for both rough sleepers and partners and the advice, support and services available to rough sleepers **Priority 1 action 6 and 7**

Equality Analysis Evidence Document

(Please note, this will form part of a public facing document. If you have any questions about this, please contact Equalities@wiltshire.gov.uk)

Title: What are you completing an Equality Analysis on?

Homelessness Strategy 2019-24

Why are you completing the Equality Analysis? (please tick any that apply)

Proposed New Policy or Service X	Change to Policy or Service	MTFS (Medium Term Financial Strategy)	Service Review

Version Control

Version control number	4.0	Date	01/08/2019	Reason for review (if appropriate)	The Council is required by law to update its Homelessness Strategy every five years

Risk Rating Score (use Equalities Risk Matrix and guidance)

If any of these are 3 or above, an Impact Assessment **must be completed.
Please check with equalities@wiltshire.gov.uk for advice

Criteria	Inherent risk score on proposal	Residual risk score after mitigating actions have been identified
Legal challenge	6	
Financial costs/implications	6	
People impacts	9	
Reputational damage	8	

Section 1 – Description of what is being analysed

Section 1(1) of the Homelessness 2002 Act gives housing authorities the power to carry out a homelessness review for their district and formulate and publish a homelessness strategy based on the results of the review. Section 1(4) requires housing authorities to publish a new homelessness strategy, based on the results of a further homelessness review, within the period of five years beginning with the day on which their last homelessness strategy was published.

This is Wiltshire Council's first Homeless Strategy since the introduction of the Homeless Reduction Act 2017 and takes into account new duties placed on Local Authorities. The strategy has been informed by Wiltshire Council's Homelessness Date Review and Homeless Health Needs Assessment. The strategy ensures that we identify the key needs and challenges and have an action plan that sets out how we intend to support households at risk of homelessness. The aims and objectives of the strategy are designed to:-

Address the causes and prevent homelessness where possible
Deal effectively with those the Council has a duty to accommodate
Provide temporary accommodation for those who are homeless
Ensure support and options are provided to any Rough sleeper
Ensure that appropriate support is available to prevent repeat homelessness

The data review considered the definitions of homelessness, former and current levels of homelessness nationally and locally as well as a breakdown of homeless decisions made. These decisions were then further analysed taking into consideration reason for priority need such as children, pregnancy, physical or mental health disability, violence, age, family profile, ethnicity and reasons for homelessness.

Section 2A – People or communities that are currently **targeted or could be affected** by any change (please take note of the Protected Characteristics listed in the action table).

All households that are potentially vulnerable to or are at risk of homelessness with a particular focus on those in priority groups such as families with children, those expecting child, young or older people and those with a physical or mental health disability

Section 2B – People who are **delivering** the policy or service that are targeted or could be affected (i.e. staff, commissioned organisations, contractors)

Staff in Housing Options and Advice teams

Registered Housing providers (Housing Associations)
Supported Housing providers
Homeless shelters and day services
Mental Health practitioners
Adult Care and Children services teams
Public Health
Drug & alcohol misuse organisations and workers
Probation & prison services
Domestic abuse refuges and safe houses
Voluntary and charitable organisations
Police and Fire Services
Health practitioners
Private landlords and lettings agencies

Section 3 –The underpinning **evidence and data** used for the analysis (Attach documents where appropriate)

Prompts:
- What data do you collect about your customers/staff?
- What local, regional and national research is there that you could use?
- How do your Governance documents (Terms of Reference, operating procedures) reflect the need to consider the Public Sector Equality Duty?
- What are the issues that you or your partners or stakeholders already know about?
- What engagement, involvement and consultation work have you done? How was this carried out, with whom? Whose voices are missing? What does this tell you about potential take-up and satisfaction with existing services?
- Are there any gaps in your knowledge? If so, do you need to identify how you will collect data to fill the gap (feed this into the action table if necessary)

The Homelessness Code of Guidance for Local Authorities states:

1.10 Housing authorities need to ensure that policies and decisions relating to homelessness and threatened homelessness do not amount to unlawful conduct under the Equality Act 2010 and also comply with the public sector equality duty.

1.12 The public sector equality duty in section 149(1) of the Equality Act 2010 requires public authorities, including housing authorities, to integrate equality considerations into the decision-making process from the outset, including in the development, implementation and review of their policies and services. This includes policies and services relating to homelessness and threatened homelessness. Other agencies and bodies who carry out public functions on behalf of local authorities also have a duty to comply with the public sector equality duty in the delivery of those public functions.

1. 1.13 Specifically, under section 149(1) Equality Act 2010, public authorities in exercising their functions (or a person exercising public functions that is not a public authority (section 149(2)) must have due regard to the need to:
    1. (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
    2. (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and,
    3. (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

1.14 The 3 limbs of the duty, listed above, apply to all protected characteristics apart from marriage and civil partnership, which is only relevant to the first limb (eliminating discrimination and so on).

1. 1.15 In order to comply with the public sector equality duty housing authorities need to do the following:
    1. (a) plan how to factor in equality considerations;
    2. (b) collect sufficient information to develop a reasonable understanding of what the equality impacts might be;
    3. (c) identify any equality impact the policy or service might have;
    4. (d) justify any decision that it takes;
    5. (e) re-evaluation to consider whether any alternative approaches might be possible;
    6. (f) record how many equality impacts are taken;
    7. (g) inform decision-makers; and,
    8. (h) continue to review equality impacts as the policy or service is implemented or developed.

1.16 The duty to have due regard to these equality issues will also apply when decisions are taken in respect of individual applications for homelessness assistance. Applicants should receive fully considered decisions which, in accordance with the public sector equality duty, show due regard to any equality impacts of the decision.

Protected characteristics:

Ethnic profile of applicants accepted as homeless in Wiltshire:

	2014-15	2015-16	2016-17	2017-18
White	384	255	241	216
Black or Black British	47	14	16	22
Asian or Asian British	5	9	--	--
Mixed	-	5	--	--
Other ethnic origin	-	-	10	--
Ethnic Group not Stated	-	-	--	--
Totals	437	285	269	249

Based on the above, the stat homelessness rates amongst BAME groups are as follows:

2014-15: 11.9%
2015-16: 9.8%
2016-17: 9.7%
2017-18: 8.8%

Comparing these figures to the 2011 Census & more recent JSNA stats below, it appears that BAME groups are disproportionately represented amongst homeless households. This is not isolated to just Wiltshire and has been flagged through national government statistics as an emerging issue.

Chart 1: Ethnic groups, Wiltshire, 2011

- Asian/Asian British, 6178, 1.3%
- Black/African/Caribbean/Black British, 3228, 0.7%
- Mixed, 5568, 1.2%
- Other ethnic group, 1036, 0.2%
- White, 454971, 96.6%

2016-17 Ethnic Minority % by Broad Age Band

	Wiltshire	Statistical Neighbours
Aged 16-19	6.0	6.5
Aged 20-24	3.0	5.4
Aged 25-49	5.6	6.6
Aged 50+	2.4	1.8
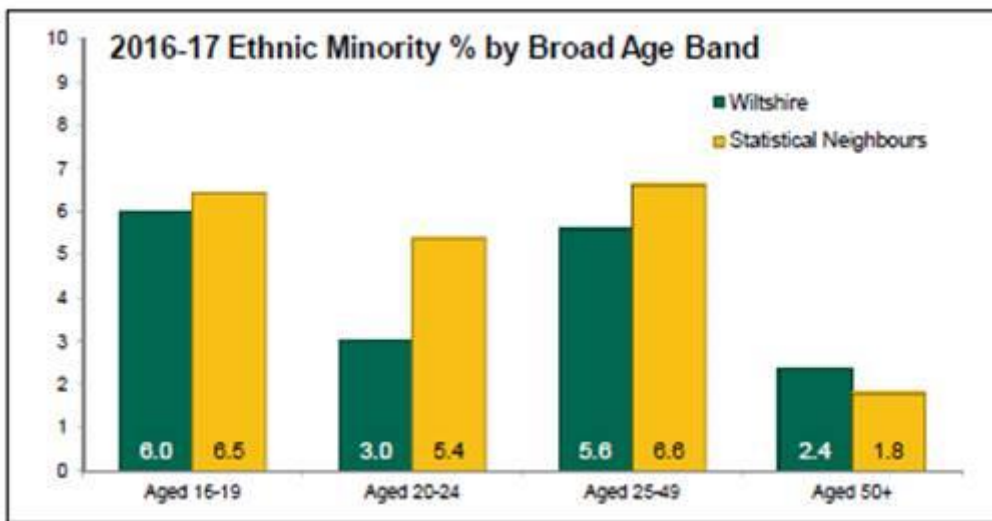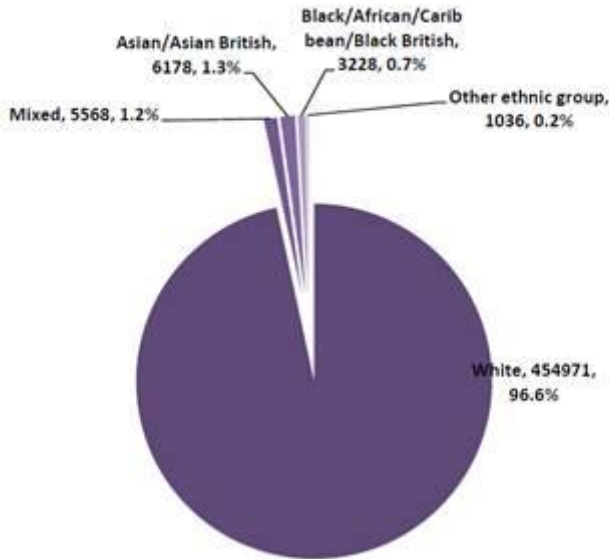
Age & Gender

Wiltshire has a population of 486,000 with a 13% growth expected within the next 25 years, with most growth expected in the 65+ age group. The number of people aged over 75 is projected to increase from 45,000 in 2015 to 76,000 in 2025 – an increase of 68%. The population of Wiltshire as a whole is evenly split between males and females according to the census data. The homelessness legislation doesn't distinguish between males and females although single parent households are most likely to be adult women with children rather than men. The strategy is also not age specific but seeks to ensure that services are accessible to households and individuals of all ages.

Year	Couple with dependent children	Lone parent household with dependent children		One person household		All other household groups	Total
		Male Applicant	Female Applicant	Male Applicant	Female Applicant		
2014-15	166	5	180	35	0	16	437
2015-16	79	26	126	23	10	0	285
2016-17	73	13	136	27	11	9	269
2017-18	68	10	118	28	15	10	249

Our data review evidences that the majority of homeless applications are made by households including females expecting a child or who have dependent children, with the greatest proportion of applications being received from 25 – 44 year old's, although there are small number of people seeking assistance aged between 16/17 and 70+ years.

Age profile of applicants accepted as homeless, Wiltshire
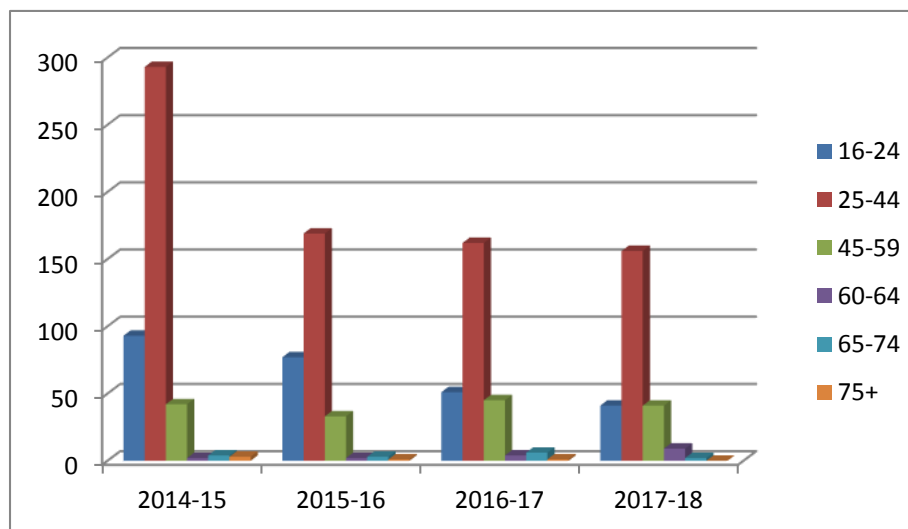
Rough sleeping has also been an issue in Wiltshire, however following government funding we have seen a noticeable decrease in those people rough sleeping. In Wiltshire both in 2017 and 2018, the majority of rough sleepers were male UK nationals over the age of 25 years, which is consistent with the national picture, however we have seen a gradual increase in the number of woman rough sleeping. The strategy has identified the need to reduce rough sleeping as a priority with 17 agreed actions to ensure appropriate support and housing options can be provided to all clients.

Profile of Nov 2018 Rough Sleeper Count

	Under 18	18-25	Over 25	Age unkown	Total
Women	0		6	1	7
Men	0	1	12	2	15
Total	0	1	18	3	22

The strategy recognises, in particular the challenges facing young people and proposes a clear pathway and close working with children services to ensure that young people are protected and supported if they become homeless. Various actions have been identified in the strategy action plan to address this.

Marital status

The homeless legislation takes no account of whether or not someone is married or in a civil partnership and would treat people as in a relationship if they were married, in a civil partnership or just living together, therefore the actions within the strategy do not impact adversely on this group. The strategy recognises the councils commitment to provide an inclusive approach to supporting all households at risk of homelessness including single people, families and childless couples.

Pregnancy/Maternity

The strategy recognises pregnant women and those that have recently given birth are a priority group and the Council is committed to supporting all households with children at risk of homelessness

Sexual orientation

The homeless legislation takes no account of a client's sexual orientation and this information is not asked for or recorded, therefore the actions within the strategy do not impact adversely on any client due to their sexual orientation

Disability

The Equality and Human Rights Commission has published an allocations toolkit for local authorities on housing and disabled people

Armed Forces and Former Armed Forces Personnel

Housing have already recognized the needs of armed forces and former armed forces and in accordance with the Councils commitment to Armed Forces personnel we have already reviewed our services to give additional priority for accommodation to those currently serving in the armed forces or those who have left within the last 5 years.

Consultation

A joint homelessness and health needs assessment project board was set which included directors from public health and housing, cabinet member from both areas the housing portfolio and a member representative from the Environment Select Committee. The board has monitored progress and development of the data review, the homeless strategy and health needs assessment and helped to provide strategic direction. Alongside the project board the Environment Select Committee put together a homeless task and finish group which included members from cross parties to undertake a review of homelessness across Wiltshire to identify some of the issues and gaps as well as the positive work being done.

Consultation involvement methodology

The recently completed data review of homelessness involved joint informal consultation events with public health held in both the south and north of the County with a wide range of statutory services, voluntary and supported sector organisations, housing and health providers as well as staff and members. Once the homeless strategy was written in draft following the informal consultation we commenced a 3 month formal consultation period which ended on 21st June 2019. The consultation was made available on the Council's website on both the consultation and housing pages, circulated to all members, Wiltshire MPs, parish and town councils, Wiltshire area boards, Housing providers, voluntary sector, supported housing providers, police and probation, fire service, rough sleeping charities, housing providers, Wiltshire council staff and representatives of service users

It was also discussed at the following meetings:-

Homeless Project Board
Public Services Board
Health and Wellbeing Board
Environment Select Committee Task and Finish Group
Homes4wiltshire Partnership meeting
Rough Sleepers Operational meetings (North and South)
Preferred Development Partnership
Staff team meetings

*Section 4 – **Conclusions** drawn about the impact of the proposed change or new service/policy

Prompts:
- What actions do you plan to take as a result of this equality analysis? Please state them and also feed these into the action table
- Be clear and specific about the impacts for each Protected Characteristic group (where relevant)
- Can you also identify positive actions which promote equality of opportunity and foster good relations between groups of people as well as adverse impacts?
- What are the implications for Procurement/Commissioning arrangements that may be happening as a result of your work?
- Do you plan to include equalities aspects into any service agreements and if so, how do you plan to manage these through the life of the service?
- If you have found that the policy or service change might have an adverse impact on a particular group of people and are **not** taking action to mitigate against this, you will need to fully justify your decision and evidence it in this section

The homeless strategy recognizes that although any household can become at risk of homelessness, those most vulnerable include a high proportion of households without social/family networks that can support them, are most likely to be from deprived areas and on low or welfare based incomes. The strategy is specific in seeking to tackle exclusions, improve accessibility and assessment and enable individuals to achieve sustained outcomes that include improved health, wellbeing and choices.

The proposals priorities and actions identified within the strategy are designed to address the needs of those who are disadvantaged and a number of the equality groups within the EIA are positively targeted with actions designed to support and help them to maintain a home. The emphasis is on providing an accessible service and effective pathways to ensure sufficient advice and support is in place to make sure that once accommodation is found it is maintained.

*Section 5 – How will the outcomes from this equality analysis be **monitored, reviewed** and **communicated?**

Prompts:
- Do you need to design performance measures that identify the impact (outcomes) of your policy/strategy/change of service on different protected characteristic groups?
- What stakeholder groups and arrangements for monitoring do you have in place? Is equality a standing agenda item at meetings?
- Who will be the lead officer responsible for ensuring actions that have been identified are monitored and reviewed?
- How will you publish and communicate the outcomes from this equality analysis?
- How will you integrate the outcomes from this equality analysis in any relevant Strategies/Polices?

*Copy and paste sections 4 & 5 into any Committee, CLT or Briefing papers as a way of summarising the equality impacts where indicated

Please send a copy of this document to Equalities@wiltshire.gov.uk

Completed by:	
Date	
Signed off by:	
Date	
To be reviewed by:	
Review date:	
For Corporate Equality Use only	Compliance sign off date:

Wiltshire Council

Environment Select Committee

3 September 2019

Final Report of the Homelessness Strategy Task Group

Purpose of the report

1. To present the findings and recommendations of the Task Group for endorsement by the committee and referral to the Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and Environment for a response.

Background

2. On 4 October 2018, the Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and Environment, Cllr Richard Clewer, met with the former Chairman of the Environment Select Committee, Cllr Matthew Dean, to discuss Overview and Scrutiny (OS) involvement in helping the Cabinet to draft a Homelessness Strategy.

3. The Cllrs agreed that OS input could help to add value to the development and shaping of the Council's homelessness policies, through the work around the Council's Homelessness Strategy. Following this discussion, the Environment Select Committee endorsed the establishment of a Homelessness Strategy Task Group at their meeting on 6 November 2018.

4. During November 2018's meeting, the committee felt that the Task Group's remit should focus on how the Council can take preventative measures to reduce homelessness through:
   - Providing for the needs of Wiltshire's most vulnerable groups, who are most at risk of homelessness
   - The availability of a range of accommodation options
   - Projections of homelessness in the county and how the Council can forward plan to meet such demand.

5. The above bullet points link to the Council's Business Plan 2017-27 priority of 'Protecting the most vulnerable' and within this, the headings of: 'Early Intervention' and 'Empowering and Safeguarding Families and Individuals'.

Terms of reference

6. The following terms of reference for the task group were endorsed by the Environment Select Committee on 8 January 2019.

Terms of Reference:

1. To support the development of a Homelessness Strategy, which aims to prevent and reduce homelessness in Wiltshire by considering:
   a) Partnership working arrangements - which can help to facilitate a holistic response to the causes of homelessness and the accessibility of advice and information around homelessness and housing options
   b) Projections of homelessness in the county
   c) The availability of suitable and appropriate accommodation
   d) Provision for the needs of vulnerable groups deemed as most at risk of homelessness
   e) The reasons why individuals become either at risk of or homeless.

2. To meet every 8 weeks or on an ad-hoc basis as appropriate, until the conclusion of the Cabinet's work in in drafting a Homelessness Strategy in September 2019.

Membership

7. The task group comprised the following membership:

   - Cllr David Halik
   - Cllr Deborah Halik
   - Cllr Gordon King
   - Cllr Pip Ridout
   - Cllr Tom Rounds
   - Cllr Graham Wright (Chairman)

Cllrs Matthew Dean and John Walsh were originally members of the Task Group, but later stood down, due to other commitments.

Methodology

8. The Task Group decided that in order to successfully work through each of their Terms of Reference, it would be fundamental to speak to the partners that the Council's housing service work with, as well as independent private sector landlords.

9. As set out in the table below (and not including private sector landlords), the Task Group spoke to 23 witnesses in total: approximately 65 per cent of these witnesses were internal to Wiltshire Council and 35 per cent came from external organisations.

10. The Task Group is grateful to the following witnesses for providing them with evidence:

Cllr Richard Clewer	Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and Environment
Cllr Ashley O'Neill	Portfolio Holder for Housing and Electoral Review

Martyn Adrey	Homeless Prevention Officer, Wiltshire Council
Sam Brand	Homelessness Advice and Prevention Manager, Wiltshire Council
Ian P Brown	Head of Revenues and Benefits, Wiltshire Council
Verena Buchanan	Housing Director, Selwood Housing
Ashley Byers & Housing Options Team	Wiltshire Council Housing Options North, Team Leader
Heidi Clarke	The Big Life Group, Liverpool
Sally Cook	Employer and Partnership Manager, Department for Work and Pensions
Sue Cox & Housing Options Team	Wiltshire Council Housing Options South, Team Leader
Louise Davis	Project Leader, Salisbury Trust for the Homeless
Revd Barrie Dearlove	Breakthrough Trowbridge
Simon Hendey	Director of Housing and Commercial Development, Wiltshire Council
James Hudson	Private Sector Housing Manager, Wiltshire Council
Ollie LeCluse & Housing Options Team	Wiltshire Council Housing Options West, Team Leader
Jan Morse	Neighbourhood Operations Manager, Greensquare
Hayley Mortimer	Public Health Consultant, Wiltshire Council
Louis Shortall	Wiltshire Council Rough Sleeper Outreach Team, Team Leader
Nicole Smith	Head of Housing, Wiltshire Council
Louise Streater	Revenues and Benefits Operations Manager, Wiltshire Council
Gemma Syrett	Housing Income Manager, Wiltshire Council
Louise Thorpe	Head of Housing, Aster
Naomi Webb	Service Manager, Alabaré
Suzanne Wigmore	Chief Executive, Citizens Advice Bureau

The Members of the Task Group also conducted independent interviews with private landlords and some homeless people in their division. In the interests of confidentiality, these witnesses will not be listed; notwithstanding, the Task Group is grateful for the input from private landlords and homeless individuals in the following areas:

- *Calne*
- *Salisbury*
- *Trowbridge*
- *Warminster*
- *Westbury*

11. Alongside interviewing those listed above, the Task Group considered a range of sources of information. This related to:

- Desktop Review: Homelessness Application Process in other Local Authorities (Bath & North East Somerset, Devon, Dorset, South Gloucestershire, Swindon and Wiltshire)
- Desktop Review: Homelessness Outreach in other Local Authorities (Bath & North East Somerset, Devon, Dorset, South Gloucestershire, Swindon and Wiltshire)
- Homelessness Reduction Act, 2017
- Housing Income: Number of Evictions and Arrears from 2013 to Jan 2019 for Wiltshire Council's Housing Stock
- Government's Code of Guidance for Local Authorities: Homelessness Strategy
- Government's Rough Sleeper Delivery Plan
- Wiltshire Council's Homeless Data Review, December 2018
- Wiltshire Council: Homelessness Health Needs Assessment
- Wiltshire Council: Homelessness Strategy 2019
- Wiltshire Council: Reconnection Protocol
- Wiltshire Council: Rough Sleeper Policy

12. The Task Group met nine times between December 2018 and September 2019. This report and its recommendations have been discussed with the Executive and Officers.

Evidence

Reasons for Homelessness

13. The Task Group looked at those individuals most at risk of homelessness. When it comes to social housing evictions, both in Wiltshire and across the whole of England, rent arrears is one of the main reasons behind why an individual/household becomes homeless and the Task Group saw how the transition to universal credit had exacerbated tenants building up rent arrears. Significantly, in the majority of cases, those with rent arrears also had Council Tax arrears and were in receipt of a range of social security benefits.

14. Although appropriate partner bodies such as Alabaré, Aster Housing, Greensquare Housing, Selwood Housing and White Horse Housing were part of the Wiltshire Information Sharing Charter, the Task Group were informed that it was not possible for the Council to capitalise on this agreement and share data with partners for those with Council Tax arrears and in receipt of Housing Benefit. The Task Group felt that this information could help highlight to partners those individuals most at risk of homelessness, so that preventative strategies could be put in place. However, due to Housing Benefit legislation, the Council is unable to provide details to partners of those in receipt of the benefit.

Accommodation

15. On average, the Council lets 1500 social rented properties to individuals who have completed a housing application for housing. All of Wiltshire's social housing providers offer their properties through the Homes4Wiltshire scheme. Accommodation can also be sourced from the private rented sector. Despite all of these options, the Task Group were informed that demand for housing outstrips supply and that there is a lack of one-bedroom properties in the county.

16. When it comes to providing housing to those approaching the Council for support and assistance, Housing noted that two-bed flats and bungalows are in very low demand, however, offering a single individual a two-bedroom property can be problematic; because a reduction to the person's Universal Credit payment will be applied via the Spare Room Subsidy. This would often make the property unaffordable, so it couldn't be offered to the client. Alongside this, some accommodation is hard to let and unsuitable, because it is based in a rural location with poor transport links; which does not support the tenant(s) in securing and maintaining employment which, again, contributes to homelessness.

17. On the whole, private landlords reported that they did not want to let their properties to Wiltshire Council clients because, historically, some of the Council's clients were known to not look after properties adequately. This often resulted in the landlord incurring additional and unforeseen expenses at the end of a tenancy. The Task Group was encouraged to hear that Housing were aware of these issues and actively working to build positive and strong relationships with the private rented sector.

18. Additionally, some private landlords stated that they were disinclined to let their properties to Wiltshire Council clients because of a lack of tenant history. For example, some landlords explained that they always like to collect references for any potential tenants and, often, the Council's clients were unable to provide such documentation. The Task Group felt that Housing needed to establish a process whereby the Council could vouch for a tenant and thus, provide the tenant with a reference, when they are seeking to move on. This could be facilitated by Housing keeping a record of how the individual took care of their accommodation whilst in Temporary or Emergency Accommodation.

19. Largely, private landlords reported that they felt the duty to prevent and reduce homelessness rested with Wiltshire Council. This was one reason why many landlords only chose to accept tenants who were not in receipt of benefits.

Emergency Accommodation and the Rough Sleeper Outreach Team

20. When it came to Emergency Accommodation, the Task Group was pleased to learn that Wiltshire has not had to rely on hotels or B&Bs for temporary accommodation provision. This is a significant achievement, with many local authorities across the country relying heavily on such options. That being said, Wiltshire's funding from Central Government for several emergency accommodation placements and the Rough Sleeper Outreach Team was only guaranteed for two years (until 2020).

21. At present, Wiltshire currently has rough sleeper emergency accommodation in Trowbridge, Chippenham and Salisbury. Temporary Accommodation is available in Amesbury, Bemerton Heath, Chippenham, Durrington, Melksham, Salisbury, Trowbridge, Warminster and Westbury.

22. Both the work of the Rough Sleeper Outreach Team and increasing the amount of emergency accommodation units, helped to ensure that rough sleepers across Wiltshire had options to come off the streets and the Council was able to adhere to the Government's 'No Second Night Out' policy, which formed part of the Government's Rough Sleeper Strategy 2011. This policy is designed to reduce rough sleeping, by ensuring that no individual has to spend a second night sleeping on the street.

23. Since the Rough Sleeper Outreach Team became operational, rough sleeping had decreased by 52 per cent across the county. The Task Group learnt that this team was integral in helping those rough sleepers who traditionally chose not to engage with Housing, to transition out of homelessness.

Projections of Homelessness

24. The Task Group were informed that homeless applications had been increasing from veterans in the South of the County and there was concern among Housing Options that this would further grow, as the Army Rebasing 2020 Scheme is completed.

Accessibility of Advice and Information

25. When considering the accessibility of advice and information for those facing homelessness, local authorities differed in how they publicised their information, as well as the information provided. Although not fully investigated, the Task Group considered whether the Councils whose information was harder to access and more limited had higher levels of homelessness. Devon County Council was seen as an example of good practise in this area. The Executive stated that making homeless advice and information readily accessible from the Council's website was a priority.

Conclusions

Reasons for Homelessness

26. As the Council holds all the data for council tenants, including which households have rent arrears and Council Tax arrears, as well as the details of those tenants in receipt of welfare benefits, the Task Group felt that it would be a 'quick win' for the Council to use this data to design an enhanced preventative process. The Task Group agreed that the Council's preventative homelessness service was already operating well and this activity could help to further enhance the service.

27. One way in which the Task Group felt that the current process could be improved, is if Revenues and Benefits and Housing met together regularly, to discuss vulnerable households. This could be facilitated similarly to how the MAPPA

(Multi-Agency Public Protection Arrangements) meetings are carried out; these meetings are used to inform Housing of any offenders due to leave prison, who would require assistance in securing accommodation. MAPPA effectively reduces the likelihood of an ex-offender becoming homeless and a similar set-up between Revenues and Benefits and Housing, could help to further prevent homelessness in Wiltshire.

28. As touched on above in paragraph 14, the Task Group wanted to include a recommendation for the data of those with Council Tax arrears and those in receipt of Housing Benefit to be shared with partners. The aim of this recommendation is to help facilitate further preventative work, so that those most at risk of homelessness (and living in non-Wiltshire housing stock) could be identified earlier. Unfortunately, due to Housing Benefit legislation, it would not be possible for the Council to share the details of those in receipt of this benefit with partners.

Accommodation

29. The Task Group were concerned that Wiltshire's accommodation options were limited because private landlords often chose not to rent to those in receipt of welfare benefits. Also, the Homelessness Strategy spoke of relying on the private sector to help combat homelessness, yet, many landlords stated that the responsibility to reduce homelessness fell solely on the Council.

30. Therefore, the Task Group concluded that it would be beneficial if Housing could make it more attractive for private sector landlords to let their properties to Wiltshire Council clients. Furthermore, Housing could play a central role: working with both these landlords and their tenants, to facilitate smoother tenancies.

Emergency Accommodation and the Rough Sleeper Outreach Team

31. The Task Group concluded that both Emergency Accommodation and the Rough Sleeper Outreach Team were vital components in the Council's work in combatting homelessness. Interestingly, desktop research demonstrated that having in-house rough sleeper outreach hugely improved the support provided to rough sleepers/non-engagers and, in this respect, Wiltshire appeared to be following delivering best practise.

32. The Rough Sleeper Outreach Team also acted as the focal point for integrating and joining-up services, such as Public Health, Social Care and Housing. The Task Group felt this was an innovative approach, which should continue to be capitalised on going forwards.

33. The Task Group's concern was that funding for both elements (Emergency Accommodation and the Rough Sleeper Outreach Team) was not guaranteed from 2020 and this needed to be addressed; as without these two entities, the Council's outstanding work would slip backwards. The Task Group felt that the continuation of overnight shelter in each area where need has been proven was

fundamental. As noted above, this provision formed part of the Council's on-going social care role.

Homelessness Strategy

34. Overall, the Task Group supported the content of the Homelessness Strategy. Throughout the scrutiny review, the Executive had been forthcoming in sharing information and discussing contentious matters. As a result, the Task Group were able to conduct a comprehensive piece of work, yielding a suite of evidenced-based recommendations.

35. Finally, despite the challenges that the service area faces, the Task Group was impressed with the work of the council's Housing team. From management to Revenues and Benefits to Housing Options and the Rough Sleeper Outreach Team, officers demonstrated an outstanding level of dedication, knowledge and enthusiasm for supporting the needs of those most vulnerable to homelessness. With such committed individuals, the Task Group is confident that the priorities set out within the Homelessness Strategy can be implemented successfully.

Proposal

36. To endorse the report of the Task Group and refer it to the Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and Environment for response at the committee's next meeting.

Recommendations

That the Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and Environment implements the following recommendations:

1. **For the Environment Select Committee to welcome the positive and proactive engagement from the Executive throughout this important review.**

2. **In order to ensure that intervention takes place at the earliest possible stage and that vulnerable clients have the best chance of maintaining appropriate accommodation, to consider implementing a "Passport to Housing" scheme, whereby the following are undertaken:**
   a) **Internal Data Matching: those on welfare benefits, those who have Council Tax arrears and rent arrears have their details centralised. This information to then be discussed, so that all appropriate Council departments are aware of the individuals/households most at risk of homelessness; leading to a process of earlier intervention**
   b) **Wiltshire Council's Departments, Wiltshire's main Social Housing providers, private landlords and the third sector forge a partnership working arrangement, so that housing stock is better co-ordinated and different agencies become more aware and responsive to the needs of Wiltshire's tenants.**

3. **The council to consider all the ways of encouraging and supporting private landlords to rent their properties to those in receipt of welfare benefits and wider use of the 'Discretionary Housing Payment', in order to increase the housing options available to this group and reduce their vulnerability to homelessness.**

4. **In order to ensure that Wiltshire Council can continue its positive work reducing homelessness in the county, to prioritise sustaining both the Emergency Accommodation provision (in each town where need has been proven) and Rough Sleeper Outreach Team for a significant period of time through, for example:**
   a) **Regularly recording data that evidences the need for, and impact of, the Emergency Accommodation provision and the Rough Sleeper Outreach Team**
   b) **Continually seeking funding opportunities to help maintain these services.**

5. **In light of the Army Rebasing 2020 Scheme and to help manage the workload of Housing Options South, to consider establishing a "prevention partnership" network with the Ministry of Defence and appropriate partners, which would enhance the housing support offered to those leaving the armed forces.**

6. **For the Council's homelessness webpages to be better publicised and more easily accessible from the Council's homepage, so that those who are homeless, or at risk of homelessness, can more easily remotely access the support and advice that they need.**

7. **For the Environment Select Committee to consider a report in 12 months' time, updating on how the Executive have implemented the recommendations set out above. *(This report would only relate to recommendations that the Executive accepted, as detailed in the 'Executive Response to the Homelessness Strategy Task Group's final report' – due to be received on [5 November 2019]).***

Cllr Graham Wright, Chairman of the Homelessness Strategy Task Group

Report author: Natalie Heritage, Senior Scrutiny Officer, 01225 718062, Natalie.Heritage@wiltshire.gov.uk

Appendices

None

Background documents

Links are listed within the report to non-confidential material. Paragraph 11 of the report's 'Methodology' section also sets out a list of background documents.

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Wiltshire Council

Cabinet

Date Tuesday 8 October

Subject: **Community Funding Review – Community Facilities**

Cabinet Member: **Cllr Philip Whitehead, Leader of the Council and Cabinet Member for Finance, Procurement and Economic Development**

Key Decision: **Key**

Executive Summary

The report identifies those community areas that have not benefitted from capital investment through the community campus and hub programme.

This report provides a suggested mechanism identifying how Wiltshire Council might engage with identified community areas to identify potential facility projects that address local priorities; and where council investment could enable communities to develop new or improved community assets.

To recognise that some capital funding should be set aside to support the development of any appropriate facility projects identified by these community areas during this process, subject to further investigation.

Proposal(s)

To approve the community areas eligible for this process.

To also consider any other substantial community whose local area has not benefited from a campus investment.

To approve a mechanism to engage identified community areas be developed and implemented.

To allocate some capital funding to support communities to develop appropriate facility projects in identified community areas through this mechanism.

To prioritise projects which align to the principles of Wiltshire Council's Service Devolution and Asset Transfer policy and which are underpinned by a collaborative approach ensuring multiple community organisations benefits from investment.

Delegate authority to the Director of Communities and Neighbourhood Services in consultation with the Director of Finance and Procurement to oversee and implement an engagement mechanism and to allocate funding to any appropriate facility projects identified by community areas as part of this process.

Reason for Proposal(s)

To ensure that community areas that have not benefited from community facility investment have the opportunity to identify potentially develop facility projects, which could improve local provision and support local priorities.

To ensure any future provision within the proposed community areas explores the potential to deliver new community facilities, aligned to the principles of the Service Devolution and Asset Transfer policy passed by Cabinet in November 2017.

To ensure that additional investment within the proposed community areas compliments future priorities identified through the respective leisure facilities and libraries reviews.

Alistair Cunningham OBE
Executive Director Investment & Growth

Wiltshire Council

Cabinet

Date Tuesday 8 October

Subject:	**Community Funding Review**
Cabinet Member:	**Cllr Philip Whitehead, Leader of the Council and Cabinet Member for Finance, Procurement and Economic Development**
Key Decision:	**Key**

Purpose of Report

1. To identify community areas that have not benefitted from capital investment through the community campus and hub programme.

2. To provides a mechanism identifying how Wiltshire Council might engage with identified community areas to identify potential facility projects that address local priorities; and where council investment could enable communities to develop new or improved community assets.

3. To recommend some capital funding be allocated to support communities to develop appropriate facility projects in identified community areas through this mechanism.

Relevance to the council's Business Plan

4. The provision of high-quality fit for purpose community facilities is intrinsic to the council's vision to create stronger communities in Wiltshire.

5. Provision of appropriate local facilities enables communities to improve personal and community wellbeing and allows for the provision of services which protect the vulnerable. Collaborative work on projects of this nature ensures the council works with partners as an innovative and effective council. These are all key priorities within the Wiltshire Council business plan.

6. Community facilities have a key role to play in supporting people to live more active and fulfilled lives, providing sustainable assets for local communities that provide a place, facilities and services that can help to combat isolation and loneliness and increase opportunities for social interaction.

Background

7. The community campus and hub programme was conceived in October 2009 following the merger of the county council and four district councils and was part of the Workplace Transformation Programme, which was set-up to

rationalise the property estate and provide fit for purpose accommodation for council services.

8. Eleven community areas have benefited from investment as part of the community campus programme. Budget for this programme is fully committed.

9. The following community areas have so far not received any investment through the community campus and hub programme:

    *   Amesbury
    *   Bradford on Avon
    *   Chippenham
    *   Marlborough
    *   Southern Wiltshire
    *   Tidworth
    *   Trowbridge

    While all other community areas have received investment through the campus programme, there are other substantial communities whose local area has not benefited from a campus investment and they may wish to be considered as part of this proposal.

10. The Service Devolution and Asset Transfer policy was passed by Cabinet in November 2017, the principles of which could form an integral part of discussions with identified community areas.

11. Work is underway in Westbury to asset transfer the former Westbury Youth Centre in Eden Vale Road to the Westbury Community Project, a registered charity. This work may provide a suitable model to develop and deliver facility projects following discussions with the seven community areas identified above. Further details can be found from paragraphs 13 to 21.

12. An in-depth review of leisure facility and library requirements across the county is due to be commissioned shortly. These reviews will ensure that Wiltshire has the appropriate facility provision to deliver fit for purpose services over the medium to long term. It is imperative that any facility projects identified as part of this proposal be developed in accordance with the findings of these reviews.

A Community Led Model for Success: Westbury

13. Work is underway in Westbury to asset transfer the former Westbury Youth Centre in Eden Vale Road to the Westbury Community Project, a registered charity. This project aims to upgrade the existing building and utilise the facility to co-locate vital services and provide a space for the local community to create additional recreational and social activities that generate increased social capital.

14. Wiltshire Council has identified £100,000 of capital funding through the Community Led Funding Facilities (CLFF) model (Appendix 1 - Community

Led Funding Facilities model), to contribute to the required improvements to this facility which reflects the condition of the building at point of transfer.

15. In the CLFF model utilised in Westbury the community has identified a need and a suitable opportunity to deliver a project that also contributes to Wiltshire Council's own priorities. In addition to funding, Wiltshire Council has provided a wraparound support package to assist the development of the project. This has included:

- Asset transfer support via Strategic Assets and Facilities Management
- Building improvement guidance via Strategic Assets and Facilities Management
- Business case development support via Community Engagement
- Governance support via Community Engagement
- Support to identify other suitable community partners via Community Engagement

16. Providing a menu of tools and expertise to local communities allows Wiltshire Council to support projects, improve the chances of communities successfully delivering schemes of work and minimises the risk to the council.

17. The CLFF could provide a suitable model to develop facility projects in other community areas and to unlock existing assets.

18. Any project receiving funding from Wiltshire Council should be assessed against criteria which measures community benefit and need as well as ensuring projects are viable and delivery organisations are credible. The Capital Projects Gateway process (Appendix 2), could be utilised to assess this. Facility projects would be passed through a series of governance and assurance gateways designed to ensure that any project's progress is monitored and assessed through a robust process aligned to Wiltshire Council's Capital Investment Strategy.

19. Facility projects assessed through the Gateway process will require specific documentation to be completed and submitted for review and challenge at various stages. The documentation requirement will ensure that capital expenditure or capital project details and associated business cases are recorded in a consistent manner, so that any scheme can continue with all parties understanding the proposed outcomes and costs.

20. For any capital investment that also includes the transfer of a Wiltshire Council owned asset, the asset should be transferred under the principles of the Service Devolution and Asset Transfer policy and ensure that there is no conflict between assets that are likely to be transferred to the 20 agreed town councils.

21. Once a project has been approved for funding, as well as governance and assurance gateways, it is recommended recipients complete annual monitoring reports to record progress, detail spend and report against any performance measures.

Investment Options

22. The type of facility that could be invested in could include the following:

22.i   Wiltshire Council owned buildings currently in use – Investigate options for asset transfer and capital investment to ensure building is structurally sound and can be successfully maintained and operated by communities.

22.ii   Wiltshire Council owned buildings currently not in operation – Investigate options for asset transfer and capital investment to utilise buildings that are not currently in use before handing to the community to deliver community benefit and address local priorities.

22.iii Third party owned buildings – Capital investment for third party owned buildings where communities have identified potential investment could support local priorities and deliver community benefit.

Engagement Mechanism

23. It is recommended that presentations be delivered at areas boards for each of the seven community areas above, requesting communities work collaboratively to submit proposals and ideas relating to potential facility development projects.

24. To ensure a broad range of residents and community organisations are engaged in the process and aware of the opportunity, presentations will be followed with press releases, social media promotion, direct mail circulation and use of the Our Community Matters web pages.

25. Communities will be encouraged to submit an Expression of Interest (EOI) using a standardised pro-forma template. This approach will ensure a level of consistency in the initial information provided for each project.

26. Local CEMs will be able to provide guidance and advice relating to the submission of EOIs and their content. Where appropriate CEMs might advice that multiple EOIs being developed should be merged and a collaborative approach taken.

27. For this approach to work and to not unnecessarily raise expectations amongst community organisations clear guidance will need to be provided at the beginning of the process. This will need to include:

- The maximum amount of capital funding available per community area
- The maximum amount of capital funding available per project
- The maximum number of projects to be funded per community area
- The maximum number of projects to be funded across all seven areas
- The criteria against which projects will be assessed and monitored from EOI through to funding being agreed and ongoing project monitoring
- The governance requirements organisations need to comply with in to be considered for funding

- That priority will be given to projects working collaboratively to benefit multiple community organisations and a broad range of priorities and residents
- That priority will be given to projects that utilise an asset transfer approach or upgrade an existing facility. New build facilities are unlikely to be in scope.

28. EOIs will be assessed by the local CEM and members from the area board, with any proposals deemed suitable passed to the Director of Communities to work collaboratively with the Directors of Finance and Legal, and with the cabinet member for Communities to approve and agree funding.

29. Projects that are granted funding will then progress through the CLFF model, business cases for each project developed and projects assessed using the Capital Projects Gateway process.

Main considerations for the Council

30. Allocation of a capital funding budget to develop any credible facility projects put forward by identified community areas.

31. Consideration will need to be given to the existing community facility asset base in each of the seven identified community areas to ensure gaps in provision and relevant opportunities are identified.

32. Capital investment should adhere to the principles of the community campus and hub programme with priority given to projects that modernise local community facilities, deliver efficiencies, amalgamate facilities, reduce maintenance costs and allow services and community organisations to operate in partnership from shared spaces to deliver community benefits.

33. Capital investment should be allocated using a needs-based approach to ensure local priorities are met. Where possible funding should be allocated based upon needs identified through local neighbourhood plans or which address the priorities and needs identified through the Joint Strategic Needs Assessment (JSNA) process (Appendix 3). Furthermore, priority should also be given to projects that utilise a service devolution and/or asset transfer delivery model.

34. Any projects delivered through new capital investment should reflect and complement the priorities identified as part of the impending leisure and libraries facility review. Need for capital investment in the seven community areas identified in this report should be community led and utilise operating and management models that are driven by local communities.

Overview and Scrutiny Engagement

35. The proposal to engage community areas to understand local requirements and opportunities is the first stage in this process. It is proposed that, as this work progresses, detailed business cases are developed for any projects

identified as suitable for funding. Opportunities to engage will form an important part of the consultation process for each of these projects.

Safeguarding Implications

36. Priority will be given to projects that utilise a service devolution and/or asset transfer delivery model and as such projects will be community led. Safeguarding support will be provided to these organisations as part of the wraparound support package offered by Wiltshire Council. This will ensure projects adhere to appropriate safeguarding policy and legislation in relation to staff, users, volunteers, apprenticeships and work placements. As part of this appropriate checks will need to be adhered to and training on safeguarding will be implemented as part of the induction process for all staff and volunteers and monitored by Wiltshire Council.

Public Health Implications

37. Enabling communities to benefit from improved facilities and co-located services will help provide opportunities for people to lead healthy active lives, to socialise and reduce isolation and loneliness.

38. Identified projects may be able to further contribute to public health priorities including increased opportunities to be activity or by aiding the improvement of the physical and mental health of the population, which reduces mortality and improves life expectancy.

39. Any projects which receive investment will be required to identify how they are able to contribute to these outcomes and ensure local communities experience the same benefits.

Procurement Implications

40. Projects which receive Wiltshire Council investment will need to comply with relevant procurement regulations and evidence how they will achieve this as part of the application process.

Equalities Impact of the Proposal

41. Accessibility will be a key design consideration for all projects receiving investment. All facilities will be designed to be fully accessible, in compliance with current building regulations and Wiltshire Council requirements.

42. All facilities and community spaces will be required to maintain an ongoing equalities assessment.

Environmental and Climate Change Considerations

43. The localised provision of services for customers, embedded within the community, is seen as a sustainable model, minimising travel distances for customers and helping to reduce carbon emissions.

44. Encouraging communities to identify facility priorities may lead to suggestions relating to existing buildings or sites that are not currently in use allowing the reimagination of these spaces. Re-use of the existing fabric and the design of all elements to make flexible use of the premises and to facilitate changing models of care, will optimise the potential for ongoing effective and sustainable use of the properties.

45. Community organisations delivering facility projects through this process will be encouraged to design and deliver efficient facilities, helping reduce operational costs and the impact on the environment.

Risks that may arise if the proposed decision and related work is not taken

46. Service provision and community engagement has significantly improved in the community areas where Wiltshire Council has invested in improved community facilities. Residents in areas where there has been no investment have yet to benefit from the same quality of provision. There is a risk that provision and investment across the county is not seen as equitable.

47. A potential missed opportunity for communities to come together and for assets to be enhanced, improved and made sustainable for the longer term.

48. A potential missed opportunity for some local facilities that currently sit outside of the Service Devolution and Asset Transfer policy.

49. A potential missed opportunity for local communities to make an impact against local priorities for limited investment.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

50. Expectations are raised in the seven identified community areas that they will achieve investment at levels similar to the other community areas that have received investment through the community campus and hub programme. Mitigated by making clear the maximum figure available for investment in each community area and, by providing a suggested scope for the type of facility development suitable for consideration as part of this work when first engaging community areas at the beginning of the process.

51. No partner organisations identified/willing to deliver in community areas – Mitigated by promoting this opportunity to a broad range of organisations including town and parish council's, schools, existing community organisations and established partners.

52. Multiple/unrealistic projects are suggested in each community area and community organisations are disgruntled if their projects aren't progressed. Mitigated by setting clear guidance at the beginning of the process and by encouraging collaborative working.

53. Scheme Overspend – Mitigated by maximum budget allocation for overall investment and by setting a maximum grant award for an individual project. All applications for funding to include detailed feasibility studies and business

and sustainability plans. Projects required to identify and secure additional funding and risk sits with third party organisations delivering schemes of work.

54. Savings/Income not realised at expected level – Mitigated by each proposal for funding to identify potential savings to Wiltshire Council over the short, medium and long term.

55. Partner/staffing difficulties in operation of facilities – Mitigated by Wiltshire Council undertaking a due diligence exercise of all organisations at EOI stage. Wraparound support to be provided in areas including governance provided by Wiltshire Council. Expected governance requirements detailed at the start of the process.

56. Planning not obtained – Mitigated by continued early engagement with planning officers on a project by project basis and a full consultation with stakeholders to produce an acceptable scheme.

Financial Implications

57. Allocated capital funding will be required to support the development of facilities in seven community areas.

58. Each scheme of work will have ongoing operational and revenue implications. These costs will become the responsibility of the partner organisations leading on each project.

Legal Implications

59. Consideration will be given to the model of ownership and provision for each project allowing the Council and partners to maximise grant and other capital funding opportunities. This will need to be balanced by the need to ensure standards of service are maintained and reactive to changing needs.

60. Any facility that is likely to transfer to the community, will need to follow the Asset Transfer and Service Devolution policy and comply with all legal processes

61. Legal advice will be sought when required and oversite provided as required.

Workforce Implications

62. This process should be administered by the communities team and there may be a requirement to seek additional staffing support to facilitate this work and to provide ongoing support to each scheme of work across the seven community areas.

63. Additional support will also be required across a range of other internal departments including Strategic Assets and Facilities Management, Legal and Community Engagement.

Options Considered

64. The following options have been considered and are available to the council.

    i) Do not provide any additional capital budget to invest in the seven community areas which have so far not benefited from investment in community facilities. This would mean that those communities would be left without the benefit of facility investment through Wiltshire Council.

    ii) Deliver a community campus or hub in each community area. Funding for this has ceased and the council is currently reviewing its leisure and libraries stock to ensure that the county has the right facilities in the right places, operated by the most appropriate management model. Significant additional capital investment and officer resource would be required by the council to deliver a campus or hub in the seven identified areas and there is no evidence of strategic need currently.

    iii) Set aside a sum of capital to support a community-led programme that will see some facility investment in the remaining seven community areas and engage with these communities to understand local priorities for community facilities and any gaps in provision. This approach has commenced in Westbury and would appear to be an appropriate model for investment which requires less capital investment and officer resource while still helping communities contribute to local priorities.

Conclusions

65. Officers recommend that the appropriate approach would be to deliver option three. Cabinet is therefore asked to:

    i.)   Confirm that option three is the preferred option and should be pursued by officers as a means of developing new facility development in the seven identified community areas.
    ii.)   Confirm the seven community areas where capital investment should be allocated as Amesbury, Bradford on Avon, Chippenham, Marlborough, Southern Wiltshire, Tidworth and Trowbridge.
    iii.)   Confirm engagement should take place with the seven identified community areas to identify local opportunities suitable for facility development and to better understand local priorities.
    iv.)   Recommend a sum of money available for investment to develop community facilities in the seven community areas.
    v.)   Recommend the CLFF model identified in this report be developed as a model to develop community facilities in the seven identified community areas.
    vi.)   Approve a mechanism be developed to engage with the seven community areas similar to that suggested in this report.

Alistair Cunningham OBE
Executive Director Investment & Growth

Report Author: Paul Pritchard, (Head of Community Development – Interim)
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Date of report:
26 September 2019

Appendices

Appendix 1 – Community Led Facilities Funding Model
Appendix 2 – Capital Projects Gateway Process
Appendix 3 – JSNA Demand Overview

Background Papers

The following documents have been relied on in the preparation of this report:

None

Community Led Facilities Funding

Budget

Wiltshire Council has allocated budget for new community led and community run hub facilities around Wiltshire. This funding will be open for application and will be allocated based on the criteria outlined in this document.

How is funding used?

Applications will be accepted via the Community Area Boards grant system with the final decision on each application being made by the Directors of Finance and Communities and Neighbourhoods . In short, this means:

- The budget must be used in accordance with policies set by the Council, including the criteria set out in this document.
- The budget must be used for the benefit of the community area concerned

Community Led Facilities Grant

Unlike community area grant funding, this funding will not be allocated to each area board for distribution, rather it will be kept as a central pot available to application from communities around the county. Applications will not be accepted from community areas which already benefit from facilities provided by the Wiltshire Council Campus and Hub programme (or those areas which have facilities in the planning or construction phase).

The grants budget will only support **capital costs.** For a handy guide to capital and revenue funding visit the Area Boards webpage and click the relevant downloadable document.

What do we offer?

Funding is available to help provide community facilities i.e. buildings that will be used as community hubs, community centres or similar.

Each project should have a comprehensive business plan which demonstrates sustainability. This includes showing that the project:

- Will become financially viable meeting a break-even point within a maximum of 4 years.
- Will be run by and for the local community with no requirement for ongoing support from Wiltshire Council – either financially or in the shape of officer support.

For each project, the proposed facilities should be used to house services which will be of benefit to the local community.

Services which would be of benefit to the local community include, but are not restricted to:

- Youth provision
- Health and wellbeing provision
- Education and training provision
- Social provision
- Provision for people with disabilities
- Provision for vulnerable people
- Provision for carers

Applicants should be able to demonstrate why there is a particular need for the proposed services in the local community.

Application process

All grant applications are submitted using the Council's online application system. The system guides applicants through the process giving advice and help as they complete the short form. You can save an application at any stage and return to it later.

Applications will be considered and made by a delegated officer decision. The officers making such decisions are:

- Director of Communities and Neighbourhoods
- Director of Finance and Procurement (Section 151 officer)

All funding provided by Wiltshire Council through the Community Led Facilities Funding will be subject to legal agreements.

Once the online application is submitted, applicants are also invited to send their full business plan in support of their application to their local Community Engagement Manager.

What we cannot consider

- Projects which will require ongoing support from Wiltshire Council including financial support and/or officer time.
- Requests to fund refurbishment of existing community facilities – this funding is for new facilities only which includes conversion/ change of use of buildings to become community facilities.
- Political or religious activities.
- Town and Parish Councils and Statutory Bodies to fund facilities which will include their normal services or activities (including Wiltshire Council services, school curricular projects, etc). Projects that operate outside normal services and activities are open to consideration.
- Applications from private profit making or commercial organisations.
- Recurring revenue or running costs – e.g. rent, rates, utilities, printing, stationery, salaries, training of trustees or fundraisers etc.
- Retrospective funding (after a project has started).
- Applications to fund facilities where the principle aim is to raise funds for another organisation.
- Repeat funding requests – maximum of one application per project.

Essential funding criteria for applicants to meet

1. Applicants are encouraged to discuss their project with their local Community Engagement Manager (CEM) before making an application. Applicants should also approach their local Area Board Chairman for a political steer.
2. Must be a fully constituted and registered charity, CIC or similar independent organisation.
3. Evidence of current financial status supported by bank statements and audited accounts must be made available for inspection upon request. Match funding of a minimum of 50% will be required to be in place before application is submitted.

4. Applicants must have interest (leasehold or freehold) of the property for a certain period, depending on the level of investment requested.

   For funding requests of £0-25k – minimum of 5 years remaining
   For funding requests of £25-50k – minimum of 10 years remaining
   For funding requests of £50-£100k – minimum of 15 years remaining
   For funding requests of £100k+ - minimum of 20 years remaining

5. A fully costed and sustainable business case showing a "break even" within 4 years.
6. Projects must comprehensively demonstrate a number of links to Local Joint Strategic Needs Assessment (JSNA) Priorities and show evidence of multiple identified community needs.
7. If your project requires Planning Permission, Building Regulations or any other form of licence or approval, this must be sought *before* submitting your application. Any grant will be conditional on approvals being received.
8. A staffing structure utilising paid and volunteer staff, with job opportunities for the local community.
9. The ability to house a WC service and/or service of a strategic partner e.g. Children's Centre, Library, Customer Service staff and provision of hot desking.
10. Meeting rooms and spaces available for local clubs, organisations and businesses to hire.
11. Public access to digital provision.
12. Monitoring systems in place to produce:
    - An annual report on how the community led facility is performing. This should be compiled in coordination with the local Community Engagement Manager. It should include detail regarding its community impact and sustainability.
    - Visitor numbers accessing the facility
    - The social value of the centre and it's associated activities (Community Engagement Managers can support this work)
    - The number of local community groups accessing the facility.
    - Impact on engagement in sport, health and physical activity.
    - Impact on reaching those who are the most isolated and lonely.
    - Impact on the mental health and wellbeing for families, residents and users through increased community participation and volunteering.

Desirable features that will support a community-led facilities funding application

1. Provision of structured youth activities on a weekly basis throughout term time and holiday periods.
2. Provision of adult learning programmes and employment support.
3. Local welfare support such as counselling services, food bank parcels and/or a community fridge.
4. Community café facilities providing healthy food choices to encourage a safe, welcoming and friendly meeting space for residents.
5. Cost-effective child-care provision for families.
6. Provision of activities specifically for older people, this may include a designated space such as a Men's Shed.
7. Digital literacy training opportunities for members of the community is highly desirable

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Corporate Asset Management and Capital Programme

Capital Projects Gateways Process

Wiltshire Council – Project Delivery Process

Initiation	Delivery	Close

Initiation

- Idea for a project
- Feasibility study (Project Brief)

G0

- Capital Funding (Project Brief)

G1

- Idea for a Project
- Size of Project
- Develop Business case
- Procurement strategy
- RAID
- Identify stakeholders and their requirements
- Develop project plan
- Mobilise (internal) project team
- Develop PID

G2

- Procurement ITT & Evaluation
- Preferred supplier identified

G3

Delivery

- Award of Contract
- Mobilise project team
- Implementation of agreed plans
- Active risk and issue management
- Reporting
- Change control
- Update project documentation as necessary
- Contract management

G4

Close

- Evaluate against what the project originally set out to achieve
- Finalise transition plan, including benefits realisation
- Lessons learned
- Contract review
- Post Project Review

G5

Project Initiation Document
Project Plan / RAID Log
(Procurement Documents)

(Contract Awards)
Highlight reports
(Change requests

Transition Plan
End of project report

← **Governance** →

← **Communication** →

← **Contract Management** →

Corporate Asset Management and Capital Programme

Gateway Process – Capital Projects

Project Idea

Outline Project Brief

Revise

CAWG Sub-Group → Content OK?

Yes

Idea OK? → End/Park Idea

Yes

Gateway Project → Service Area controlled works with budget monitoring

Yes

Feasibility Funding (revenue) Required? → No

Yes

G0

CAWG → Submit outline Project Brief (Gateway 0)

Funding Granted → No → End/Park Idea

Yes

Must occur by **September** of any Financial year as part of the annual capital programme process. Project briefs may however, be submitted at any point of the year

Progress Feasibility

Submit Full Project Brief

Revise content

CAWG Sub-Group → Detail OK?

Yes

G1

CAWG → Review Project Brief (Gateway 1)

Submit for funding → End/Park Project

No

Funding approved and released in **April** of any Financial Year

Yes

CEB/Council Budget/Funding Approval

Page 166

Funding Granted → End/Park Project

Yes | No

Progress Project Development

Submit Project Initiation Document ← Revise content

CAWG Sub-Group → Detail OK?

Yes

G2 | **CAWG** → **Review Project Initiation Document (Gateway 2)** → Budget Changes — Yes → Progress Procurement — No

Submit Preferred Supplier Evaluation

G3 | **CAWG** ⇠⇢ **Project Board (Delegated** ⇠⇢ **Review Preferred Supplier (Gateway 3)**

Award Contract

"Constitutional rules regarding Council approval or delegated authority to Statutory Officers and Directors, please see details below which is taken from the Council's Constitution"

Progress Project

G4 | **CAWG** ⇠⇢ **Project Board (Delegated** ⇠⇢ **Review Project (Gateway 4)** | Variations or Mid Project Review — Yes

Progress Project

Submit End Project Report ← Revise content

CAWG Sub-Group ⇠⇢ **Project Board (Delegated** ⇠⇢ Detail OK?

Yes

G5 | **CAWG** ⇠⇢ **Project Board (Delegated** ⇠⇢ **Project Close (Gateway 5)**

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Project Closes

Corporate Asset Management and Capital Programme

Governance and Assurance Gateways

Capital funding bids and where funding is approved, select projects will pass through a series of governance and assurance gateways. The governance and assurance gateways are designed to ensure that the bids and a project's progress are monitored and assessed through a robust process aligned to the Capital Investment Strategy.

The Gateway process will require specific documentation to be completed and submitted for review and challenge at various stages. As capital funding bids are to be submitted by September of any year, and funding is approved, ready for release during the new Financial Year (beginning April), the documentation requirement will ensure that capital expenditure or capital project details and its associated business case are recorded, in a consistent manner, so that any scheme can continue with all parties understanding the proposed outcomes and costs.

Some schemes will not become 'Gateway projects.' Though the capital expenditure will need to be understood for aspects such as vehicle replacement, or fencing maintenance, these will not be subject to the Gateway Process other than the first stage (Gateway '0' (zero)). These aspects will be managed within Service Areas and be subject to monthly budget monitoring

Once a project has been approved, as well as governance and assurance gateways, monitoring reports will be required, for review by the Asset Gateway Group (AWG).

Governance arrangements for a project are to be proposed to AWG, who will revise or ratify the arrangements. Should responsibility for the project be delegated by AWG, the delegated authority (typically a Project Board), will be responsible for the completion of any governance and assurance. Monitoring reports, regarding the Capital Bid and Projects will continue to be submitted for review by AWG irrespective of whether authority has been delegated or not.

Note: Roles and responsibilities associated with capital projects are described below.

Required Documentation

All activity, where capital funding is required, should be described using a Project Brief template to enable information to be captured in a consistent manner. Capital 'Gateway Projects' will be required to complete, as a minimum, four documents (over the course of the project) that will apply at the various stages from concept through to completion. The documents required are:

Note: Template examples of the documentation are provided within the appendices.

Corporate Asset Management and Capital Programme

Project Brief	This document enables a Sponsor and project manager to describe the proposed project or scheme in terms of background, objectives, scope, constraints (including risks), cost (including a proposed profile of spend), approach, options and benefits. The document also enables Service Areas to describe maintenance or replacement works that are to be carried out. The information contained will enable AGG to determine whether the idea should be progressed (Gateway 0 (zero)) and a funding bid submitted to Cabinet / Full Council (Gateway 1) as a Gateway Project or to be Service Area managed with budget monitoring. **Notes**: • A Project Brief template should be used where 'match funding' financing is required. Using this template and submitting the information to AGG will enable the idea and budget to be considered and approved. Where there are short deadlines for funding, rather than wait for the next Capital Programme Management meeting or full AGG Board, an exceptional meeting would be appropriate. • Where a project is managed by an external party, the project should be described using the project brief template. This should incorporate the Council's financial commitment so that the idea and budget can be considered and approved. A Council Lead Officer should be appointed, so that the project may be tracked in terms of progress and expenditure.
Project Initiation Document (PID)	Where the Funding Bid has been approved by Cabinet / Full Council (Gateway 1), AWG will request that the project be fully planned and documented. The starting point for the completion of the Project Initiation Document (PID) will be to copy the information from the Project Brief. A PID will be required for projects whose cost is in excess of £100,000 The PID requires significant effort and planned activity to collect and prepare all of the required detail. Note: Once work begins on the PID, the Project Brief may be discarded. The information contained will enable AGG (or a delegated authority) to determine whether the project should continue and along with any procurement activity, whether preferred resource or suppliers may be contracted (Gateways 2 and 3 respectively). The AGG, or the delegated authority will ratify any project tolerance and contingency that has been proposed. Tolerance and contingency should be considered in terms of Cost, Time, and Quality and this should be linked to the risk register for the project. Once the PID has been agreed, the scope of the project and its deliverables are fixed. Any changes to this would be addressed through agreed tolerances, or where significant, through requests for change to CAWG (Gateway 4).

Project Monitoring Tool	This tool enables the project manager to indicate the progress and status of a project through responding to a small number of questions.
	The tool presents a status and enables the capture of comments, actions and owners.
	This tool will remain 'live' for the duration of the project and should be completed as each stage progresses. The monitoring tool is stored on a central network drive and the Project Manager will update the details on a monthly basis. Finance will collate the information provided and will update the Capital Programme Report that is reviewed by the AGG.
	Note: Where IT projects are capitally funded, these projects should be reported to an IT Board which reports up to the IT & Digital Board through the use of the Monitoring Tool, even though it would be the Digital & IT Board which is responsible for the project's delivery.
Project Closure Statement	Where AGG or the delegated authority has agreed that the project has been completed, the project manager will complete a Project Closure Statement.
	The starting point for the Project Closure Statement is the PID. The report enables the assessment of the project in terms of products or services delivered, benefits, outstanding risks and lessons learned.
	The detail required within the report will be proportionate to the size and complexity of the project.

Corporate Asset Management and Capital Programme

Governance and Assurance Gateways – requirement and timing

Capital funding bids and subsequent Gateway Projects will be governed through a series of six Gateways; numbered zero through five.

Gateways 'zero and one' relate to funding Bids that are to be submitted by September of any year.

Gateways 'two through five' relate to Cabinet / Full Council approved projects and their subsequent progress following the release of capital from April of any year.

The purpose and documentation requirements for each gateway are:

Gateway Zero	Purpose
	• The relevant Director and a project manager wish to propose a project /scheme. This project/scheme may need to carry out surveys, a feasibility study or an options appraisal, in order to establish the viability of a capital funded project and are seeking revenue funds in order to progress.
	• A Service Area requires a capital expenditure programme of works e.g. vehicle replacement, or fencing maintenance
	• Gateway 0 (zero) enables AGG to make a determination on whether the scheme is appropriate and aligned to the Capital Strategy and Corporate Business Plan, and also whether feasibility funding is to be granted.

	• The result of this stage will be:
	     o Gateway Project - subject to Full Gateway process
	     o Not a Gateway Project - Service managed works and reviewed through budget monitoring

	Documentation required
	• A project brief should be completed, outlining the project idea or expenditure programme
Gateway One	**Purpose**
	• AGG have approved the scheme as a Gateway Project at Gateway 0 (zero).
	• The Director and a project manager are seeking internal approval from CLT to formally request the required funding via Cabinet / Full Council
	Documentation required
	• A fully completed project brief, describing the project including a business case

Cabinet / Full Council determine whether funding is to be granted and committed

Gateway 2	**Purpose**
	• Cabinet / Full Council have approved the required funding for the project/scheme
	• To review requests to formally begin the project to planned timescales and to authorise the commencement of procurement activity based on an approved procurement strategy.
	Note: No tender process will commence unless the specification is affordable within the budget that has been approved. For example, the specification indicates a cost of £1.5 million, however the budget provision is set at £1.3 million, a 10% tolerance should be built in to the budget provision.

Corporate Asset Management and Capital Programme

	Additionally, the tender process will not commence until the Internal Project Manager has checked and approved the design specification.
	• To fully understand the cost of the project including requesting additional budgetary provision from AGG (via report to Cabinet / Full Council unless in the Capital Programme)
	• To ensure that all internal resource requirements are captured and recorded within the PID. This would include resource from Procurement, Legal and Finance.
	Notes:
	Where the costs of the project change, the options to address this are:
	º Value engineered to achieve the approved budget figure
	º Can money be vired from another part of the Capital Programme to cover the shortfall?
	º Does the scheme need to go back to Cabinet / Full Council to request the additional funding?
	º Where these options are not appropriate, Full AGG may determine to stop the project from continuing.
	Documentation required
	• A fully completed Project Initiation Document

Gateway 3	**Purpose** • AGG have approved the project/scheme at Gateway 2 • To evaluate tender responses and approve recommendations to proceed with a preferred supplier or suppliers • To fully understand the cost of the project including requesting additional budgetary provision from AGG (via report to Cabinet / Full Council **Notes:** Where the costs of the project change, the options to address this are: o Value engineered to achieve the approved budget figure o Can money be vired from another part of the Capital Programme to cover the shortfall? o Does the scheme need to go back to Cabinet / Full Council to request the additional funding? o Where these options are not appropriate, Full AGG may determine to stop the project from continuing. **Documentation required** • A revised and fully updated Project Initiation Document • Procurement Sourcing Plan template (completed with Procurement) • Preferred supplier tender evaluation report/s
Gateway 4	**Purpose** • Cabinet have approved the project/scheme at Gateway 3 and any contract award has been approved following the rules set out in the Constitution. • Project Boards (as delegated authorities) will manage the day-to-day delivery of the project/scheme and any tolerances/contingency • Should there be exceptional changes (outside of agreed Tolerances/contingency relating to costs, viability, quality and timescales established by the appropriate authority and ratified by AGG) then the project should submit Change Request documentation to the Capital Programme Management group. This will trigger a Gateway 4. • AGG may wish to request a Gateway 4 as an external pair of eyes **Notes:** Where the costs of the project change, the options to address this are: o Value engineered to achieve the approved budget figure o Can money be vired from another part of the Capital Programme to cover the shortfall? o Does the scheme need to go back to Cabinet / Full Council to request the additional funding? o Where these options are not appropriate, Full AGG may determine to stop the project from continuing. **Documentation required** • The agreed Project Initiation Document • Change Request documentation • Monitoring tool to assess current progress

Gateway 5	**Purpose** • AGG have approved the project/scheme at Gateway 3 • Project Boards (as delegated authorities) are requesting formal closure of the project/scheme • To review the completed project and to assess its successes and any lessons learned. **Documentation required** • A Project Closure Statement • Monitoring tool to assess current progress

Appendices (to be completed for all projects above £100k threshold)

Project brief (template)	Project Brief Template.doc
Project initiation document (template)	Project Iinitiation Document 2014-15.d
Project governance / project monitoring tool	Capital Project Monitoring Form.xls
Project Closure Statement (template)	Project Closure Statement 2014-15.d

Capital Projects process and governance

Structure, Definition of Roles and Responsibilities

Capital Programme Management Group	CAWG Programme Board
	• Simon Hendey • Alistair Cunningham • Nick Darbyshire • Becky Hellard • Tracy Carter • Claire Edgar • Helean Hughes • Ian Gibbons • Parvis Khansari • Helen Jones

1

Submitted BIDS

2   3   4

Programme Manager

Mike Dawson
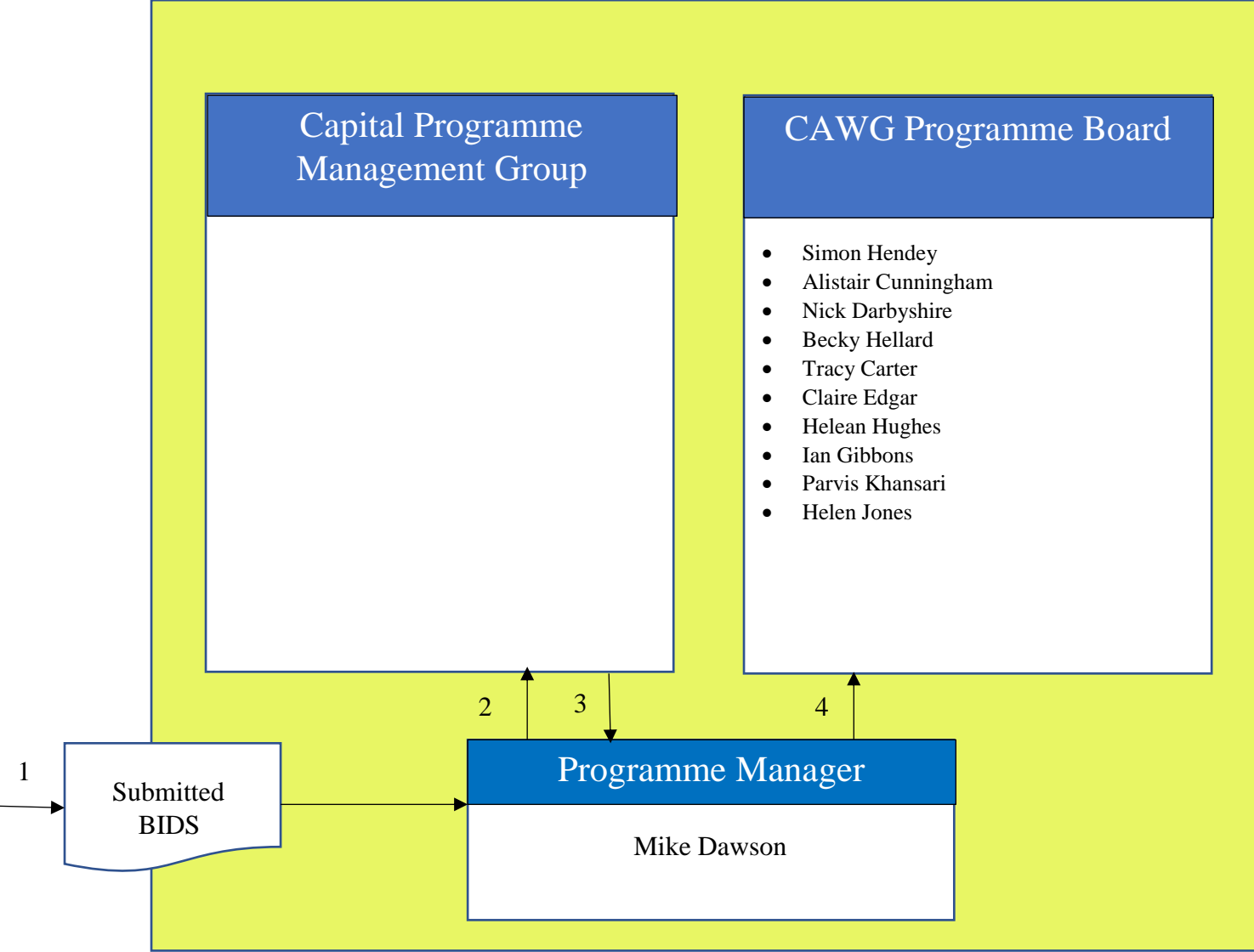
Corporate Asset Management and Capital Programme

Overall Structure

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                                              │ Programme Board             │
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        │   Group       │                      │                             │
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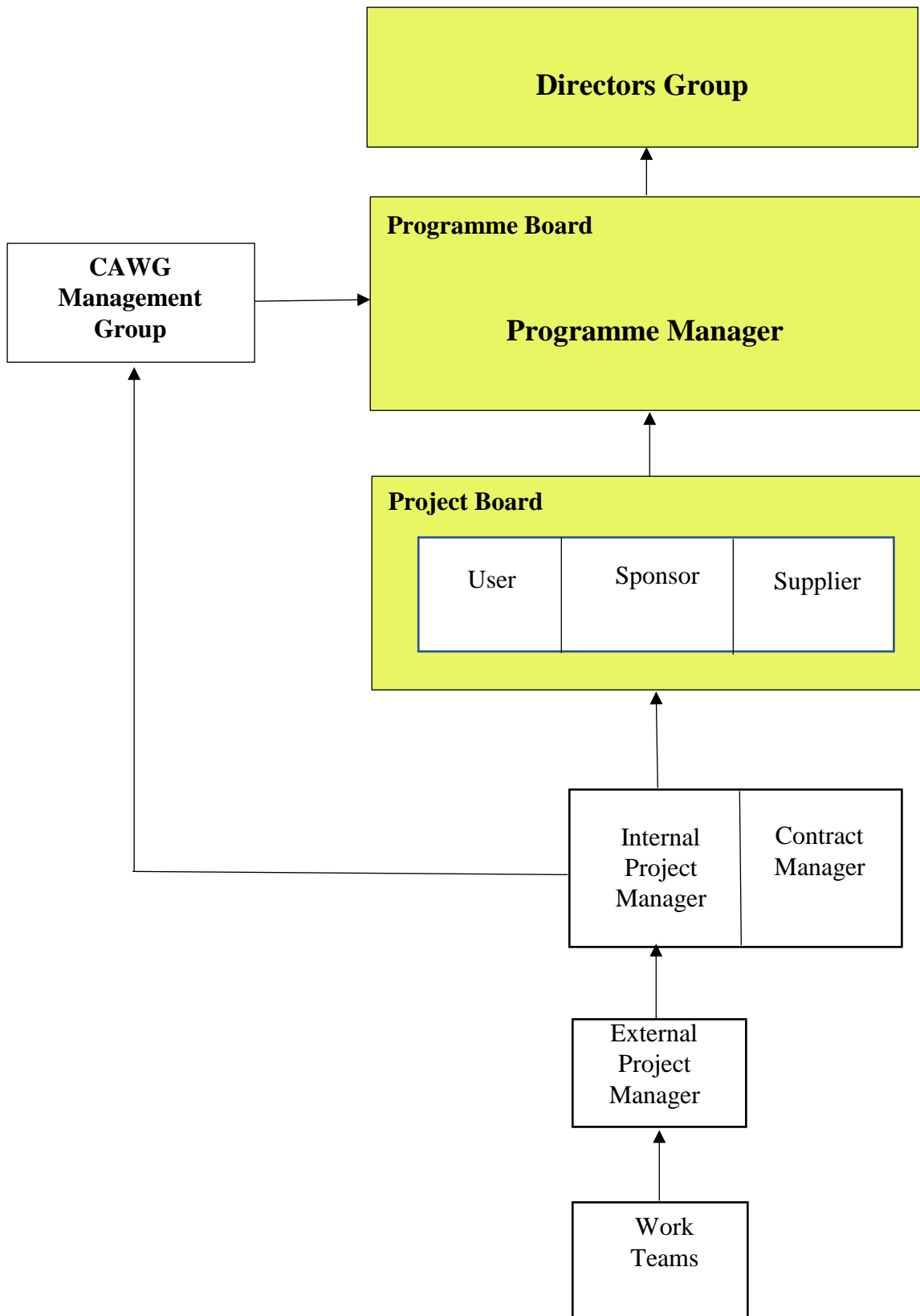
Note: two Project Management configurations are described as follows:

- Management Structure 1: Internal Project Manager appointed
- Management Structure 2: External Project Manager appointed

Corporate Asset Management and Capital Programme

Structure, Definition of Roles and Responsibilities

Roles and Responsibilities	
Directors Group	The Group which are accountable for the successful delivery of the Corporate Programmes and who have control over the resources allocated to it. Provides support, advice and dispute resolution. Appoints a Senior Responsible Officer to the Programme Board. The Chief Executive chairs the Directors Group
Programme Sponsor	The person, appointed by Directors Group, who is accountable for the successful delivery of a programme, who has control over the resources allocated to it, and to whom the programme manager reports progress and escalates issues for resolution. The programme sponsor chairs the programme board
Programme Board	A group that monitors and manages the progress of a programme and are responsible for delivering the programme outcomes and benefits.
CAWG Programme Board	A group that monitors and manages the progress of a programme and are responsible for delivering the programme outcomes and benefits. The Terms of Reference for CAWG are: To Review Policy and Strategy in respect of: • Asset Management Plan • Capital Strategy • Investment Property Strategy • Health & Safety • To manage the implementation of annual capital programme.
Capital Programme Management Group	This group will review all submissions where capital funding is required. These submissions may relate to: • A Sponsor and a project manager wish to propose a project /scheme. • A Sponsor and a project manager wish to propose a project /scheme and this project/scheme may need to carry out surveys, a feasibility study or an options appraisal, in order to establish the viability of a capital funded project and are seeking revenue funds in order to progress. • A Service Area requires a capital expenditure programme of works e.g. vehicle replacement, or fencing maintenance The group will collate, advise on, prioritise, prepare determine whether the scheme is appropriate and aligned to the Capital Strategy, and also whether feasibility funding is to be granted. The group will submit the capital bids, to the CAWG for approval. The initial outputs of this group will be to determine: • Gateway Project - subject to Full Gateway process • Not a Gateway Project - Service managed works are reviewed through budget monitoring • Not a viable scheme

	Where funding has been approved, this group will ensure that No tender process will commence unless the specification is affordable within the budget that has been approved. For example, the specification indicates a cost of £1.5 million, however the budget provision is set at £1.3 million
	Additionally, the tender process will not commence until the Internal Project Manager has checked and approved the design specification.
	Part of this arrangement will also be the monitoring of current capital schemes and reporting to the CAWG on an exception basis and receiving advice and guidance where required.
	Where disputes on project arrangements are identified, this group will facilitate their resolution through escalation to the CAWG and to the Senior Responsible Officers Group.
Programme Manager	The person with responsibility for ensuring the delivery of the programme on a day to day basis.
	The programme manager will receive the capital funding bid papers and will submit them to the programme sub-group for review.
	Receives an aggregated monitoring report (project status information collected from project managers) via Finance for review and discussion by the CAWG.
Project Board	A temporary, flexible organisation created to co-ordinate, direct and oversee the completion of a project against the agreed business case.
	This governance group is responsible for providing the project sponsor with support, advice and technical input.
	Approves the appointment and defines the objectives and the responsibilities of the Project Manager.
	Works within tolerances set by the programme board for ensuring the project is on track to deliver agreed outcomes in the agreed Project Initiation Document (PID)
	Monitoring project progress and assists the project manager with problem resolution, whilst also providing guidance on the direction of the project.
	Carries out gateway reviews where this responsibility has been delegated by the programme board.
	The project board consists of three roles:
	• Project Sponsor • Senior user • Senior supplier
	Note: Project Sponsor and Senior User may be the same person for smaller projects.
Project Sponsor	The senior person with a relevant interest in the project benefits.
	This person is the owner of the business case, and is accountable for the delivery of the project in line with the agreed business case.
	This person is able to allocate resources, approve scope changes and

provide high-level direction.

This person chairs the project board and would typically sit on the programme board.

Specific Responsibilities

- Oversees the development of the Project Brief and the Business Case
- Ensures that there is a coherent project organisation and a logical set of plans
- Monitors and reviews the project against the business case.
- Ensures risks are being monitored and mitigated as effectively as possible
- Approves the project Closure Statement and that outstanding risks and issues are documented and passed on to the appropriate resource.
- Ensures that project benefits have been realised

For Gateway 0 (zero)

Works with a project manager to develop the outline brief for consideration by CAWG and aligned to the Capital Strategy.

Seeks funding for any feasibility study.

Nominates an officer to take forward the idea which may or may not include carrying out some discrete procurement to deliver feasibility studies.

Following Gateway 1

The Sponsor is to be consulted to ensure that the procurement strategy meets the requirements of the project in terms of timeline, budget and business outcomes.

The Sponsor must approve to the procurement strategy before it is submitted to CAWG for approval.

The Sponsor needs to ensure the project manager follows the terms of the Framework for Commercial Contracts to ensure:

- Lead Contractors develop a relationship with Wiltshire Direct Services (WDS)
- Where there is work that can be separated from the main contract e.g. Landscaping, Highways, WDS are contacted to discuss their ability to carry out the works
- Where there are suitable, discrete work packages, the Lead Contractor meets with WDS to discuss options for them tendering for the work
- Where the project is not suitable for WDS, that consideration is given to WDS' expertise and in becoming part of the tender evaluation panel

Following Gateway 2

The Sponsor is Accountable for the sign-off of the final tender specification before release to market.

Informed of the outcome of the tender evaluation via a formal report

	Depending on the contract value and CEB Delegated Authority given, the appropriate Director will give approval to award the contract in accordance with the tender evaluation report.
	Responsible for agreeing the Contract Manager.
	Following Gateway 3
	Responsible for reviewing and agreeing the final draft contract before it is given to Legal for signing
	Accountable for the delivery of the project in accordance with the agreed PID and awarded contract.
	Informed of project delivery progress at each project board and changes managed through the Gateway process.
	Note: Project Sponsor and Senior User may be the same person for smaller projects.
Senior User	This person represents the interests of all those for whom the project will achieve an objective or who will use the outcome of the project to deliver benefits.
	This person is responsible for ensuring project requirements are fully and accurately specified in the business case and for monitoring the quality of the outcomes.
	so that they meet the needs of the organisation in terms of quality and use
	Specific Responsibilities
	• Ensures that the desired outcome is specified • Promotes and maintains focus on the desired outcome • Resolves user requirement and priority conflicts • Advise user management on matters concerning the project • Ensure that user requirements are accurate and unambiguous • Risks to users are monitored
Senior Supplier	This role (may be an individual or a variety of individuals over the course of a project) on the project board provides knowledge and experience of the main areas involved in producing the project's deliverables, such as of those who will design, develop or procure the project's products.
	This role will represent the suppliers' interests within the project and has the authority to commit or acquire supplier resources in support of the design, development, facilitation, procurement and implementation of the project deliverables.
	During the early phases of the project process, Procurement, Legal and Finance will occupy this position – see relevant sections below.
	Specific Responsibilities
	• Agree objectives for supplier activity • Promotes and maintains focus on the desired outcome • Ensures supplier resources are made available • Resolves supplier requirement and priority conflicts • Advise non-technical management on supplier aspects of the project • Ensure that supplier and operating standards defined for the project are met • Risks regarding production are monitored

Corporate Asset Management and Capital Programme

Management Structure 1: Internal Project Manager appointed

Internal Project Manager	Appointed by the project sponsor to plan and deliver the project on a day-to-day basis on behalf of the project board within the tolerances allowed by the board.
	Responsible for producing the required deliverables that will support the business case, to the required standard of quality and within the constraints of time and cost.
	The project manager must have the necessary skills and experience to undertake this role.
	Reports on progress via timed highlight reports submitted to the project board via the programme manager.
	Specific Responsibilities
	- Directs the project team - Plans and monitors progress of the project - Manages the project risks and issues - Prepares revised plans and documentation through a change control process and presents them to the Project Board - Agree the technical and quality requirements of the project with the project board - Prepares the Project Closure Statement including lessons learned and presents it to the Project Board
	For Gateway 0 (zero)
	Works with a project sponsor to develop the outline brief for consideration by CAWG.
	Following Gateway 1
	The Project Manager is Responsible for the production of the Procurement strategy.
	This is to be produced with input from Procurement, Legal and Finance.
	The Sponsor is to be consulted to ensure that the strategy meets the requirements of the project in terms of budget, timeline and business outcome.
	The Internal Project Manager submits the completed strategy to CAWG for approval Notes:
	Work with the Sponsor to ensure the project follows the terms of the Framework for Commercial Contracts to ensure:
	- Lead Contractors develop a relationship with Wiltshire Direct Services (WDS) - Where there is work that can be separated from the main contract e.g. Landscaping, Highways, WDS are contacted to discuss their ability to carry out the works

	• Where there are suitable, discrete work packages, the Lead Contractor meets with WDS to discuss options for them tendering for the work • Where the project is not suitable for WDS, that consideration is given to WDS' expertise and in becoming part of the tender evaluation panel **Following Gateway 2** Responsible for ensuring the procurement strategy is signed-off. Responsible for arranging for the technical specification to be developed to the timeline agreed in the Procurement Strategy. The Internal Project Manager is responsible for consulting with other technical staff and preparing the technical specification and providing to Procurement to finalise the full tender documentation. Responsible for signing-off the completed Technical Specification to ensure it meets the Councils requirements, fit for purpose and provides value for money. Responsible for submitting the final tender documentation for approval by the Sponsor Responsible for the coordination of answers to all clarification questions and for approving the tender clarification responses Responsible for undertaking the tender evaluation as a panel member (subject to Council agreement) Responsible for the production of the technical elements of the tender evaluation report and submitting it to Procurement. Responsible for ensuring that the requirements proposed in the final technical solution are fit for purpose and within the project budget. Submits the evaluation report to the Project Board and to the officer with delegated authority to award the contract. The Internal Project Manager at this point may become the Contract Manager for the project. This assignment needs to be agreed by Sponsor **Following Gateway 3** Responsible for ensuring that the monitoring arrangements of performance and KPIs are in place. Receives and reviews contract performance data and reports Responsible for the day-to-day delivery of the project against agreed plans. Responsible for ensuring that the project is being delivered in accordance with the contract. Responsible for producing highlight reporting to the project board and Responsible for producing the monitoring report for the CAWG. Responsible for managing the relationship with external suppliers where relevant, clearly setting out the roles, responsibilities and standards

	Monitors performance (e.g. compliance with conditions, KPIs and milestones) and manages the associated risks
	Ensures that effective communication is maintained between all parties and monitoring conflicts of interest and facilitates their resolution
	Managing operational changes or variations to the contract and ensures contract documentation is regularly checked, e.g. insurance certificates
	Working with Procurement to ensure that the contract remains competitive in the current market, and that it continues to demonstrate value for money to the Council
	Responsible for submitting requests for change beyond agreed project tolerances.
	Responsible for ensuring the appropriate reporting is passed to CAWG for review.

Corporate Asset Management and Capital Programme

Management Structure 2: External Project Manager appointed

Internal Project Manager	Where insufficient capacity or skill is available within the Council, the Project Sponsor may choose to appoint an 'external' project manager to plan and deliver the project on a day-to-day basis.
[May also be the Contract Manager]	The Internal Project Manager will act on behalf of the project board and will advise on constraints laid down by the board. The role will act within an assurance capacity.
	Reports on progress via timed highlight reports submitted to the project board via the programme manager.
	Specific Responsibilities
	• Directs the External Project Manager where one has been appointed • Ensures the External Project Manager understands the Council requirements regarding Project and Programme controls, including Gateways. • Monitors progress of the project against agreed plans • Monitors the project risks and issues on behalf of the Council • Agrees revised plans and documentation through a change control process and presents them to the Project Board • Agrees the technical and quality requirements of the project with the project manager and presents them to the project board • Approves the Project Closure Statement including lessons learned and presents it to the project board
	Following Gateway 1
	The Internal Project Manager is accountable for ensuring that the Procurement strategy is produced.
	Notes:
	Work with the External Project Manager (and Lead Contractor) to ensure they follow the terms of the Framework for Commercial Contracts to ensure:
	• Lead Contractors develop a relationship with Wiltshire Direct Services (WDS) • Where there is work that can be separated from the main contract e.g. Landscaping, Highways, WDS are contacted to discuss their ability to carry out the works • Where there are suitable, discrete work packages, the Lead Contractor meets with WDS to discuss options for them tendering for the work • Where the project is not suitable for WDS, that consideration is given to WDS' expertise and in becoming part of the tender evaluation panel
	This is to be produced with input from the Project Manager, Procurement, Legal and Finance.
	The Internal Project Manager is responsible for submitting the strategy to CAWG for approval.

	Following Gateway 2
	Responsible for ensuring the Project Manager presents the procurement strategy to the Board.
	Responsible for ensuring the procurement strategy is signed-off.
	Responsible for signing-off the completed Technical Specification to ensure it meets the Councils requirements, fit for purpose and provides value for money.
	The Internal Project Manager is responsible for submitting the final tender documentation for approval by the Sponsor if an external Project Manager is in post.
	Responsible for approving the tender clarification responses.
	Responsible for undertaking the tender evaluation as a panel member.
	Responsible for ensuring that the requirements proposed in the final technical solution are fit for purpose and within the project budget.
	Submits the evaluation report to the Project Board and to the officer with delegated authority to award the contract.
	The Internal Project Manager at this point may become the Contract Manager for the project.
	This assignment needs to be agreed by Sponsor
	Following Gateway 3
	Consulted on the arrangements of contract monitoring of performance and KPIs.
	Receives and reviews contract performance data and reports
	Responsible for ensuring that the Project Manager is delivering the project in accordance with the contract.
	Responsible for ensuring the appropriate reporting is passed to CAWG for review.
Contract Manager [May also be the Internal Project Manager)]	Responsible for managing the relationship with external suppliers where relevant, clearly setting out the roles, responsibilities and standards
	Monitors performance (e.g. compliance with conditions, KPIs and milestones) and manages the associated risks
	Ensures that effective communication is maintained between all parties and monitoring conflicts of interest and facilitates their resolution
	Managing operational changes or variations to the contract and ensures contract documentation is regularly checked, e.g. insurance certificates
	Working with Procurement to ensure that the contract remains competitive in the current market, and that it continues to demonstrate value for money to the Council
	Works closely with an External Project Manager or may also be the Project Manager where no external appointment is made.

External Project Manager	Appointed by the project sponsor to plan and deliver the project on a day-to-day basis on behalf of the project board within the tolerances allowed by the board.
	Responsible for producing the required deliverables that will support the business case, to the required standard of quality and within the constraints of time and cost.
	The project manager must have the necessary skills and experience to undertake this role.
	Reports on progress via timed highlight reports submitted to the project board via the programme manager.
	Specific Responsibilities
	- Directs the project team - Plans and monitors progress of the project - Manages the project risks and issues - Prepares revised plans and documentation through a change control process - Agree the technical and quality requirements of the project with the project board - Prepares the Project Closure Statement including lessons learned
	For Gateway 0 (zero)
	Works with a project sponsor to develop the outline brief for consideration by CAWG.
	Following Gateway 1
	The Project Manager is Responsible for the production of the Procurement strategy.
	Notes:
	Work with the Internal Project Manager (and Lead Contractor) to ensure the terms of the Framework for Commercial Contracts are followed to ensure:
	- Lead Contractors develop a relationship with Wiltshire Direct Services (WDS) - Where there is work that can be separated from the main contract e.g. Landscaping, Highways, WDS are contacted to discuss their ability to carry out the works - Where there are suitable, discrete work packages, the Lead Contractor meets with WDS to discuss options for them tendering for the work - Where the project is not suitable for WDS, that consideration is given to WDS' expertise and in becoming part of the tender evaluation panel
	This is to be produced with input from Procurement, Legal, Finance and the Internal Project Manager.
	The Sponsor is to be consulted to ensure that the procurement strategy meets the requirements of the project in terms of budget, timeline and business outcome.
External Project Manager	

	The Project Manager submits the completed procurement strategy to the Internal Project Manager who will submit the strategy to CAWG for approval
	Following Gateway 2
	Responsible for arranging for the technical specification to be developed to the timeline agreed in the Procurement Strategy.
	The Project Manager is responsible for consulting with other technical staff and preparing the technical specification and providing to Procurement to finalise the full tender documentation.
	Responsible for the coordination of answers to all clarification questions.
	Responsible for undertaking the tender evaluation as a panel member (subject to Council agreement)
	Responsible for the production of the technical elements of the tender evaluation report and submitting it to Procurement.
	Following Gateway 3
	Responsible for ensuring that the monitoring arrangements of performance and KPIs are in place.
	Responsible for producing highlight reporting to the project board and inclusion in the monitoring report for CAWG.
	Responsible for the day-to-day delivery of the project against agreed plans.
	Responsible for submitting requests for change beyond agreed project tolerances.
Procurement	**Following Gateway 1**
	Procurement is responsible for developing the strategy with key input from project stakeholders and ensuring that it contains all elements required by the strategy and that it meets the Councils Corporate Objectives and Constitution.
	Procurement must approve the strategy before the Internal Project Manager submits it to CAWG for approval.
	Following Gateway 2
	Procurement is responsible for providing advice to the Board.
	Responsible for finalising the full specification documentation.
	Ensuring that the Councils Corporate Priorities are incorporated in the final specification and deliverables.
	Ensuring that the Council's commercial teams have had opportunity to bid for work where appropriate.
	Responsible for releasing the tender documents to the market.
	Accountable for ensuring that the tender process is managed in accordance with all relevant procurement regulations.
	Accountable that the clarification questions are being responded to appropriately and promptly.

	Accountable for arranging the evaluation process and ensuring that the evaluation panel carry out the evaluation compliantly in accordance with all relevant regulations.
	Accountable for finalising the tender evaluation report in conjunction with Finance and Legal.
	Following Gateway 3
	At the point of contract award, Procurement are responsible for ensuring that the final contract is prepared for signing in accordance with specification requirements and solution agreed.
	Once the contract is signed, arranging for the original contract to be signed by the other party.
	Accountable for retaining the original copy and ensuring that the relevant staff have access to an electronic copy.
	Responsible for monitoring the Risk status and market position of the contracted supplier and reporting this to the Board on a monthly basis.
	Supporting the Internal Project Manager in contract reviews.
	Responsible for reviewing and agreeing contractual variations to the contract taking professional advice from Legal.
	Receives corporate target updates through project highlight reporting.
	Ensuring that monthly performance data in relation to the Corporate Performance targets is provided for inclusion in reports to CEB.
Legal	**Following Gateway 1**
	Legal are to be consulted during the production of the Procurement Strategy and will provide advice as required.
	Legal must approve the strategy before the Internal Project Manager submits it to the Sponsor for approval.
	Legal must advise on contract terms and any legislation.
	Following Gateway 2
	Legal are to advise on any project specific Terms and Conditions that they consider need to be included in the final contract before the final tender is submitted to the Sponsor for approval.
	Following Gateway 3
	Responsible for advising on the proposed amendments to the contract terms put forward by the preferred bidder.
	Responsible for ensuring the final contract contains the appropriate Legal contract terms
	Need to sign or seal the contract in accordance with the constitution.
	Notified of any proposed contractual changes.

Finance	**Following Gateway 0 (zero)**
	Finance is responsible for sign-posting the project manager to the Project Monitoring tool.
	On a monthly basis, collate the information provided and will update the Capital Programme Report that is reviewed by the CAWG.
	Following Gateway 1
	Finance are to be consulted during the production of the Procurement Strategy and will provide advice where required.
	Finance must approve the strategy before the Internal Project Manager submits it to CAWG for approval.
	Finance need to advise on: • the selection and evaluation criteria • their requirements in terms of suitability of the selected supplier • how the cost of the project should be evaluated.
	Following Gateway 2
	Finance need to sign-off the specification is in accordance with their advice documented in the strategy before the final tender is submitted to the Sponsor for approval.
	Responsible for undertaking the evaluation as a panel member.
	Carry out an assessment of the financial health of each of the bidders and ensuring that the financial evaluation of the preferred bid is robust and assessed correctly taking into account 'whole life' costs.
	Following Gateway 3
	Responsible for ensuring the final contract includes the correct financial considerations
	Responsible for ensuring the Capital spend is in accordance with the budget profile and reporting on any discrepancies.
Project Team /Work streams	The people required by the Internal Project Manager/project manager to assist in the delivery of the project.
	A project team may be made up of people working full time on the project or others, from different areas, who provide occasional support.
	The size and composition of the project team is dependent on the nature and size of the project.
	The people on the team should have the necessary skills and expertise to carry out their roles to deliver the elements of the project under the planning and coordination of the project manager.
	It is the project manager's responsibility to identify who is needed, but the project Sponsor's responsibility to ensure they are made available.

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Community Area	Age Range							Higher proportion of	Lower proportion of	Population Growth		Housing Growth			Health Indicators								Deprivation					
	0-17yrs		18-64 yrs		65+ yrs		Total			2010-15 Wiltshire Average -2.8%	Growth to 2026 Wiltshire Average -18.2%	Built to April 2015	Left to Build	Total	Obesity			Mortality from preventable diseases	Risk of Cancer	Risk of CVD	Risk of falls	Lower Life expectancy	% Dementia diagnosed (Wiltshire average 67%)	% of Population Living in Each Quintile					% of children in low income families (10.6%)
	No.	%	No.	%	No.	%									5-6 yrs 20.3%	10-11 yrs 29.3%	Adults 63.6%							Q1	Q2	Q3	Q4	Q5	
Amesbury	7,892	22.9%	####	61.4%	5,441	15.8%	34,525	U35s	65+	2.8%	10.6%	1,255	1,530	2,785	19.0%	30.8%	17,745	Higher	Higher				75%	0%	4%	25%	40%	31%	8.2%
Bradford on Avon	3,683	20.1%	9,948	54.4%	4,661	25.5%	18,292	60+	U35s esp. 20-34s	2.6%	16.9%	446	334	780	18.8%	20.4%	9.552				Higher		61%	0%	0%	22%	35%	43%	9.7%
Chippenham	10,021	22.0%	####	61.0%	7,760	17.0%	45,544	5-59s	65+	<1%	17.1%	1,344	3,746	5,090	19.7%	27.7%	23,399	Higher	Higher	Higher		Males	63%	6%	12%	7%	33%	43%	10.4%
Marlborough	3,980	22.0%	####	55.6%	4,074	22.5%	18,124	45+	20-39s	1.6%	13.7%	468	452	920	14.2%	22.4%	9,432				Higher			65%	0%	8%	12%	47%	32%	7.0%
Southern	4,769	21.0%	####	55.0%	5,658	25.0%	22,981	55+	15-44s	6.5%	7.3%	407	208	615	18.4%	23.3%	10,220						58%						6.5%
Tidworth	5,011	24.0%	####	67.0%	1,860	9.0%	20,643	20-39s	45+	4.2%	10.6%	540	1,380	1,920	23.4%	27.7%	10,220	Higher		Higher	Higher		86%	0%	8%	34%	9%	49%	9.7%
Trowbridge	9,965	22.8%	####	59.4%	7,750	17.7%	43,674	U40s	50+	5.9%	32.2%	2,766	4,209	6,795	24.9%	39.2%	22,147		Higher	Higher		Males	58%	15%	18%	17%	30%	20%	14.1%

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Wiltshire Council

Cabinet

8 October 2019

Subject:	**Wiltshire Council Carbon Reduction** **Update on actions to reduce carbon generation in Wiltshire**
Cabinet Member:	**Cllr Richard Clewer, Deputy Leader and Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and MCI**
Key Decision:	**Non Key**

Executive Summary

At its meeting held on 26 February 2019 full Council resolved to acknowledge that there is a climate emergency and to seek to make the county of Wiltshire carbon neutral by 2030.

This report provides updates on actions the council is taking to reduce carbon generation in Wiltshire in the following areas:

Renewable energy generation, energy use and efficiency
Planning
Transport and air quality
Waste
Land use
Business and industry
The council's greenhouse gas emissions
Carbon audit and renewables audit
Working with partners to deliver this goal.

Proposals

That Cabinet notes the actions taken and proposed to seek to make the county of Wiltshire carbon neutral by 2030.

Reason for Proposals

To provide Cabinet with an update on actions to reduce carbon generation in Wiltshire.

Alistair Cunningham OBE
Executive Director - Growth, Investment and Place

Wiltshire Council

Cabinet

8 October 2019

Subject:	**Wiltshire Council Carbon Reduction** **Update on actions to reduce carbon generation in Wiltshire**
Cabinet Member:	**Cllr Richard Clewer, Deputy Leader and Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and MCI**
Key Decision:	**Non Key**

Purpose of Report

1. To provide Cabinet with an update on actions taken to plan to reduce carbon generation in Wiltshire.

Relevance to the Council's Business Plan

2. The programme of work to seek to make the county of Wiltshire carbon neutral by 2030 will contribute to the business plan goals of:

    (i)   Housing and Environment (Sustainable Development)
          I live in a good home I can afford
          Development where it is needed
          Reaffirm our commitment to continue delivering our policies on the environment and carbon reduction

    (ii) Working with our partners as an innovative and effective council
          We recognise that there is a need to work innovatively and effectively with partners to get maximum value for public sector spend in Wiltshire and also reaffirm our commitment to continue working within our policies on the environment and carbon reduction.
          One Wiltshire Estate
          We take a strategic approach to reducing the carbon footprint of Wiltshire Council, including considering renewable and energy efficient opportunities for our facilities when appropriate

Background

3. At its meeting held on 26 February 2019 full Council debated the following notices of motion:
    12b) Acknowledging a Climate Emergency and Proposing the Way Forward;
    12c) Environment and Global Warming.
    The council resolved to acknowledge that there is a climate emergency and to seek to make the county of Wiltshire carbon neutral by 2030. The minutes of the meeting are available via this link
    https://cms.wiltshire.gov.uk/documents/g11678/Public%20minutes%2026th-Feb-2019%2010.30%20Council.pdf?T=11 see pages 21 to 24. Cabinet has also pledged to make Wiltshire Council carbon neutral by 2030.

4.   A Global Warming and Climate Emergency Task Group has been established, chaired by Councillor Graham Wright and made up of eight councillors. The areas they are considering are:
Renewable energy generation, energy use and efficiency
Planning
Transport and air quality
Waste
Land use
Business and industry.

Main Considerations for the Council

Renewable energy generation, energy use and efficiency

5.   There is a report to Cabinet at its meeting on 8 October 2019 on the Corporate Property Energy Efficiency and Generation Programme which sets out proposals to increase renewable energy generation and energy efficiency within the council's estate.

Planning

6.   The Wiltshire Core Strategy 2015 contains a number of policies which should contribute to the achievement of the goal of seeking to make the county of Wiltshire carbon neutral by 2030. Chapter two describes six key challenges, one of which is climate change.

7.   Climate change is a central issue that is addressed by the Wiltshire Core Strategy. This necessitates both adapting to the consequences of unavoidable climate change and mitigating the causes by reducing greenhouse gas emissions. The basis of this strategy is to achieve sustainable patterns of development in order to reduce carbon emissions by minimising the need to travel and encouraging the use of alternative modes to the car.

8.   Chapter three of the Core Strategy describes a series of strategic objectives designed to marry up with the key challenges identified in chapter two. Strategic objective 2: addressing climate change is set out below.

Climate change is possibly the greatest long-term challenge facing the world today. Tackling climate change is therefore a key government priority for the planning system. Local authorities are uniquely placed to act on climate change and the planning system can help by contributing to delivering the most sustainable development and shaping communities that are resilient to the unavoidable consequences of climate change.

9.   Chapter six contains a number of policies which are required to deliver the strategic objectives. In respect of climate change these include policies on sustainable construction and low carbon energy; encouraging standalone renewable energy installations; protecting and enhancing Wiltshire's green infrastructure; tackling air quality and encouraging modal shift through sustainable transport schemes.

10.   This strategy offers a significant opportunity to influence greenhouse gas emissions and has an important role in shaping communities that are resilient to the predicted impacts of climate change such as higher temperatures and increased flood risk.

11.   Officers are currently reviewing policies to determine their effectiveness and whether changes are required to improve conformity of the Plan with the National Planning Policy Framework and associated Planning Practice Guidance. This may lead to the need to commission additional evidence. A best practice review is also underway which will focus in particular on those policies, adopted by other councils, that have been prepared more recently than the Wiltshire Core Strategy. Once this exercise is complete the information obtained will inform discussions held by a member and officer focus group which will debate and propose any policy changes which are required.

Transport and Air Quality

12.   The Wiltshire Local Transport Plan (LTP) sets out the council's objectives, plans and indicators for transport in Wiltshire. As a document developed through partnership working and extensive consultation, the LTP also provides the framework for all other organisations with an involvement in transport in Wiltshire. The current plan is Wiltshire's third local transport plan (LTP3) and covers the period from March 2011 to March 2026.

13.   The Department for Transport's 'Guidance on Local Transport' (July 2009) sets out five overarching national transport goals:

Support economic growth
Reduce carbon emissions
Promote equality of opportunity
Contribute to better safety, security and health
Improve quality of life and a healthy natural environment.

14.   In addition, the transport White Paper 'Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen' (January 2011) has two main themes:
Offering people sustainable transport choices, particularly for shorter journeys, that will stimulate behaviour change
Demonstrating how localism and the big society can work for transport.

15.   Work on the fourth LTP (LTP4) has now commenced with a draft evidence base being prepared for review which will include the existing position on carbon generation. Discussion will then take place with members on options for policies based on the evidence. LTP4 is being prepared in parallel with the review of the Local Plan referred to in paragraph 11 above which will enable the council to ensure that policies in both plans support and complement each other in achieving the council's objectives.

16.   Local authorities are responsible for monitoring local air quality and implementing action plans to improve air quality where this is necessary. The majority of air quality action plans concern road transport emissions. Good cooperation between transport planning, air quality and spatial planning, as well as with partner organisations, is essential to ensure a strategic approach to improve quality of life for those living near busy roads and junctions.

17.   There is a report to Cabinet at its meeting on 8 October 2019 on the Wiltshire Air Quality Strategy asking that Cabinet approves the draft strategy and refers it to full Council for final approval. The draft Air Quality Strategy was considered by Environment Select Committee at its meeting on 23 April 2019. The Health and Wellbeing Board also reviewed the strategy on 23 May 2019. There are currently eight air quality management areas in Wiltshire. The importance of working collaboratively with local communities and other relevant organisations to improve areas of poor air quality was noted.

Waste

18.   There was a report to Environment Select Committee at its meeting on 3 September 2019. Appended to the report was an updated draft of the Household Waste Management Strategy, a performance report for 2018-19 and an action plan for 2019-20. There will be a report to Cabinet at its meeting on 19 November 2019 asking that Cabinet approves the draft strategy and refers it to full Council for final approval.

19.   The waste hierarchy upon which the strategy is based continues to remain central to environmental legislation and prioritises those waste management practices which are more environmentally sustainable than sending waste to landfill, which is the option of last resort. The performance report sets out that in 2008-9 the council landfilled just over 56% of its household waste and by 2018-19 had reduced this figure to less than 16%.

20.   The action plan for 2019-20 includes the introduction of a comingled collection of dry recyclable materials with paper, cans, cardboard, plastic and cartons being collected from the blue lidded bin and glass being collected from the black box. The council should reduce its air quality and carbon impacts due to the net reduction in the number of vehicles required to deliver the service.

21.   In selecting this collection system the council carried out an assessment of the carbon impact of the proposed service. The table below sets out the carbon impact of collecting, transporting, sorting and reprocessing the recyclable materials. These calculations were based on a number of assumptions made in 2015, especially on the tonnes of each recyclable material which would be collected once the service changes. The carbon equivalent was calculated using emission conversion factors published by Defra for greenhouse gas reporting at that time. The waste management service is assessing the resource implications of considering CO_2e reporting in addition to the statutory requirement of reporting on tonnes of materials collected and treated.

Process	Tonnes of CO_2e
Collection and haulage to transfer station	654
Transportation and haulage from transfer station to materials recovery facility	21
Transfer station operation	79
Materials recovery facility sorting operations	671
Reject disposal through sorting at materials recovery facility and reprocessing	472
Transportation and haulage from materials recovery facility and transfer station to reprocessors	183
tCO_2e benefit of closed loop recycling	-28,004
Total tCO_2e	**-25,924**

Land Use

22.   Land use planning will be addressed through the work on the Wiltshire Core Strategy outlined in paragraph 11 above. As Wiltshire is a large rural county there may be opportunities for biomass production, reforestation and tree planting.

23.   A meeting has taken place between NFU Mutual and members of the Global Warming and Climate Emergency Task Group to discuss climate change and agriculture in Wiltshire. The NFU has recently published a report entitled Achieving Net Zero: Farming's 2040 Goal. The NFU intends working in partnership with government and other stakeholders to improve efficiency to reduce emissions, improve land management and change land use to capture more carbon, and to increase renewable energy and bio-energy. This may contribute to achievement of Wiltshire Council's policy of protecting and enhancing Wiltshire's green infrastructure and should contribute to the target of seeking to make the county of Wiltshire carbon neutral by 2030.

Business and Industry

24.   There was a report to Cabinet at its meeting on 17 September 2019 reporting progress made by the Swindon and Wiltshire Local Economic Partnership in preparing the Local Industrial Strategy (LIS). The report stated that the strategy includes commitments to improving the strategic energy infrastructure, decarbonising our economy and helping to deliver the national climate change targets. The LIS focuses on the development of clean, flexible and resilient power systems, exploring hydrogen uses in various applications and new energy vehicles. It also addresses decarbonisation and digital connectivity.

25.   The LIS has been informed by an energy strategy which builds on the area's strengths to grow the low carbon economy. One of the energy strategy's objectives is to make a contribution towards our national climate change commitments, ensuring Swindon and Wiltshire help meet the carbon target.

Greenhouse Gas Emissions Report 2018-19

26.   The council publishes an annual report on the greenhouse gas (GHG) emissions arising from its own estate and operations as requested by government. The report is prepared in accordance with guidance published by Department of Environment, Food and Rural Affairs. In order to measure and report on these emissions the council records or estimates activity data, such as the amount of electricity used or the distance travelled by vehicles, then multiplies it by an emission (conversion) factor that gives an estimate of the GHG emissions.

27.   Emissions included arise from council owned or controlled estate or buildings, council operational fleet, streetlights and business travel. The figures exclude emissions from schools and academies, social housing and outsourced operations. In 2014-15 total gross emissions were 26,438 tonnes of CO_2 equivalent and in 2018-19 were 15,869 tCO_2e. The council's GHG emissions fluctuate from year to year due to acquisition and divestment of buildings, change of use of buildings, seasonal weather conditions which affect the need for heating and cooling buildings, and improvements to energy efficiency made during the year.

28.   The council is engaged in a range of work to deliver savings in emissions and costs. Examples include rationalisation and improvement of the council's property portfolio, investment in energy efficiency measures within the remaining estate such as lighting and heating equipment upgrades, investment in appropriate renewable energy technologies and the replacement of street lighting units with LED lights which use considerably less energy.

Carbon Audit and Renewables Audit

29.   The council is able to report on its current baseline for GHG emissions as set out in paragraphs 26 to 28 above. In terms of renewable energy, the council currently owns 31 photovoltaic systems installed on its buildings which, on average, generate 294,992 kWh of electricity per annum and saves 89.92 tCO_2e per annum. There are a further 94 installations on domestic homes owned by the council which generate an estimated 168,000 kWh per annum.

30.   The bigger challenge comes in trying to develop a carbon baseline for the county of Wiltshire when the council does not control the activities which release emissions into the atmosphere. Similarly, the council is aware of renewable energy installations on its own buildings and estate but not of those which are not on its estate. The council is currently in discussions with a local university on how to approach establishing baselines for the county of Wiltshire.

31.   In the absence of a county of Wiltshire baseline, a local authority focussed emissions tool, SCATTER, has been accessed to produce a greenhouse gas report. As the acronym suggests (Setting City Area Targets and Trajectories for Emissions Reduction) this tool was developed for use in city areas, initially Greater Manchester, through a project funded by the Department for Business, Energy and Industrial Strategy. **Appendix 1** contains a graph generated using SCATTER showing the greenhouse gas inventory for emissions within the county of Wiltshire boundary. This is based on data published by central government departments across a range of activities, mainly for 2017.

32. No work has been done to test the robustness of the data but the graph should give an indication of the source of the highest levels of emissions. These are on-road transport and residential buildings. The total level of emissions is 3,465k tCO_2e. Based on a population of 498,000 this gives emissions per head of 7 tCO_2e.

33. An alternative source of data is the government's UK local authority and regional carbon dioxide emissions national statistics: 2005 to 2017 published by Department for Business, Energy and Industrial Strategy. The numbers stated are lower than those produced from the SCATTER model in respect of industrial and commercial emissions, domestic fuel use, transport and land use. In addition, the SCATTER model includes emissions from waste disposal and waste water which are not referenced in the national statistics. The total level of emissions based on this report is 2,717k tCO_2e or 5.5 tCO_2e per head. The difference between the figures in the two reports is 750k tCO_2e or 1.5 tCO_2e per head.

34. This demonstrates the challenges in establishing a robust, credible baseline. While further work is done to try to achieve this it is essential that the council continues to focus on its work to reduce carbon emissions, improve energy efficiency and deliver renewable energy capacity.

Working with partners to deliver this goal

35. While the council is able to plan to ensure it is carbon neutral by 2030, in seeking to make the county of Wiltshire carbon neutral we will need to work with national government, other local authorities, private sector organisations, the voluntary and community sector and residents of the county.

36. The Local Government Association (LGA) has recently declared a climate emergency as have many other councils. The LGA has recently published a briefing on the next steps that councils which have declared a climate emergency could consider, with a focus on initiatives which have been implemented in Scandinavian countries and in France. One of the key points is the importance of engaging residents in considering the impact they have on climate change.

37. The chair of the Global Warming and Climate Emergency Task Group attended a recent meeting of the chairs of Wiltshire Council's community area boards (CAB) to talk to them about arranging meetings, workshops or other events to address the climate emergency, ensuring that they engage with those groups and individuals across the county who are knowledgeable on this area of work. Bradford on Avon CAB have already held a successful meeting and several other CABs are in the process of planning similar events. The Community Engagement Managers are compiling lists of relevant organisations within their community areas which the council will seek to engage with.

38. The council will work with Swindon and Wiltshire Local Economic Partnership to engage with businesses and industry in Wiltshire. The Wiltshire Public Service Board brings together key, public sector organisations so would provide a forum to discuss all members' carbon reduction plans. The Wiltshire Assembly has organisations from the public, private and voluntary sectors and Wiltshire's communities working together on key priorities for the county, one of which is

clearly the acknowledgement of a climate emergency and the goal of seeking to make the county of Wiltshire carbon neutral by 2030.

Overview and Scrutiny Engagement

39.   As set out in paragraph 4 of this report, a Global Warming and Climate Emergency Task Group has been established, chaired by Councillor Graham Wright and made up of eight councillors. The members of the task group are working on the areas set out under Main Considerations for the Council.

Safeguarding Implications

40.   This report provides an update for members to note. There are no safeguarding implications arising.

Public Health Implications

41.   As this is an update report there are no direct public health implications arising from the report itself. Some of the actions we are taking (for example on air quality) will, however, have potential to have a positive impact on the health of the population.

Procurement Implications

42.   There are no procurement implications arising from this report.

Equalities Impact of the Proposal

43.   There is no equalities impact arising from this report.

Environmental and Climate Change Considerations

44.   This report sets out the council's response to environmental and climate change considerations following the acknowledgement of a climate emergency and agreement by full Council to seek to make the county of Wiltshire carbon neutral by 2030.

Risks that may arise if the proposed decision and related work is not taken

45.   The paper is for Cabinet to note and does not require a decision to be made.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

46.   The paper is for Cabinet to note and does not require a decision to be made.

Financial Implications

47.   The paper is for Cabinet to note and there are no financial implications arising from this report.

Legal Implications

48.   The paper is for Cabinet to note and there are no legal implications arising from this report.

Workforce Implications

49.   There are no workforce implications arising from this report.

Options Considered

50.   The only option considered is to note the report.

Conclusions

51.   Since full Council resolved to acknowledge that there is a climate emergency and to seek to make the county of Wiltshire carbon neutral by 2030 a number of areas of work have been progressed. This report provides an update as set out in paragraphs 5 to 38 above.

Alistair Cunningham OBE (Executive Director - Growth, Investment and Place)

Report Author:
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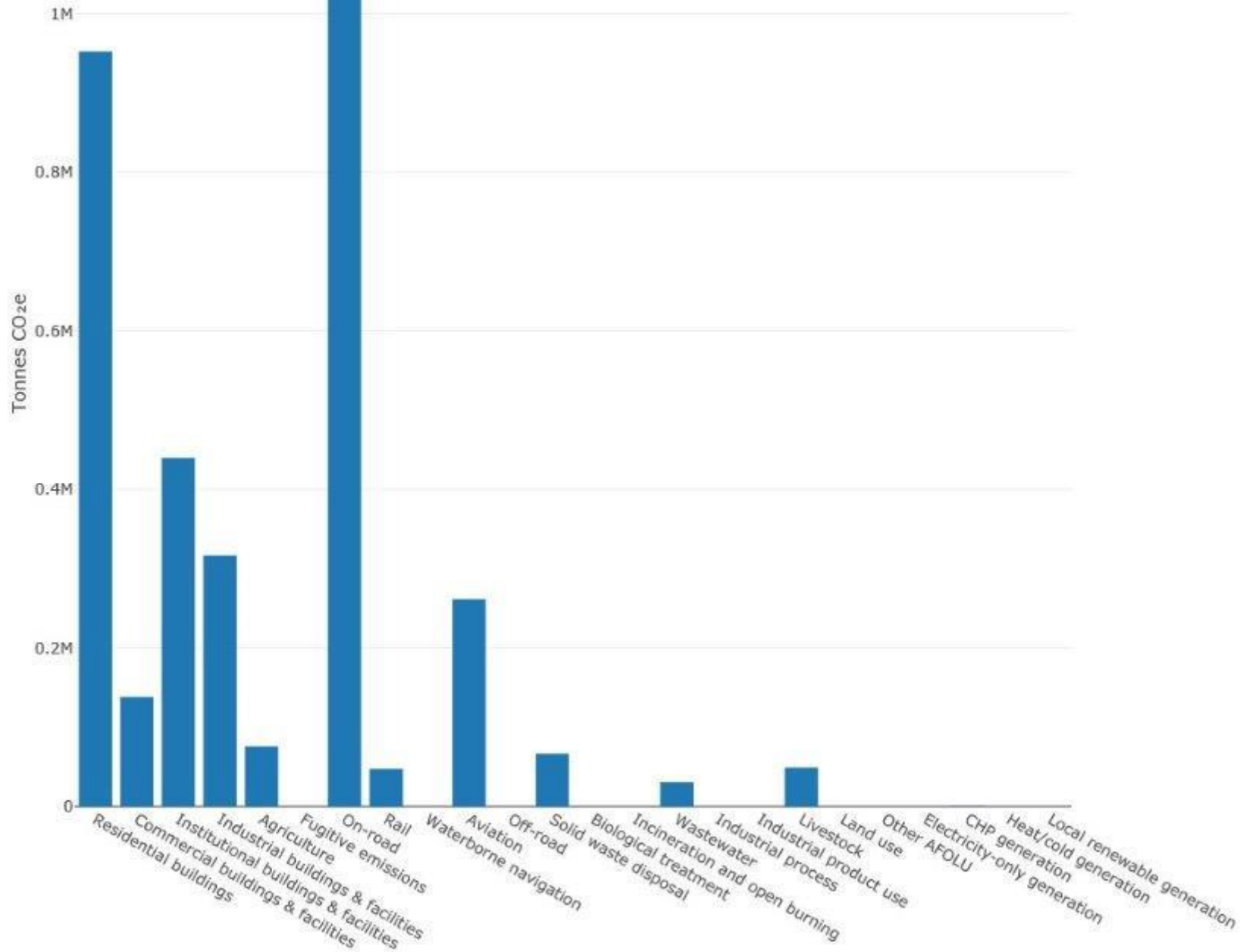Date of report: 30 September 2019

Appendices

Appendix 1: Greenhouse Gas Emissions, Setting City Area Targets and Trajectories for Emissions Reduction

Background Papers

None

Greenhouse gas inventory generated using

SCATTER

(Setting City Area Targets and Trajectories for Emissions Reduction)

for emissions within the county of Wiltshire boundary

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Wiltshire Council

Cabinet

08 October 2019

Subject:	**Wiltshire Council Carbon Reduction - Corporate Property Energy Efficiency and Generation Programme Phase 1**
Cabinet members:	**Cllr Richard Clewer - Deputy Leader and Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and MCI; and Cllr Ian Blair-Pilling – Cabinet member for ICT, Digitalisation and Operational Assets**
Key Decision:	**Key**

Executive Summary

Cabinet is asked to support a new energy efficiency and generation investment programme for the operational property estate as part of the council's response to the 'Climate Emergency' and its declaration at the Full Council meeting on the 26th February 2019.

This is aimed at reducing the carbon emissions from the council's operational asset portfolio installing a raft of tried and tested solutions selected according to the building type and function. In addition, the programme includes the development of pathfinder projects designed to tackle residual carbon emissions.

This new programme builds on previous Invest to Save approach launched in 2012 and adopts an energy hierarchy approach made up of 4 key elements.

1. Limiting the influence of building users on energy use
2. Reducing how much energy is used with our buildings
3. Installing building integrated renewable energy
4. Off-site carbon reduction projects

Investment will be targeted at 138 buildings or sites within the operational asset portfolio, owned and used by the council to directly deliver services. Total budget cost to is projected to be £5.18m (including delivery costs) for deployment over 3 years. This investment would lead to indicative annual savings of some 1,930 tCO_2 and an annual revenue saving of approximately £500k. Investment and savings will be dependent on more detailed assessment of each site and the practical opportunities.

Successful delivery of the above programme will reduce carbon emissions and increase the amount of onsite renewable energy generation but will not eliminate emissions all together. In order to treat the residual emissions, the council can invest in larger renewable energy project in order to tackle residual emissions. Investigation into canopy-based solar panels at Salisbury Park and Ride sites has been selected as a pathfinder project. This would entail the generation of solar electricity on the park and ride sites supplying electricity on a commercial basis to nearby third parties such as the Salisbury District Hospital. Cabinet are asked to support the development of the project to full business case for subsequent approval in 2020.

Proposal(s)

1. Cabinet to recommend to Full Council the addition of £5.2m capital funding to the Councils 2020 to 2023 Capital Programme to deliver the Operational Property Energy Efficiency and Generation Programme as a step towards achieving carbon neutrality for its operational property portfolio.

2. Cabinet to note that a full business case for canopy-based solar panels at all viable Park and Ride sites will be presented to Cabinet for subsequent approval and to approve a provisional capital allocation of £3.5m from Councils 2020 to 2023 Capital Programme.

Reason for Proposal

To deliver capital investment in the council's operational property which delivers carbon savings, cost reduction and delivers progress towards carbon neutrality for the council's Operational Asset Portfolio.

To develop an outline business case for a pathfinder project for canopy-based solar panels at viable park and ride sites to achieve 'proof of concept' off site carbon reduction project.

Alistair Cunningham OBE
Executive Director of Growth, Investment and Place

Wiltshire Council

Cabinet

8th October 2019

Subject:	**Wiltshire Council Carbon Reduction - Corporate Property Energy Efficiency and Generation Programme Phase 1**
Cabinet member:	**Cllr Richard Clewer - Deputy Leader and Cabinet Member for Corporate Services, Heritage, Arts, Tourism, Housing and MCI; and Cllr Ian Blair-Pilling – Cabinet member for ICT, Digitalisation and Operational Assets**
Key Decision:	**Key**

Purpose of Report

1. This paper outlines the actions proposed by the Strategic Assets and Facilities Management (SA&FM) team to address the energy use in the council's operational buildings and to reduce the carbon emissions associated with running those buildings. This is part of the council's response to the 'Climate Emergency' and its declaration at the Full Council meeting on the 26th February 2019.

2. The paper details an approach to achieving the carbon neutrality from its operational property portfolio. The paper does not cover any proposals to address carbon emissions from other council operations such as fleet or waste. Likewise, the paper does not detail any examples of other actions which are within the council's sphere of influence and might also contribute to the tackling climate change such as local transport planning, core strategy planning policy or community engagement

Relevance to the Council's Business Plan

3. This proposal is important to support our corporate priorities for demonstrating leadership as an innovative and effective council. The proposals, particularly relating to off site carbon reduction projects, also demonstrate the council's commitment to a more commercial approach.

Background

4. Cabinet is asked to support a new energy efficiency and generation investment programme. This is aimed at reducing the carbon emissions from the council's operational asset portfolio by installing a raft of 'tried and tested' solutions selected according to the building type and function.

5. In addition, there is a proposal to undertake a major programme of off-site carbon reduction projects that will tackle any residual carbon emissions from the operational estate. The proposed pathfinder project is part of a longer list of similar projects which the council could implement. Investing in this programme could enable the council to move to a position of carbon neutrality for its operational property portfolio.

Previous Invest to Save Programme

6. The council has been investing in the energy efficiency of its buildings for many years and has already installed numerous energy reducing technologies as well as renewable energy solutions across the operational estate.

7. In 2012, a multi-million pound 'Invest to Save' programme was established that saw the council invest in technologies such as Combined Heat and Power; Voltage Optimisation: oil to biomass boiler conversions; oil to gas boiler conversions; lighting upgrades; insulation upgrades and much more. This programme was initially funded using government backed Salix finance (an interest free loan available only to the public sector), but more recently has been incorporated into the ongoing maintenance and refurbishment work of SA&FM. Most recently there have been installations of LED lighting at Monkton Park, Bourne Hill and other major sites. Solar panels and biomass boilers have been installed at The Nadder and The Vale community campus.

8. This work has made significant inroads into reducing carbon emissions from the operational estate by both lowering the energy required and by decarbonising some of the remaining energy use. As a consequence, the councils reported carbon footprint has been decreasing year on year. The most recent carbon report covering 1st April 2018 to 31st March 2019 was 8,093 tCO_2 for the operational estate.

9. More recently, the council has secured all the electricity on its corporate contract from a green tariff with effect from 1st April 2020. This means that 100% of the council's electricity will be matched by the supplier with a certified renewable energy source. There is a premium that will be charged for this tariff which amounts to a total of £24,000 for the first year of the contract, from April 2020 to March 2021. The rate for the second year of the contract to March 2022 is currently unknown. The premium on this tariff has been rising at a disproportionate rate this year due to an increased demand from the market. It is also not known what the premium will be for the next contract from April 2022.

Operational Property Energy Efficiency and Generation Programme – Overall Approach

10. The new programme of recommended works will take the 'Energy Hierarchy' approach to reducing carbon emissions and energy consumption. This will include 4 areas of work which are shown in figure one.
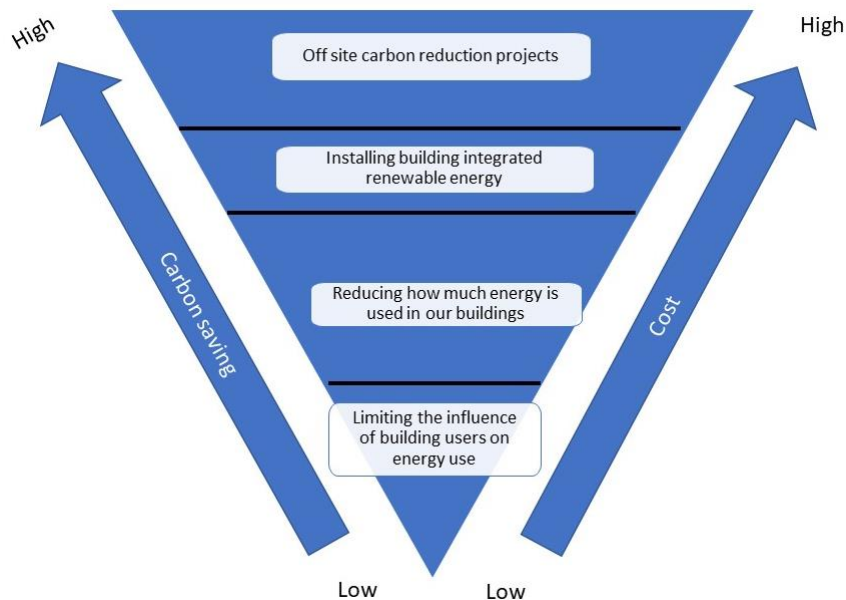
Figure one: Energy Hierarchy

Applying The Energy Hierarchy

11. Limiting the influence of building users on energy use: This will be done by installing automatic controls for lighting, heating and cooling wherever possible; by ensuring that those controls are set at the correct level and that they are regularly monitored; and by standardising the type of controls fitted across the estate.

12. Reducing how much energy is used with our buildings: This will be done by installing standard energy reducing technologies wherever possible across all the operational estate. This includes solutions such as upgrading to LED lighting or improving insulation which will be relevant for many sites as well as solutions that are only relevant for a few specific sites, such as an upgrade to Variable Speed Drives at Leisure Centres. A glossary of the type of technologies that will be considered is at Appendix 1.

13. Installing building integrated renewable energy: Replacing as much as possible of the remaining energy used within a building with energy from a renewably generated source rather than from the grid electricity or gas means that the building will be responsible for emitting less carbon. The more energy that can be generated on site the less will be required from the grid. Therefore, this programme will install solar panels at every site where there is a viable business case. In addition, it will look at installing other renewable energy generation

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technologies such as wind turbines, hydroelectric solutions and biomass boilers if there are appropriate sites for them.

14. Off-site carbon reduction projects: Further benefits will be realised by undertaking a programme of synergistic projects such as district heating and power, solar installations, hydroelectric installations, energy crop and biofuel production and supporting the move to low carbon transport. In addition to the significant carbon reduction there will be a return on these investments. Proposals being considered include canopy-based solar generation on Park & Ride sites in Salisbury. Other investment proposals could include installing district heating and power projects at a range of sites from social housing developments to strategic sites where the council holds a land interest.

Where Investment Will Be Targeted?

15. The programme will be targeted within the operational asset portfolio from which the council directly delivers its services and covers 138 buildings or sites in the operational estate. The programme excludes those sites from which contractors deliver services on the council's behalf unless the council retains control over maintenance and energy bills. Such sites would include for example, local authority-maintained schools and leisure sites operated by Places for People Leisure.

16. Buildings and sites that are due for disposal or have a likely limited lifespan of council use have not been included in the programme.

17. A desktop assessment of the suitability of selected improvements is captured in Appendix 2. This shows shortlisted sites, current carbon foot print and suggested technologies which may be applicable.

18. The programme needs to be flexible enough to allow sites to move on or off the list if circumstances dictate (for example if a building becomes vacant and is recommended for sale). At the same time, more detailed analysis will need to be carried out to further decide which energy efficiency or low carbon solution is applied at each site.

Cost and Benefit

19. Deciding which individual works to implement will be based on agreed prioritisation criteria. The highest priority will be given to work that reduces carbon as well as providing cost savings or generating income (some renewable technologies attract a subsidy that pays for the energy produced). Work that reduces carbon but provides no financial benefit will still be considered for implementation if the programme costs allow. In addition, work that saves money and improves sustainability but does not reduce carbon emissions (such as solutions that reduce water usage e.g. rainwater harvesting), could also be considered. The aim will be to ensure that for all installed solutions the ongoing maintenance liability is comparable (or preferably lower) than those systems

being replaced. In addition, life expectancy of the solution will always exceed the payback period.

20. The costs and associated annual savings of the programme have been summarised in table 1.

Solution	Indicative Cost	Indicative carbon saving tCO2	Indicative cost Saving	Indicative income from subsidy	Payback yrs
Air Handling	£175,000	45.00	£30,000	0	5.83
Water Blade	£6,000	50.00	£8,500	0	0.71
LED retrofit	£1,500,000	200.00	£165,000	0	9.09
PV installations	£1,100,000	210.00	£100,000	37,000	8.03
Solar Hot Water	£150,000	7.00	£2,400	21,000	6.41
VSDs	£100,000	130.00	£60,000	0	1.67
Insulation	£250,000	85.00	£20,000	0	12.50
Timer/controls	£100,000	140.00	£30,000	0	3.33
Window/door glazing	£15,000	2.00	£350	0	42.86
Solar shading film	£50,000	10.00	£4,500	0	11.11
Circosense (HWS)	£150,000	135.00	£25,000	0	6.00
Endotherm (HWS)	£200,000	370.00	£70,000	0	2.86
Biomass	£750,000	550.00	£0	65,000	11.54
Solutions will be considered but are highly dependent on-site constraints[1]					
Heat Pumps	tbc	tbc	tbc	tbc	tbc
Heat Recovery	tbc	tbc	tbc	tbc	tbc
Voltage Optimisation	tbc	tbc	tbc	tbc	tbc
Totals	**£4,546,000**	**1,934**	**£515,750**	**£123,000**	**7.66**

Table one: Operational Property Energy Efficiency and Generation Programme cost and annual savings

21. The projected programme cost is approximately £4.8m and would lead to indicative annual savings of some 1,930 tCO_2 and an annual revenue saving of £500k. In order to deliver this programme additional resource will be required in order cover feasibility and project management. This is estimated to be 8% cost of delivery (£384,000) of the overall budget bringing the total budget cost to £5.18m. Works would need to be phased over 3 years from April 2020.

22. It should be noted that additional income could be generated from subsidy depending on eligible technologies and continued Government support. Furthermore, given that energy prices are due to increase in future years, a further benefit of this programme is that it will insulate the council from the impact of future energy price rises. Both of these considerations strengthen the business case but neither has been quantified and included in the case for the programme.

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[1] Costs and savings for these technologies are difficult to estimate due a range of factors that will influence the suitability of the technology at the site and its performance once installed

Dealing with Residual Carbon Emissions

23. The implementation of the first phase of the programme will reduce carbon emissions and increase the amount of onsite renewable energy generation. However, the council will be left with residual carbon emissions from its operational portfolio which it cannot treat on site. Therefore, a carbon neutral operational portfolio is not achievable without considerable further action.

24. In order to deal with residual emissions there is a growing list of potential opportunities for the council to invest in renewable energy. Projects that generate low carbon heat or power can also reduce the carbon footprint of the organisation, either by directly avoiding the use of fossil fuels, or by exporting to other customers. A further benefit of investing is the financial returns that could be used for future projects, or to support the council's revenue position.

25. An outline business case has been produced exploring the viability of canopy-based solar panels at Salisbury Park & Ride sites, which is recommended as a pathfinder project. This would entail the generation of solar electricity on the sites, and selling electricity on a commercial basis to nearby third parties such as Salisbury District Hospital.

26. Although new to Wiltshire Council, these types of project have been developed successfully by other local authorities elsewhere in the country. The aim is to provide a viable project model for similar projects at other council sites in the future. Furthermore, this project could also could deliver other benefits such as supporting sustainable transport objectives and the roll out of electric vehicles.

27. The Park & Ride projects are particularly attractive for the benefit of working with strategic partners and are likely to be eligible for both grant funding and 0% interest loan funding which would significantly reduce the lifetime project cost to the council, even compared with the relatively low cost of borrowing the council can access.

28. The maximum estimated capital cost to deliver the two projects is £3.5m. The simple payback of the projects is projected at 14 years based on the starting assumptions, with a useful asset life likely to exceed 30 years. The expected pre-finance net revenue over a nominal 25-year period is estimated to be up to £7.8m based on current prices for electricity.

29. It is recognised that the strategic cost of delivering national energy infrastructure improvements is likely to directly translate into increased energy prices in the coming years. Therefore, any project the council undertakes that displaces this electricity will therefore very likely become more attractive over its lifetime than current estimates suggest. When this is coupled with the long life of the asset the overall lifetime benefit is expected to be very attractive.

30. Cabinet to note that a full business case for canopy-based solar panels at all viable Park and Ride sites will be presented to Cabinet for subsequent approval and to approve a provisional capital allocation of £3.5m from Councils 2020 to 2023 Capital Programme.

Safeguarding Implications

31. These proposals do not have any specific safeguarding requirements.

Public Health Implications

32. No significant implications have been identified.

Environmental and Climate Change Considerations

33. This proposal seeks to address environmental concerns around climate change and energy consumption. These proposals will make a positive contribution to the environment.

Equalities Impact of the Proposal

34. No significant implications have been currently identified. It is not anticipated that any of the energy efficiency and generation measures will have an equalities impact, however this would be continually reviewed and assessed through the delivery of the programme.

Risk Assessment

35. A key risk to the Operational Property – Energy Efficiency and Generation Programme is adequate resourcing and the capacity to deliver multiple projects. Project management costs have been allowed for within the projected budget to mitigate this.

36. Development of the pathfinder project incur will expenditure (legal and project costs) in order to develop the full business case. This may ultimately become 'stranded cost' should the projects turn out not to be viable or the council chooses not to proceed.

Financial Implications

37. To deliver this programme a capital budget of £4.8 million is required, the capital financing costs for this budget based on MRP of 50 years and Interest at 2.6% would be circa £0.221 million per annuum.

38. The indicative savings/cost avoidance for the programme are forecast to be circa £0.5 million, therefore the savings can cover the borrowing costs and generate a saving for the Council. However, there will be a timing issue between the delivered savings and the requirement to pay back capital so revenue will need to

be identified as part of 20/21 budget setting. A process will need to be developed to track the savings/cost avoided to ensure that they are being delivered which will feed into subsequent budget setting rounds. Each project will need to be assessed as it comes forward to ensure it covers the borrowing cost as a minimum.

39. The Park & Ride pathfinder project will require specialist advice in order to cover the development of the full business case. Financial implications of this project will be considered as part of a future report.

Procurement implications

40. Investment in operational portfolio, will be delivered via a range of different approaches. These will include delivery via term maintenance contractors under existing contract arrangements.   In some instances, specialist advise, and goods will ned to be newly procured.   This will be established in line with the council contract rules in consultation with Strategic Procurement.

41. In respect of the off-site carbon reduction projects, the procurement implications will be addressed as part of the business case development

Legal Implications

42. No legal implications have been identified at this stage identified in respect of implementing the energy hierarchy. The legal implications of any off-site carbon reduction project will be considered as part developing outline or full business cases, each of which will be subject to further ratification.

Options Considered

43. Do nothing

44. Switch to renewable electricity supply and do not invest in energy efficiency. This approach would not do anything to drive efficiency or insulate the council against future price rises. It would also not do anything to address the carbon emissions from other fuels such as gas and oil.

45. Do not pursue projects which seek to tackle residual carbon emissions. Delivery of an 'onsite' approach only will not achieve carbon neutrality for the operational estate and leave the council with residual carbon emissions which it cannot be treated.

Conclusions

46. The Operational Property – Energy Efficiency and Generation Programme offers a step towards achieving the carbon neutrality from its operational property portfolio. At the same time as delivering the carbon reduction, may projects will save energy and/or generate income. The pathfinder projects on Park & Ride

sites will enable the council to off-set some of its residual carbon emissions. It will also provide a viable project model for similar projects at other council sites in the future.

47.   This programme will help protect the council from future energy price increases and supports the council's response to the climate change emergency.

Alistair Cunningham OBE
Executive Director of Growth, Investment and Place

Report Author: Vincent Albano, Asset Portfolio Manager, Strategic Assets and Facilities Management

Background Papers

None

The following unpublished documents have been relied on in the preparation of this report:

None

Appendices

Appendix 1: Low carbon technologies terms and definitions
Appendix 2: List of buildings and opportunities

Appendix 1: Low carbon technologies terms and definitions

Air source heat pump (ASHP) – Replaces existing boiler or electric heating. Uses compression and expansion of external air to provide heat within a building. Works on a similar principle to a fridge but in reverse. Lower carbon emissions than gas, electric or oil heating systems.

Air Handling Unit (AHU) upgrades – AHU's regulate air within heating and ventilation systems. They are often found in large or more complex buildings such as Leisure Centres and are major energy users. Upgrades will replace energy using components within the system with more efficient ones thus reducing energy and carbon.

Biomass boiler – A boiler that burns wood or another biomass rather than a fossil fuel such as gas. Biomass is considered to be zero carbon.

BMS system – A building controls system than can run the lighting, heating, cooling and ventilation to ensure comfort is provided with the minimum energy use.

Combined Heat and Power (CHP) – Similar to a car engine, this technology uses gas to generate electricity. As gas is cheaper than electricity and currently has a lower carbon factor, this produces electricity that is cheaper and with reduced carbon emissions.

LED lighting – A form of lighting that can replace existing lamps and requires less electricity to operate.

Ground source heat pump (GSHP) – Similar to ASHP but uses water that has been heated in the ground rather than air. Lower carbon emissions than gas, electric or oil heating systems.

Hot Water System technologies – Circosense – A device that ensures that hot water is only pumped around the system when it is needed rather than continuously. This saves on costs as well as carbon.

Hot Water System technologies – Endotherm – An additive to the heating system that improves the thermal contact and thus improves heat transfer rates. Less energy is required to heat the building so both carbon and costs are saved.

Hydroelectric system – A system that uses flowing water to generate electricity. The electricity that is generated is zero carbon. Will also save on the cost of electricity from the grid that would have been used.

Insulation methods – A method of cutting down on the heat lost through the structure or fabric of buildings – e.g. roof, walls, pipes etc. If less heat is lost, less energy is required to keep the building at a comfortable temperature.

Rainwater harvesting – A method of capturing and storing rainwater then using it at a site to replace the use of tap water. Common uses include flushing and garden use. Saves money on water bills.

Solar PV panels – convert light from the sun into electricity. The electricity that is generated is zero carbon. Will also save on the cost of electricity from the grid that would have been used.

Solar shading film – This is fixed to windows to reduce the heat from the sun in summer and will therefore reduce the energy required to cool buildings. Saves on both carbon and electricity costs where there are air conditioning units installed.

Solar thermal panels – uses warmth from the sun to provide zero carbon hot water rather than having to use gas or electricity. Will also save on the cost of gas or electricity from the grid that would have been used to heat the water.

Variable Speed Drive – a device that enables motors on fan and pumps (e.g. in large heating systems) to vary in speed as required rather than go at a constant top speed. Less energy is required to run at slower speeds.

Voltage Optimiser – a device that controls the voltage delivered to a building so that certain electricity using equipment within the building runs more smoothly and therefore uses less electricity.

Water blade – A device that fits in the end of a tap that reduces the amount of water delivered when the tap is used. Saves money on water bills and saves on energy (thus carbon) used in hot water taps.

Wind turbine – A device that can be mounted on a building or on a free-standing pole and generates zero carbon electricity from the wind. Will also save on the cost of electricity from the grid that would have been used.

Appendix 2: List of buildings and opportunities

Sites	Air Handling	Water Blade	LED replacement	PV	Solar Hot Water	Heat Pumps	VSDs	Insulation	Timer/boiler controls	Window/door glazing	Solar coating	Circosense (HWS)	Endotherm (HWS)	CHP	Biomass	Heat recovery	Voltage Optimiser	Current Carbon Footprint	Carbon footprint per m2
westbury no 1 hawksworth park		✓	✓	✓		✓			□	□		✓	✓		□	□		tbc	tbc
Westbury Swimming Pool	✓	✓	✓		✓		✓	✓			✓	✓	✓					151.96	0.29
Tisbury Outdoor Swimming Pool			✓	✓								✓						24.25	0.25
Purrington Swimming Pool	✓	✓	✓	✓				✓			✓	✓	✓					265.70	0.25
Bradford on Avon Swimming Pool	✓	✓	✓	✓	✓			✓			✓	✓	✓					241.69	0.18
Devizes Needham House		✓	✓	✓							✓	✓	✓					134.86	0.13
Marlborough Leisure Centre	✓	✓	✓	✓				✓			✓	✓	✓					320.54	0.13
Royal Wootton Bassett Lime Kiln Sports Centre	✓	✓	✓	✓	✓			✓			✓	✓	✓					283.01	0.13
Trowbridge Clarendon Sports Centre	✓	✓	✓	✓	✓		✓	✓			✓		✓					383.30	0.13
Malmesbury Sports Centre The Activity Zone	✓	✓	✓	✓							✓	✓	✓					295.31	0.12
Devizes Leisure Centre	✓	✓	✓	✓	✓						✓	✓	✓					398.44	0.12
Corsham Springfield Leisure Centre	✓	✓	✓	✓		✓			✓				✓					325.20	0.12
Evergreen Court		✓	✓	✓									✓					112.86	0.11
Warminster Sports Centre	✓	✓	✓	✓	✓		✓	✓			✓	✓	✓					254.69	0.11
Salisbury Five Rivers Leisure Centre	✓	✓	✓	✓	✓	✓			✓		✓	✓	✓		✓			884.72	0.11
Chippenham Olympiad Leisure Centre	✓	✓	✓	✓							✓	✓	✓					619.73	0.11
Malmesbury Library		✓	✓	✓				✓					✓					24.21	0.07
Salisbury Bradbury House Respite Centre		✓	✓	✓	✓							✓	✓					42.01	0.07
Edgars Close			✓	✓				✓										67.50	0.07
Graham House			✓	✓														60.99	0.06
Salisbury City Hall Malthouse Lane	✓	✓	✓	✓	✓			✓			✓	✓	✓					137.16	0.06
Wilton Downside		✓	✓	✓				✓					✓					57.96	0.06

Sites	Air Handling	Water Blade	LED replacement	PV	Solar Hot Water	Heat Pumps	VSDs	Insulation	Timer/boiler controls	Window/door glazing	Solar coating	Circosense (HWS)	Endotherm (HWS)	CHP	Biomass	Heat recovery	Voltage Optimiser	Current Carbon Footprint	Carbon footprint per m2
Chippenham Monkton Park Offices		✓		✓					✓		✓	✓	✓		✓			361.67	0.06
Chippenham Wiltshire & Swindon History Centre	✓	✓	✓	✓		✓			✓		✓		✓		✓			209.94	0.05
Crane Lodge		✓	✓	✓				✓										53.66	0.05
Devizes Bradbury Manor Day Centre		✓	✓	✓	✓							✓	✓					28.34	0.05
Reindorp Lodge		✓	✓	✓				✓					✓					46.99	0.05
Trowbridge County Hall		✓	✓	✓	✓	✓	✓		✓				✓		✓			887.41	0.05
Bourne Hill Council Offices	✓	✓	✓	✓	✓	✓			✓			✓	✓		✓			172.41	0.04
Salisbury Churchfields Depot		✓	✓	✓				✓					✓					90.25	0.04
Devizes Canon's House		✓	✓	✓				✓					✓					32.75	0.04
Calne Leisure Centre	✓	✓	✓	✓	✓						✓	✓	✓					111.79	0.04
Calne Library		✓	✓	✓									✓					35.65	0.04
Devizes Melbourne House Family Resource Centre		✓	✓	✓				✓					✓					16.64	0.04
Royal Wootton Bassett Library		✓	✓	✓									✓					22.06	0.04
Corsham Mansion House		✓	✓	✓	✓							✓	✓					44.44	0.04
Tisbury Nadder Close Care Homes		✓	✓	✓	✓							✓						36.22	0.04
Salisbury Hayburn Wyke Family Resource Centre		✓	✓	✓				✓					✓					10.18	0.03
Amesbury Sports & Community Centre	✓	✓	✓	✓	✓		✓				✓	✓	✓					46.89	0.03
Warminster Library		✓	✓	✓				✓					✓					33.67	0.03
Old Fire Station Enterprise Centre		✓	✓	✓								✓	✓					26.08	0.03
Westbury Library		✓	✓	✓				✓										17.61	0.03
Salisbury 26 Endless Street Coroners Court		✓	✓	✓				✓					✓					21.86	0.03
Devizes Library		✓		✓									✓					29.82	0.03
Amesbury Library		✓	✓	✓				✓		✓			✓					13.93	0.03
Bradford on Avon Library		✓	✓	✓							✓		✓					18.90	0.03
Westbury Leighton Sports Centre	✓	✓	✓	✓	✓			✓			✓	✓	✓					43.25	0.03
Westwood House		✓	✓	✓									✓					26.44	0.03

Sites	Air Handling	Water Blade	LED replacement	PV	Solar Hot Water	Heat Pumps	VSDs	Insulation	Timer/boiler controls	Window/door glazing	Solar coating	Circosense (HWS)	Endotherm (HWS)	CHP	Biomass	Heat recovery	Voltage Optimiser	Current Carbon Footprint	Carbon footprint per m2
Devizes Kennet House Depot		✓	✓	✓	✓						✓	✓	✓					48.98	0.03
Warminster Highways Depot		✓	✓	✓	✓								✓					12.73	0.02
Marlborough Library		✓	✓	✓				✓					✓					11.30	0.02
Chippenham Parsonage Way Depot		✓	✓	✓				✓										24.56	0.02
Mere Lynch Close		✓	✓	✓				✓										19.01	0.02
The Vale Community Centre		✓		✓	✓		✓		✓			✓	✓					47.90	0.02
Melksham 50 Spa Road No Wrong Door		✓	✓	✓				✓										4.76	0.02
Salisbury Nadder Community Campus		✓		✓					✓			✓	✓					47.83	0.02
Chippenham Library		✓	✓	✓				✓		✓			✓					19.21	0.01
Alperton Sonas House Respite Centre (4a Horse Road, Alperton)		✓	✓	✓				✓										10.54	0.01
Melksham Kingsbury Square Hostel		✓	✓	✓	✓			✓										8.56	0.01
Meadow Lodge Respite Centre		✓	✓	✓	✓			✓				✓						6.31	0.01
Amesbury High Post Salt Store			✓	✓														5.04	0.00
Wootton Bassett Salt Store			✓	✓														0.06	0.00
Chippenham Emery Gate Car Park			✓	✓														37.54	
Salisbury Culver Street Multi Storey Car Park			✓	✓														30.62	
Wilton Park & Ride Site		✓	✓	✓														16.29	
Chippenham Bath Road Car Park			✓															16.14	
Chippenham Gladstone Road Car Park			✓															8.97	
Salisbury Brown Street Car Park (West)			✓															7.62	
Salisbury London Road Park & Ride Site		✓	✓	✓														7.34	
Old Sarum Beehive Park & Ride		✓	✓	✓														7.11	
Melksham King Street Car Park			✓															5.31	
Britford Park & Ride Site		✓	✓	✓														4.78	
Warminster Central Car Park			✓															4.59	

Sites	Air Handling	Water Blade	LED replacement	PV	Solar Hot Water	Heat Pumps	VSDs	Insulation	Timer/boiler controls	Window/door glazing	Solar coating	Circosense (HWS)	Endotherm (HWS)	CHP	Biomass	Heat recovery	Voltage Optimiser	Current Carbon Footprint	Carbon footprint per m2
Salisbury Petersfinger Park & Ride Site			✓	✓														4.10	
Salisbury Central Car Park			✓															3.87	
Corsham Post Office Lane Car Park			✓															3.15	
Trowbridge Greyhound Car Park			✓															0.89	
Chippenham Sadlers Mead Car Park			✓															0.43	
Marlborough Salt Store[2]			✓	✓														0.00	
37 smaller carparks (various locations)[3]			☐	☐														0.00	
Total																		**7,950.48**	

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[2] Site with minimal energy or uncalculated demand

[3] Sites where there is no calculated footprint (car park lights fed off streetlights network)

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Wiltshire Council

Cabinet

8 October 2019

Subject:	**Melksham Community Campus and Melksham House Construction Projects and Development Opportunities**
Cabinet Member:	**Councillor Laura Mayes, Cabinet Member for Adult Social Care, Public Health and Public Protection** **Cllr Pauline Church, Cabinet Member for Children, Education and Skills and South Wiltshire Recovery** **Councillor Allison Bucknell, Cabinet Member for Communications, Communities, Leisure and Libraries**
Key Decision:	**Key**

Executive Summary

Design development that provides a scheme which offers the appropriate facilities based an assessment of local need and a subsequent detailed cost analysis has determined that Melksham Community Campus cannot be delivered within the approved budget envelope.

In order to complete the Melksham Community Campus project a further £3.000m of capital funding is required.

The delivery of Melksham Community Campus is intrinsically linked to Melksham House. National planning policy and legislation requires the council to safeguard Melksham House and the wider site. Melksham House is a Grade II listed building. Planning consent for the Melksham Community Campus is dependent on a viable option for Melksham House and therefore the retention and redevelopment of the house is fundamental to the success of the overall site.

Collaboration with the Council's Care Commissioners for Children's and Adult Services is being undertaken to identify potential options for developing innovative services, which includes the use of Melksham House. Consideration is being given to the development of:

- Residential care facility to support children and young people aged 10–18 years – Conversion of the main house
- Community Resource Centre – Refurbishment and use of dance hall to the rear.
- 16 Supported Living units – New build on land to rear of listed building

These options are in the early stages of development and are subject to a detailed business case being undertaken to assess the appropriate model, demand for provision, the risks and financial viability.

If the outcome of this business case is that the uses above are not viable, it is recognised that Melksham House will be capable of providing housing for other groups. The dance hall can, in any event, be converted to provide a community space to be run by the campus, where complementary community services will be delivered, encompassing training provision.

This report seeks Cabinet approval for additional capital funding to deliver the Melksham Community Campus. It also seeks approval to progress proposals to bring Melksham House back into use; to meet needs of residents, complement the new Campus provision, once a detailed business case has established the scope to realise revenue savings to fund the capital works required and associated ongoing revenue costs.

Proposal(s)
That Members:

(i)   Recommend to Full Council an additional capital budget for the Community Campus Project of £3.000 million taking the total capital budget to £20.110 million
(ii)   Agree in principal, subject to a business case, to progress the scoping of development of Melksham House; to provide 16 units of supported living accommodation, a residential care facility to support children and young people aged 10–18 years and a community resource centre.
(iii)   Note the estimated additional capital budget required for Melksham house of £5.000 million taking the total capital budget to £7.000 million.
(iv)   Agree to receive a further report to Cabinet in January, with a full business case giving detailed capital breakdown and the revenue consequences of the agreed form of development, taking into account potential cost avoidance due to the provision of services from Melksham House.

Reason for Proposal(s)

Design development and cost analysis has determined that Melksham Community Campus cannot be delivered within the approved budget envelope without compromising the scheme.

In considering the establishment of the Community Campus in the Grounds of Melksham House, the future use of the Grade II listed building is important, both in planning and estate management terms.

The proposal, making use of the building and an area to the rear, totalling approximately 0.5 acre, to potentially meet established needs for children and young adults, provides opportunities for the proactive use of the Council's property assets to facilitate increased service provision and capacity, giving improved outcomes for customers and realising savings, which will fund capital investment and ongoing revenue costs.

The proposal will ensure that the Community Campus is delivered.

Alistair Cunningham OBE, Executive Director

Wiltshire Council

Cabinet

8 October 2019

Subject:	Melksham Campus and Melksham House Construction Projects – Funding and Development Opportunities
Cabinet Member:	Councillor Laura Mayes, Cabinet Member for Adult Social Care, Public Health and Public Protection Cllr Pauline Church, Cabinet Member for Children, Education and Skills and South Wiltshire Recovery Councillor Allison Bucknell, Cabinet Member for Communications, Communities, Leisure and Libraries
Key Decision:	Key

Purpose of Report

1) Agree the allocation of an additional £3.000 m of capital funds in order to complete the Melksham Community Campus.

2) To inform Cabinet of the requirement to safeguard the future of Melksham House, a Grade II listed building, which is situated next to the proposed community campus and forms part of a wider Council landholding; providing sports and social facilities,

3) To inform Cabinet of the emerging potential to explore service uses at Melksham House that can make the property fit for a new purpose that is financially sustainable.

4) To seek authority to progress a new service model and associated business case for Melksham House to meet needs of the local community and establish funding to meet capital and revenue costs and to allocate a further £5.000 million to bring these proposals forward, subject to detailed feasibility work and development of a sound business case, to be reported back to Cabinet in January 2020.

Relevance to the Council's Business Plan

5) The proposal is aligned to the business plan as the new uses of Melksham House brings the following benefits:

   a) Strong communities –
      - There is scope to seek innovative service solutions at Melksham House, that adds-to and strengthens the community in and around Melksham

- The campus will ensure the local community has appropriate access to leisure facilities. Ensuring opportunities for people of all ages and abilities in Wiltshire to improve their levels of physical and mental wellbeing through participation and activity.

b) Protecting those who are most vulnerable – As the feasibility studies and business case are developed for Melksham House, the potential to incorporate facilities for the most vulnerable will be a key aspect.

c) An innovative and effective council – Drawing on the Community Campus model, the development of detailed proposals will seek to create complementary facilities at Melksham House that can improve quality of life and outcomes for individuals and their families.

6) Relevance of the Melksham Community Campus to the Council's Business Plan was referred to in paragraphs 3 – 6 of the Campus Paper Cabinet Report, 12 December 2017.

Background

7) In December 2011, cabinet approved the construction of a new community campus in Melksham. The Melksham House site was purchased by the council for the campus. The scope for the campus was developed with the local Strategic Community Operations Board (SCOB) with the original scheme incorporating Melksham House into the design. This included office and police accommodation that was well suited to the house's layout.

8) The tender returns for construction only were circa £23.000 m, significantly outside of the approved budget envelope. The scope of the scheme was cost-prohibitive and was not advanced.

9) In December 2017, cabinet approved a reduced scope for Melksham Campus to make the project more affordable. It was agreed that the project would be delivered from the remaining Melksham Campus budget of £15.574m. (Construction and all associated design work and fees). At para 45, the report noted that the 'current costings (for the three campuses) to be delivered are estimates', and 'Any significant variations being brought back to cabinet for both approval and identification of any additional funds required'.

10) The revised scope noted within the cabinet paper was as follows:

- 6 Lane 25m swimming pool (based on Sport England specification)
- Learner pool (based on Sport England specification)
- 6 court sports hall
- 2 squash courts
- Fitness suite with 75 stations
- Studio – dance and fitness

- Library/Community Hub
- Café
- Office accommodation – Melksham Without Parish Council
- Children's Centre
- GP surgery
- 4 tennis courts
- Multi-use games area

11) Following the cabinet decision, a full design team was appointed in early 2018 to work on the revised scheme. As costs were developed it was determined that the scope was still too ambitious given the budget constraints. Further scope reductions, cost development and value engineering has been undertaken and the scheme rationalised further based on known need (Sport England Facilities Planning Model). The revised scope includes:

- 6 Lane 25m swimming pool (based on Sport England specification)
- Learner pool (based on Sport England specification)
- 6 court sports hall
- Fitness suite with 75 stations
- Studio – dance and fitness
- Library/Community Hub
- Café
- Office accommodation – Melksham Without Parish Council
- 2 tennis courts

12) Initially, this building was designed to include the GP surgery. However, as the GP surgery had not been able to confirm use of the space, a specification could not be provided. This part of the building was de-coupled, and space allocated on the Melksham Blue Pool site. As of February 2019, the Bradford on Avon and Melksham Health Partnership (BoAHMP) had no plans to move into the Melksham Campus space. The Wiltshire Clinical Commissioning Group (CCG) was considering the long-term GP space requirements in Melksham and were aware of the planned new housing developments. Whilst the Melksham Blue Pool site remains earmarked it was too early for them to determine. As it stands, there has been no confirmation that the GP surgery will be relocating to the campus.

13) The reduced scope means the campus is no longer attached to Melksham House and occupies less of the site.

14) Given this change, it was recognised that a new purpose would need to be found for Melksham House. As the campus progressed, through consultation with stakeholders of the planning process, it was determined that to achieve a planning policy compliant scheme, the council must provide assurances that Melksham House, Grade II listed building, is retained and redeveloped/conserved. It has been made clear that planning consent for the Melksham Community Campus is dependent on a viable option for Melksham House.

15) In examining potential future uses for Melksham House, several options were initially considered, including private residential conversion/ development, care home for older people, and community/office accommodation.

16) There were difficulties in the deliverability and/or sustainability of these potential other uses and, therefore, more recently, collaboration with the Council's Care Commissioners for Children's and Adult Services has identified the potential need in the local area for supported living across the age ranges.

17) Initial discussions have indicated that Melksham House might be able to facilitate uses such as:

- Residential care facilities to support children and young people aged 10–18 years – Conversion of the main house
- Community Resource Centre – Refurbishment and use of dance hall to the rear.
- 16 Supported Living units– New build on land to rear of listed building

18) Whilst Melksham House could potentially provide a suitable location for these purposes, work is ongoing to explore all options and fix the optimum service model that may mitigate the council's future revenue costs.

19) If the outcome of this business case is that the supported housing uses outlined above are either not viable or not appropriate in this location, the opportunity will be taken to explore other alternatives to provide community and/or housing options for other groups that provide the best option for the Council both in terms of service delivery and cost-effectiveness, whilst giving a sustainable future for this listed building. The dance hall can, as a default, be converted to provide a community space to be run through the campus where complementary community services can be delivered, encompassing training provision.

Current Position

20) Officers and the design team have been working over the past year to deliver the Melksham Community Campus project within the available budget. The scope has been revised to a minimum level that would be acceptable to Sport England who continue to be committed to grant funding a contribution of £1.600m to the project.

21) Prior to submission of the planning application, comments from the public engagement sessions necessitated the inclusion of spectator seating to the swimming pool and modifications to the upstairs area which increased the programme costs.

22) The complexities associated with the site present challenges that add to the financial position. The Melksham House site has significant heritage value and as such renovations are required to the whole site including to the pond and walls surrounding the site. Other inherent costs associated with the scale and nature of the site mean there are large value items that cannot be

omitted from scope e.g. construction of a new access road, car parking and footpaths. The estimated build cost, for site works (build only) is £1.822m.

23) Feedback from the first phase of planning consultation has required the design team to make several further modifications that support compliance with planning legislation and policy. In addition, delays to delivering the campus have increased the final overall cost of the project.

24) In developing proposals for Melksham House, the need for specialised accommodation to meet the requirements of the local population will be examined, to provide the best and most cost-effective outcomes.

25) Early designs show that Melksham House could provide:

- Residential care facilities to support children and young people aged 10–18 years – Conversion of the main house
- Community Resource Centre – Refurbishment and use of dance hall to the rear.
- 16 Supported Living units– New build on land to rear of listed building

26) Initial indicative costings for these uses are £7.000 m. There is an existing capital allocation for Melksham House of £2.000 m and a potential need, therefore, for a further capital requirement of £5.000 m.

27) The proposals are at a very early stage and, it is proposed that detailed feasibility work is undertaken, together with a programme of consultation that will allow the final form to be fixed, to provide a facility that complements existing and proposed uses on the wider site and is flexible for future service models. The detailed review will also explore opportunity to use grant funding or existing capital income to offset the capital cost of delivering the new service outcomes.

28) The development of detailed proposals will take place over the next three months with outcomes to be reported to January Cabinet.

Main Considerations for the Council

29) The campus project will not achieve planning without a viable solution being found for Melksham House. Cabinet approval for the proposals for Melksham House contained in this report will give stakeholders in the planning process assurance that the council will fulfil its duty to ensure the retention of Melksham House. It is likely that there will be pre-occupation planning conditions associated with the campus in relation to the redevelopment of Melksham House.

30) Following revisions to the campus scheme a further period of consultation is in progress. The aspiration is for the final application to be considered at the November Strategic Planning Committee.

31) To meet this timeline and as additional capital funding is required to deliver both the campus and the conversion to Melksham House/ construction of

new buildings, Full Council approval for the Campus element is required in November 2019.

32) This will enable the community campus to be progressed without any further delays to the agreed programme. Full Council does not meet again until February 2020. Melksham Community Campus is already behind schedule and further delays, or non-delivery of the campus is a significant political and reputational risk for the council.

33) Without additional funds neither project will be viable. If the campus is not delivered any spent capital becomes a revenue liability for the council.

34) Melksham already has a reduced leisure offer through the closure of Christie Miller Sports Centre in October 2018; spend at Melksham Blue Pool has been reactive only, on the basis that the site will close when the Campus opens.

35) The successful establishment of the proposed facilities at Melksham House can be used as a model for similar developments in other parts of the County; to deliver further improvements to service provision and customer outcomes whilst achieving wider cost savings, to comply with the Council's statutory duties.

36) The detailed business case will establish the optimum solution for the ownership and operation of the properties.

Overview and Scrutiny Engagement

37) The proposals for Melksham House is at a very early stage and it is proposed that, as the final form of the development and detailed business case is developed, opportunities to engage will form an important part of the consultation process.

38) With reference to the campus, this is not a new proposal; refer to the December 2017 cabinet paper.

Safeguarding Implications

39) The campus programme is based in local communities and co-locates the provision of services that they need. The model for delivery includes volunteers, apprenticeships and work experience. The policy for ensuring appropriate checks will be adhered to and training on safeguarding will be implemented as part of the induction process for all staff and volunteers.

40) Safeguarding implications associated with the house will be examined as the feasibility studies are developed

Public Health Implications

41) The campus facilities ensure long-term access to improved and exemplary leisure facilities. These facilities provide opportunities for people to lead healthy active lives. Increasing physical activity can help improve the

physical and mental health of the population, to reduce mortality and improve life expectancy.

42) Access to campuses is helping to increase the number of people meeting physical activity guidelines and reducing the proportion of 'inactive' adults, children and young people.

43) The community element of the campuses and hubs also provides the opportunity for individuals to become more active and involved in their communities.

44) The development of Melksham House has the potential to further add to Public Health outcomes.

Procurement Implications

45) The construction contract, for the campus cannot be procured without sufficient capital funds.

46) A procurement of the construction programmes will be undertaken in compliance with the relevant procurement regulations.

47) This report asks that delegated authority within the agreed financial envelope is granted to the Director of Communities and Neighbourhood Services, to sign the authorisations for the procurement of those services and resources required to deliver the campus programme.

48) Procurement considerations for Melksham House will be considered as the feasibility options are progressed.

Equalities Impact of the Proposal

49) Accessibility to the campus has been a key design consideration. The proposed scheme has been designed to be fully accessible, in compliance with current building regulations, relevant Sport England design guidance and Wiltshire Council requirements. An ongoing equalities assessment will be maintained for the campus.

50) At this stage it is not possible to assess the equalities impact of the Melksham House options, but it will be an important element within the scope of feasibility modelling.

Environmental and Climate Change Considerations

51) The campus has been designed to be as efficient as possible, encapsulating modern environmental standards as determined by building regulations and planning policy. This will reduce both operational costs and environmental impact.

52) The key examples of these are:

a. Use of a gas fired Combined Heat and Power (CHP) unit, high efficiency gas boilers and roof mounted ASHPs (Air Source Heat Pumps) to provide the continuous heating required by the swimming pool with low-carbon and high co-efficiency of performance cooling in specific temperature sensitive areas such as the fitness suite, studio and server room.

b. The renewable energy systems will be fully integrated with building energy systems via the building management systems (BMS), allowing close control of energy delivery where required.

c. A Transport Assessment and a Travel Plan have been undertaken for the campus. The development is in line with national and local transportation policies and is designed to be accessible by several sustainable modes and that the highway impact is negligible.

d. The site landscaping minimises the impact on existing trees and vegetation that are of value and contributes to the character of the site. Where vegetation is to be removed, a net gain will be provided through replacement planting.

e. The drainage system has been designed for all storms up to and including a 100-year event and with a 40% allowance for climate change.

53) Whilst the technical designs of the campus were established prior to the councils' overall objective of striving for, or achieving, carbon neutrality, as the designs develop, additional opportunities will be looked at to further reduce the environmental impact of the building.

54) Whilst a scheme for Melksham House has not been finalised and therefore design work has not been undertaken, the broad costings included in this paper allow for a development to be designed to the modern environmental standards as described above for the campus. It also allows for additional environmental measures to be implemented e.g. further landscaping, Transport Assessment etc.

55) Accepting the measures outlined above, the developments are forecast to contribute at least 550 tonnes of carbon emissions per annum.

56) Opportunities for further improving the campus building beyond the current specification are relatively limited. However, additional other discrete measures could reduce those emissions by a further 5%. These measures would also reduce the operating costs with an average simple payback of less than five years. An indicative cost for the additional measures would be £150k.

57) The Melksham site and its immediate environs offers the opportunity to create a heat network which would deliver carbon reduction on a scale that would make the goal of carbon neutrality achievable. A heat network generates heat in a large, central facility and supplies that heat to multiple buildings. This has many advantages and by using renewable technologies to generate the heat it can decarbonise heating across a large number of buildings in a cost-effective way. The network could include the campus and Melksham House, but also a significant number of other local buildings such as the church, town council buildings (e.g. the Assembly Hall), the sports

club houses and pavilions, and so on subject to individual business cases and agreements.

58) Reducing the carbon footprint in any such additional buildings would help to offset the remaining carbon footprint of the development with the aim of making the whole development carbon neutral over time, or even provide the conditions to exceed carbon neutrality. This would be a worthy achievement given the challenging constraints of the site.

59) The development of a heat network on this scale will require an individual business case and separate capital investment. The development of the business case can be funded from existing budgets and will be the subject of a subsequent report for consideration by Cabinet in early 2020.

60) The heat network project can progress independent of both the campus and Melksham House developments and will not affect the delivery programme for either.

Risks that may arise if the proposed decision and related work is not taken

61) The campus project has now been scoped to deliver a mix of facilities that represent community need, which are unlikely to be viable without additional funds.

62) Value Engineering exercises have been undertaken throughout the life of the project. Further value engineering exercises will be undertaken once the principle contractor is appointed. It is not expected that any savings will negate the need for additional capital funding.

63) The scope has been reduced to ensure that the programme is only delivering facilities that the community needs. The 2016 Sport England Facilities Planning model was used to determine the scope for this scheme. A further reduction would undermine the ability to deliver the services the local community require.

64) Any further scope reduction would compromise the £1.600 m funding from Sport England.

65) Leisure provision in Melksham is already below the recommended level through the closure of Christie Miller Sports Centre in October 2018, and little investment has been put into Melksham Blue Pool on the basis that the site will close when the campus opens. Lack of investment in the new campus will require either the eventual closure of the Blue Pool, or a significant investment in this facility. In 2016 this was estimated to be £3.000m over 25 years with a further £1.000m investment required between 2016-18 (this has not occurred).

66) There is a significant reputational risk associated with not developing the Melksham House site. The site was acquired by the council for the provision of a community campus. The council has maintained and prepared the site for this development. The local community has been engaged and helped shape the development of the campus and it has been a standing agenda

item at area board meetings. Non-delivery would undermine the relationship with the community.

67) If the programme is not delivered any spent capital becomes a revenue liability for the council. Current spend is £2.318m. This has been spent on design and consultation services, planning fees, site surveys, project costs, staff costs, enabling works and site maintenance.

68) If no redevelopment of Melksham House is undertaken, the opportunity to address the shortfall in a range of housing options for client groups with recognized needs will be missed, delayed or delivered through a less cost-effective model. Potential to maximize the outcomes for customers may be missed.

69) The opportunity to reduce the revenue costs of providing the associated services may be missed.

70) Planning permission for the Community Campus may be prejudiced or delayed, if no appropriate use is found for Melksham House. In this instance costs for delivering the campus will continue to escalate.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

71) Scheme Overspend (relevant to both workstreams) – Mitigated by detailed construction cost analysis, de-risking of abnormal costs by early commissioning of relevant site surveys. Adequate provision for construction and inflation contingencies.

72) Savings/Income not realised at expected level – Mitigated by robust challenge of business case assumptions and tolerances. Appropriate allowance for variables such as voids and maintenance/replacement.

73) Partner/staffing difficulties in operation of facilities – Mitigated by developing a good understanding as part of the business case regarding availability of partners who may be commissioned to provide services and the availability of suitable local staff.

74) Grants not available – Mitigated by investigation of full range of grant opportunities, liaison with grantees and ensuring that the development of the facilities and business operations are suitable to meet funding requirements. Secure grant funding in advance of the commencement of works.

75) Planning not obtained – Mitigated by continued early engagement with planning officers and a full consultation with stakeholders to produce an acceptable scheme.

76) Redundancy of facilities – Mitigated by seeking to design the buildings in a way that will allow maximum flexibility of use both to meet the needs of the occupiers but also to react to changing expectations and models of care.

Financial Implications

77) Based on the latest programme cost analysis report, the Melksham campus programme is £3.000 million over budget. This includes £1.000 million of contingencies and £0.400 million inflation. This would increase the total Melksham Campus budget to £20.110 million.

78) The approved capital for the Campus programme included the costs of incorporating the GP surgery. As there is no confirmation that this will take place, and the fact that this would now be a stand-alone building, any capital has been incorporated into the campus budget.

79) The additional £3.000 million budget allocation has not been accounted for in the approved capital programme or medium-term financial plan. The capital financing budget requirement based on Medium Revenue Provision of 50 years and interest rate of 2.6% would be £0.138 million per annum. This would need to be incorporated into 2020/2021 budget setting and corresponding revenue savings identified.

80) In addition, the future revenue running costs of the campus are forecast to be £0.040 million over the available budget and is dependent on Leisure Service's generating Income of £1.062 million per year from the site. This would also need to be picked up as part of future budget setting process.

81) Initial Capital costings for a redevelopment of Melksham House for service needs have been estimated at £7.000 million. There is currently £2.000 million provision in the capital programme for Melksham House; this would reduce the new budget requirement to £5.000 million.

82) The business case, for Melksham House, is at an early stage and, as it develops, the figures will be refined, and the opportunities taken to firm up costs.

83) The level of savings and cost avoidance that can be derived will be informed by the model of provision and there are likely to be non-cashable benefits that will also be delivered. This report is not seeking capital budget approval at this stage but recognition that a business case, including a new capital budget request of circa £5.000 million, will come back to Cabinet in January with full details of costs (including capital financing costs) and savings/cost avoidance.

Legal Implications

84) The Council is required by statute to provide for the care needs of its residents within the county, particularly the more vulnerable residents. The proposals will assist in meeting these duties.

85) Consideration will be given to the model of ownership and provision that allows the Council to maximise grant and other capital funding

opportunities, but this will need to be balanced by the need to ensure standards of provision are maintained and reactive to changing needs.

86) Legal advice will be sought and oversight provided, as required.

Workforce Implications

87) The operational model for the campus will be determined as part of the wider Leisure management review.

88) Workforce implications for the delivery of services from Melksham House will be developed as part of the project.

Options Considered

89) Continue with existing service models: The Council risks either failing in its duties to provide services of a suitable standard and/or the services will be at substantially higher costs to the authority and the outcomes of the individuals may be compromised.

90) Convert the whole of Melksham House to Community Use – the sustainability of this option is questionable, especially given the range of facilities that will be provided in the new community campus, against which it may have to compete. This option will commit the Council to a capital outlay, estimated in the region of £2.000 m, with questions over its need and ongoing management. It will not allow any service benefits to be delivered nor potential savings and income to be realised.

91) Dispose of the property – The alternative uses that have been modelled and subjected to some soft marketing, do not indicate that a ready market will exist for the property. This option would not allow the required service benefits to be delivered and potential savings and income to be realised. The future of the Grade II listed building would continue to be unknown for the short-term, which will delay the grant of planning for the community campus. Uses may be established in the building that conflict with other uses on site. It may remain vacant and in danger of deterioration.

92) Maintain the property as vacant. This option would not allow the required service benefits to be delivered and potential savings and income to be realised. The future of the Grade II listed building would continue to be unknown, which will inhibit the granting of planning for the community campus. Costs will continue to be incurred in holding the building and its condition is likely to deteriorate.

93) As outlined above, there are number of risks associated with not proceeding with the campus.

   a. Negative reputational impact.
   b. £2.318 m in aborted costs

c. The future of the Melksham House site would need to be determined.
d. Insufficient leisure provisions in the Melksham Community Area.
e. Risks associated with continuing to operate Melksham Blue Pool.

Conclusions

94) In order to successfully deliver the Melksham Community Campus a further £3.000 m in capital funding is required. A viable solution is also required that safeguards the future of Melksham House.

95) To address the requirement to bring forward a viable proposal for redevelopment of Melksham House a capital budget allocation of £7.000 m is estimated, of which £2.000 m is already approved in the Capital Programme. A business case will be developed to establish levels of financial benefit for the council of bringing Melksham House in to suitable service uses, taking into account all costs as well as improved facilities and outcomes for customers. This business case will be reported back to Cabinet in January before capital commitments are made.

96) Having taken all of the above into account, it is recommended that Cabinet approve the aforementioned proposals.

David Redfern (Director – Communities and Neighbourhoods (Interim))
Lucy Townsend (Director – Family and Children's Services)
Emma Legg (Director - Adult Care Commissioning and Housing)
Claire Edgar (Director – Adult Care, Learning Disabilities and Mental Health)

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26 September 2019

Appendices

Please note the appendix is part 2 due to the inclusion of commercial information.

Appendix A – Melksham Community Campus Finances

Background Papers

The following documents have been relied on in the preparation of this report:

- Dec 2017 Cabinet - Community Campus – Final Phase Update

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Wiltshire Council

Cabinet

8 October 2019

Subject:	**The Maltings**
Cabinet Member:	**Councillor Philip Whitehead, Leader of the Council and Cabinet Member for Finance, Procurement and Economic Development** **Councillor Pauline Church, Cabinet Member for Children, Education, Skills and South Wiltshire Recovery** **Councillor Toby Sturgis, Cabinet Member for Spatial Planning, Development Management and Property**
Key Decision:	**Key**

Executive Summary

The regeneration of the Maltings and Central Car Park site is a long-standing policy objective of the Council which is shared by the Swindon and Wiltshire Local Enterprise Partnership (SWLEP).

It is a prime city centre but needs redevelopment to boost Salisbury's economy and respond to the economic shocks that have impacted on the city in recent years. This is recognised by SWLEP and Government, which has allocated £6.1 million Local Growth Funding towards the site's regeneration. The council's strategic planning committee has endorsed the Maltings Masterplan and granted permission for a first phase hotel, library and gym, whose delivery will unlock a second phase of development on Market Walk.

Proposal(s)

That cabinet recommends to council the allocation of capital finance towards the acquisition of third-party land holdings and fund further development.

The cabinet notes and agrees in principle to the proposed heads of terms as set out in the confidential Part 2 report, notes the financial and legal implications and agrees that officers proceed with the procedures set out therein.

That cabinet delegates authority to the Executive Director Growth, Investment and Place, in consultation with the council's s. 151 Officer, Monitoring Officer, and the Leader of the Council, to conclude such transactions as may be required to deliver the Maltings scheme, **subject to** receipt of the independent

valuations and the agreement of Full Council to allocate capital finance to fund these.

Reason for Proposal(s)

To ensure that regeneration of the Maltings and Central Car Park is delivered in line with the council's Business Plan and the Maltings Masterplan, generating positive outcomes for Salisbury's economy.

Alistair Cunningham OBE
Executive Director Growth, Investment and Place

Wiltshire Council

Cabinet

8 October 2019

Subject:	**The Maltings**
Cabinet Member:	**Councillor Philip Whitehead, Leader of the Council and Cabinet Member for Finance, Procurement and Economic Development** **Councillor Pauline Church, Cabinet Member for Children, Education, Skills and South Wiltshire Recovery** **Councillor Toby Sturgis, Cabinet Member for Spatial Planning, Development Management and Property**
Key Decision:	**Key**

Purpose of Report

1. To update members on progress made on the Maltings regeneration project.

2. To request that cabinet recommends to council the approval of a capital allocation to finance acquisition of third-party interests and development costs to enable the project to proceed.

Relevance to the Council's Business Plan

3. The Maltings project is an important regeneration project within the council's Business Plan, Growing the Economy.

Background

4. The regeneration of the Maltings and Central Car Park site is a long-standing policy objective of the Council. It is also a priority action for the Swindon and Wiltshire Local Enterprise Partnership (SWLEP).

5. Most of the site is owned freehold by the Council including the land on which the Maltings shopping centre sits. The shopping centre itself is owned part freehold and part leasehold (with the Council holding the freehold) by Nuveen, which purchased it in November 2014. Nuveen's interest also includes the ground floor retail units on Market Walk, which it acquired later. The Council had itself sought to purchase the shopping centre when it came on the market in 2014, with Cabinet giving approval for an offer to be made. However, the offer that the Council's advisers recommended it could support fell below the successful bid to acquire the interest at that time.

6. The Council has in the past sought to develop its plans alongside private sector partners. Initially Stanhope plc was selected by a two stage OJEU process to deliver a comprehensive regeneration of the site, however several

factors including deteriorating market conditions and viability issues linked to abnormal ground conditions prevented this scheme from proceeding. More recently the Council has been working with Nuveen to deliver a phased regeneration scheme in the site, but progress has been hindered by changes in market conditions and the impact of the unprecedented events of 2018 that had a direct and significant impact upon the Maltings shopping centre.

Main Considerations for the Council

The Maltings – Rationale for Intervention

7. The Maltings and Central Car Park is identified as an important town centre regeneration opportunity in Salisbury in the council's Business Plan. It is a prime city centre location, but it feels cut off from the core of the city and has significant redevelopment potential to improve visitors' experience. The Maltings offers the possibility of delivering a step change in Salisbury's profile, environment and economic performance. This can be done by redeveloping the area, opening up Market Walk to create a strong link between the Maltings and the Market Place, and delivering a high-quality landscape setting by enhancing the River Avon and Millstream edges. Proposals also include the establishment of a cultural hub including improvements around the City Hall and Playhouse area.

8. The area around the Maltings, Central Car Park and Library is allocated in the Wiltshire Core Strategy for a retail-led mixed-use development to enhanced Salisbury city centre's position as a sub-regional shopping and cultural centre (Core Policy 21).

9. The Swindon and Wiltshire Local Enterprise Partnership's (SW LEP) Strategic Economic Plan identifies the regeneration of Salisbury city centre as a focus in its strategy for the southern corridor of the LEP area (the 'A303 Growth Zone'). It has as a priority action to deliver the master plans for regeneration of Salisbury (amongst other key settlements) to deliver a strong economic, cultural, leisure and visitor offer.

10. In view of this and acknowledging the need for public investment alongside private to enable phases, Government awarded as part of its third Growth Deal with SW LEP a Local Growth Fund Award of £6.1 million towards the redevelopment of the Central Car Park and Maltings area of Salisbury. As with all Growth Deal 3 projects, Local Growth Funding should be spent by March 2021.

11. Shocks to Salisbury's economy in recent years have made more acute the need for redevelopment of the Maltings and Central Car Park to safeguard and promote Salisbury's future prosperity and growth. The nerve agent incidents of 2018 have had a significant and enduring negative impact on how the city is perceived by potential visitors. As a heritage city the effect of this has been particularly felt by its businesses which depend on tourism and day visitor spend. Prior to this, Aviva's takeover of Friends Life in 2015 and its closure of its Salisbury offices following this deal led to the loss of around 450 jobs from the city centre. This has had a significant impact on the town centre's customer base. In combination with changing economic conditions affecting

retail and town centres, particularly the increasing level of consumer shopping online. Salisbury as with many town centres faces significant challenges and there is a need to respond to these positively and improve the visitor experience to maintain its vitality.

Planning

12. Wiltshire Council Strategic Planning Committee endorsed the Master Plan for the Maltings and Central Car Park as a material planning consideration for the purposes of development management on 19 June 2019. The Masterplan sets out a flexible strategy for a new development including its general layout, scale and other aspects that will need consideration. the framework is deliberately non-prescriptive of the potential quanta of any given use or indeed its location. This is to reflect the fluid nature of the economy and uncertainty being faced by investors and traditional city centre uses. It identifies design principles and four main character areas:

     a. Character Area 1 – Market Walk and the Maltings
     b. Character Area 2 – Cultural Quarter
     c. Character Area 3 – Commercial and Residential Core
     d. Character Area 4 – Riverside and Coach Park Welcome

The Master Plan was publicly consulted on in April and May 2019.

13. Planning for a first phase of redevelopment, comprising the demolition of the former British Heart Foundation unit on Fisherton Street and construction of a new building for a library, gym and hotel, was first submitted to Wiltshire Council by Nuveen's agents in December 2018. The application was recommended for planning permission to be granted but was refused on design grounds by the Strategic Planning Committee on 19 June 2019. Nuveen's architects made amendments to the design of the new building in response to the committee's concerns and these were resubmitted for consideration by the Strategic Planning Committee on 11 September 2019, which granted the revised submission planning permission.

14. Plans are being developed for the second phase of development which will form a high-quality arcade linking the Market Place and the Cultural Quarter by redeveloping the existing library building and the Market Walk.

Rationale for acquisition of third-party interest and progressing development

15. To summarise the current position:

     a. The need to redevelop the Maltings and Central Car Park, identified for a considerable number of years, is now more acute than before to respond to changes in retail and town centre economies generally as well as shocks to the Salisbury economy in recent years. £6 million Local Growth Funding, with a spending deadline of March 2021, is allocated towards delivery of this.
     b. Planning permission is now secured to deliver a first phase scheme comprising a new hotel and space for a library and gym on the site,

following a unanimous decision by the Strategic Planning Committee.

    c. The Master Plan for the overall site has been endorsed by Strategic Planning Committee and will be a material planning consideration in decisions making for further phases of redevelopment of the site.

16. The purpose of this report is to seek cabinet's recommendation to council to allocate capital finance towards the acquisition of third-party land holdings and fund further development. The details of this concern the financial and business affairs of the parties concerned (including Wiltshire Council), which is exempt information under schedule 12A of the Local Government Act 1972 as amended. These options are therefore considered in the Part II confidential report accompanying this report.

Overview and Scrutiny Engagement

17. The Maltings scheme was presented as part of the whole Salisbury / south Wiltshire recovery programme to Environment Select Committee on 8 January 2019, and an update is due on 5 November 2019.

Safeguarding Implications

18. There are no safeguarding implications relating to this report's proposals as they concern solely the acquisition / redevelopment of commercial land assets.

Public Health Implications

19. There are no direct Public Health implications relating to this report's proposals as they concern solely the acquisition / redevelopment of commercial land assets. The proposals will enable the council to deliver positive environmental and economic outcomes which will have a positive impact on Public Health.

Procurement Implications

20. Procurement implications are dependent on the structuring of the project which concerns the financial and business affairs of the parties concerned (including Wiltshire Council), which is exempt information under schedule 12A of the Local Government Act 1972 as amended. These options are therefore considered in the Part II confidential report accompanying this report.

Equalities Impact of the Proposal

21. There is no Equalities Impact relating to this report's proposals as they concern solely the acquisition / redevelopment of commercial land assets.

Environmental and Climate Change Considerations

22. There are no direct Environmental / Climate Change considerations relating to this report's proposals as they concern solely the acquisition / redevelopment of commercial land assets.

23. Statutory bodies including the Environment Agency, Natural England and Historic England have been consulted on the Maltings Masterplan and first phase application. Consultation with environmental bodies will continue to take place on planning matters in any subsequent planning applications.

24. Discussions with the Environment Agency and other relevant agencies are also taking place in terms of mitigating flood risk both at the Maltings and the wider city to safeguard future development proposals.

Risks that may arise if the proposed decision and related work is not taken

25. If the proposed decision and related work is not taken, there is a risk that regeneration of the Maltings fails to happen, and the Local Growth Funding for the scheme lost. The potential chain of events concerns the financial and business affairs of the parties concerned (including Wiltshire Council), which is exempt information under schedule 12A of the Local Government Act 1972 as amended. It is therefore considered more fully in the Part II report accompanying this one.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

26. As with any allocation of funding towards commercial investment, there is a risk that the value of that investment may decline. The council has a strategy to mitigate this risk. This risk and its mitigation concern the financial and business affairs of the parties concerned (including Wiltshire Council), which is exempt information under schedule 12A of the Local Government Act 1972 as amended. It is therefore considered more fully in the Part II report accompanying this one.

Financial Implications

27. The financial implications concern the financial and business affairs of the parties concerned (including Wiltshire Council), which is exempt information under schedule 12A of the Local Government Act 1972 as amended. It is therefore considered more fully in the Part II report accompanying this one.

Legal Implications

28. Wiltshire Council's Legal Services have been engaged in the development of this proposal. The decision being sought is in line with the Council's constitution and policy framework, including its Business Plan, the Maltings Master Plan, Approach to Disposal of Assets and Property Acquisitions, and Capital Investment Strategy.

29. The Council has the legislative authority to make acquisitions, under its general power of competence, and legal due diligence will be undertaken on all proposed acquisitions to ensure that no onerous conditions or obligations are taken on.

Workforce Implications

30. There are no workforce implications relating to the proposed decision.

Options Considered

31.   Do nothing. Without the council's intervention the regeneration of the Maltings will not proceed, and the risks outlined in paragraph 25 will be realised.

32.   Other options concern the financial and business affairs of the parties concerned (including Wiltshire Council), which is exempt information under schedule 12A of the Local Government Act 1972 as amended. These options are therefore considered in the Part II confidential report accompanying this report.

Conclusions

33.   In line with the council's Business Plan priority to regenerate the Maltings, and having considered the options available, cabinet approval is sought to recommend that council approve a capital allocation to finance acquisitions of third-party interests to enable the project to proceed.

Simon Hendey (Director - Housing and Commercial)

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25 September 2019

Appendices

None

Background Papers

Maltings Masterplan
Maltings Phase 1 Planning Application
SWLEP board agreement to repurpose Local Growth Funding allocation for the Maltings

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Wiltshire Council

Cabinet
8ᵗʰ October 2019

Subject:	**Housing Revenue account business plan and Council House Build Programme phase 3.1 and 3.2**
Cabinet Member:	**Cllr Richard Clewer, Deputy Leader of the Council and Cabinet member for Corporate services, Heritage, Arts, Tourism, Housing and MCI**
Key Decision:	**Key**

Executive Summary

In October 2018 the Cabinet approved the proposal to proceed with Council House Build Programme Phase 2, committing £9.48m into the development of 49 units over 16 sites.

Subsequently, the cap on borrowing funded by the Housing revenue account(HRA) has been lifted. A review of the HRA business plan has identified the capacity to fund a new Council house development programme. This report seeks cabinet consideration of the HRA business plan model and a phase 3 development programme.

Proposal(s)

a) **To agree the Housing revenue account business plan 2020/21-2050 as set out in Appendix 1**

b) **To agree to Council house, build programme phases 3.1 and 3.2 as set out in Appendix 1 at total cost of £18.717m and £ 18.754m**

c) **To agree to delegate to Director of Housing and Commercial development authority to seek planning permission for sites within CHBP 3.1 and 3.2 and enter into contracts for Professional Services and Construction.**

d) **To agree to delegate to the Director of Housing and Commercial Development in consultation with the Cabinet member for Corporate Services, Housing, Heritage, Arts and Tourism the authority to make offers for affordable housing offered by developers in lieu of compliance with affordable housing obligations in Section 106 agreements up to no more than 10% above the amounts as set out in Appendix 2.**

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e) To agree to delegate to the Director of Housing and Commercial Development authority to make bids to Homes England for social housing grant in line with assumptions set in Appendix 2 and enter into funding agreements if the bids are successful.

f) To agree that if individual schemes identified in the council house build programme phase 3.1 and phase 3.2 as set out in Appendix 2 prove not to be viable, the substitution of schemes within the overall programme budget is delegated to the Director of Housing and commercial development and Director of Finance and procurement in consultation with the Cabinet Member for Corporate Services, Housing, Heritage, Arts and Tourism.

g) To delegate authority to the Director of Housing and Commercial Development in liaison with the Cabinet Member for Corporate Services, Housing, Heritage, Arts and Tourism and the Director Finance & Procurement to substitute and change funding streams to optimise financing of the Council house build programme phase 3.1 and 3.2. HRA borrowing will not exceed £ 8.762m in 2020/21 and £ 11.986m in 2021/22 but other funding streams may be increased or decreased as required providing that they stay within available allocation and do not affect the total budget position.

Reason for Proposal(s)
A review of the HRA business plan following the removal of the cap on borrowing that can be financed by the HRA has shown that there is capacity to support a new Council House Build Programme phase 3. Subject to the assumptions in the HRA business plan there is capacity to support development of 1000 new Council homes over the next 10 years. This report seeks agreement to the first element of that phase 3 programme and delegation of authority to procure that programme of 228 units

Alistair Cunningham OBE
Executive Director

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Wiltshire Council

Cabinet

8th October 2019

Subject:	**Housing Revenue account business plan and Council House Build Programme phase 3.1**
Cabinet Member:	**Cllr Richard Clewer, Deputy Leader of the Council and Cabinet Member for Corporate services, Heritage, Arts, Tourism, Housing and MCI**
Key Decision:	**Key**

Purpose of Report

1. The purpose of the report is to seek consideration of the remodelled HRA business plan 2020 - 2050. Following this to consider approval of the Council house build programme phase 3 and the detailed first phase of that programme and delegations to allow that programme to be procured.

Relevance to the Council's Business Plan

2. The delivery of new affordable council homes in Wiltshire will meet the following priorities and goals in the Council's business plan;

      a. Priority – growing the economy
      b. Goal – more affordable homes to rent and buy
      c. Priority – protecting the most vulnerable
      d. Goal – Suitable accommodation in place for vulnerable younger and older people

Background

3. The Borrowing cap for the Housing revenue account was lifted in October 2018. This allows the Council to model the borrowing capacity that the HRA has over the next 30 years to support the next phase of council house building.

4. Appendix 1 includes a summary of the remodelled HRA business plan 2020-2050. Based on a number of assumptions as set out below the business plan has the capacity to fund the procurement of 1000 new council homes over the next ten years.

5. Appendix 2 sets out the first element of the phase 3 council house build programme based drawing on a range of funding streams and approaches to procurement 228 new homes. This programme is included in the HRA business plan.

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Main Considerations for the Council

6. **Council house build programme phase 3.1.**
   The programme is structured around three main approaches to procurement. Firstly, the Council will develop HRA owned land or land it has secured through planning agreements for the delivery of social rented and shared ownership housing. Where the Council is in control of the development it will seek to deliver carbon neutral housing and rents set at social rent levels (social rents are set based on a formula which uses capital values, local income and property size and is on average 30% below affordable rent levels which are 80% of relevant market rents). All Units will be constructed to M42 adaptable standards. The Council's ability to deliver this housing will be dependent upon being able to secure social housing grant funding from Homes England at the levels set out in Appendix 2. In addition, it may be necessary to identify affordable housing need in the areas stated and any development proposal will be subject to planning.

   Secondly, the Council will seek to procure affordable housing offered by developers to discharge their affordable housing obligation as required by a section 106 planning agreement. As the Council will not be in control of the development the rent levels are likely to be set at affordable levels, the sustainability at Code 4 and 70% of the homes to be affordable rented and 30% shared ownership. This will enable the Council to seek opportunities outside the south of Wiltshire where currently the majority of the stock it owns is located. The Council will need to compete against other registered providers of social housing and so this is not a guaranteed element of the programme. Estimated cost of units has been modelled to allow competitive offers to be made. This part of the phase 3.1 programme includes 22 units that will be developed by the Council's development company Stone Circle Development Company Limited.

   Lastly, the programme includes the re-purchase of ex- Right to buy properties. This has been modelled to provide those units at social rent levels with half of the costs of purchase to be funded by right to buy receipts. This secures RTB receipts so they are not returned to central Government and allows a certain level of bespoke purchase to meet identified needs.

7. Subject to the decision of Cabinet, work will begin on developing proposals including consultation with ward Councillors and local communities where the Council is proposing development.

Overview and Scrutiny Engagement

8. The Chair of Environment Select Committee has been consulted on the contents of the report.

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Safeguarding Implications

9. New affordable homes enable children, their families, young people and vulnerable people to live in a safe and secure, affordable and sustainable environment.

Public Health Implications

10. New affordable homes will enable households to live safely and healthily within their home. Having a safe, secure and affordable home has been shown to deliver health benefits alongside benefits relating to accessing education and employment.

Procurement Implications

11. This report seeks authority for directors in consultation with Cabinet Members to agree the appropriate procurement routes and to enter into contracts as required within the funding parameters identified in Appendix 2.

12. Any procurement routes taken will be in line with the council's procurement regulations and the overall direction set by the Corporate Procurement Board requiring that an open and competitive process is used. It will be expedited in the appropriate timeframes to enable effective reporting, decision making and evaluation of the approach taken and benefits arising.

Equalities Impact of the Proposal

13. Equality impacts will be monitored as project progresses. This is to ensure that the Council's statutory commitments to promoting equality and inclusion and tackling inequality are maintained. The delivery of these homes will also support the delivery of the council's vision to create strong communities.

Environmental and Climate Change Considerations

14. The new homes will be built to high standards of energy efficiency. Where possible we will look at piloting different energy models that will future proof our buildings and will create efficient homes for residents and reduce the cost to the Council for maintenance.

15. Sustainable building standards link with the equalities and health impacts in terms of reducing the likelihood of fuel poverty and achieving a comfortable living temperature for residents.

Risks that may arise if the proposed decision and related work is not taken

16. The capacity within the HRA business plan will not be utilised to support new council house provision. In addition, it will prove more difficult to meet housing need.

17. The available council housing to meet housing need will reduce over time due to the impact of Right to buy thus meaning those in housing need will wait longer to be rehoused.

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Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

18.   There are several risks in association with any housing development as follows;

	Risk	Mitigating Action
a)	Funding viability risks	Scheme feasibility has been assessed on a worst-case scenario basis to build in contingency. These costs will be revised as design increases
b)	Cost of delivery	There is a risk that unforeseen costs, such as for utility provision or abnormal site remediation will arise during construction. However, the scheme has a contingency sum included in the budget to allow for this
c)	Planning	New build schemes will receive pre-application advice to mitigate risk of delay in obtaining planning consent.
d)	Community support	Consultation with local parish and town councils will be undertaken to ensure in-principle approval. Further consultation will be undertaken with communities with regard to this particular project
f)	Availability of land	New build schemes are proposed on land owned by the Council.
g)	Meeting delivery timescales	A number of the funding streams are tied to delivery timescales. There is a risk of losing the funding if these timescales are not met.
h)	Right to Buy	Council tenants will have the right to buy their property. However a new tenant will have to hold a tenancy for a minimum of 3 years before they can exercise this right. The Council can also reduce the discount to which the tenant would be eligible by up to 100% for 15 years from the date of acquisition or construction of the property to ensure that the cost of building or of acquiring the home is covered by the receipt from the property to enable repayment of the capital. There may be individual cases where the cost floor analysis means there may be a shortfall to the Council

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Financial Implications

19. This report is seeking approval of the HRA 30 year Business model which based on a number of assumptions (please see detail in Appendix 1) shows the capacity to fund development of 1000 homes over the next 10 years. The HRA would have a forecast closing Debt figure of circa £100 million.

20. Approval is sought for build programme phase 3.1 and 3.2 as set out in Appendix 1 a total cost of £37.4713 million, £16.662 m in 2020/21 and £ 18.561m in 2021/22 for a total of 228 units.

21. For full financial implications please see appendix 1.

Legal Implications

22. Full title reports will be required for the land used, and the properties to be acquired or re-acquired as part of this project to ensure there are no covenants or other issues affecting the development of the sites.

23. Legal advice will be required for entering into both funding and legal agreements in relation to the programme.

24. Legal advice and support will also be required for entering into contracts with consultants and contractors.

25. Land will need to be appropriated to be held for housing purposes if not already held in the Housing revenue account.

Options Considered

26. The Council could limit the development programme to that which could be funded solely from the HRA business plan and not bid for social housing grant. This would not maximise development capacity and in turn limit the ability to meet housing need and as such it has not been recommended.

27. The Council could limit development of new homes to sites in the ownership of the HRA and not seek to secure affordable housing offered as a planning obligation. Affordable housing offered as a planning obligation can be an economic way of securing new affordable housing and does allow the Council the ability to expend its sphere of operation across the County. Therefore, it is not recommended to limit development to take place only on HRA owned land.

28. The Council could decide not to use right to buy receipts to re-purchase ex- right to buy properties and instead offer the funding to other registered providers. Other registered providers can only use such funding on land led developments which are limited in Wiltshire and are unlikely to deliver affordable housing at social rent levels and therefore that is not recommended.

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Conclusions

29.   The remodelled HRA business plan has capacity to fund development of 1000 homes over the next 10 years. This report sets out the first stage of that programme to deliver 228 units which will start in 2020/21 being developed over a three-year period.

Simon Hendey Director of Housing and commercial development

Appendices in exempt part of agenda

Appendix 1 – HRA business plan 2020/21 to 2050/51
Appendix 2 – Proposed programme phase 3.1 for 2020/21 and phase 3.2 2021/22

Background Papers

None

Wiltshire Council

Cabinet

8 October 2019

Subject:	**Commercial Capital Investment Opportunity**
Cabinet Member:	**Cllr Toby Sturgis, Cabinet Member for Spatial planning, Development Management and Property**
Key Decision:	**Key**

Executive Summary

The purpose of the report is to consider a specific example of investment in commercial property, in context of the Approach to Disposal of Assets and Property Acquisitions.

The report includes the decision to proceed with a commercial property development of the Good Energy offices, including construction and grant of a new lease, subject to completing the due diligence.

Proposal(s)

Cabinet are being asked to:
  a. Agree to construct an office building at Sadlers Mead, at Capital expenditure as set out in the Part 2 paper and subject to further due diligence being undertaken and conditional upon Good Energy signing an Agreement to Lease;
  b. Agree a virement of capital, as set out in the Part 2 paper, from the 2020/21 commercial investment capital allocation;
  c. To procure AHR and Max Fordham by way of direct award, due to their previous knowledge and work on the scheme which is permissible under the Council's procurement rules;
  d. To delegate the decision to award the AHR, Max Fordham and resulting construction contract for Sadlers Mead to Director for Housing and Commercial Development, in consultation with Leader of the Council / Cabinet Member for Finance and Director for Finance.

Reason for Proposal(s)

To enable the Council to enter into a commercial opportunity development within the parameters set by Cabinet subject to further due diligence and signing an Agreement to Lease.

Alistair Cunningham OBE
Executive Director – Growth, Investment and Place

Wiltshire Council

Cabinet

8 October 2019

Subject:	**Commercial Capital Investment Opportunity**
Cabinet Member:	**Cllr Toby Sturgis, Cabinet Member for Spatial planning, Development Management and Property**
Key Decision:	**Key**

Purpose of Report

1. The purpose of the report is to seek to progress investment in commercial property, in context of the Approach to Disposal of Assets and Property Acquisitions.

2. An outcome of the report is to enable officers to have detailed negotiations Good Energy to commit to construction of office accommodation. The offices will be let to Good Energy, on terms set out in paragraph 11 of this report, subject to detailed negotiations and conditional upon Good Energy signing an Agreement for Lease.

Relevance to the Council's Business Plan

3. The development of commercial property opportunities enables the Council to generate additional revenue to support front line services. The Council will be taking a commercial approach to both acquisitions and redevelopment, ensuring that the return generated is in line with a private commercial property developer and in line with the Capital Investment Strategy.

Background

4. On 26th March 2019, Cabinet approved, in principle, the purchase of the completed office development with Good Energy having signed a lease to occupy the building. Further due diligence has meant that the purchase opportunity will not be available to the Council, but an opportunity to build the offices has presented itself.

5. The council has an appetite to invest in commercial property, as set out in the Cabinet report approved in February 2019; either through purchase of investment opportunities or the redevelopment of its own land. Both have risks attached and this report seeks to demonstrate how such risk is being considered to mitigate the impact it has on any development opportunity.

6. Good Energy are an innovative and valued business for Wiltshire's economy and not investing in the development will result in them not being able to

occupy a HQ in Chippenham and may lead to them vacating Wiltshire. The loss of jobs will have an impact on the local economy

Main Considerations for the Council

7.   The Council current owns Sadlers Mead Car Park with the Council having achieved a planning consent, in collaboration with Good Energy, for a 25,000 sq ft office building and multi-storey car park.

8.   To enable Good Energy to build their HQ they have asked Wiltshire Council to act as developer under their commercial property investment policy.

9.   Terms have been discussed for Good Energy's occupation and a summary of the terms are set out in the Part 2 paper, being in line with current market conditions.

10.   An external cost review of the construction cost has been carried out and is included in the Part 2 paper.

11.   Authority is sought to allocate capital to build the offices conditional upon Good Energy signing an Agreement for Lease.

Overview and Scrutiny Engagement

12.   Overview and Scrutiny Financial Planning Task Group reviewed the content of March 2019 Cabinet paper this report on 21st March with any comments provided as part of the Cabinet discussions.

Safeguarding Implications

13.   There are no safeguarding implications with this proposal.

Public Health Implications

14.   None direct, although creating additional revenue sources for the Council will enable services to be maintained and, potentially, mitigating public health issues.

Procurement Implications

15.   The decision to develop the offices will have direct procurement implications, including compliance with Public Contract Regulations 2015 and the Council's procurement rules. The Council will appoint a Project Manager to work with the Strategic Procurement Hub to ensure contractors are appointed in accordance with procurement rules. A sourcing plan will be produced for approval by the Head of Procurement in agreement with the service lead that will agree the route to market to achieve best value for the Council.

16. AHR were principle designer for the scheme up to planning consent being granted and have been retained to act in this capacity for the car park element of the development.

17. Max Fordham are building services engineers and have significant knowledge of the proposed scheme, having a track record of working with AHR in developments.

18. Both AHR and Max Fordham are proposed to be procured via direct award which is permissible under the Council's procurement rules as this offers best value, due to their previous involvement in the project, to allow the project to develop in an efficient timescale and are being appointed on fees that are competitive in the open market.

Equalities Impact of the Proposal

19. None

Environmental and Climate Change Considerations

20. There are direct impacts arising from the development, as the completed office development is expected to achieve a minimum BREEAM accreditation of 'Very Good' under the 2014 guidelines.

Risks that may arise if the proposed decision and related work is not taken

21. The revenue pressures on the council will continue to increase and finding ways to generate additional revenue will put the council in a better financial position and will assist when decisions have to be made to reduce service levels.

22. Good Energy are an innovative and valued business for Wiltshire's economy and not investing in the development will result in them not being able to occupy a HQ in Chippenham and may lead to them vacating Wiltshire. The loss of jobs will have an impact on the local economy.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

23. The acquisition of commercial property has risks associated but such risks are factored into the price paid for the property.

24. The decision sought is the principle of development, with further due diligence to be undertaken to ensure that the construction cost estimate is appropriate and the revenue risks are mitigated. Further due diligence is required and will include, but is not limited to:

   i.   A further review of the financial position of Good Energy Ltd and PLC – to ensure that the company is of sufficient capacity to fulfil the obligations of the lease, including the payment of rent. An initial review

has been undertaken by Finance and this will be refreshed before the Council commits;

ii. Agreement of Heads of Terms – to ensure that they do not contain any terms that put onerous obligations on the Council;

iii. Appointment of a professional team – to ensure that the construction is designed and procured in line with construction market opportunities;

iv. A review of the office development design – to ensure that the building can be re-let if Good Energy vacate at the end of the lease.

25. Should the due diligence flag up any matters that are not considered acceptable, it will be recommended that the development does not proceed.

26. The due diligence as set out above will be undertaken to mitigate the risk of business failure. In addition, property is a tradable asset so there is an opportunity to dispose or re-let the offices in the future. There will be development risks but these will be mitigate by working with a professional team through the decision and construction process, enabling opportunities to mitigate such risks and remain within the budget envelope.

Financial Implications

27. The previous Cabinet paper set out that the total outlay for purchasing the site would be in the region of £8m, inclusive of all purchase costs. The cost estimate received sets out that a similar capital expenditure to build the offices will be required.

28. The initial valuation of the internal Chartered Surveyors, included in the March 19 Cabinet report, indicated that the purchase price, with associated costs, would have generated a average annual return above that required in the Capital Investment Strategy.

29. With the Council having to construct the offices, the rate of return will reduce due to borrowings being incurred prior to rent being received. On a like for like basis the return for the initial 15 years of the lease does reduce but remains above the target return of the Capital Investment Strategy.

30. The Heads of Terms set out that there is a rent-free period equivalent to 12-months, which will mean no income during the period of construction and during the rent free, although borrowing costs will be incurred. Income, at the full rent, will be gained from the second year of the lease, generating surpluses increasing from the fifth and tenth year of the lease.

31. The internal financial review of the opportunity, over the life of borrowing (50 years at 2.6%) and reflecting costs being incurred during construction and during the rent-free period, demonstrates an average return, over borrowing, more than the requirements of the Capital Investment Strategy. The review includes an element of expenditure at year 15 of the lease to accommodate for costs of voids and minor alterations to the building, this assumes that the

tenant returns to the building to the Council in a good condition (including all capital maintenance requirements).

32. The Council are prepared to take on the development risk on the basis that the asset remains within the Council's ownership. The Council will enter into a binding contract with Good Energy for them to take a lease on practical completion, therefore, mitigating the risk of construction costs being incurred with no income generated.

33. Further Heads of Terms set out that the Council will make contributions to Good Energy for various fit-out items. The Council's due diligence will ensure these are included within the overall project cost and are appropriate given market conditions.

34. Due to partial exemption limits, the Council will opt to tax the site and completed building, so full recovery of VAT is made on construction costs.

Legal Implications

35. The grant of a 20 year lease means that best consideration must be obtained under s123 Local Government Act 1972, in this instance by achieving market rent from the letting. The market rent for high quality offices is in the region of £17.50 psf, with the initial rent being higher. As such, best consideration is being obtained from the leasehold interest being granted.

36. The Council currently owns the land, so are well aware of the title implications of holding the land, and this will not change as a result of this proposal.

37. Legal due diligence will be included within the review of the Heads of Terms for the occupational lease.

38. The current threshold for works is £4,551,413 and any works to be undertaken in excess of this threshold are subject to procurement in accordance with The Public Contracts Regulations 2015. The Council can utilise a procurement process without a call for completion where (most notably) the works can be supplied only by a particular supplier where competition is absent for technical reasons or for the protection of exclusive rights. This will need to be considered further in the sourcing plan referred to in the Procurement Implications referred to above.

Options Considered

39. Not to pursue the development, which will not expose the Council to any financial risk associated with the construction. The financial benefits described above would be derived.

Conclusions

40. That the investment in development is agreed, subject to the due diligence set out being undertaken.

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18 September 2019

Appendices
Part 2 Cabinet Paper

Background Papers

The following documents have been relied on in the preparation of this report:

Part 2 Cabinet Paper – 26 March 2019 – Approach to Disposal of Assets and Property Acquisitions - Acquisition example

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