



**Gloucester
City Council**

Cabinet

Meeting: Wednesday, 13th January 2021 at 6.00 pm in Virtual Meeting
(a viewing link will be published on the council's website at least 24 hours prior to the meeting)

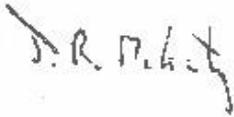
Membership:	Cllrs. Cook (Leader of the Council and Cabinet Member for Environment) (Chair), H. Norman (Deputy Leader of the Council and Cabinet Member for Performance and Resources), Gravells (Cabinet Member for Planning and Housing Strategy), Melvin (Cabinet Member for Economic Recovery and Growth), Morgan (Cabinet Member for Culture and Leisure) and Watkins (Cabinet Member for Communities and Neighbourhoods)
Contact:	Democratic and Electoral Services 01452 396126 democratic.services@gloucester.gov.uk

AGENDA

	<p>VIEWING ARRANGEMENTS FOR REMOTE MEETINGS</p> <p>View the meeting here: https://bit.ly/3biKOds</p> <p>The meeting is being broadcast live using Microsoft Teams. We recommend that you install the Microsoft Teams app on your device for the best viewing experience. If viewing via a web browser, please note that this is not possible if using Safari; instead please download the Microsoft Teams app or the Microsoft Edge browser.</p> <p>Further advice on accessing meetings through Teams, is available here: https://support.office.com/en-us/article/Attend-a-live-event-in-Teams-a1c7b989-ebb1-4479-b750-c86c9bc98d84</p>
1.	<p>APOLOGIES</p> <p>To receive any apologies for absence.</p>
2.	<p>DECLARATIONS OF INTEREST</p> <p>To receive from Members, declarations of the existence of any disclosable pecuniary, or non-pecuniary, interests and the nature of those interests in relation to any agenda item. Please see Agenda Notes.</p>
3.	<p>MINUTES (Pages 7 - 14)</p> <p>To approve as a correct record the minutes of the meeting held on 9th December 2020.</p>

<p>4.</p>	<p>PUBLIC QUESTION TIME (15 MINUTES)</p> <p>The opportunity is given to members of the public to put questions to Cabinet Members or Committee Chairs provided that a question does not relate to:</p> <ul style="list-style-type: none"> • Matters which are the subject of current or pending legal proceedings, or • Matters relating to employees or former employees of the Council or comments in respect of individual Council Officers <p><i>If you would like to ask a question at this meeting, please contact democratic.services@gloucester.gov.uk as soon as possible and by Friday 8th January at the latest.</i></p>
<p>5.</p>	<p>PETITIONS AND DEPUTATIONS (15 MINUTES)</p> <p>To receive any petitions or deputations provided that no such petition or deputation is in relation to:</p> <ul style="list-style-type: none"> • Matters relating to individual Council Officers, or • Matters relating to current or pending legal proceedings <p><i>If you would like to present a deputation or petition at this meeting, please contact democratic.services@gloucester.gov.uk as soon as possible and by Friday 8th January at the latest.</i></p>
<p>6.</p>	<p>LEADER AND CABINET MEMBERS' QUESTION TIME (15 MINUTES)</p> <p>Any Member of the Council may ask the Leader of the Council or any Cabinet Member any question without prior notice, upon:</p> <ul style="list-style-type: none"> • Any matter relating to the Council's administration • Any matter relating to any report of the Cabinet appearing on the summons • A matter coming within their portfolio of responsibilities <p>Only one supplementary question is allowed per question.</p> <p><i>If you would like to ask a question at this meeting, please contact democratic.services@gloucester.gov.uk as soon as possible and by Friday 8th January at the latest.</i></p>
<p>7.</p>	<p>VULNERABLE WOMEN WITH COMPLEX NEEDS PROJECT UPDATE AND CONTRACT EXTENSION (Pages 15 - 20)</p> <p>To consider the report of the Cabinet Member for Communities and Neighbourhoods seeking Members to note progress of this project benefiting a cohort of vulnerable women with complex needs in Gloucester, and to approve a 12 months contract extension funded from existing budgets.</p>
<p>8.</p>	<p>REPORT ON CYCLE PROVISION IN GLOUCESTER (Pages 21 - 42)</p> <p>To consider the report of the Cabinet Member for Environment seeking to respond to the Notice of Motion submitted at full Council in September 2020 on cycle networks in the City.</p>

<p>9.</p>	<p>REVENUES AND BENEFITS CONTRACT (Pages 43 - 48)</p> <p>To consider the report of the Head of Policy and Resources seeking approval for a new contract with Civica UK Ltd for a 5-year period (extendable by a further 2 years) using a framework contract via Kingston Upon Hull City Council.</p>
<p>10.</p>	<p>KINGS QUARTER DELIVERY PROPOSAL (Pages 49 - 122)</p> <p>To consider the report of the Leader of the Council and Cabinet Member for Environment seeking to secure recommendations to Council that they authorise Officers to enter into a legally binding Development Agreement with a partner to deliver Kings Quarter The Forum development in its entirety, following completion of the Exclusivity and Co-Operation Agreement previously approved by Cabinet on 17th June 2020.</p> <p>Please note that Appendices B to F are exempt from disclosure to the press and public by virtue of Paragraph 3 of Schedule 12A of the Local Government Act 1972 as amended (information relating to the financial or business affairs of any particular person including the authority holding that information). If Members wish to discuss Appendices B, C, D, E, F the Cabinet will need to resolve to exclude the press and public before doing so.</p>



Jon McGinty
Managing Director

Date of Publication: Tuesday, 5 January 2021

NOTES

Disclosable Pecuniary Interests

The duties to register, disclose and not to participate in respect of any matter in which a member has a Disclosable Pecuniary Interest are set out in Chapter 7 of the Localism Act 2011.

Disclosable pecuniary interests are defined in the Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012 as follows –

<u>Interest</u>	<u>Prescribed description</u>
Employment, office, trade, profession or vocation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	Any payment or provision of any other financial benefit (other than from the Council) made or provided within the previous 12 months (up to and including the date of notification of the interest) in respect of any expenses incurred by you carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.
Contracts	Any contract which is made between you, your spouse or civil partner or person with whom you are living as a spouse or civil partner (or a body in which you or they have a beneficial interest) and the Council (a) under which goods or services are to be provided or works are to be executed; and (b) which has not been fully discharged
Land	Any beneficial interest in land which is within the Council's area. For this purpose "land" includes an easement, servitude, interest or right in or over land which does not carry with it a right for you, your spouse, civil partner or person with whom you are living as a spouse or civil partner (alone or jointly with another) to occupy the land or to receive income.
Licences	Any licence (alone or jointly with others) to occupy land in the Council's area for a month or longer.
Corporate tenancies	Any tenancy where (to your knowledge) – (a) the landlord is the Council; and (b) the tenant is a body in which you, your spouse or civil partner or a person you are living with as a spouse or civil partner has a beneficial interest
Securities	Any beneficial interest in securities of a body where – (a) that body (to your knowledge) has a place of business or land in the Council's area and (b) either – i. The total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or ii. If the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, your spouse or civil partner or person with

whom you are living as a spouse or civil partner has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

For this purpose, “securities” means shares, debentures, debenture stock, loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

NOTE: the requirements in respect of the registration and disclosure of Disclosable Pecuniary Interests and withdrawing from participating in respect of any matter where you have a Disclosable Pecuniary Interest apply to your interests and those of your spouse or civil partner or person with whom you are living as a spouse or civil partner where you are aware of their interest.

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CABINET

MEETING : Wednesday, 9th December 2020

PRESENT : Cllrs. Cook (Chair), H. Norman, Gravells, Melvin, Morgan and Watkins

Others in Attendance

Cllrs Hilton and Stephens

Managing Director

Corporate Director

Corporate Director

Head of Place

Head of Policy and Resources

Head of Cultural Services

City Climate Change and Environment Manager

Community Infrastructure Levy Manager

Democratic and Electoral Services Team Leader

Democratic and Electoral Services Officer

APOLOGIES : None

54. DECLARATIONS OF INTEREST

There were no declarations of interest.

55. MINUTES

RESOLVED that the minutes of the meeting held on 11th November 2020 are confirmed as a correct record and be signed by the Chair in due course.

56. PUBLIC QUESTION TIME (15 MINUTES)

There were no public questions.

57. PETITIONS AND DEPUTATIONS (15 MINUTES)

There were no petitions or deputations.

CABINET
09.12.20

58. LEADER AND CABINET MEMBERS' QUESTION TIME (15 MINUTES)

Councillor Hilton referred to the liquidation of Debenhams and expected closure of their Gloucester department store. He asked if the Leader of the Council agreed that a strong retail presence should be kept on the site which he regarded as anchoring Kings Square whose renovation has recently begun. The Leader of the Council replied that he considered reserving the building for retail alone not to be in the best interests of the city and that he wanted all options to be kept open to ensure the building remains in occupation. Councillor Hilton enquired if talks had taken place with the owner of the building over its future use. The Leader of the Council confirmed that although officers had been in talks, he did not believe it necessary for them to have a direct role while the owners appeared to be progressing towards the building remaining in use for the foreseeable future. Councillor Hilton reminded Members that the Debenhams building frontage was regarded as a positive feature of the City Centre Conservation Area and sought reassurance that it would be preserved. The Leader of the Council reiterated that all options would be considered with nothing ruled in or out at this stage.

Councillor Stephens asked if there were plans to purchase the Debenhams building in the light of the acquisition of the Eastgate Shopping Centre, St Oswalds Retail Park and other properties by the Council. The Leader of the Council stated that although it was for sale, there were no plans to buy it. Councillor Stephens expressed concern at relying on the market when a similar approach had kept other premises empty for extended periods in the past and reminded Members of the valuable work being done by the Economic Recovery Task Force. Given the importance of the site to the Kings Square renovation project he enquired if a task force might be established to forward its development and that Councillors receive regular updates. The Leader of the Council stated that regular updates would be given and noted that the future of the site would likely be addressed by the City Centre Commission at their next meeting in January 2021. He further commented that he did not think a task force was necessary and could get in the way of negotiations between the owners and potential developers. The Leader of the Council expressed confidence that progress would be made quickly.

Councillor Stephens noted that the reported proportion of COVID-19 infections in Barton and Tredworth were amongst the highest in the South West of England and that the level in Gloucester as a whole was not only higher than the rest of the county but more than that in London where stricter Tier 3 measures were said to be under consideration. He sought clarification of discussions with the Director of Public Health (Gloucestershire County Council) into why the city had such relatively high figures and what control measures might be used. The Leader of the Council shared the concern at the numbers and confirmed that the Director of Public Health took them extremely seriously and was taking steps to lower the rate of infection including contacting all households in the worst affected areas.

59. CLIMATE CHANGE STRATEGY

Cabinet considered the report of the Leader of the Council and Cabinet Member for Environment that presented the findings of a report into how the City Council can reduce our carbon emissions to zero by 2030 in line with our climate emergency resolution.

CABINET
09.12.20

The Leader of the Council outlined the background to the report, gave examples of actions being taken to reduce emissions and hoped that the City Council would demonstrate leadership in this matter. The Cabinet Member for Culture and Leisure drew Members' attention to the report by CLS Energy (Appendix 1) and commented on its thoroughness, the importance of meeting the targets the administration has set itself and the expectation among residents that the challenges posed be risen to. The Cabinet Member for Planning and Housing Strategy reminded Members that the CLS Energy report described financial as well as environmental benefits to its recommendations.

RESOLVED that:

- (1) the draft action plan be subject to a targeted consultation with the Environment and Ecology Forum and the Climate Change cross-party Member Group
- (2) authority be delegated to the City Council Climate Change Manager, in consultation with the Cabinet Member for Environment, to make any changes to the actions following the consultation referred to above prior to submitting a report to Full Council in early 2021.
- (3) the steps needed to move the whole City towards carbon neutrality by 2050 are noted as per the appendix report, and that officers continue to develop this city-wide action plan.

RECOMMENDED that:

- (4) subject to (1) and (2) above, the actions contained in the CLS report (appendix 1 of the report) are adopted as a plan for achieving the goal of net zero carbon emissions by the city council by 2030.

60. CULTURAL STRATEGY SIX MONTHLY UPDATE

Cabinet considered the report of the Cabinet Member for Culture and Leisure that provided an update on progress made against the Cultural Strategy for the period April 2020 to September 2020 and sought to present the plan to update the actions in Gloucester's Cultural Vision & Strategy for the period 2021-2026.

The Cabinet Member for Culture and Leisure advised Members that the report represented growing confidence in the cultural activity of the city with tangible progress having been made despite COVID-19. He gave examples of some of the most successful cultural achievements listed in the report and thanked the Gloucester Culture Trust (GCT) and officers for them. The Cabinet Member for Culture and Leisure further emphasised the importance of culture to health and wellbeing as well as an economic driver. He referred to the Public Art Principles (Appendix 3) and recommended that Members adopt them recalling the discussion of the report at Overview and Scrutiny Committee (30th November 2020) when the issue of public art removed from buildings, such as the British Home Stores murals, was raised (minute 9.5). The Cabinet Member for Culture and Leisure commented that existing artworks had to be made the most of as well as new works created.

CABINET
09.12.20

The Cabinet Member for Environment stated that an amazing job had been done to produce any cultural offerings at all despite COVID-19, even more so given the good quality of many of them including the 'Of Earth and Sky' and 'Gaia' projects. The Cabinet Member for Communities and Neighbourhoods commented that the difficulties had been overcome by seeking opportunities to bring cultural resources to people such as using the volunteer food distribution network to deliver art packs. She commended the collaborative work by the GCT and Active Gloucestershire among others that had contributed to the achievements and stressed that the benefits of taking culture direct to communities must continue in future. The Cabinet Member for Culture and Leisure reiterated that the success had been accomplished through partnership and building relationships. He asked the Head of Cultural Services to pass on Cabinet's comments to all colleagues and partners.

RESOLVED that:

- (1) the report is accepted and progress against the objectives noted
- (2) the plan to update the Cultural Strategy for the next five years is accepted
- (3) the Public Art Principals are adopted.

61. DRAFT BUDGET PROPOSALS (INCLUDING MONEY PLAN AND CAPITAL PROGRAMME)

Cabinet considered the report of the Leader of the Council and the Cabinet Member for Performance and Resources that sought Members to review the Council's Draft Money Plan for recommendation to Council.

The Leader of the Council advised Members of the uncertainty at this stage of knowing the income and expenditure position come year-end. He further commented on the prudence that has resulted in no forced savings this or next year despite COVID-19 disruption. The Leader of the Council thanked all officers, especially the finance team for their work and took the opportunity to urge residents to comment on the proposals.

The Cabinet Member for Performance and Resources reiterated that there was uncertainty due to COVID-19 and central government's settlement not being provided before Christmas. She cautioned Members to anticipate changes to the budget prior to discussion at Council in February 2021 such as a Budget Equalization Reserve to be created should the settlement be greater than expected. Regarding her own portfolio, the Cabinet Member for Performance and Resources highlighted potential savings and additional revenue of £415,000 to be achieved by the now completed disposal of the Herbert, Kimberley and Phillpotts warehouses among other measures (Appendix 3). She echoed the Leader's thanks to all staff for their work in such a challenging year, and especially to the Section 151 Officer for his excellent support to Cabinet.

CABINET
09.12.20

The Cabinet Member for Communities and Neighbourhoods particularly thanked officers in her own portfolio who had gone to the sharp end of the pandemic to meet the needs of communities across the city. She commented that Gloucester was in a healthier financial position than many other authorities due to prudent and timely decisions taken over the last decade by an administration she was proud to be a member of. The Cabinet Member for Planning and Housing Strategy offered his own gratitude for a proposed budget he was confident in, especially to the Head of Policy and Resources, Head of Place, Head of Communities and Housing Innovation Manager.

RESOLVED that:

- (1) that the assumptions contained in the Council's draft Money Plan from 2021/22 to 2025/26 and revisions to the draft revenue budget be approved
- (2) the uncertainties regarding future incomes, as shown in the report and Appendix 1, and the need to update the Draft Money Plan when there is more certainty regarding Central Government financing, be noted.

62. TREASURY MANAGEMENT UPDATE - MID YEAR REPORT 2020/21

Cabinet considered the report of the Cabinet Member for Performance and Resources that updated Members on treasury management activities for the six month period of 1st April 2020 to 30th September 2020 in accordance with the Chartered Institute of Public Finance and Accountancy Code of Practice for Treasury Management.

The Cabinet Member for Performance and Resources placed the key features of the report in the context of the current economic climate and confirmed that there had been no new long-term borrowing. The Cabinet Member for Environment noted that there was no change in practice which he believed demonstrated the prudence of officers.

RESOLVED that the contents of the report be noted.

63. FINANCIAL MONITORING QUARTER 2, 2020/21

Cabinet considered the report of the Cabinet Member for Performance and Resources that sought Members to note year-end forecasts and the financial pressures on the Council during the 2nd Quarter ended 30th September 2020.

The Cabinet Member for Performance and Resources advised Members that the report did not include the impact of the second COVID-19 lockdown. She summarised the overall position and that of her own portfolio. The Cabinet Member for Environment commended the work of the Section 151 Officer and finance team. He stated that most of the areas overbudget were due to COVID-19 and would he hoped receive reimbursement from central government. The Cabinet Member for Culture and Leisure informed Members that all staff in his portfolio were mindful of current financial pressures and were actively seeking commercial opportunities that would lay the groundwork for better in future.

CABINET
09.12.20

RESOLVED it be noted that:

- (1) the forecast year end position is currently for a decrease to the Council's General Fund balance of £99k against a budgeted decrease of £49k
- (2) the uncertainty surrounding the exact levels of grant income to be received from Government will affect the eventual financial outcome for the year
- (3) the details of specific budgetary issues identified by officers and the actions being taken to address those issues
- (4) the current level of Capital expenditure as shown in Appendix 2 of the report.

64. PERFORMANCE MONITORING QUARTERS 1 & 2 2020/21

Cabinet considered the report of the Cabinet Member for Performance and Resources that informed Members of the Council's performance against key measures in quarters 1 and 2 of 2020/21.

The Cabinet Member for Performance and Resources commented on the necessary delay to the quarter 1 account due to COVID-19 and that the number of performance indicators included was significantly greater than in previous reports.

RESOLVED that the Quarters 1 & 2 Performance Report 2020/21 at Appendix 1 of the report be noted.

65. LOCAL COUNCIL TAX SUPPORT SCHEME 2021/22

Cabinet considered the report of the Cabinet Member for Performance and Resources that sought approval to retain the current Local Council Tax Support Scheme for 2021/22.

The Cabinet Member for Performance and Resources advised Members that although the scheme was unaltered from 2020/21 it was important that there was a provision for any government emergency changes to be enacted immediately in the context of recent initiatives announced to tackle COVID-19. She informed them that no questions had arisen since circulation of the report to Members of the Overview and Scrutiny Committee in November 2020.

RECOMMENDED that:

- (1) the current Local Council Tax Support scheme, as the approved scheme for Gloucester City in 2020/21, be adopted for 2021/22

CABINET
09.12.20

- (2) the scheme approved at (1) above be updated to align with any legislation changes in January 2021 and to be implemented from 01 April 2021
- (3) any urgent amendments to the scheme approved at (1) above, in the event of a national emergency and authorised by the government, be adopted and implemented immediately.

66. ENERGY CONTRACT RENEWAL

Cabinet considered the report of the Cabinet Member for Performance and Resources that sought approval to enter into a new contract for the supply of energy (gas and electricity).

The Cabinet Member for Performance and Resources reminded Members that the existing contract expires in March 2021. She drew their attention to the benefits of budget certainty and the facility to buy and sell energy within a controlled environment of the proposed arrangement with West Mercia Energy (WME). She further noted that both the Gloucester and Tewkesbury Borough authorities had been satisfied with the service provided by WME. The Cabinet Member for Environment commented that it was sensible to be able to sell energy with the possibility of generating some income.

RESOLVED that the S151 Officer and the Property Commissioning Manager be authorised to enter into a formal partnership with Tewkesbury Borough Council to jointly procure the Council's energy supply by entering into a new 3 year contract with the option to extend by up to 2 years with West Mercia Energy on terms agreed by S151 Officer and the Council's Solicitor.

67. COMMUNITY INFRASTRUCTURE FUNDING STATEMENT (IFS)

Cabinet considered the report of the Cabinet Member for Planning and Housing Strategy that updated Members on the preparation of the Infrastructure Funding Statement (IFS) for 2020 including the required 'Infrastructure List'.

The Cabinet Member for Planning and Housing Strategy outlined the key features of and background to the report. He made it clear that the Infrastructure List (Appendix 1) was shared across all the Joint Core Strategy authorities and that the schemes included were not necessarily to be funded by the Community Infrastructure Levy (CIL) but were included as a focus for CIL funding. The Cabinet Member for Planning and Housing Strategy emphasised that the very technical language and format of the report had been dictated by central government.

RESOLVED that:

- (1) the publication of the Infrastructure Funding Statement (IFS) for 2020 be approved; and
- (2) it be noted that the Annual Community Infrastructure Levy (CIL) Rates Summary Statement will be published alongside the IFS.

**CABINET
09.12.20**

**Time of commencement: 6.00 pm
Time of conclusion: 6.50 pm**

Chair



Meeting:	Cabinet	Date:	13 January 2021
Subject:	Vulnerable Women with Complex Needs Project Update and Contract Extension		
Report Of:	Cabinet Member for Communities and Neighbourhoods		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Anne Brinkhoff, Corporate Director		
	Email: anne.brinkhoff@gloucester.gov.uk	Tel:	39-6745
Appendices:	1. Case Studies July to September		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To note progress of this project benefiting a cohort of vulnerable women with complex needs in Gloucester, and approve a 12 months contract extension funded from existing budgets.

2.0 Recommendations

2.1 Cabinet is asked to **RESOLVE** that:

- (1) the success and impact of this co-commissioned project be noted
- (2) a contract extension with the County Council of 12 months be approved.

3.0 Background and Key Issues

3.1 For two years, Gloucester City Council has been working with Gloucestershire County Council, Gloucester City Homes, the Office for the Police and Crime Commissioner and the Clinical Commissioning Group with the common aim of improving outcomes for extremely vulnerable women by changing the practice in the way services are offered. The target group are women who have experienced significant trauma and a multitude of other challenges such as displacement from housing, criminal activities, sex working, addiction to drugs and alcohol and who struggle to maintain relationships and look after their children. These women are generally not supported through primary care services but attend A&E. They are in contact with many different services ('revolving door syndrome'), often without real impact but with significant costs to the system which continues to fail them. The aim of the project has been to deliver a step change in the provision of services to these women. The project takes an asset based approach by focusing on and developing further the existing motivations, passions and skills of the cohort and building their

resilience. The methodology is informed by Gloucestershire's pioneering work on adverse childhood experiences (www.actionaces.org) and uses a trauma-informed approach to support this cohort of vulnerable women. ACE's are specific traumatic events, for example witnessing domestic abuse, occurring before the age of 18 years. High or frequent exposure to ACEs, without the support of a trusted adult, can lead to toxic stress. Research shows that the more ACEs a child experiences, the greater the chances of health, educational and or social problems in later life. The contract is delivered by the award-winning Women's Centre of Gloucestershire based Nelson Trust.

- 3.2 The complex challenges faced by this cohort of women mean that they very often only present to receive services at times of extreme crisis, then disengage until the next crisis episode. This puts pressure on services to respond individually to the crisis rather than having a more joined up, holistic response to the complexities that these women present. The project provides trauma informed and strengths based holistic support delivered by highly skilled case workers. Case workers will develop high quality relationships with this cohort and provide practical and emotional support to individual women, as well as supporting them in engaging meaningfully with appropriate services.
- 3.3 The project commenced in March 2018 with investment of £10k per annum from each of the commissioning partners, plus an additional contribution from the County Council who also let and managed the contract with Nelson Trust. This enabled the Nelson Trust to work with a cohort of up to 20 women who are referred through the partner agencies. As expected, a number of women were referred by two or more agencies.
- 3.4 The project is achieving very positive outcomes. Following a period of intensive engagement and assessment with key workers and other professionals, each women will be supported in developing a bespoke development. Individual progress for each woman is measured across any of nine appropriate pathways:
- Drugs and Alcohol
 - Sex working
 - Health
 - Attitudes, Thinking and Behaviour
 - Abuse, Domestic Violence and Rape
 - Children, Families and Relationships
 - Accommodation
 - Finance, Benefit and Debt
 - Skills and Employment

For the current cohort, the % successful progress against each pathway ranges from 57% (sex working) to 88% (drugs and alcohol).

- 3.5 Whilst performance measures are important, they don't do justice to the impact of this project on the lives of individuals, their families and their communities. Appendix A includes two case studies (names have been changed) that capture the impact of this work.
- 3.6 Work is on-going to ascertain financial savings to individual commissioning partners and will be shared in due course. At this point in time initial estimates highlight that of a cohort of 10 women, cost avoidance due to an absence of arrests or incidents

would result in Police savings of over £18,000 during the contract period. Service costs such as a visit to A&E (£117); complex eviction costs per incident (£7,276); Weekly costs of temporary accommodation (£120) and a 6 months placement for a baby (£32,410) give an idea of the financial benefits to individual organisations and the system as a whole of working in this joined up way.

4.0 Social Value Considerations

4.1 The contract is held by Gloucestershire County Council so the City Council's social value policy does not apply. However, the substantive purpose of the project is to create social value by co-commissioning holistic and trauma informed support for a cohort of vulnerable women with complex needs.

4.2 The project reflects the Council's asset-based approach not only how the project is delivered but also how it is commissioned. Pooling funding from five commissioning organisations to an integrated, person centred and holistic support service and where success is measured by outcomes as opposed to inputs is innovative. It supports the Council's commitment to become a Local Authority Centre for Excellence for strengths based approaches as per our commitment in the Council Plan.

5.0 Environmental Implications

5.1 None directly resulting from this report

6.0 Alternative Options Considered

6.1 Terminate the contract and cease this work – there is a high risk that some of the cohort will disengage or any positive progress made during the past two years will be lost as individuals revert back to past behaviour patterns.

7.0 Reasons for Recommendations

7.1 (see above)

8.0 Future Work and Conclusions

8.1 Extend the contract by 12 months in order to successfully conclude the work with the current cohort and put in place measures to provide less intensive community based support. The 12 months extension period will also be used to consider how we can scale up this innovative commissioning approach so that it can benefit a larger cohort and influence a larger number of commissioning organisations to adopt a more joined up and outcome based approach to service delivery. We will consider other contract models, including a Social Impact Bond. We will also evaluate the outcomes, including financial benefits and identify changes to mainstream service provision.

9.0 Financial Implications

9.1 The investment of an additional £10k for one year will come from existing budgets in the Housing and Homelessness service
(Financial Services have been consulted in the preparation of this report.)

10.0 Legal Implications

10.1 As the County Council appointed the Nelson Trust, it will be for the County Council to extend that appointment. The County Council and the City Council entered into an agreement on 30th November 2018 relating to this initiative which set out the responsibilities of each Council. The agreement can be extended by a further 12 months pursuant to the provisions of clause 2.2. Officers have been given advice about how to document the extension.

(One Legal have been consulted in the preparation of this report.)

11.0 Risk & Opportunity Management Implications

11.1 Key risks and mitigating actions include:

- Nelson Trust do not wish to extend the contract – unlikely

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 This is a specific service for women with high vulnerabilities.

13.0 Community Safety Implications

13.1 There are no direct community safety implications

14.0 Staffing & Trade Union Implications

14.1 There are no staffing & trade union implications

Background Documents: None

Helping a care leaver create a positive future

Background

Jonah was referred by Children's Social services in May 2020. Jonah's ACEs witnessed and was a victim of domestic abuse her entire life, her ACEs score is 8. Jonah's daughter is currently a looked after child, and court proceeding are in process.

The court proceedings are a traumatic experience for Jonah; however, she is still making positive progress in her life. It has taken a while for Jonah and her worker to establish a trusting relationship. Jonah's experience of professionals has always been transient, professionals moving in and out of her life with not much continuity. Jonah who is a care leaver is 19 years old, since May she had 3 different Leaving Care workers supporting her. All of these have been a great support to her and it's through no fault of any professional or Jonah's that this has happened. However, it's an example of the amount of professionals Jonah has built a relationship with and then stopped working with.

Domestic Abuse

Jonah and the worker have informally explored Jonah's self-confidence, self-esteem and her understanding of positive relationships. Jonah was in a high-risk relationship when she was referred, with several incidents of physical abuse, Jonah feared for her life. Coercive control and emotional abuse were a daily occurrence. The worker supported Jonah to access the Pattern Changing course on a 1-2-1 basis, they completed the 1st part in September. This targeted work helped Jonah to end this relationship.

College

The worker and Jonah attended an initial appointment at Gloucestershire College, Cheltenham. Jonah applied for a place on the Health and Social Care level 2 course and was been offered a place. Jonah will also complete her Maths GCSE alongside this course. Jonah is excited by the offer of a place and the prospect of new career opportunities. Her ambition is to achieve a Level 3 (in Childcare or Health and Social Care) to become a support worker or work in a childcare setting. The worker alongside the Leaving Care team supported Jonah to obtain her GSCE results, which she thought "would never need them again".

Housing

Jonah was living in supported accommodation when she was referred to the project but struggled to abide by her tenancy. Jonah was also at high risk at her the accommodation because her ex-partner knew her address and the accommodation was not 24hour supported. Jonah was being evicted and needed to move to a safer place. The worker supported her to move into settled accommodation with her step Grandfather. He is very supportive of Jonah and they both have set boundaries to support the living arrangements to work. The Nelson Trust secured funding for a Freezer and Social Care funded a bed for Jonah to make her new home comfortable.

Multi agency working

The Leaving Care staff, the social worker and the Nelson Trust worker have been working together to support Jonah. Assessing, addressing and managing Jonah's level of risk has been a joint effort amongst professionals. Resources and knowledge from all involved were put in place to help minimise and manage risk by sharing areas of support. Jonah was part of a High-Risk planning meeting on 28/09/2020, she shared her concerns and also her achievements. Her overall level of risk has decreased from high risk to medium risk.

Ill mental health and offending

Charlotte, 45, was in and out of care throughout her childhood due to her mother's poor mental health. She witnessed her mother's suicide attempts as a child. Now as an adult, Charlotte uses alcohol as a coping mechanism which exacerbates her ill mental health. Gloucestershire High Intensity Network is working with Charlotte alongside The Nelson Trust. She regularly self-harms and took to carrying a knife with her everywhere to self-harm. She was arrested and convicted for carrying a bladed article in public and she is now in probation. Her behaviour has since, escalated and she has been charged with two drunk and disorderly charges and further cases of carrying a bladed article. Charlotte is facing a minimum 6-month prison sentence, her case was referred to the Crown Court to be seen by the Judge. The Nelson Trust worker along with the police officer, who works as a police mentor for people with mental health issues, helped Charlotte to attend and plead her case in court. As a result, the Judge recognised potential for change the partnership work was providing Charlotte with and decided to defer the case for 6 months to enable us to support Charlotte to turn her life around. Charlotte is working with CGL to work towards accessing a place on residential rehabilitation. The Nelson Trust is working with Charlotte for her to access Equine and Art therapy in house.

Charlotte has been engaging with the Complex Needs Project for 7 months, prior to this she was not involving with other services. She is now engaging well, making her feelings known and agreeing to an action plan. Engaging alone, has been great progress for her and she now has the support to make positive choices to turn her life around in the long-term.



Meeting:	Cabinet	Date:	13 January 2021
Subject:	Report on Cycle Provision in Gloucester		
Report Of:	Cabinet Member for Environment		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Meyrick Brentnall		
	Meyrick.brentnall@gloucester.gov.uk	Tel:	396829
Appendices:	1. Central Severn Vale Cycling and Walking Infrastructure Plan		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To respond to the Notice of Motion submitted at full council in September 2020 on cycle networks in the City.

2.0 Recommendations

2.1 Cabinet is asked to **RESOLVE** that the report be noted and forwarded on to the County Council as the relevant Highway Authority.

3.0 Background and Key Issues

3.1 The notice of motion submitted to full council requested that the city council:

Prepare a report on the current cycling infrastructure within the city boundaries, to include recommendations on how this infrastructure could be better interconnected and improved to make cycling a more popular mode of transport.

3.2 The starting point for any discussion on cycling provision in the City will be the Central and Severn Vale Cycling and Walking Infrastructure Plan (see appx 1). This document, published in August of this year by the county council, provides a framework for improving the walking and cycling provision in Gloucester and its environs. It maps the current asset and provides some indication as to where improvements should be focussed. In Gloucester this includes Oxstalls Lane, London Road, and city centre improvements that effectively link London Road (a National Cycle Network sustrans route) to the canal towpath.

3.3 The Plan is accompanied by a series of maps, one of which identifies where cycle corridors are, along with attractions such as retail areas and employment sites. This report will build on county council’s plan and suggest where infrastructure improvements may help implement the wider cycling strategy. It will begin with

recreational cycling for those wishing to cycle out of Gloucester and will then focus on the city itself.

Recreational routes

- 3.4 Gloucester is blessed with excellent off-road cycle routes to the south and north. The former has seen much investment of late and the only real issue is accessing it from certain parts of the city. For example, even those living in areas that are quite close such as Linden and Podsmead will struggle to access it, with the Bristol Road, it's associated industrial areas and the canal acting as barriers.
- 3.5 Going North, the National Cycle Network sustrans route (with the exception of the flood flow route on Port Ham and the long-term issue of the 'board walk' at Maisemore) is of good standard. Accessing this route is not clear however, and it would be useful to look again at the old railway bridge across the Eastern channel of the Severn at Llanthony as a cycle path to connect this route the City. Hartpury College have recently been in conversation with the County Council to see if there is a way to improve the cycling routes between the City and the College.
- 3.6 Going West there is a good, if slightly contrived, off road route out of the city as far as Highnam – sadly beyond here, going on the busy and dangerous B4215 is unavoidable; the alternatives are the equally busy A40 & A48.
- 3.7 Going Northeast out of the city is acceptable for recreational cyclists however the official waymarked route does meander through Longlevens and Churchdown and some improvements to a more direct route to help commuters would be welcome. Routes East and Southeast are not particularly provided for and could do with improvement.

Routes within the city.

- 3.8 Gloucester is fortunate in that it is relatively flat, and it is possible to pick a way through most of the older parts of the city on relatively quiet residential streets. Parked cars, poor maintenance, lack of lighting and speeding are probably the biggest barrier to people feeling safe, and the county council are looking at options to address these, including managing speeds around schools. One of the main barriers to movement in general is the 'outer ring road' (essentially the A38 from Westgate Street/St Oswald road gyratory, through to Cole Avenue). This, coupled with the difficulty presented by the railway line to Bristol, means that many journeys are difficult or potentially dangerous. Where they are possible along cycle routes, they are hard to find (without good sign posting), poorly maintained and often incoherent.
- 3.9 While limited work has been done to improve some of the crossings over the A38, where work has been done it is difficult to use, takes time and is not very instinctive. A potential priority for future focus therefore is on facilitating cyclist crossings of the outer ring road including St Oswald's/A417, the Tewkesbury Road, Cheltenham Road, Barnwood Road, Metz Way, Painswick Road, Cotteswold Road, Stroud Road and Cole Avenue. Approximately half the population of Gloucester lives on the other side of this outer ring road barrier, and if they want to access the city centre and all that it offers, then they will have to cross it at some point.

- 3.10 Crossing the railway will be difficult to improve upon without significant investment so it is probably more practical therefore to address issues of lighting and maintenance.
- 3.11 The maintenance regime of some cycle paths also needs consideration. It is no use having a good cycle path if it is strewn with broken glass or is difficult to navigate due overhanging vegetation. More needs to be done in this respect and along with increased use of mechanical flails, the re-tendering of the city council's street care contract and any re-negotiation of the mini highways agency agreement with the County Council should to improve upon this.
- 3.12 Signage, while sometimes very good, can be non-existent and a new cyclist to Gloucester may not be aware of some of the 'back alley' cycle paths that exist. Some work would be welcome ensuring that all are well waymarked. Also lighting on some paths is poor or non-existent.
- 3.14 Finally it may be worth looking at reducing traffic speeds across parts of the city. While the work being done around schools is welcome, this could include wider ranging 20 mph zones and increased traffic calming.

4.0 Social Value Considerations

- 4.1 This paper highlights a number of ways the cycling infrastructure for the City can be improved and developed. This in turn will create an improved infrastructure for contractors delivering Council contracts and who have signed up to our Social Value TOMs framework, and ensure they can maximise the social value delivered through their contract.

5.0 Environmental Implications

- 5.1 Cycling is an almost carbon and pollution free means of travelling around Gloucester. Any improvement in cycling provision as proposed by the report will have clear environmental benefits for the City.

6.0 Alternative Options Considered

- 6.1 Do nothing, which at best will mean no increase in cycling within the city and may actually lead to less cycle mileage being achieved.

7.0 Reasons for Recommendations

- 7.1 Cycling is an active, environmentally benign means of getting around Gloucester. Improving cycle infrastructure will improve health, reduce local pollutants/greenhouse gas emissions and lead to reduced congestion.

8.0 Future Work and Conclusions

- 8.1 Cycle provision is a county council highways function so if approved this report will be forwarded on to the county council for consideration. The city council needs to be aware of the maintenance of cycling assets when re-tendering the streetcare contract and re-negotiating the mini-highways agreement.

9.0 Financial Implications

9.1 Potential financial implications arising from this report are principally for the County Council to consider, so are not addressed here.

10.0 Legal Implications

10.1 There are no legal issues resulting from this report.

11.0 Risk & Opportunity Management Implications

11.1 This report is predominantly for information only.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 There are no PIA or Safeguarding issues identified with this report.

12.2 The PIA Screening Stage was completed and did not identify any potential or actual negative impact, therefore a full PIA was not required.

13.0 Community Safety Implications

13.1 None.

14.0 Staffing & Trade Union Implications

14.1 None.

Background Documents: None

Central Severn Vale Cycling and Walking Infrastructure Plan



28th August 2020

Contents

1	Introction and background	3
2	Purpose and vision.....	4
3	Deliverability	4
4	Cycling	5
4.1.	Network maps	7
4.2.	Cheltenham cycling improvements.....	8
4.3.	Gloucester cycling improvements.....	10
5	Walking.....	12
5.1.	Cheltenham walking improvement.....	14
5.2.	Gloucester walking improvements	16
6	Further Information	17

Appendix A; improvement costs

1 INTRODUCTION AND BACKGROUND



Population estimate:
increase of
90,000 by 2050

Travel to work
Bicycle:
UK: 2.8%
CSV: 6.3%



Travel to work
Walking:
UK: 6%
CSV: 12%



Aim: 80%
reduction in
emissions &
carbon zero
by 2050

With Climate Change high on the agenda, we need a new strategic approach to cycling and walking improvements at a local level. Transport emissions continue to grow and we face a climate emergency. Giving people real travel choices will help to reduce the negative impacts of travel.

This plan aims to increase the number of trips made on foot or by cycle through infrastructure improvements that improve conditions for cycling and walking for all.

We have started to look at Gloucestershire's urban Central Severn Vale area, housing half the county's population. This includes Cheltenham, Gloucester, Churchdown and links to Bishop's Cleeve.

With the help of transport consultancies Systra and WSP and the support of the Department for Transport and Cycling UK, we have developed;

- network plans for cycling,
- walking routes,
- a programme of infrastructure improvements for future investment; and
- background reports of the analysis carried out.

The following chapters will summarise the plans we have developed so far, for investment into cycling and walking across Cheltenham and Gloucester.

2 PURPOSE AND VISION

Gloucestershire wants to get ***more people walking and cycling***. Giving all people more choices in how they travel will reduce transport emissions, improve health and ensure more sustainable growth.

Estimated UK annual costs;

- congestion, £30bn
- road injury, £35bn
- inactivity, £45.5bn by 2050

Walking and cycling benefits;

- Emission free
- Frees up the carriageway and reduces congestion
- Travelling by active means improves workforce productivity
- Cycling only requires one tenth of the parking space of a private car
- When streets are regenerated to boost walking, there is a corresponding impact on retail turnover, property values and rental yields
- A boost in footfall can increase sales by up to 30%
- Shoppers on foot can spend up to six times more than those who arrive by car

3 DELIVERABILITY

To achieve more walking any cycling we need to prioritise and invest in measures that will encourage and improve the experience for all. Measures need to address the needs of all ages and abilities. To ensure proposals are viable, the routes and improvements we have proposed have been consulted on with local residents, interest groups, businesses and councillors, with the support of transport professionals and government bodies.

This cycling and walking infrastructure plan is also reflected in Gloucestershire's emerging Local Transport Plan and should be used by developers and councils to secure and focus investment opportunities. Funding will be sought from public and private sectors and will be secured for improvements detailed in the following chapters; 4. Cycling and 5. Walking.

London Road, crossed the city and joined with the canal and river trust towpath improvements running from Gloucester towards Quedgeley.

The measures proposed take into account the need to create inclusive corridors that serve the wider population and can help to encourage those returning to cycling as well as new and younger cyclists.

A series of corridors linking both the urban centres to strategic development sites in the west of Cheltenham and the north of Gloucester have also been assessed.

In both cases, the routes were audited using the Department for Transport route assessment tools, this information was used to propose infrastructure to encourage and improve cycling conditions.

The cycling route assessment tool considers;

- The directness and gradient of routes, to avoid long deviations and ensure ease of use for people with all abilities.
- The safety in terms of natural surveillance; proximity to vehicles and traffic speeds and volume.
- The connectivity and comfort of the routes, looking at the destinations relative to origins and gauging physical conditions such as surface quality which can also impact cycle comfort and safety.
- Crossings to identify waiting times and conflict with other road users which can discourage cycling as a travel option.

The walking route assessment tool considers;

- The attractiveness and coherence of route facilities such as dropped kerbs and tactile paving, footway maintenance, surveillance, traffic noise and pollution.
- The comfort and directness of the footway gradients, width, conditions and crossings.
- The real and perceived safety in terms of traffic speed, volumes and visibility.

The routes and proposed infrastructure are identified in chapter 2.2 Cheltenham cycling improvements and chapter 2.3 Gloucester cycling improvements.

4.1. Network maps

Figure 2. Cheltenham Network map

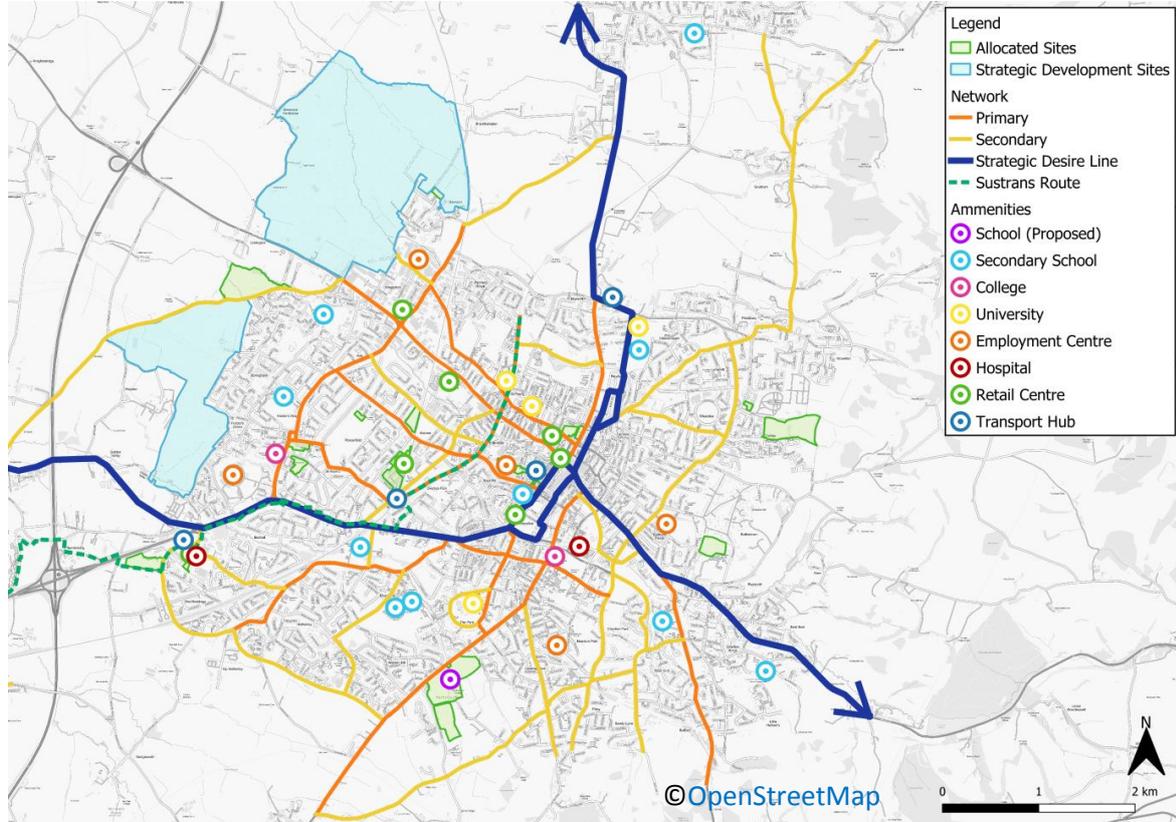
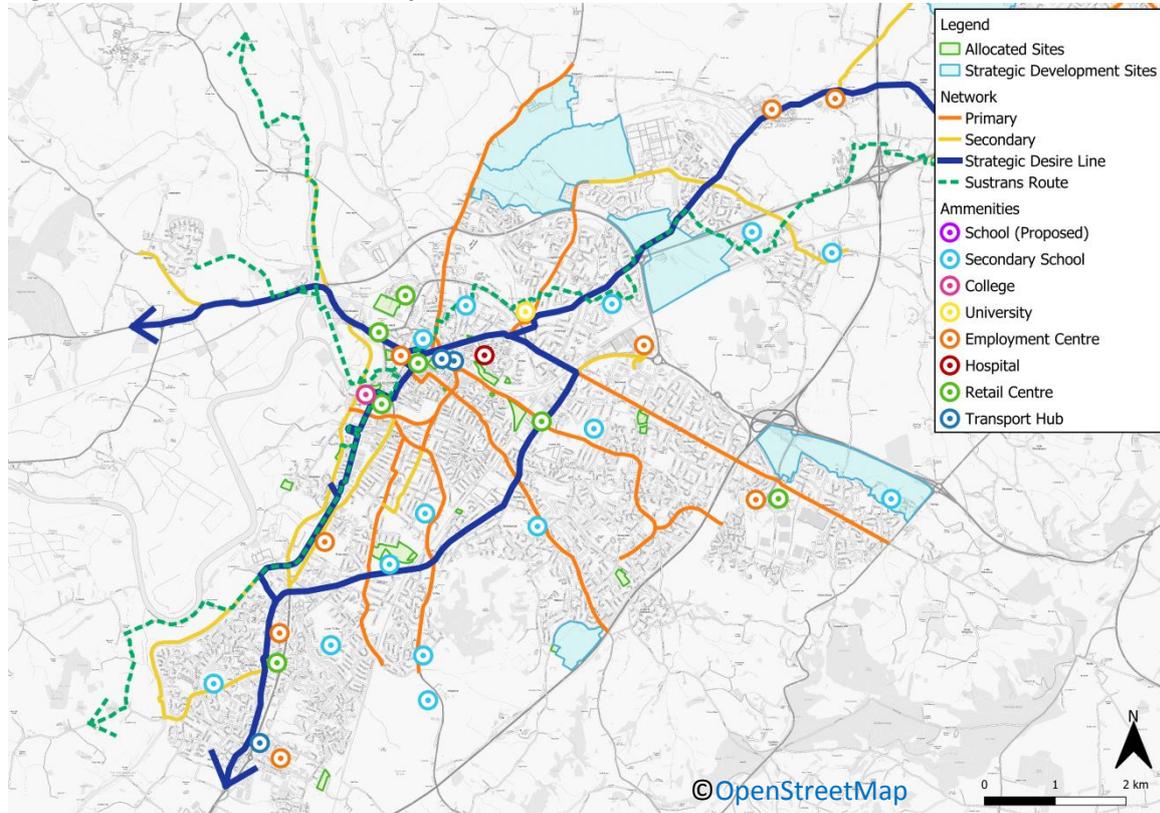


Figure 3. Gloucester network map



4.2. Cheltenham cycling improvements

Figure 4. Cheltenham improvements; £2.6m

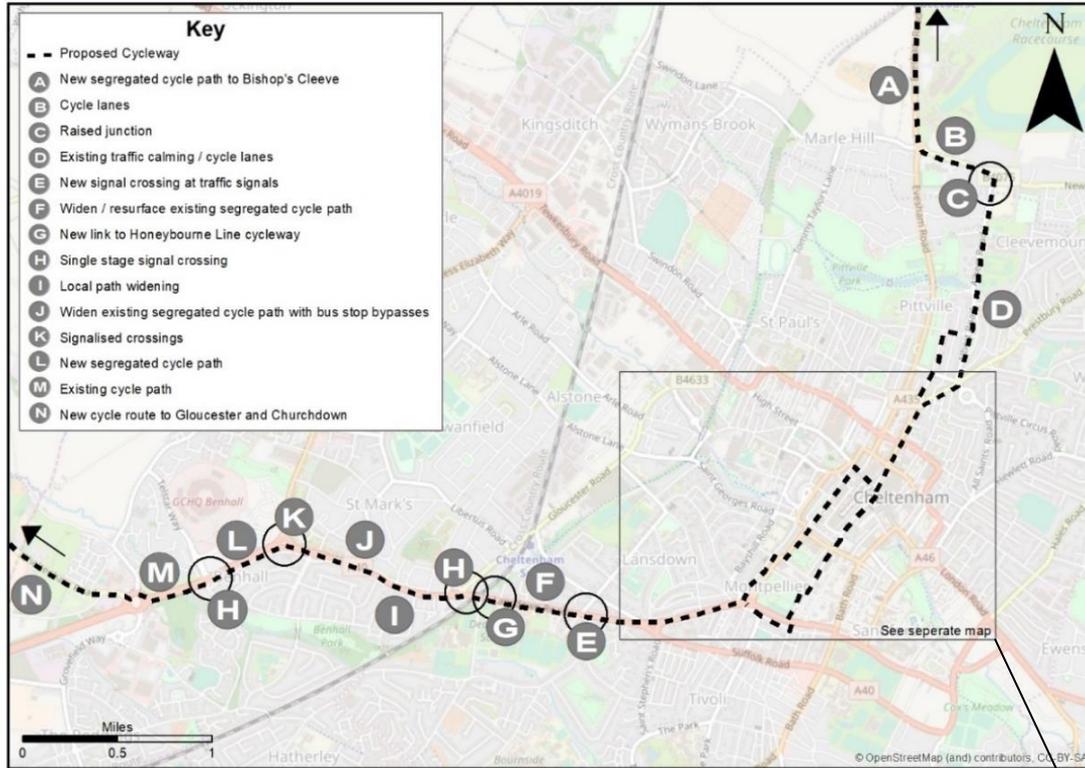


Figure 4.1. Cheltenham town centre improvement

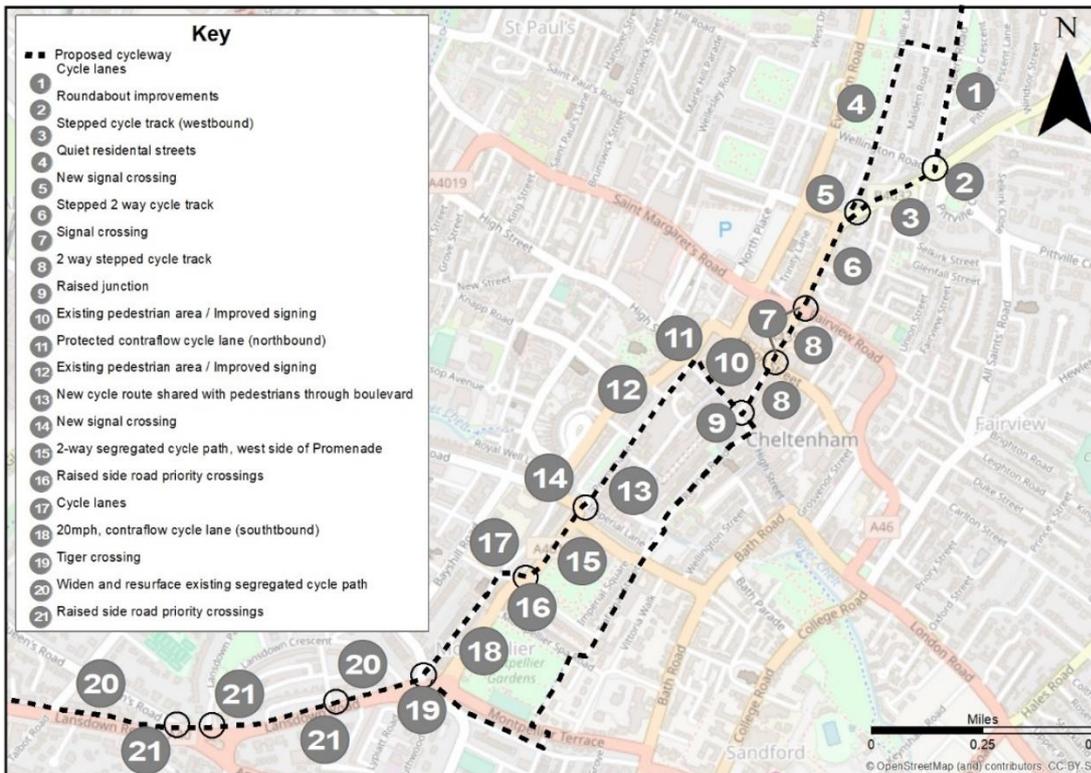
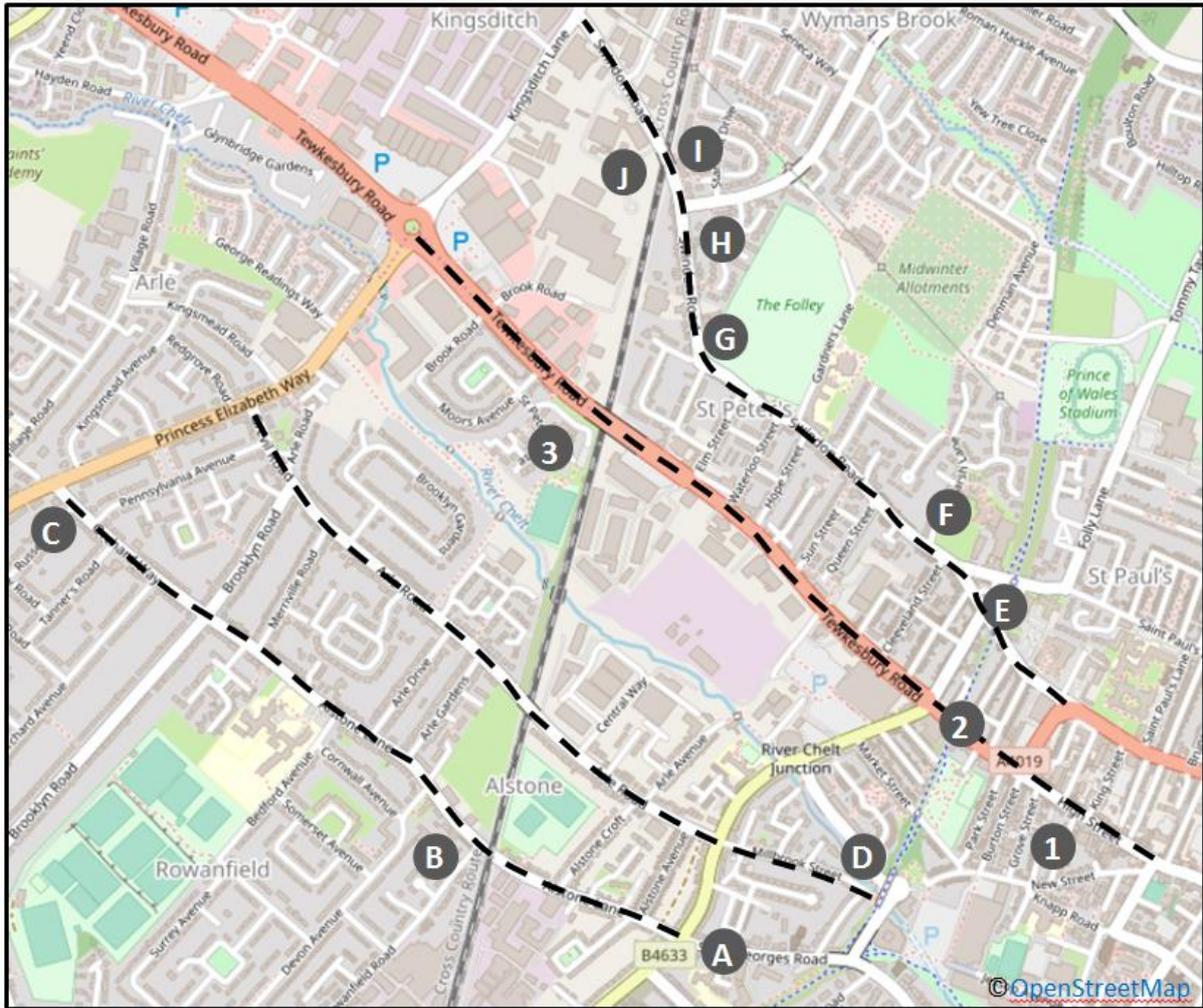


Figure 4.3. West of Cheltenham improvements; £0.5m



Location	Measure
A Gloucester Road Junction	Advanced stop lines
B Alstone Lane	20mph signage and roundels
C Princess Elizabeth Way	Adjust kerbs and resurface paths on approach to existing crossings
Alstone Lane: £5,800	
D Millbrook Street/Honeybourne Way	Raised Tiger crossing
Arle Road: £35,000	
E St Paul's Road	Raised mini roundabout
F Swindon Road	20 mph with traffic calming
G Bridge Street	Convert mini roundabout to priority junction and change kerb and footway alignments
H Windyridge Road	New raised priority junction and change kerb alignments
I Railway Bridge	Widen footpath by 0.5m Signals to accommodate shuttle working
J Swindon Road	Cycle lanes
Swindon Road: £321,000	
1 High Street	20mph signage with roundels and traffic calming Raised Tiger crossing at memorial gardens
2 Gloucester Road	Advanced stop lines and early start for cyclists
3 Tewkesbury Road	Stepped 2m cycle track with 500mm buffer, both sides of the road, including 4 bus stops; one new and four upgraded
Tewkesbury Road: £155,000	

4.3. Gloucester cycling improvements

Figure 5. Gloucester improvements; £2.2-3m

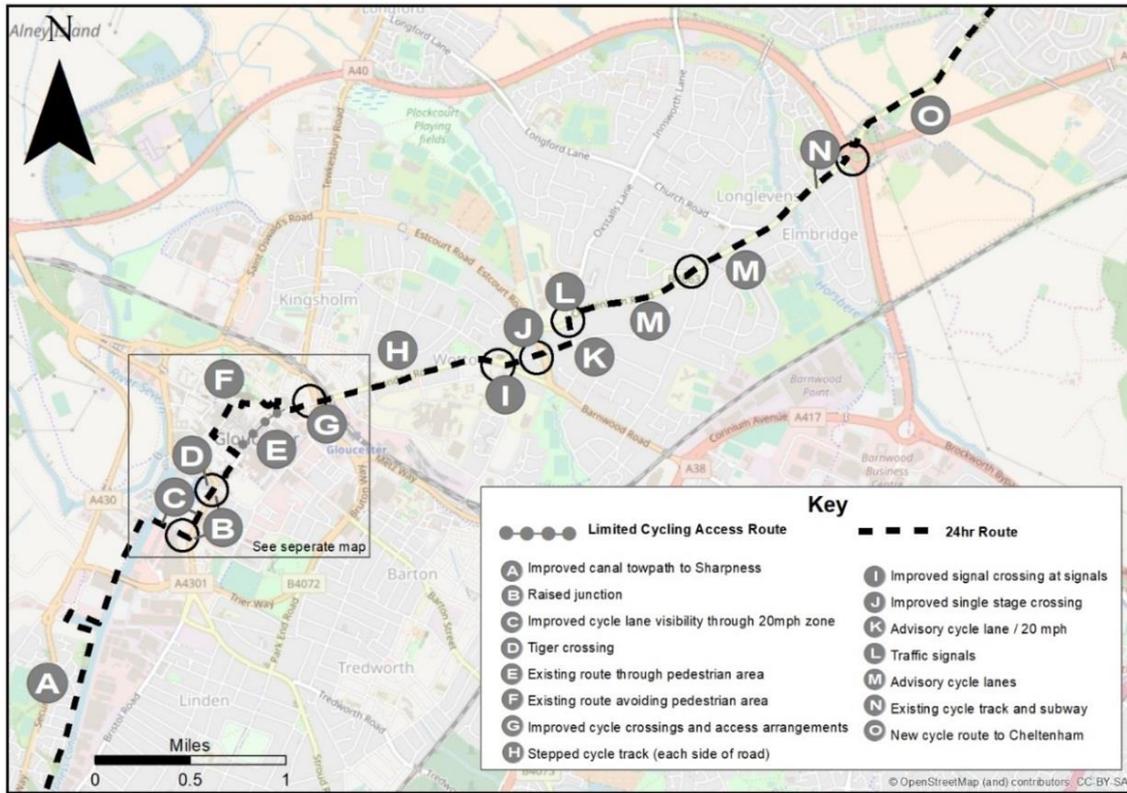


Figure 5.1. Gloucester city centre improvements

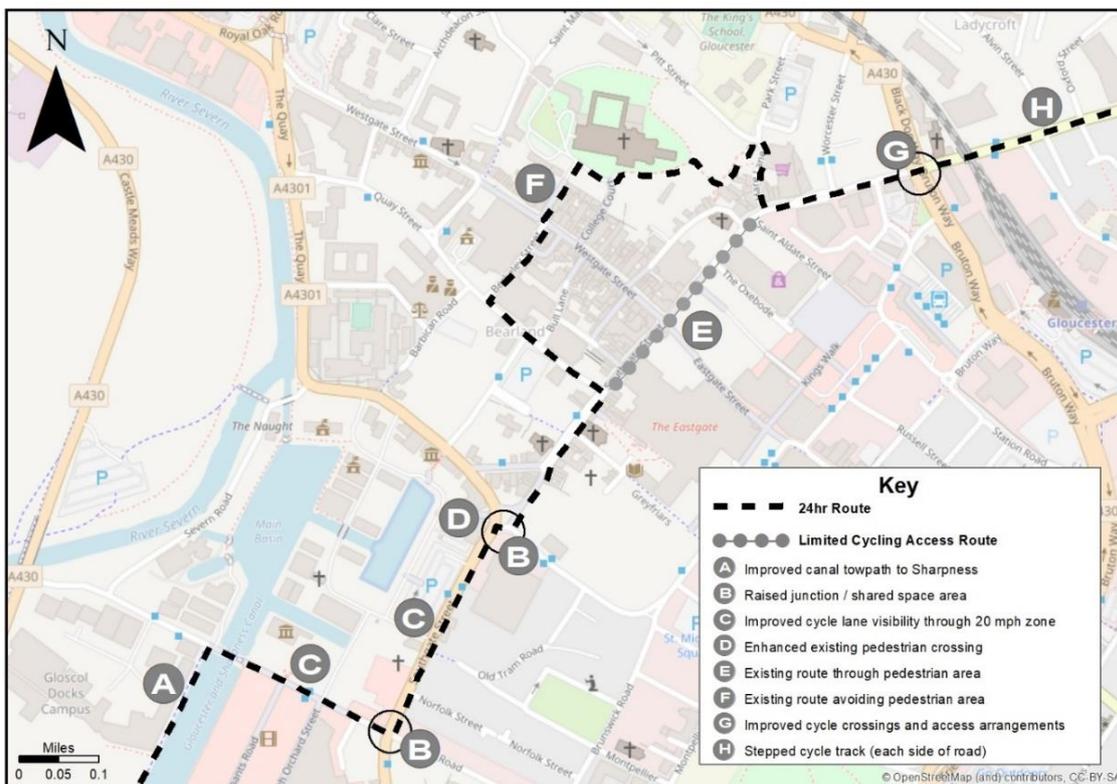
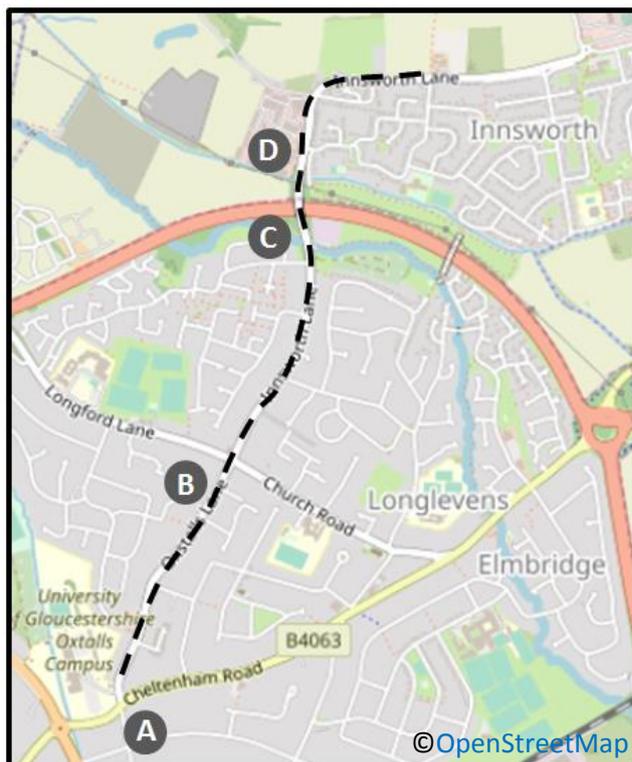


Figure 5.2 North Gloucester improvements; £71k



Location	Measure
A Oxstalls Lane/Innsworth Lane junction	Advanced stop line on Oxstalls Lane, early start phase for cyclists Additional crossing phase for cyclists and kerbing works for Grafton Road
B Oxstalls Lane	Cycle logo along road
C Innsworth Lane (Brionne way to development entrance)	Cycle Lanes, both side and reduce speed limit to 30 mph
D Innsworth lane (entrance to Technology park)	Priority cycle crossing across junction entrance

Oxstalls/Innsworth Lane: £71,000

5 WALKING

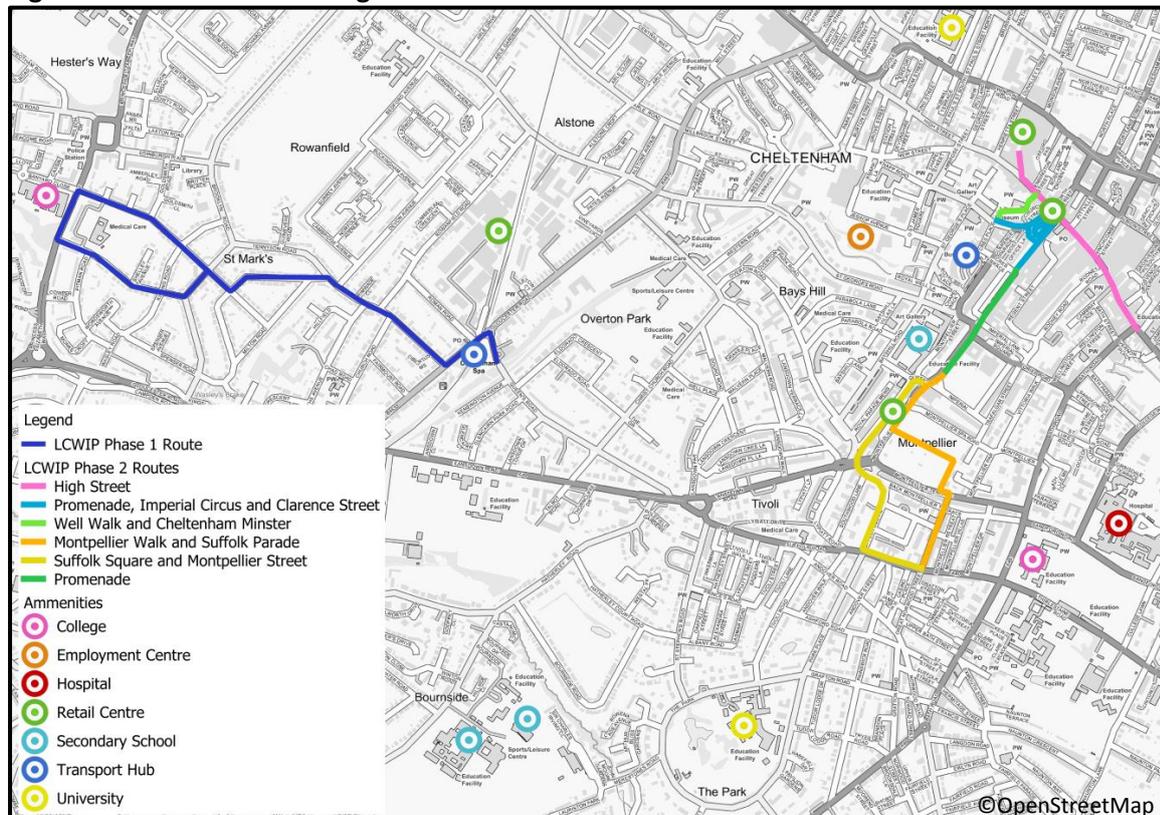
Through evidence and consultation, the Cheltenham and Gloucester walking routes outlined in figures 6 and 7 have been established. These are focused on ‘key walking zones’; these zones are busy urban centres, where people are drawn to spend time; places where people live, work, shop and socialise, rather than just passing through.

The network maps below depict corridors, which are key primary desire lines. The desire lines focus on the town centre and public transport gateways. This is where we would expect high levels of walking, linking people from public transport into the town centres or towards other key destinations.

In Cheltenham, the rail station is not central to the town centre. However, it is local to existing employment, residents and substantial areas of growth. For this reason a route across St Marks towards the west is identified as a key primary desire line for improvements, see the route in dark blue below.

The coloured routes to the east link people from public transport into the town centre and towards the Suffolk’s. These are key destinations for retail, employment and other services.

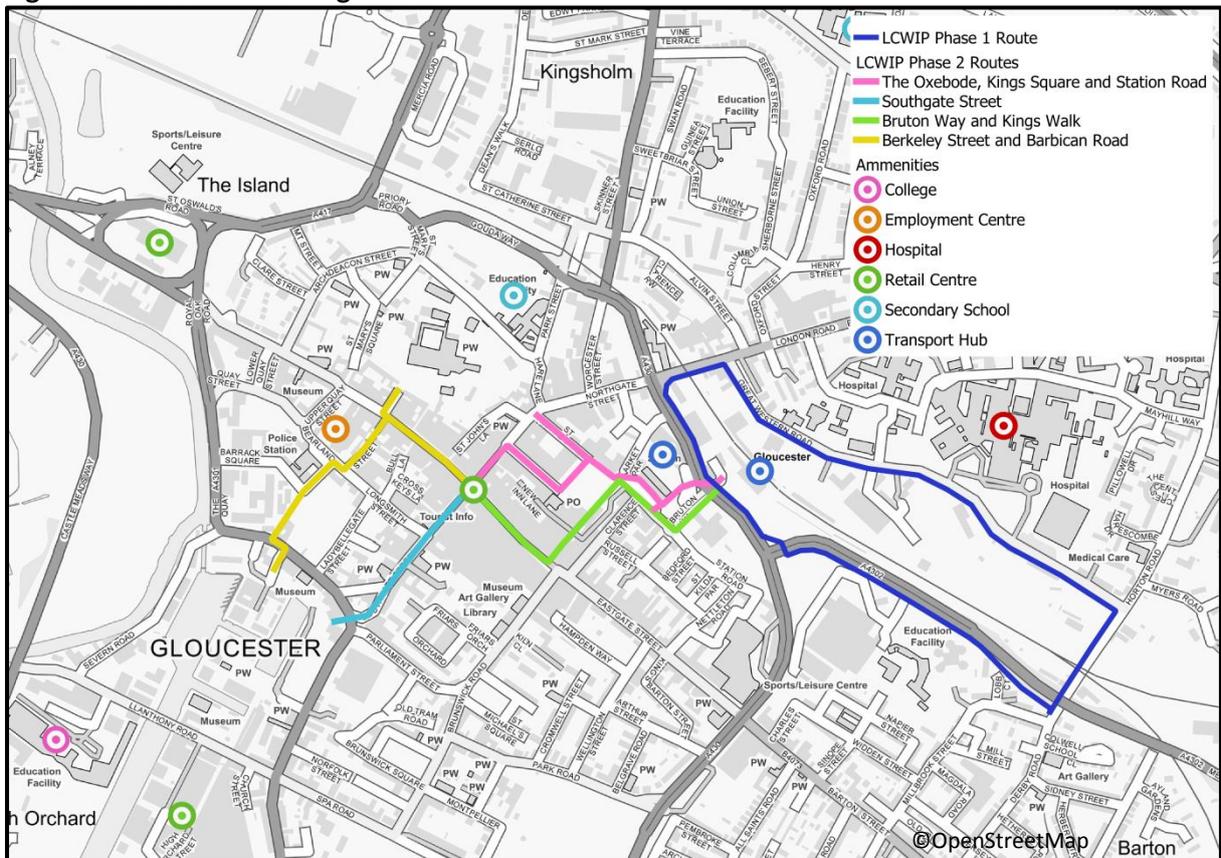
Figure 6. Cheltenham walking routes



In Gloucester, the rail station is adjacent to the central transport hub, which includes a bus station and taxi rank. In addition there are health and community support agencies to the east. For this reason the route in dark blue was identified for improvements. This route leads towards Gloucestershire Royal Hospital from the central transport hub and into the ward of Barton.

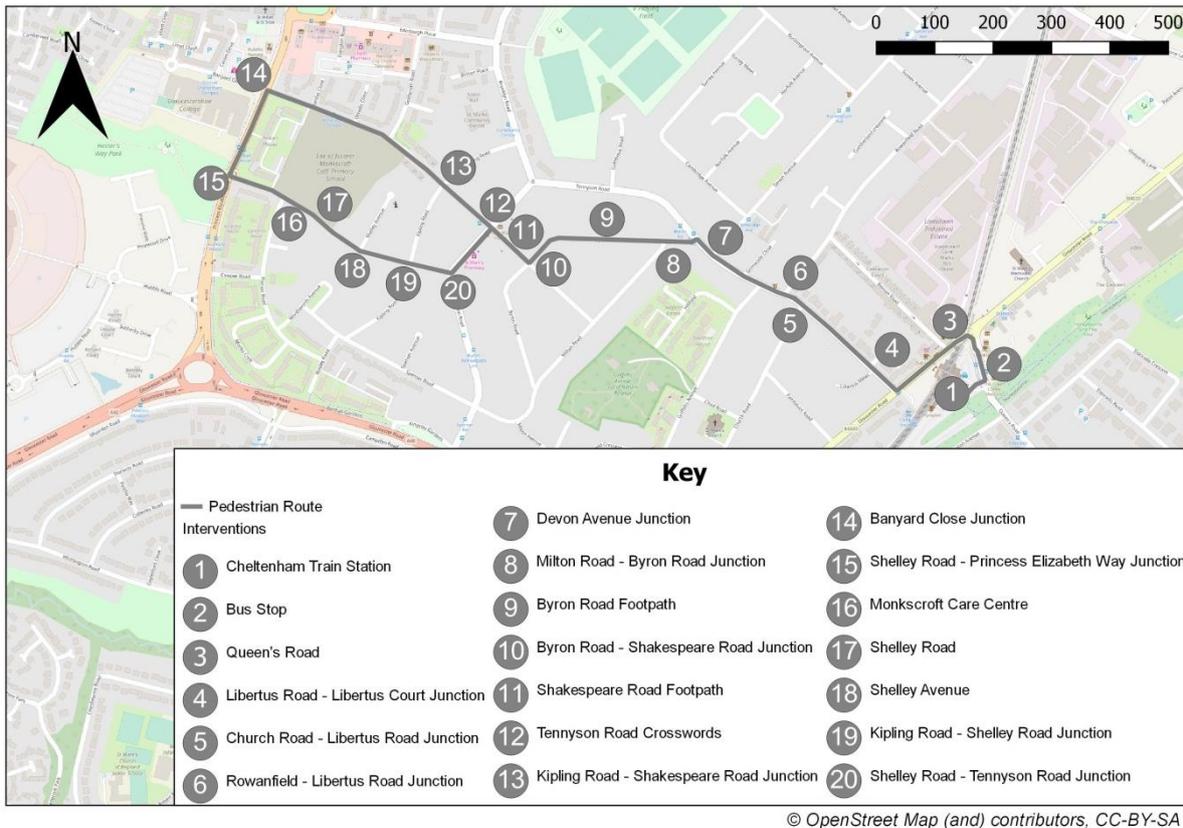
The coloured routes to the west link people from public transport into the town centre and towards Gloucester Historic Docks and the Quays. These are key destinations for retail, employment and other services.

Figure 7. Gloucester walking routes



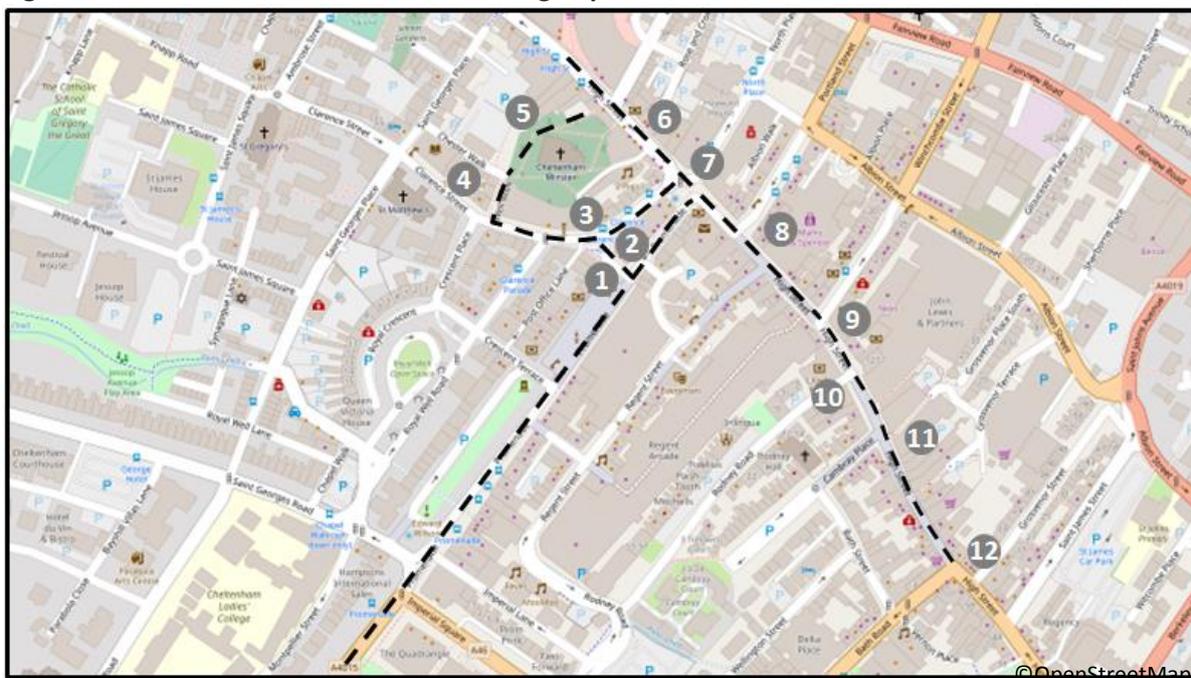
5.1. Cheltenham walking improvement

Figure 6.1. West of Cheltenham; walking improvement - west of rail station



Rail station to P.E. Way: £229,650

Figure 6.2. Cheltenham town centre; walking improvements – town centre



Location	Measure
1 Imperial Circus	Tactile paving
2 Imperial Circus	Tactile paving
3 Clarence street	Dropped kerb and tactile paving

Central Severn Vale cycling and walking Infrastructure plan

4	Well Walk	Pedestrian walkway; level footway and install bollard to block vehicles
5	Cheltenham Minster	Resurface footway
6	High Street (Brewery to Boots corner)	Dropped kerb and tactile paving
7	Boots corner	Realign dropped kerbs, install tactile paving
8	High Street, crossing Pitville Street	Realign dropped kerbs, install tactile paving
9	High Street, crossing Winchcombe Street	Tactile paving
10	High Street, crossing Rodney Road	Raised pedestrian crossing
11	High Street (Winchcombe Street - Bath Road)	Repair/resurface footway
12	Bath Road	Relocate the crossing/diagonal crossing to correspond with wider footway

Town Centre: £80,400

Figure 6.3 Cheltenham to the Suffolks; walking improvements – The suffolks

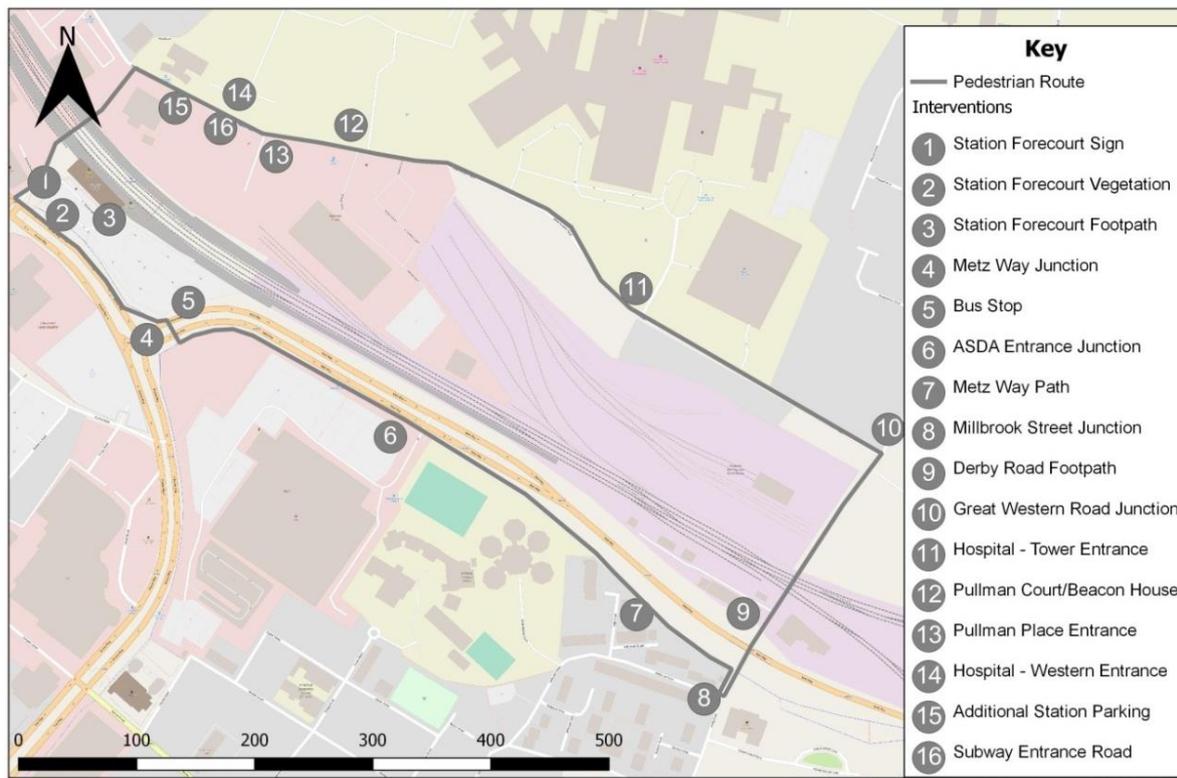


	Location	Measure
13	Montpellier Terrace	Repair/resurface footway
14	Suffolk Parade	Relocated permit holders parking sign and reconfigure Back Montpellier Terrace crossing
15	Suffolk Square	Re surface northbound carriageway footway
16	Suffolk Place	Install dropped kerb and tactile paving across Southward Lane
17	Lansdown Road from Suffolk Place	Install dropped kerb and tactile paving across Suffolk Place

The Suffolks: £20,050

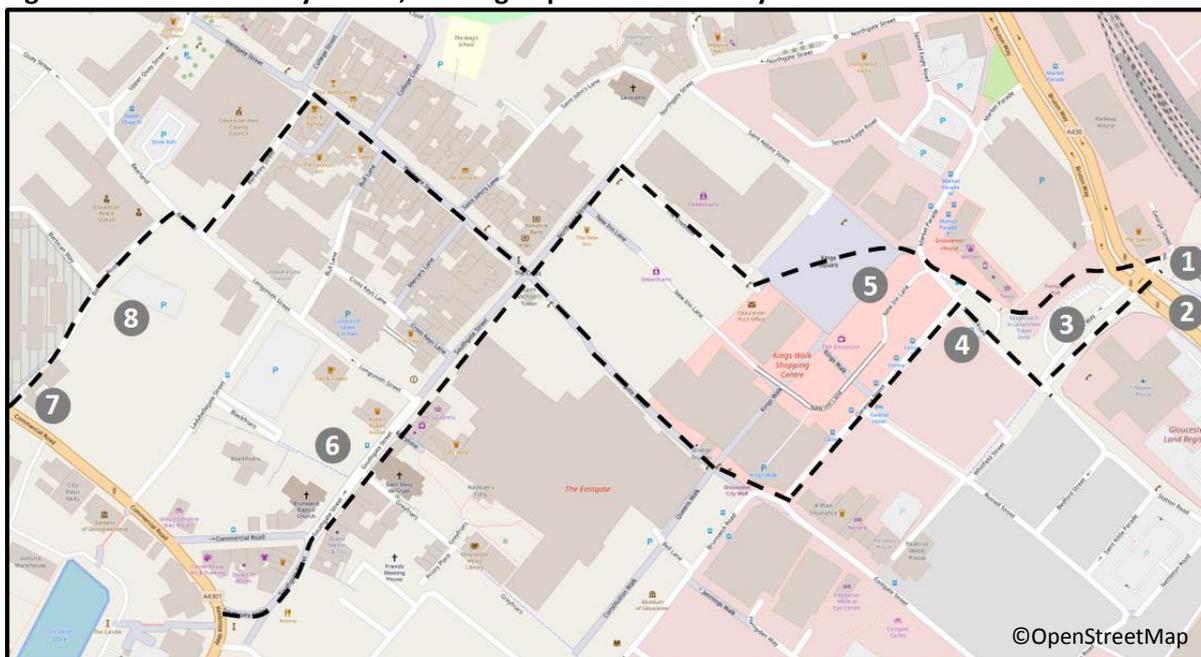
5.2. Gloucester walking improvements

Figure 7.1 Gloucester Great Western Road & Metz Way; walking improvements – rail station and Gloucester Royal Hospital



Rail station to Gloucester Royal Hospital: £114,150

Figure 7.2 Gloucester city centre; walking improvements – City Centre



Location	Measure
1 Bruton Way	Improve signage and waypoints
2 Bruton Way	Increase island or create one stage crossing

Central Severn Vale cycling and walking Infrastructure plan

3	Station Road	Improve signage and waypoints
4	Station road	Dropped kerb and tactile paving across car park entrance
5	King's Square	Update and fix existing signage
6	Southgate Street from Longsmith Street to Commercial Road	A resurfacing project is already planned
7	Commercial Road	Replace pelican crossing with zebra
8	Barbican Road	Level footway and make this a shared cycle and pedestrian facility

Gloucester: £97,500

6 FURTHER INFORMATION

- For details on walking and cycling scheme costs, please see Appendix A
- For further information on the process of developing a cycling and walking infrastructure plan, please go to www.gov.uk
- For more information on Gloucestershire's transport plans please go to www.gloucestershire.gov.uk/ltp
- For back ground reports and more information please contact ltp@gloucestershire.gov.uk
- For information on planned investment across the county, strategic cycle schemes have been summarised in the Travel by Cycle booklet available at www.thinktravel.info/bike

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Gloucester City Council

Meeting:	Cabinet	Date:	13 January 2020	
Subject:	Revenues and Benefits Contract			
Report Of:	Head of Policy & Resources			
Wards Affected:	All			
Key Decision:	Yes	Budget/Policy Framework:	No	
Contact Officer:	Jon Topping			
	Email:	jon.topping@gloucester.gov.uk	Tel:	39-6242
Appendices:	None			

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 Gloucester City Council (GCC) entered a 7-year (plus 3) contract with Civica in October 2011 to provide Financial Assessment and Revenue Collection Services (Revenues & Benefits Managed Service). This contract was extended in October 2018 for three years to a contract end date of 23rd October 2021, with no further option to extend.
- 1.2 The purpose of this report is to seek approval for a new contract with Civica UK Ltd for a 5-year period (extendable by a further 2 years) using a framework contract via Kingston Upon Hull City Council.

2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE** that:
 - (1) a new contract be awarded to Civica UK Ltd for provision of Revenues & Benefits Managed services via the Kingston Upon Hull City Council Framework for a period of 5 years with the option of two further extensions of 1 year each.
 - (2) the Head of Policy & Resources be authorised (in consultation with the Cabinet Member Performance & Resources and the Council Solicitor) to take such actions and make such arrangements as are necessary for the implementation of the above recommendation including such legal processes, agreements and benchmarking as are necessary.

3.0 Background and Key Issues

- 3.1 In October 2011, the Council entered a 7-year partnership with Civica by entering a contract to deliver the revenues and benefits, welfare rights and fraud services on behalf of the Council for a fixed annual contract fee. The contract also gave the Council an option to extend the contract for 3 further periods of up to one year each.

The contract delivered a day-one annual saving against the Council's budget for the services and maintained jobs within the City which was a key consideration when contracting out the services. The Partnership has delivered savings of £1,540,000 to the Council over the term of the contact.

3.2 In October 2018, GCC opted to extend the contract for a further 3 years and benefitted from additional savings of £330,000, exceeding the Council's approved Money Plan requirement for the Civica revenues and benefits contract to deliver on-going annual savings of £100,000. This contract is now due to end on 23rd October 2021 and there is no right to extend.

3.3 During the recent pandemic Civica was able to adapt quickly; moving all teams off site to continue to work remotely, with only a few members of the teams attending on site either because they were unable to work from home or to complete key activities as part of the service. Civica have pledged to continue to be flexible and work with the Council on future working requirements.

3.3 Three options are available to the Council for the future delivery of this service and each is discussed below:

(1) Award a new contract to Civica UK Ltd via the Kingston Upon Hull City Council Framework (the "Hull Framework").

(2) Re-procure the services via the market.

(3) Insource the service.

3.4 Option 1 - Award a new contract to Civica via Hull Framework.

3.5 Civica has delivered the Revenues & Benefits service for the past 9 years and is a known and trusted entity meeting KPIs year on year and providing additional value-added service:

- Business case development in areas of Housing Benefit Overpayments, bringing in an extra £849,806 in FY 19/20.
- Service resilience through access to central Civica services such as On Demand, NNDR and Housing Specialists
- Working in partnership with the Council's digital programme in the promotion of E-billing, online forms and self-serve options for customers via the Open Portal integration with Firmstep.
- Successful implementation and delivery of Gloucester BID for 3 years, with only 2.5% collections outstanding in each financial year.
- Top performance in the delivery of Government initiatives to support businesses and residents of the city in response to Covid-19

3.6 In addition to the permanent team Civica offers an "On Demand" service which can be used when needed; with no commitment to long term contracts, enabling specific projects to be delivered efficiently. This on demand resource has been used when required to enable the delivery of ad hoc projects and peaks in workloads. Housing Benefit overpayments, Garden Waste administration, BID administration, New Homes Bonus, Empty Homes Reviews, Single Person Discount Reviews, 10% checking service, Housing Benefit and Council Tax processing. .

- 3.6 Rather than pursue a full, but costly and lengthy, open market procurement process the City Council has access to the Hull Framework which provides an EU compliant framework which avoids the need for a long drawn out procurement exercise.
- 3.7 Civica has offered the Council a new five year contract (renewable for two periods each of one year) using the Hull Framework. The new contract would deliver savings of £500k over the initial 5-year term. This reduction can be achieved through process transformation, redistribution of work and upskilling of staff. Given this is a fixed price contract, the cost reduction risk sits with Civica and performance will be protected by KPIs.
- 3.8 Option 2 – Procure the services via the market.

The Council could seek to pursue a full open market procurement process and invite tenders from a wider range of providers. However there are a number of issues that would arise from pursuing this option:-

- This national procurement process is likely to take 12 months and will consume significant resource for the Council.
- There is likely to be a need to employ a suitably qualified and experienced Project Manager to deliver the required service, whilst maintaining business as usual.
- Service Transition from Civica to Council or new supplier could see a loss of key talent and access to wider specialist services.
- Significant cost of change in terms of training, potential infrastructure implications, potential recruitment issues and further training and system familiarisation.
- Risk that performance delivered in the current COVID-19 pandemic could not be replicated by a new supplier.
- Risk that the savings offered by Civica in option 1 would not be available in option 2 – even if Civica was the successful tenderer – because of the costs to them of the tendering process and the uncertainty of the outcome.

3.9 Insource the service.

The option to insource the service remains a possibility and would require further detailed analysis if to be considered in comparison to the recommended option:

- Financial implications of TUPE to the council with potential increased pension liability.
- Loss of access to the on demand and specialist services of external provider plus potential loss of resilience.
- Specific projects such as those highlighted at para 3.5 would require additional support to be procured to enable delivery.
- Increased management responsibilities and staffing to deliver the service, with no likely additional resource savings.
- Unlikely to deliver savings required in Money Plan.
- Current timeline may not be sufficient to implement this option

4.0 Social Value Considerations

4.1 The provider will be required to maintain and continue to work closely with agencies operating in the city to support the Council's social value policy and to date has achieved social value and benefit in the following aspects:

Economic

- Work closely with the Council client team to maximise opportunities to add social value. Recognising and actively supporting the Council's Social Value policy and the values and behaviours framework.
- Supporting local people to maximise their knowledge and skills and access employment opportunities. Through the offer of work placements to secondary and undergraduate students, where possible.
- Civica to continue, to actively support and promote an apprenticeship program, offered at all levels in the business. Using the local college where possible.
- Offer a comprehensive programme for all staff to access training and development opportunities.
- Protect and value employees through regular pay reviews

Social

- Supporting local communities through Group Charity initiatives, enabling the local area to benefit.
- Civica Gloucester also supports local charities every year, most recently the Gloucester Rugby club charity in 2019.
- Civica will continue to contribute to local charities by actively encouraging people to take part in the donate a day scheme, where employees are able to donate a day of their time to support a local charity.
- Promoting safeguarding, welfare of children and vulnerable adults through schemes that help us identify those who are at risk or vulnerable. Continuing active membership of the City Council safeguarding group. Civica will work with suppliers to develop schemes and policies to help identify those who are vulnerable.
- Ensure that our procurement criteria also requires our suppliers to identify and consider social benefits, for the local area.

Environmental

- Minimising waste and pollution and making efficient use of resources. Using local businesses to source provisions

- Supporting Council initiatives to promote greater environmental sustainability.

5.0 Environmental Implications

5.1 There are no environmental implications as a result of this report.

6.0 Alternative Options Considered

6.1 Discussed in the body of the report.

7.0 Reasons for Recommendations

7.1 Civica has been a trusted partner of the Council since 2011 delivering savings to the Council during this period as well as providing key services to residents and businesses alike.

7.2 The award of this contract will deliver savings in line with the Money Plan while also continuing to provide quality service.

8.0 Future Work and Conclusions

8.1 Contract schedules will be reviewed and updated, alongside review of KPI's.

9.0 Financial Implications

9.1 The Council's Money Plan 2020 – 2025 assumes budget efficiencies will be made through the commissioning program, and the recommended option will deliver annual savings of £100k over the contract period.

9.2 The recommended option will also avoid additional expenditure of £40k per annum on licence costs which would be incurred through the alternative options for the delivery of the service.

10.0 Legal Implications

10.1 Procurement via an established framework agreement is permitted by the Public Contract Regulations 2015. The framework owner will have been required to carry out a fully compliant procurement exercise when setting up the framework. This is a single supplier framework meaning that the Council can make a direct award to Civica UK Limited.

10.2 The Council must be satisfied that the services offered under the framework agreement meet the Council's needs. In this case we are satisfied that the Council's requirements for the service are met by both the terms of the framework agreement and the offer made by Civica UK Ltd.

(One Legal have been consulted in the preparation of this report.)

11.0 Risk & Opportunity Management Implications

- 11.1 The recommended option mitigates the risks of change to delivery of this service to residents and businesses in the city.
- 11.2 The proposal has no reduction in quality and level of service or redundancies, plus continued access to Civica's services, capabilities and resilience. This offers reduced risk to the Council.

12.0 People Impact Assessment (PIA) and Safeguarding:

- 12.1 The PIA Screening Stage was completed and did not identify any potential or actual negative impact, therefore a full PIA was not required.

13.0 Community Safety Implications

- 13.1 None

14.0 Staffing & Trade Union Implications

- 14.1 None

Background Documents: None



Meeting:	Cabinet Council	Date:	13 January 2021 28 January 2021
Subject:	Kings Quarter Delivery Proposal		
Report Of:	Leader of the Council and Cabinet Member for Environment		
Wards Affected:	Westgate		
Key Decision:	Yes	Budget/Policy Framework:	Yes
Contact Officer:	Philip Ardley, Consultant - Place		
	Email: philip.ardley@gloucester.gov.uk	Tel:	396107
Appendices:	A - Site & Plot Layout Plan B - Development Commercial Business Plan C - Heads of Terms for Development Agreement D - Specialist Financial Appraisal and Cost Plan E - Updated Legal Summary for Compliance and Fiduciary Duties F - Updated Legal Summary for Procurement Issues		

EXEMPTIONS

The public are likely to be excluded from the meeting during consideration of appendices B to F of this report as they contain exempt information as defined in paragraph (3) of schedule 12A to the Local Government Act 1972 (as amended). All sections of these appendices B, C, D, E and F are considered confidential and commercially sensitive.

1.0 Purpose of Report

1.1 To secure approval from Cabinet to recommend to Council that they authorise Officers to enter into a legally binding Development Agreement with a partner to deliver Kings Quarter The Forum development in its entirety, following completion of the Exclusivity and Co-Operation Agreement previously approved by Cabinet on 17th June 2020.

2.0 Recommendations

2.1 Cabinet is asked **RECOMMEND** to Council that:

- (1) the Head of Place in consultation with the Leader of the Council and Cabinet Member for Environment, the Head of Policy and Resources and the Council Solicitor is authorised to enter into a Development Agreement with our partner to implement the construction and development of Kings Quarter The Forum in its entirety at an estimated total cost to the Council of £107m, to create a high quality mixed use hub, packed with community features aimed at attracting new companies to Gloucester, based on the latest proposal outlined in this report.

- (2) authority be delegated to the Head of Place in consultation with the Council Solicitor to take all necessary steps and undertake necessary procedures, including entering into any legal arrangements or other documentation as may be required to implement or facilitate the Kings Quarter The Forum Redevelopment Scheme.

3.0 Background and Key Issues

- 3.1 This report seeks approval for the continuing delivery of Kings Quarter and directly relates to approvals and the previous updates submitted to Cabinet on the 11th March and 17th June 2020. To recap the primary approval given was:

That the Head of Place in consultation with the Leader of the Council and Cabinet Member for Environment and the Head of Policy and Resources is authorised to enter into a Co-Operation and Exclusivity Agreement to continue to negotiate a joint venture to develop Kings Quarter into a high quality mixed use hub, packed with community features aimed at attracting new companies to Gloucester, based on the latest proposals outlined in this report. Once agreed, officers will bring a final proposal back to Cabinet and Council for approval.

- 3.2 Both the Joint Core Strategy and the emerging City Plan clearly emphasize that “the primacy of Kings Quarter is fundamental to the delivery of the city centre regeneration and that it will act as a significant catalyst for the City’s transformation bringing considerable positive effects to the local economy”.
- 3.3 The actual delivery of the remainder of the scheme is now crucial, and the appointment of a delivery partner is the key to its success. It was reported in the last update paper that there was considerable occupier interest being generated in Kings Quarter. The Officers and Project Manager are pleased to be able to report that working together with our joint venture partner for Kings Walk, who has an adjoining land interest in Market Parade immediately adjacent to our vacant car park at the rear of Kings House, more detailed proposals have been brought forward for approval.
- 3.4 The scheme is similar to that shown in the Kings Quarter planning permission consented on 3rd March 2020 but increases the office element on plot 4 to cater for the present demand from specialist digital companies favouring this area but not being able to occupy grade A office accommodation as none presently exists in the city centre. The design has also been refined as a result of consultation and to ensure buildability. This increase in city centre offices has been welcomed by employers who are in discussion with our joint venture partner. In addition, the delivery of over 1,000 new jobs in the city centre will vitalise both the lunch time and evening economies, offer opportunities for local employment and assist struggling retailers. This is an essential objective in the City Council’s overall strategy for the economic recovery of the city centre as a result of Covid-19.
- 3.5 The immediate first phase to achieve the successful re-location of Tesco and build 19 high quality apartments is located at the rear of Kings House on both the land owned by the City Council and our joint venture partner. This is plot 3b on the plan included as Appendix A. A detailed planning application for this slightly modified development has been submitted and is presently under consideration. It is anticipated that determination of this application could be made early in January

2021.

This first phase of the development has just been tendered by our partner using the County Council's Framework Agreement and initial results show a small saving on the budget cost plan thereby assisting viability.

- 3.6 The detailed design for the remainder of the scheme together with a planning application to modify the presently consented scheme is being prepared by our partner for imminent submission with determination anticipated in Spring 2021.
- 3.7 The affordable housing for Kings Quarter, comprising some 25 units are to be built separately on plot 1 in Northgate Street which is presently being marketed by a local agent with the expectation that this will be delivered by a registered housing provider.
- 3.8 We have received detailed advice on financial viability and demand issues from our specialist consultants and this is included in Appendices B and D. The viability of the whole scheme remains challenging especially in the early years as a result of the current unprecedented circumstances which result in considerable uncertainty for demand from potential tenants. This remains as one of the major risks to the scheme. This development is a very significant investment on the part of the city council largely funded by borrowing. Continuing negotiations with our development partner has resulted in financial concessions and risk mitigation during the construction period to assist cashflow until the income from the various phases is more than sufficient to fund all outgoings. In addition to the extensive regeneration and community benefits of this scheme, considerable long term income will be available to the city council for further regeneration purposes in the future. The city council will own the entire development on completion.
- 3.9 Legal fiduciary, procurement and state aid advice have been obtained from our consultant lawyers Trowers & Hamlins in conjunction with One Legal and the latest updated summaries are included at appendices E and F.
- 3.10 Whilst this is an extremely significant investment it provides a massive opportunity to regenerate the city centre thereby benefitting the Kings Walk shopping centre including many surrounding properties. Together with the enhanced railway station, bus station and refurbished Kings Square a modern and impressive gateway into the city centre will be created as well as creating very significant employment opportunities both in the short and longer term.

4.0 Social Value Considerations

- 4.1 The social value of the Council's plans for Kings Quarter are considerable and the Officers and Project Manager have been working with the Council's Economic Development Team to maximise this impact with involvement from our specialist consultants the Social Value Portal.
- 4.2 The joint development proposals for Kings Quarter expect that over the next 3-4 years an additional 1,000 new job positions could be created in the city centre. Our joint venture partner is offering to put in place a task force to ensure that a programme to help the local community upskill appropriately is created and the development is fully linked to the new digital access programmes at local Higher Education and Further Education institutions. There have been initial discussions to

ensure that the tender process includes clear guidance and expectations for delivering these community benefits, all in accordance with our Social Value Policy.

5.0 Environmental Implications

5.1 The proposal emphasises how sustainable design has underpinned the redevelopment of Kings Quarter. All buildings will be constructed with a design life well beyond the 60-year industry standard, with layouts, utilities infrastructure and floor to ceiling heights future proofed for new technologies and uses. For instance, the design has incorporated a way in which the proposed multi-storey car park can be readily converted to alternative use should our current reliance on the car lessen. We have committed to incorporating features such as cycle storage, car sharing systems, electric charging points and have considered how solar panels and green walls and roofs can technically be included.

6.0 Alternative Options Considered

6.1 The Council Officers have reviewed alternative options to bring forward the redevelopment of Kings Quarter. The options include:

- Solely utilising Public Works Loan Board funding and managing the redevelopment of the site in house using procured contractors for each separate phase.
- Advertising for a development partner and seeking expressions of interest.
- Selling the site on a plot by plot basis with planning consent.

6.2 There are several disadvantages with each of the reviewed options such as: insufficient internal resources and experience, inability to maintain control over an important council regeneration asset, and significant delay in achieving activity on site at a time when action is required to commence building.

7.0 Reasons for Recommendations

7.1 The proposal offered has the potential to provide a high quality and rapid opportunity for the Council to see its regeneration aspirations for Kings Quarter realised. It would potentially create employment space for over 1,000 new employees, which could equate to £102m injected into the local economy each year. Being able to secure that number of new workers into the city centre would not only boost the local spend, but the provision of the 18-hour facilities proposed would extend that spending window from presently only working hours, into the evening and night-time economy.

7.2 Considerable recent negotiations have taken place both to improve the viability and reduce the risks for this scheme thereby strengthening the city council's position with regard to defining the viability within the Development Agreement. At the same time the changes have underlined that the joint venture arrangement accords with market sentiment and practice for such a significant investment.

7.3 Officers believe the proposal put forward by the joint venture party is a practical and expedient way forward and recommend that approval is given to enter into the Development Agreement to deliver the proposition at an early date. Extensive due diligence has been undertaken by our external consultants in conjunction with our

Head of Policy and Resources, the Head of Place and our Regeneration Consultant to evaluate and negotiate the financial appraisal. Legal opinion has been provided by Trowers & Hamlins for procurement, state aid and to advise on the Development Agreement. The intention is to continue refining the viability and the financial returns and ultimately sign a binding legal agreement for all the phases of this regeneration scheme.

- 7.4 Cabinet have previously approved the in principle use of seeking a Compulsory Purchase Order to ensure “clean” title should negotiations fail to acquire the remaining small land holdings in plots 3c and 3d. Such a CPO will also be available to extinguish any rights that we may not know exist but become apparent during this development.

8.0 Future Work and Conclusions

- 8.1 The Council will continue to require the assistance of the property experts and external lawyers to scrutinise the final Development Agreement and to negotiate the legal contract and act as the expert client during the construction phases.

9.0 Financial Implications

- 9.1 Cabinet and Council approval is required to enter into the Development Agreement which will result in substantial costs for the planning, design and construction elements set out in Appendix D. These costs have been calculated jointly by our own and our partner’s cost consultants and quantity surveyors. The actual construction of the major phases will be procured by open tender and during negotiations our development partner has guaranteed that the construction costs detailed are capped at those shown in the final appraisal. Any savings obtained during the tender process will be apportioned between the parties. The planning and design fees were approved by Cabinet decision on 17th June 2020.
- 9.2 As part of the negotiations, our development partner has agreed to take an over-riding five year lease for the start-up incubator offices either on plot 2 or plot 4 from completion. In addition, guarantees are being provided for five years for the hotel income. Both these are subject to tenant incentives as set out in the cost plan. It is expected that a significant proportion of the offices on plot 4 will be let prior to construction under the test for viability. This ensures early income, avoids the vacant risk and results in these areas being properly managed on behalf of the city council. Our partner has also agreed to fund the substantial architectural design costs leading to a full planning determination and these costs would only be recoverable, if for any reason, the city council cancelled the Development Agreement, in which case they become payable on transfer of all necessary warranties and copyright of the proposals.
- 9.3 Appendix E rightly highlights accounting treatments for capital and investment strategies to accord with MHCLG and CIPFA guidance and our Head of Policy and Resources has had initial discussions and advice from our auditors to ensure compliance in this regard.
- 9.4 The current legal and due diligence costs were budgeted for within the original Kings Quarter approval and can be funded from existing arrangements.

(Financial Services have been consulted in the preparation of this report.)

10.0 Legal Implications

- 10.1 Initial independent specialist legal advice is being provided by Trowers & Hamblins. Our lawyers have also provided advice for the procurement and State Aid issues surrounding this development and a draft summary was previously provided to Cabinet. Updated reports are included at appendices E and F following the very recent announcement from HM Treasury relating to PWLB borrowing. Providing that proper notices are submitted under EU and UK rules at the appropriate times, then Trowers & Hamblins, in consultation with One Legal, believe that any risk of challenge will be minimised, and that risk is presently very low. A Voluntary Transparency notice referred to by the solicitors has been prepared for publication. A summary of the joint venture between our partner and the City Council has been outlined in Appendix C.

(One Legal have been consulted in the preparation of this report.)

11.0 Risk & Opportunity Management Implications

- 11.1 The main risks associated with this proposal are financial. The overall level of funding required to bring forward a development opportunity of this magnitude is considerable. Whilst all due diligence can be applied, investing in property can be particularly difficult to accurately predict.
- 11.2 It is a known fact that development in Gloucester can be financially challenging and whilst the latest independent financial appraisal completed on behalf of the city council for this development shows an improvement on previous assessments, there is still a potential gap between value that can be generated and total development cost especially in the early years. The development costs rarely sustain any initial land value. Therefore, we have explored mechanisms that utilise the potential income generating value of the development. When viewed over a longer-term period, the income generated can support the costs. Obviously, predicting the growth of revenue projections is difficult and there is a risk that they may not grow as predicted. Equally, there is also a possibility of greater returns than anticipated. The Council should take comfort in the fact that a private developer is sufficiently confident that an offer of a joint venture has been made, in which they intend to share in the risk and cost whilst providing some guarantees.
- 11.3 Council officers have sought independent advice to verify the financial appraisals underpinning this offer in order to mitigate future risk. Because of the significant technological survey work and planning consent process undertaken by the city council directly, it is in a good position to verify the projected development costs. The risk of further abnormal costs and complications have already been minimised by capping the construction cost. Further conditions can also be applied as part of the legal agreement to limit the financial and programme risks to the Council.
- 11.4 Other significant risks are outlined in appendices E and F and include fiduciary and compliance issues which are being carefully monitored and managed with

considerable input from our lawyers and consultants. The relevant notices are being issued at appropriate times and any responses will receive due regard.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 At present there are no adverse impacts identified for any of the Protected Characteristic Groups. As the regeneration of Kings Quarter progresses, the design process has been carefully devised to ensure maximum community engagement with a focus on achieving engagement with disabled and other minority groups. Further Impact Assessments will be considered as part of the development process where relevant.

13.0 Community Safety Implications

13.1 There are believed to be limited community safety implications at this stage. Any agreement to proceed with this proposal will involve construction taking place within a busy part of the city centre. During construction periods the contractors will be legally obliged to ensure the health and safety of not just their staff but also the local community.

13.2 The final design of the development will need to be agreed via the normal planning mechanisms and this is providing an opportunity for further scrutiny by key stakeholders such as police, counter terrorism teams, and the Fire Service.

14.0 Staffing & Trade Union Implications

14.1 There are no staffing and trade union implications at this stage.

Background Documents: None

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51.8°



Page 57

Kings Square

Kings Walk Shopping Centre

GROUND FLOOR.



View 1.

View 2.

View 3.

View 4.

Residential

Residential

Retail

Gym

Office

Hotel

Office

Restaurant/
Club

Retail

Car Park

Bridge

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