



## Transport, Environment & Climate Change Select Committee agenda

Date: Thursday 16 September 2021

Time: 10.00 am

Venue: The Oculus, Buckinghamshire Council, Gatehouse Road, Aylesbury HP19 8FF

### Membership:

B Chapple OBE (Chairman), K Ashman, P Brazier, M Caffrey, R Carington, C Cornell, E Culverhouse, E Gemmell, S Guy, D King, A Poland-Goodyer, L Sullivan, M Walsh, W Whyte and A Wood

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<b>Agenda Item</b>	<b>Time</b>	<b>Page No</b>
<b>1 Apologies for Absence</b>	<b>10:00</b>	
<b>2 Declarations of Interest</b>		
<b>3 Minutes of the Previous Meeting</b>		<b>5 - 8</b>

That the minutes of the meeting held on 24 June 2021 be confirmed as a correct record.

- |          |  |              |                |
|----------|--|--------------|----------------|
| <b>4</b> | <b>Public Questions</b><br>Public questions is an opportunity for people who live, work or study in Buckinghamshire to put a question to a Select Committee. The Committee will hear from members of the public who have submitted questions in advance relating to items on the agenda. The Cabinet Member, relevant key partners and responsible officers will be invited to respond.<br><br>Further information on how to register can be found here: <a href="https://www.buckinghamshire.gov.uk/your-council/get-involved-with-council-decisions/select-committees/">https://www.buckinghamshire.gov.uk/your-council/get-involved-with-council-decisions/select-committees/</a><br><br>One public question has been received as attached. | <b>10:05</b> | <b>9 - 10</b>  |
| <b>5</b> | <b>Climate Change &amp; Environment Update</b><br>The Committee will receive a presentation updating on Climate Change and the Environment.<br><br>Contributors:<br>Cllr Peter Strachan, Cabinet Member for Climate Change & Environment<br>David Sutherland, Head of Climate Change & Environment<br>Ed Barlow, Energy & Climate Change Manager   | <b>10:15</b> | <b>11 - 16</b> |
| <b>6</b> | <b>Home to School Transport</b><br>Following the start of the Autumn term and the improvement programme, Members will be updated on home to school transport provision<br><br>Contributors:<br>Cllr Steve Broadbent, Cabinet Member for Transport<br>Sara Turnbull, Service Director Transport<br>Neil Beswick, Head of Client Transport   | <b>10:40</b> | <b>17 - 26</b> |
| <b>7</b> | <b>Bus Service Improvement Plan</b><br>The Committee will review the work that has taken place to develop the Bus Service Improvement Programme.<br><br>Contributors:<br>Cllr Steve Broadbent, Cabinet Member for Transport<br>Richard Lumley, Service Director Strategic Transport & Infrastructure   | <b>11:00</b> | <b>27 - 42</b> |

Joan Hancox, Interim Service Director Strategic Transport & Infrastructure  
Suzanne Winkels, Head of Transport Strategy  
Andrew Clarke, Head of Public Transport

- 8 Procurement of the Buckinghamshire Highways Contract 11:30 43 - 62**  
For Members to understand the current position on the contract re-procurement.

Contributors:

Cllr Steve Broadbent, Cabinet Member for Transport  
Richard Barker, Corporate Director Communities  
Rob Smith, Service Director Highways & Technical Services

- 9 Work Programme 12:15 63 - 70**  
The Committee will consider the draft work programme for the municipal year 2021-2022. There will be an opportunity to discuss areas of the programme which might be considered for more detailed work.

- 10 Date of Next Meeting**  
Tuesday 16 November 2021 at 2pm in The Oculus, Buckinghamshire Council, The Gateway, Aylesbury.

If you would like to attend a meeting, but need extra help to do so, for example because of a disability, please contact us as early as possible, so that we can try to put the right support in place.

For further information please contact: Chris Ward on 01296 585807, email [democracy@buckinghamshire.gov.uk](mailto:democracy@buckinghamshire.gov.uk).

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Agenda Item 3  
**Buckinghamshire Council**  
**Transport, Environment &  
Climate Change Select Committee**

## Minutes

**MINUTES OF THE MEETING OF THE TRANSPORT, ENVIRONMENT & CLIMATE CHANGE SELECT COMMITTEE HELD ON THURSDAY 24 JUNE 2021 IN THE OCULUS, BUCKINGHAMSHIRE COUNCIL, GATEHOUSE ROAD, HP19 8FF - AYLESBURY, COMMENCING AT 10.02 AM AND CONCLUDING AT 11.45 AM**

### MEMBERS PRESENT

B Chapple OBE, K Ashman, P Brazier, M Caffrey, R Carington, C Cornell, E Gemmell, S Guy, D King, L Sullivan, M Walsh, W Whyte and A Wood

### OTHERS IN ATTENDANCE

J Durkan, S Bambrick, R Barker, R Smith, S Broadbent, P Strachan, S Winkels, E Barlow and D Sutherland

### Agenda Item

#### 1 CHAIRMAN'S WELCOME

The Chairman welcomed members and officers to the meeting. He noted that the select committee would be working as a team with cross party working to consider issues.

#### 2 APPOINTMENT OF VICE-CHAIRMAN

Councillor Chapple appointed Councillor Robert Carington as the Vice-Chairman of the Transport, Environment & Climate Change Select Committee for the 2021/22 municipal year.

**RESOLVED:** That Councillor Robert Carington be appointed as Vice-Chairman of the Transport Environment & Climate Change Select Committee for the ensuing year.

#### 3 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors E Culverhouse, A Poland-Goodyer and A Wood.

Apologies had been noted for Councillor L Sullivan incorrectly.

#### 4 DECLARATIONS OF INTEREST

Councillor Warren Whyte declared a personal interest as a member of the Conservative Environmental Network.

Councillor Ed Gemmell declared personal interests as managing director of Scientists Warning

Europe, Chairman of the Hazelmere Climate Emergency Working Party, founder of No Disposable Cup Day, founder of Believers Action Against Climate Change, member of the Conservative Environmental Network and adviser on the Climate and Ecological Emergency Bill.

## **5 MINUTES OF THE PREVIOUS MEETING**

The Chairman noted that none of the current membership of the Transport, Environment and Climate Change Select Committee had been committee members at the time of the meeting on the 11 March. He requested that the previous Chairman, Councillor Broadbent, confirm that the minutes were a correct record and these were confirmed as agreed.

**RESOLVED:** That the minutes of the meetings held on 11 March and 26 May be agreed as a correct record.

## **6 CABINET MEMBER KEY PRIORITIES FOR 2021/22**

Mr Steven Broadbent, Cabinet Member for Transport highlighted the following priorities:

- This was a large portfolio that effected the lives of residents on a daily basis.
- The contract with Ringway Jacobs would cease in March 2023 and a large amount of work was currently being undertaken to procure a new contract.
- Additional £4m investment had been included in the council's budget to improve gully cleaning and drain repairs and the programme was currently being undertaken.
- A capital programme of £442k was in place to improve the condition of the Rights of Way network.
- The change in parking behaviours during the COVID pandemic had created a deficit in the parking revenue budget of £1m. This would be monitored and considered during the budget determination process for the following year.
- Members were informed of a government initiative 'Bus, Back, Better' a new National Bus Strategy. As part of the strategy a Bus Service Improvement Plan would be required to be delivered by the end of October. There would be a requirement to adopt the 'Enhanced Partnership' model with bus operators. This would be considered by Cabinet on 29 June.
- S106 funds would support transport schemes including a Council Wide Local Walking and Cycling Infrastructure Plan, area transport strategies and e-scooter trails.
- Major Projects would include managing the impact of HS2 and East West Rail and impact on residents. Two HS2/EWR marshals were being recruited to help monitor projects and would be in post later in the year.

In response to questions the following points were noted:

- Electric vehicle charging (EVC) points would be doubled within the year, there were currently 40 places; this was all subject to funding. The main expense was providing the electricity supply to the charging points. The maximum funding from government had been accessed to deliver as many as possible for the scheme.
- The EVC Strategy would be developed and all options to increase the number of points available to residents would be considered.
- Parish councils had been encouraged to apply for funding for EVC points, which some had undertaken, however the costs to provide the electricity to the areas outweighed the funds available to deliver the charging points.
- The electrical supply cost was as high as £10,000 for the charging points and the government had raised the funding to meet this cost. Each site/location would need to be considered; the challenge was getting the appropriate supply to the location.
- Experimental work was being undertaken with solar EVC points and contact charging points.
- It was suggested that investment from the private sector for charging points and hubs be

considered as part of the EVC strategy.

- There would be opportunity in the bus strategy to help reduce emissions in the bus fleet. The current memo of understanding with the operators for home to school transport includes the legal standard for emissions. There was also currently a pilot for two on demand transport schemes to reduce private vehicle usage.
- There were two off street electric parking points on Olympic Way however these were difficult to access due to petrol cars being able to park in the spaces.
- A scheme was underway to consider EVC points for residents without their own driveways and evidence from this would then feed into evidence as part of the transport strategy. Options such as gullies or cable covers could be considered.
- There were some requirements on new housing developments to provide EVCs however this was part of the planning portfolio to consider.
- Regarding the council's vehicle fleet a trial had been undertaken for electric vehicles and there had been a problem for some vehicles going up hills in the Wycombe area. The review of the council's vehicle fleet would be part of the Climate Change Strategy.
- The Bus Strategy would be considered at the next Cabinet meeting; this was part of the governments initiative. Revenue funding for a senior role to support the strategy had been allocated however further specific information regarding the costs would be provided to the members outside of the meeting.
- Budget adjustments had been made for 2021/22 with regards to the loss of car parking revenue. Parking income had yet recovered, however consideration was being given to the overall regeneration of towns and how this would affect transport use in the future.
- A pilot cycle hire scheme was being undertaken in Waddeson Greenway. Consideration was being given to extend the scheme and evidence from this would help inform if the scheme could be replicated in other areas.
- The council had provided additional funding in last year's budget year to help manage the HS2/EWR project. Recruitment for the marshals began at this point and the primary role would be as a point of contact for residents and investigate issues. The marshals were part of a package to help monitor the project and liaise with communities.
- Using lampposts as charging points for electrical vehicles was being considered. This would be a pilot scheme for on-street charging on a slow charge for use overnight.
- The Chairman suggested that the electric vehicle charging scheme could be brought to a future meeting for discussion.

Mr Peter Strachan, Cabinet Member for Environment and Climate Change highlighted the following priorities in his portfolio:

- Climate change was recognised globally however needed to be delivered at local level with government policy to support work.
- The Climate Change Strategy had been endorsed by Cabinet and would be taken out to public consultation ahead of adoption by full Council.
- The aim to reduce net carbon to zero by the council was by 2050 or earlier and this reflected government policy. Measures would need to be sensible and costed accordingly and the council's overall budget would have to be considered.
- The council was taking part in a pilot scheme for Local Nature Recovery Strategies.
- A Strategic Flood Management capital programme would be delivered over the next two years.
- The TECC select committee would be scrutinising the measures with regards to climate change to help support and shape the direction of travel.
- Work was currently being undertaken with the managers of the waste contract to improve the service.
- A trial would be starting to look at the feasibility of electric refuse vehicles.

- The council had a zero tolerance for fly tipping and there was no evidence to show that there was a relationship between charging at household recycling centres and an increase in fly tipping. A majority of fly tipping came from outside of the county.
- Work was being carried out with community boards, charities and schools for additional tree planting.
- The recycling rate was just under 60% and officers were working to bring the rate back to pre-pandemic levels.
- Government policy needed to help support the climate change work required.

In response to questions the following points were noted:

- Buckinghamshire had a strong history of enforcement with regards to fly tipping and there was now a broader range of enforcement powers available to the council. Consideration was being given to CCTV and new technologies with regards to surveillance in this area.
- Community Boards had an important role to play between the council and parishes. Funding and could support green planting in local areas.
- The Climate Change Strategy would be developed to include more specific information with costs and dates included. Members were encouraged to lobby government with regards to policy on climate change.
- It was suggested that an earlier date for net zero should be considered and a path to net zero and cost analysis be undertaken.
- The Council was the lead local flood authority and was responsible for smaller water courses, ground water and flood water. The Environment Agency were responsible for main rivers and monitoring the quality of the water.
- Consultation with outside bodies such as the fire authority with regards to electric vehicles would be undertaken to consider issues.
- The net carbon figure allows for a small amount of residual amount of emission to still be present but would require a negative emission source such as the tree planting programme.

The Chairman thanked the Cabinet Members for the information.

## **7 WORK PROGRAMME**

Members were offered the opportunity to provide ideas for the work programme and were informed that the draft work programme would be circulated to the committee ahead of the next meeting for approval. The Chairman confirmed that specific reviews could be undertaken but resources would need to be considered. Jemma suggested that the committee would consider two main items per meeting with one main review over the year.

It was suggested that joint community and working groups could be created to help support better finance and communication to help with policy at the council. However, it was suggested that this could be a project for Community Boards.

The Chairman noted that team working and communication were important and that the TECC should scrutinise and enhance work but not set new policy.

It was suggested that deliverables and timescales in the Climate Change Strategy should be considered.

Jemma would circulate a list of ideas for the work programme to the members for consideration.

## **8 DATE OF NEXT MEETING**

The next meeting would take place at 10am on Thursday 16 September.



**Public Questions**

1. In February, Buckinghamshire Council agreed its Climate Change Strategy, containing 60 Actions with varying degrees of detail. The Executive Summary cited as a key communication activity “to report regularly on our progress”, with specific Actions within the Strategy to “Monitor and report quarterly on emissions savings across Council operations” [Action 6], and “Report annually on progress made against actions and reducing emissions” [Action 9].

Over 6 months have now passed since the Strategy was agreed, a period in which events in Europe and around the world have starkly illustrated the consequences of climate change and the growing urgency of addressing it. Given the self-identified importance of reporting on progress, would the Cabinet Members please provide a brief interim update to the Committee and the wider public on progress on Actions, perhaps on a red / amber / green “on track” rating, with accompanying commentary where relevant.

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# Climate Change & Environment

Update to TECC Select Committee

September 2021



# Contents

- Update on Climate Change & Air Quality Strategy
- IPCC Report Summary
- Tree Planting Activity Update

# Climate Change & Air Quality Strategy

- February Cabinet approved the draft Strategy for further targeted engagement with Community Boards, TECC Select Committee and Schools
- All Community Boards offered a presentation and Q&A session with Cabinet Member and supporting officer – 10 attended + further Parish/Town Councils
- TECC Select Committee session – 11 March
- Schools – not engaged as were dealing with challenges of returning to in-person teaching following lockdown
- Comments and discussions were very positive, common areas of discussions include:
  - Significant support for nature based solutions – tree planting, hedgerows, wild verges etc.
  - Interest in how emissions from housing growth can be managed
  - Interest in how switch to electric vehicles can be supported
- We now intend to adopt the Strategy as soon as practical and focus on its delivery

# IPCC Report

- Intergovernmental Panel on Climate Change (IPCC) – UN advisory body on climate change [report](#) highlights urgent need for global reduction in carbon dioxide emissions
  - Human activity has already led to a 1°C rise in global surface temperatures compared to pre-industrial average
  - The 1.5°C temperature rise limit (set by Paris Agreement) is expected to be exceeded even with rapid cuts in global emissions, though this may be temporary
  - Global warming of 2°C will be exceeded during 21<sup>st</sup> century without deep reductions in carbon emissions in the coming decades
  - Climate change is already affecting weather and climate extremes across the globe
- Report frames the UN's Climate Change Conference (COP 26) being held in Glasgow in November as a key meeting for reaching global commitments to address
- BC developing supporting activity to align with COP 26 and raise awareness of need for and opportunities from acting on climate change

# Tree Planting Update

- Application to the Local Authority Treescapes Fund (LATF) for over £200k to support tree planting in non-forest locations
  - Partnership bid with 6 local community groups
- Developing a process to support enquiries regarding planting trees within the highway extent (i.e. road verges)
- Programme in development to support Queens Green Canopy – project marking Her Majesty’s Platinum Jubilee in 2022
  - Offer of a tree to all Buckinghamshire schools and care homes
- Progressing detailed planting designs and specification for first phase sites, contributing towards planting 543,000 trees on council land

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# Buckinghamshire Council

## Home to School Transport Update

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To: Select Committee  
Portfolio Holder: Cllr Steven Broadbent, Transport  
Author: Sara Turnbull, Service Director Transport  
Date: 15 September 2021

Agenda Item 6



# Report Contents

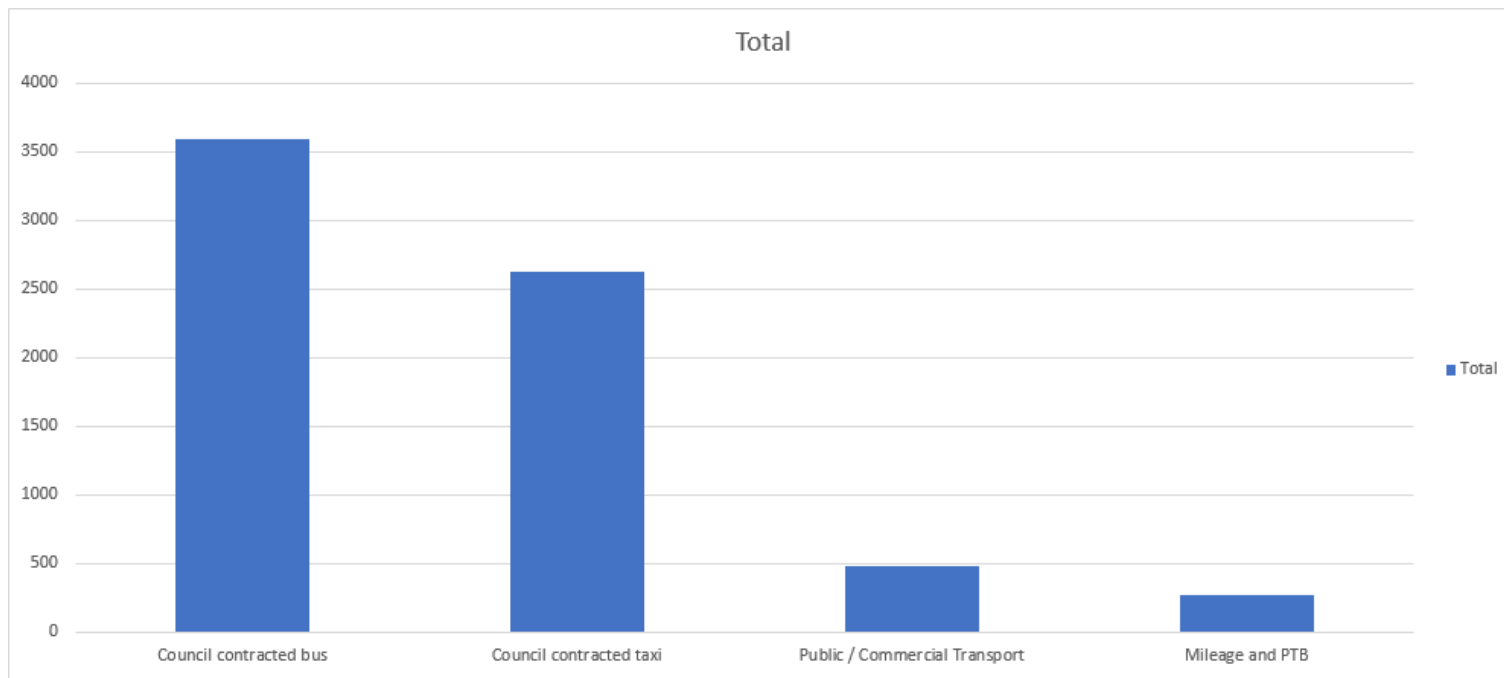
- Background Information
- School bus arrangements for September 2021
- SEND transport arrangements for September 2021
- Client Transport Improvement Programme Overview
- Improvement Achievements to Date
- School Transport Improvement Journey

# Home to School Transport Overview

- The Council is responsible for providing free transport for those who legally qualify. Approximately 6,700 students are eligible for transport assistance under the Council's Policy
  - 4,850 Mainstream
  - 1,875 SEND children
- We also sell spare seats that remain

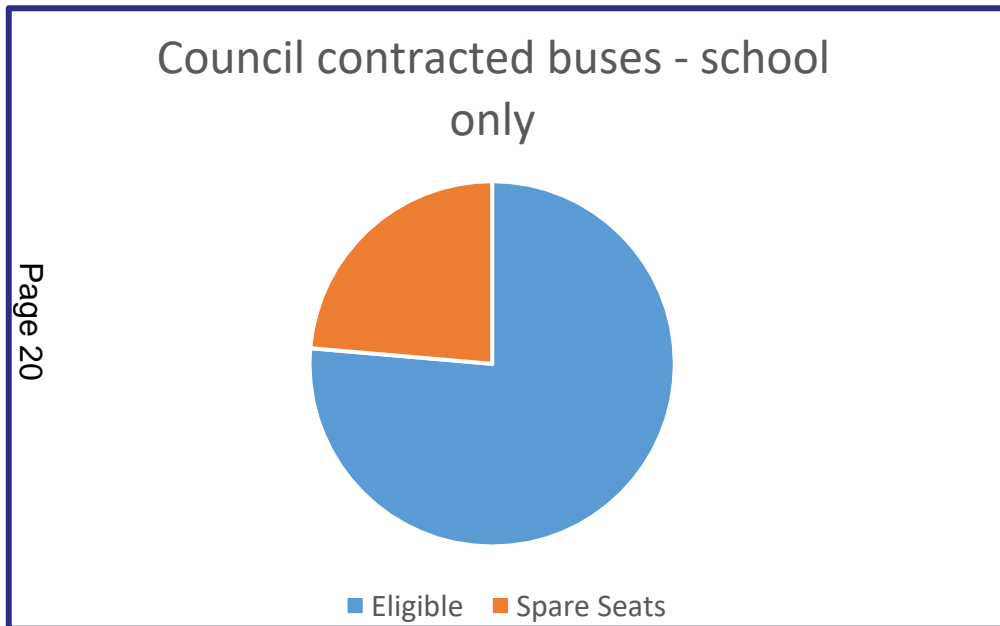
\* Data produced July 2021

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# Overview: School Bus Travel in Bucks

For children travelling by bus there are 3 types of buses used...



## Public Buses – General public

These services are open to the public and children can use them. The Council is not responsible for these buses as public transport in England is de-regulated.

## Private Coaches – School only

Private companies run some school only bus routes, funded by ticket sales. The Council is not responsible for these services.

\* Data produced July 2021

# School bus arrangements for September 2021

## Key Changes

- New Council bus routes & timetables – 74 Council run bus routes (16+vehicles)
- 14 additional bus routes run commercially (Independent of the Council).
- Spare seat scheme applications – Bus seats only advertised for sale where there are spaces available and no open-ended waiting list.
- Over 600 parents/carers have bought spare seats on Council buses for the academic year 21/22. This includes 276 new students and 340 continuing students. 328 new applications were received this year with 276 offers made (84% success rate for the parents who applied).
- New contracts in place (111 contracts in total – 74 big buses/coaches plus mini-buses).

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## Continuing arrangements

- Every child who is eligible for Council free transport continues to receive it.
- Detailed school bus timetables for all Council-run transport published online.
- Spare seats on school buses are sold where there is spare capacity on Council-run buses.
- Bus passes posted to parents in advance of school term start.

# SEND transport arrangements for September 2021

## Key Changes

- Major retendering programme for all SEND Transport contracts complete.
- 583 new contracts in place for September 2021.
- Parents informed in advance of any changes in the contractor providing transport.
- New information leaflet issued to all SEND parents, co-designed with FACT Bucks, on what parents can expect and service standards.
- Personal Transport Budgets available as an option for all SEND parents who want to receive a direct payment to make their own flexible transport arrangements rather than use Council provision.
- Post-16 SEND Transport charging introduced for Council arranged transport as a contribution towards costs (or alternatively the parent can opt to receive a payment to make their own arrangements).

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## Continuing arrangements

- Every child who is eligible for Council free transport continues to receive it.
- Each child has an individual assessment of their transport needs which operators are required to share with transport crew.
- Significant volume of applications to be processed during August/early September and high operational workload.

# Client Transport Improvement Programme Overview

The Client Transport Improvement Programme was set up in February 2020. The current programme objectives are:

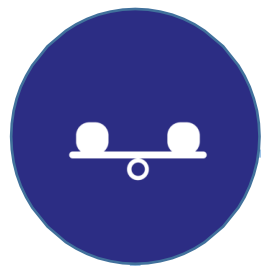
- To improve the customer experience;
- To ensure that the service manages its resources within budget;
- To ensure that the service operating model is sustainable, effective & efficient with robust contract management;
- To reduce demand for Council provided transport.

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The workstreams to achieve these are:

- Software
- Tendering
- Budget Control
- Customer & Operational Excellence
- Demand Management & Alternative Delivery Models

# Client Transport Improvement Programme Overview



## Stabilisation 2020/2021

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### Complete

- Smooth transport provision in Sept 2020.
- Restructure & business critical vacancies filled.
- New SEND Transport Application & Assessment process.
- New customer response system.
- Operational Management Information.
- New alternatives for SEND parents – Personal Transport Budgets.



## Transition 2021/2022

### Underway

- Re-tendering all transport contracts.
- New software introduced.
- Data Quality Improvements.
- Long term Strategy for supplier market & diversification.



## Service Transformation 2022/2023

- Modernised, high quality customer journey: self-service.
- Excellence in passenger transport nationally.
- Financially sustainable home to school transport.
- Alternative Delivery Options for SEND Transport.



# Improvement Achievements to Date

Currently there are 46 deliverables in progress within the Programme. 23 deliverables have been achieved since 1 March 2021. Key achievements include:

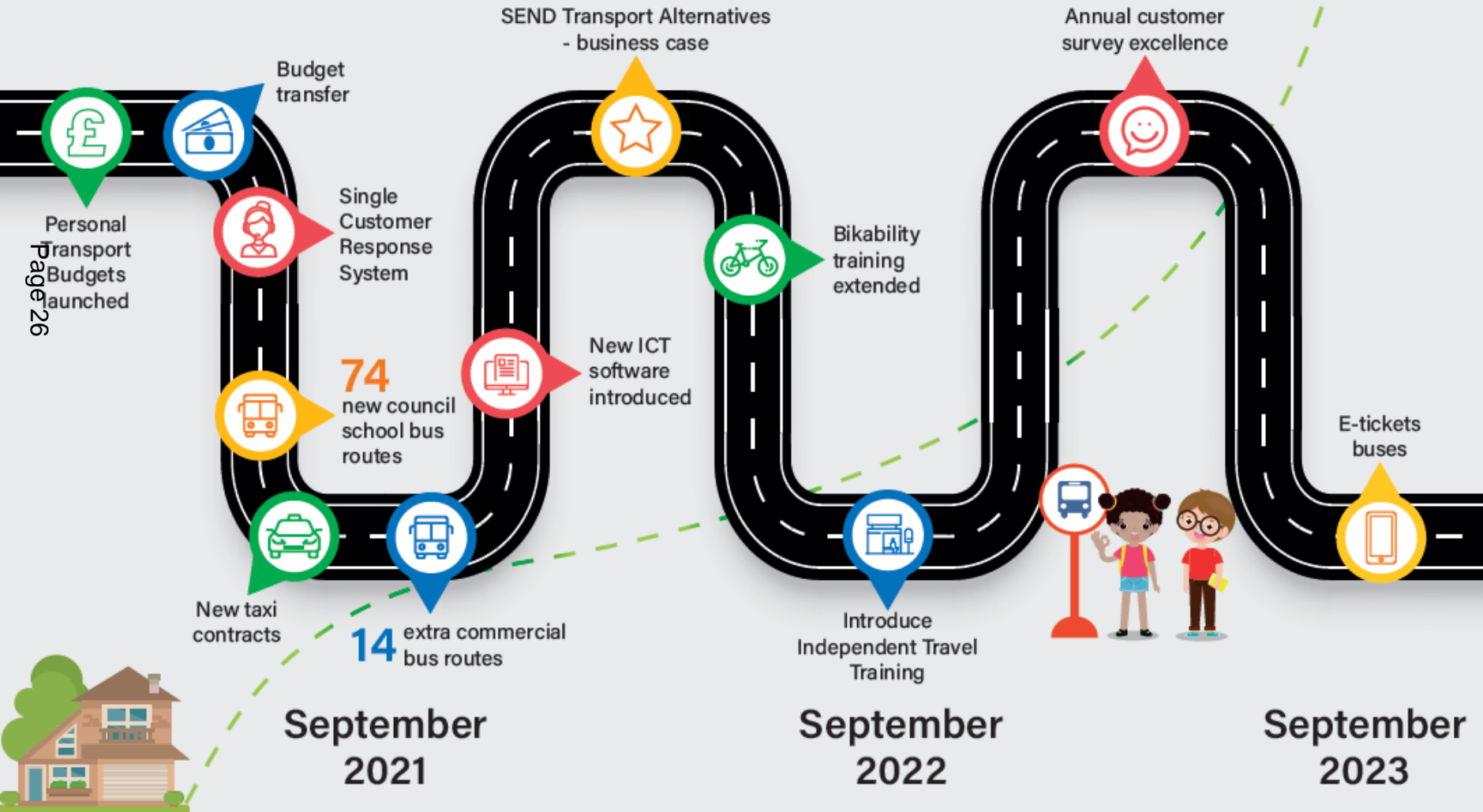
- *Budget Control:* Following the move of Education budgets to Transport Services in April 2021, this workstream has been established to manage the budget implementation and setting up the monitoring framework.
- *Customer & Operational Excellence:* Phase 1 of the management information dashboard has been developed to enable greater oversight of casework and team activity. KPIs have been developed and reporting will be facilitated via the management information dashboard.
- *Tendering phases completed:*
  - *Phase 1* – New Contracts live for all PRU and Post-16 SEND colleges.
  - *Phase 2* – Aylesbury SEND contracts
  - *Phase 3* – Chiltern & Wycombe SEND contracts
  - *Phase 4* – Bus tendering and commercialisation (more than 16 seats)
  - *Phase 4a* – Mainstream taxi contracts (up to 16 seats)



# School Transport Improvement Journey



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## Report to Transport, Environment and Climate Change Select Committee

**Date:** 16<sup>th</sup> September 2021

**Title:** **Bus Service Improvement Plans and Enhanced Partnerships**

**Author and/or contact officer:** Suzanne Winkels, Head of Transport Strategy,  
[suzanne.winkels@buckinghamshire.gov.uk](mailto:suzanne.winkels@buckinghamshire.gov.uk);  
Andrew Clarke, Head of Public Transport,  
[andrew.clarke@buckinghamshire.gov.uk](mailto:andrew.clarke@buckinghamshire.gov.uk)

### Recommendations:

1. That the Select Committee notes progress with the ongoing development of a Bus Service Improvement Plan (BSIP) to secure long term funding for vital bus services by 31 October 2021
2. That the Select Committee notes the Council's ongoing process of entering into an Enhanced Partnership with bus operators no later than 31 March 2022.

### 1. Executive Summary

- 1.1 Buckinghamshire Council committed to pursuing an Enhanced Partnership with bus operators on 30 June 2021. To continue this process, we also need to publish a Bus Service Improvement Plan (BSIP) by 31 October 2021. This paper notes progress with development of the BSIP document, and the engagement processes so far used to ensure views from the general public, councillors and bus operators are included. Enhanced Partnerships between local transport authorities and bus operators will be required for future discretionary bus funding schemes from Government from April 2022 onwards, including future iterations of the Bus Service Operators Grant.

- 1.2 The Government published its new National Bus Strategy, 'Bus Back Better' in March 2021<sup>1</sup>. This sets out how the government plans to spend the £3bn they committed to improve bus services outside London prior to the COVID-19 pandemic.
- 1.3 The aims of the National Bus Strategy are to make buses more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper and gives a greater role for the Local Authorities in the planning and provision of services.
- 1.4 The Government is seeking more consistency including integrated services, ticketing, bus priority, high quality information better frequencies, and service reliability.
- 1.5 Having committed to an Enhanced Partnership process, some steps remain:
  - a) **By the end of October 2021**, all LTAs should publish a local Bus Service Improvement Plan (BSIP), in partnership with operators.
  - b) **From April 2022**, have an Enhanced Partnership in place, *or* be following the statutory process to decide whether to implement a franchising scheme. Only services operated under an Enhanced Partnership or franchising scheme will be eligible for new funding streams to follow the Strategy.
  - c) **Annually** update the Bus Service Improvement Plan thereafter.
- 1.6 The Strategy sets a consistent framework for bus service planning and delivery across England outside London. It recognises the important role that bus services play in local areas but acknowledges that for decades, buses have been overlooked by policymakers and have not benefited from long-term funding commitments like roads and railways. The Strategy recognises the impacts of the COVID-19 pandemic.
- 1.7 The Strategy acknowledges that bus services can be confusing for passengers, split between different companies who do not accept each other's tickets. Traffic congestion has impacted the reliability and attractiveness of services, and public subsidy has fallen. However, usage in many areas continues to fall, and services are too infrequent or do not cover rural areas or indeed parts of urban areas. Further details of how the bus market in Buckinghamshire (and England as a whole) has changed in recent years were provided as part of a report for the Cabinet meeting on 29 June 2021.

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<sup>1</sup> 'Bus back better: national bus strategy for England', DfT: <https://www.gov.uk/government/publications/bus-back-better>

## 2. Background information

- 2.1 The National Bus Strategy identifies two alternative approaches to delivering bus service improvements: Franchising and Enhanced Partnerships. Adopting one of these service models will be a prerequisite for pursuing discretionary funding streams for buses from April 2022 onwards, with an interim stated commitment to pursuing one of these necessary from July 2021 onwards. Both options require a greater role for the Council in service provision which will have implications for staff resources.
- 2.2 Buckinghamshire Council gave a commitment to adopt the Enhanced Partnership approach in June 2021. The Franchising option was not considered appropriate due to the need for additional resource to determine routes and manage (multiple) franchise areas; the limited scope for commercial operators to propose additional routes and limited benefits to bus users.
- 2.3 An Enhanced Partnership is a statutory arrangement under the 2017 Bus Services Act which can specify, for example, timetables and multi-operator ticketing, and allows LTAs to take over the role of registering bus services from the Traffic Commissioners. This is a more formal extension of the joint working that has existed in Buckinghamshire for a number of years, which led to a number of successful initiatives including introduction of the High Wycombe 'Smartzone' multi-operator ticketing scheme and coordinated timetables on two bus corridors via Bus Qualifying Agreements.
- 2.4 Each LTA is required to produce a **Bus Service Improvement Plan (BSIP)** which will set out the strategy to improve bus services in Buckinghamshire that will be delivered through the enhanced partnership arrangement. The BSIP is expected to address the following:
- The whole of the LTA's entire bus service network
  - Objectives aligned to the National Bus Strategy
  - Set out how we will achieve the objectives in the Strategy
  - Be updated annually and reflected in the authority's Local Transport Plan
  - Be a tool for influencing the share of the £3bn of transformation funding each LTA receives
  - Set targets for journey times and reliability improvements
  - Identify where bus priority measures are needed
  - Set out pressures on the road network, air quality issues and carbon reduction targets which improved bus services could address
  - Set targets for passenger growth and customer satisfaction

- Set out plans and costs for fares, ticketing and modal integration
  - Over time LTAs will be expected to work across transport modes towards enabling a multi-modal ticketing scheme
  - Consider the impact of bus stops and shelters on passenger safety, security and accessibility
  - Consider the needs of schools, health, social care, employment and other services
  - Committing to a Bus Passenger Charter that sets out what passengers can expect from bus operators delivering local bus services across their area.
- 2.5 The BSIP must recognize the importance of bus priority measures, especially in more congested areas. To benefit from new funding, LTAs will be expected to implement ambitious bus priority schemes and draw up ambitious BSIPs. Statutory traffic management guidance will be updated to make promoting bus reliability an integral part of highway authorities' Network Management Duty.
- 2.6 It should be recognised that the guidance of BSIP is focused on more densely populated urban areas and core bus network areas. In lower-density, rural areas, less well-served by conventional buses, the Government will support new forms of provision, such as demand responsive transport (DRT). Buckinghamshire has recently been awarded a grant from the DfT Rural Mobility Fund (see Background Papers) to deliver two DRT schemes in Aylesbury and High Wycombe, which if successful, could pave the way for wider roll-out of similar schemes in future years.
- 2.7 The Government is committed to fundamentally reforming the main funding stream for bus services. The current Bus Service Operators Grant (BSOG) is a fossil fuel subsidy. The new funding regime will take a holistic approach targeted at the delivery of the policies in the Strategy as well as increasing patronage, and efficiency, improving the environment and securing modal shift from the private car.
- 2.8 Note that dedicated school-only services are not in scope for Enhanced Partnerships or BSIPs, as these do not qualify for public transport grants.

### **3. BSIP Development**

- 3.1 The National Bus Strategy makes it clear that Councils need to develop their BSIPs in close partnership with operators and engage openly with the general public on their priorities for bus service improvements.
- 3.2 The Buckinghamshire Bus Service Improvement Plan (BSIP) has been developed in line with and follows the structure set out in DfT guidance (see Background Papers). The BSIP development has been significantly constrained but the timescales set out

by Government but despite this the BSIP has been developed in partnership with bus operators, have undertaken consultation with the public, internal teams and the development of the BSIP has been guided by a specially established Member Task and Finish Group, as outlined below.

- 3.3 To support the development of the BSIP Buckinghamshire Council have appointed specialist consultants TAS partnerships to help guide the scheme.

### **Bus Operator Engagement**

- 3.4 Bus operators are our main partner in the development on the BSIP as they, along with Buckinghamshire Council, are responsible for the delivery of the BSIP through the Enhanced Partnership that we have committed to enter into with them. Through our consultants TAS we have met individually with every bus operator in Buckinghamshire and identify their challenges, opportunities and identified their priorities to improve the future of bus services in Buckinghamshire.

### **Task and Finish group**

- 3.5 A Task and Finish group has been established that is chaired by the Cabinet Member for Transport and is comprised of elected Members representing the broad geographical area of the county. They have helped monitor progress of the development of the BSIP and identify member priorities for improving bus services in Buckinghamshire. A total of four meetings have taken place as follows:
- 27 July - interactive workshop to establish Councillors' priorities
  - 24 August - recap of priorities and how these aligned to operator priorities.
  - 6 September - session included presentations from bus operator, to establish and discuss their priorities in relation to those from the general public and Councillors.
  - 22 September - Final Approval of the BSIP.

### **Public survey**

- 3.6 One of the DfT's requirements for the BSIP is to include priorities from members of the public as part of the overall scheme prioritisation process. To address this, we have published a survey through "your Voice" between 2nd August and 3rd September 2021 aimed at all members of the public, including bus users. Questions in the survey have been structured around the government's priorities as set out in the National Bus Strategy, while also allowing respondents to identify their own specific needs. The responses rates have been good, and we are currently finalising the analysis of this data.

## **Community Board / Parish Engagement**

- 3.7 We have encouraged Community Boards and town and parish councils and the High Wycombe Town Committee to respond to the public survey to ensure their local concerns and priorities are taken into consideration in the BSIP. Due to the timing of the BSIP deadlines and having to undertake consultation over the summer, we have not been able to schedule any discussions at local Community Board meetings. Instead, through the localities team, advised that we are happy to take feedback from Community Boards to ensure that their concerns are included if they wish to add anything over and above the survey.
- 3.8 The published plan will be a working document that can be updated annually and we will be able to undertake further engagement with transport users, operators and Community Boards and Parish Councils as part of this.

## **4. BSIP Draft Objectives and Priorities**

- 4.1 The key objectives of the BSIP are outlined below and encompass the priorities as identified through consultation and engagement. Please note that these are draft and have not yet been agreed with bus operators or the Task and Finish Group.
- **Encourage Growth:** To increase network coverage and increase patronage on the core transport network. This Supports wider objectives to provide better connectivity across the County and beyond and provide mobility for all. The first step will be to restore confidence in public transport and return to pre-COVID occupancy levels.
  - **Increase ease and attractiveness of bus use:** Ensure that public transport services are easy to use, the information is available on timetables and fares and ticketing are competitive and easy to understand and purchase.
- This will be achieved through keeping fares attractive to passengers and support travel between different destinations across multiple-operators and facilitate multi-modal transfer. This would be achieved through maximising the use of technology to introduce through ticketing; multi-operator ticketing – so people can use any operator on the same route - and daily capping of fares .Also by ensuring fare structures are in place that are attractive to all users including student and young person discounts.
- Providing accessible and convenient information on timetables and internet and mobile apps that provide real-time updated schedules and timetables.



- **Increase Reliability:** Provide a transport network that is well maintained, free flowing, and always operating efficiently. This would be achieved through bus priority measures, Priority Public Transport Corridors and agreed service levels and reliability targets with operators.
- **Protect transport users:** – Ensure the safety and security of all transport users. Include levels of cleanliness, improved lighting at bus stops to ensure that they feel well maintained and safe. Ensure all services are fully accessible to all users. Include additional driver training to protect more vulnerable users.
- **Protect the environment:** –Buses can replace the need for several car journeys and help to support the environment by reducing the number of vehicles on the road. The BSIP will support decarbonisation through encouraging bus use, and to improve upon existing bus emissions levels through higher minimum standards for buses.

4.2 To achieve these objectives, we are developing a number of measures which are outlined in the Appendix A at the end of this report. These will be agreed with operators and translated into priorities and targets to be included in the BSIP. Again, please note that these are draft and have not yet been agreed with bus operators or the Task and Finish Group.

## 5. Remaining timetable for delivery

5.1 **At the Cabinet meeting of 19 October**, approval will be sought to publish the final draft version of the BSIP, subject to any required corrections.

5.2 **By the end of October 2021**, we will need to publish the BSIPs in line with Government requirements.

5.3 **From April 2022**, The Signed Enhanced Partnership will need to be in place with bus operators.

5.4 **Annually**, LTAs will need to update and publish new versions of their BSIPs. It is assumed that this will be one year after the first BSIP, i.e. October 2022 onwards. Other monitoring requirements are unclear at this stage.

## 6. Legal and Financial Implications

6.1 In February 2021 the Government announced long-term funding of £3bn for buses in England outside London, which will be invested in new and increased services

(including support to the bus sector to recover from the pandemic). The BSIP is the means that we bid for part of this funding to improve bus services in Buckinghamshire.

- 6.2 £450m of the proposed £3bn funding to improve bus services in England is expected to be made available later this year, with the remainder being distributed at the next Spending Review in late 2021. DfT have also recently clarified that there is a requirement (initial guidance received in August 2021) to provide cost estimates for any proposed schemes as part of the BSIP. We are engaging the support of our consultants to develop these estimates. These will be used as part of the DfT's funding formula for distributing funding, although details of this formula are not available at present. No additional council funding is envisioned to be required at this stage.
- 6.3 DfT have provided us (and other LTAs) with £100k funding to cover delivery of the BSIP. This has already been used to cover consultancy costs with TAS Partnership, who have been assisting with bus operator engagement and the BSIP drafting process since July 2021 and additional resource in the Passenger Transport Team.
- 6.4 There are no legal implications associated with developing the BSIP but the Enhanced Partnership which will be developed from it is a legally binding agreement that is separate from the BSIP.

## **7. Corporate implications**

- 7.1 The Strategy puts forward an ambitious timetable which places the onus on LTAs to deliver. Critical work will need to commence as a priority in order to meet these challenges timescales. This is especially challenging for Buckinghamshire Council as the Public Transport Team has limited staff resources.
- 7.2 Many of Buckinghamshire's bus services operate to places outside of the Council area such as: Milton Keynes, Slough, Oxfordshire, Central Bedfordshire, South Northamptonshire, and Hertfordshire. Larger operators will already be entering into partnerships with these other Local Authorities.

## **8. Communication, engagement & further consultation**

- 8.1 Once produced, the BSIP will be published, offering a basis for further communication and engagement with the general public and community boards. After October 2021, this will be a working document, forming the basis for future engagement on bus priorities for Buckinghamshire as a whole. It is expected that feedback from the public will enable later versions of the BSIP to improve with local insights, from both the public and bus operators.

## **9. Background papers**

- 9.1 Bus Back Better: national bus strategy for England:  
<https://www.gov.uk/government/publications/bus-back-better>
- 9.2 National Bus Strategy: bus service improvement plans – guidance to local authorities and bus operators: <https://www.gov.uk/government/publications/bus-service-improvement-plan>
- 9.3 The Bus Services Act 2017: Enhanced Partnerships:  
<https://www.gov.uk/government/publications/bus-services-act-2017-enhanced-partnership-creation>
- 9.4 DfT Rural Mobility Fund website:  
<https://www.gov.uk/government/publications/rural-mobility-fund>

## 10. Appendix: Summary of Bus Service Improvement Plan key measures

The following table is based on the template required for submission to the Department of Transport alongside the main BSIP document.

<b>Make improvements to bus services and planning</b>	
<i>More frequent and reliable services</i>	
Review service frequency	<p>Current service levels and Timetables are at near pre-COVID service levels but not bus patronage – need to take this into account to secure existing route network.</p> <p>Urban network – minimum 15-minute service on key corridors during daytime and 30-minute evening frequency</p> <p>Links to new housing developments</p> <p>More demand-responsive evening services.</p>

<p>Increase bus priority measures</p>	<p>Priority Public Transport Corridors</p> <ul style="list-style-type: none"> <li>• Aylesbury PPTC</li> <li>• High Wycombe PPTC</li> <li>• A4, A355 and A404 corridors.</li> </ul> <p>Town centre improvements:</p> <ul style="list-style-type: none"> <li>• Aylesbury gyratory</li> <li>• High Wycombe Town Centre</li> <li>• Frogmoor (<u>near High Wycombe</u>)</li> </ul> <p>Potential Bus Priority at junctions:</p> <ul style="list-style-type: none"> <li>• High Wycombe railway station</li> <li>• Exiting Wycombe bus station onto Bridge St and from Bridge St onto Oxford Rd</li> <li>• Exiting Wycombe Coachway onto Handy Cross roundabout</li> <li>• Right turn from Marlow Hill into Coachway</li> <li>• Marlow Hill gyratory</li> <li>• Right turn for buses only from A404 coming from Wycombe towards Amersham at Whielden Lane towards Amersham Hospital</li> <li>• A bus only slip road from the original end of Maxwell Road on to the A355 to by-pass the new roundabout at the junction of Amersham Road and the new road due to link with Pyebush roundabout.</li> </ul>
<p>Increase demand responsive services</p>	<p>Successful Rural Mobility Fund (RMF) bids – two DRT schemes to start this year – maximise use and promote as an alternative for evening services.</p> <p>In future years depending on success of DRT to deliver in other areas</p> <p>Abbey Barn Park and Penn Wood developments - S106 funded</p> <p>Role of community transport in filling gaps in rural services</p>

Consideration of bus rapid transport networks	Not for now but possible later with larger new developments and funding availability
<i>Improvements to planning / integration with other modes</i>	
Integrate services with other transport modes	<p>Improved links to key rail stations</p> <p>Co-locating bus stops with cycle parking and e-scooter pick-up points including major bus stations</p> <p>Bus links to East West Rail; especially Winslow station</p> <p>Links to Heathrow &amp; Luton Airports</p> <p>Lewknor interchange; High Wycombe park &amp; ride with coach services</p> <p>X5 at Buckingham</p>
Simplify services	<p>Reduce head to head competition and co-ordinate service provision to create better frequencies for users</p> <p>Branding – identifying with specific routes, e.g. ‘Rainbow Routes’.</p> <p>Route map branding, i.e. replicating the design of Beck-style bus stop maps in London</p> <p>All services through the same location to serve the same bus stop to give clarity of where to catch buses from</p> <p>Investigate implementation of express bus services</p> <p>Better coordination of services on key corridors</p> <p>Linked also to through ticketing and multi operator ticketing</p>
Review socially necessary services	<p>Replace some subsidised services with DRT</p> <p>Maintain our socially-necessary subsidised rural service network</p> <p>Work with partners to develop alternative community-led bus schemes</p> <p>Increase evening and Sunday provision</p> <p>Investigate the use school contract resources to help improve service frequency</p>

Invest in Superbus networks	<p>Investigate pathways to achieving a core interurban network, to eventually have minimum frequency and vehicle, branding and infrastructure standards</p> <p>Suggest parallel interurban express bus and local bus provision, i.e. same end destinations but different intermediate stops – aim to be more competitive with cars.</p>
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<i>Improvements to fares and ticketing</i>	
Lower fares	<p>Extended Youth Discount Scheme</p> <p>Alignment of Youth Discount Scheme with improved 16-21 ticketing offer from operators, potentially to follow Carousel’s flat fare model</p> <p>Coordination with Bucks New University</p> <p>Jobseekers allowance discount scheme</p> <p>Re-establish Heathrow worker’s discount scheme in partnership with LHR</p>
Simplify fares	<p>Ensure common technology across operators</p> <p>Through ticketing and one bus ticket for any operator</p> <p>Introduce Tap-on / Tap-off multi-operator fare capping (similar to London ticketing), including mobile phone pay</p> <p>Ensure alignment of ticket types, e.g. single, return, day, weekly etc.</p> <p>Introduce carnet products</p> <p>Discuss tighter integration with rail operators</p> <p>Ensure all operators can read QR codes and accept payment by contactless bank card</p>

<p>Integrate ticketing between operators and transport</p>	<p>Linked to the above – to ensure operators have the technology</p> <p>Use of the Intalink Explorer as county wide day ticket</p> <p>Extended HW SmartZone with outer zone to minimum cover 1/1A route</p> <p>Create new Aylesbury SmartZone, with inner and outer zones.</p> <p>Joint ticket zone in Slough &amp; Maidenhead area in conjunction with Slough &amp; RBWM Councils.</p> <p>greater bus / rail ticket integration building on Plus Bus.</p>
<p><b>Make improvements to bus passenger experience</b></p>	
<p><i>Higher specification buses</i></p>	
<p>Invest in improved bus specifications</p>	<p>Next stop audiovisual systems (i.e. similar to TfL iBus system), where not already available</p> <p>On-board USB / wireless charging</p> <p>WiFi on longer inter-urban routes</p> <p>Introduce Maximum vehicle age</p>
<p>Invest in accessible and inclusive bus services</p>	<p>Improve timetable information. Website / App Based / paper based with real time updates available</p> <p>Improve well-used bus stops – add hardstanding to allow step-free access where not already available</p> <p>New guidelines for housing developments to include bus stops in an early stage of design – transport-by-design</p> <p>Stokenchurch Business Park improvements – increased turning circle to allow improved bus service access to the end of the village</p> <p>Review bus access in commercial areas, e.g. Cressex Business Park</p> <p>Upgrade of Bus stations</p>



<p>Protect personal safety of bus passengers</p>	<p>CCTV on all buses  CCTV and lighting at key bus stops  Improve lighting  Improve cleanliness  Review bus stop locations  Minimum customer service training for drivers  Encourage diverse range of bus drivers  Increased consideration of needs of vulnerable groups  Upgrade of Bus station especially Aylesbury Bus Station with options for future relocation and small bay allocations at High Wycombe bus station</p>
<p>Improve buses for tourists</p>	<p>New and improved links to local tourist attractions  Bus map to list destinations  Discounted entry for bus users  e.g. Waddesdon integration with existing shuttle bus, Hughenden Manor, Stowe, Silverstone, Pinewood</p>
<p>Invest in decarbonisation</p>	<p>Minimum Euro 6 emissions standards for core network and Euro 5 for infrequent rural services.  Increase modal shift in favour of decarbonisation; increasing patronage has a larger impact than changing drivetrain locally  Moving toward zero-emission buses where technology can meet requirements of topography and route length Support Community Transport services investing in EVs, e.g. Risborough Bus, Winslow; investigate developer funding through section 106 payments.</p>
<p><i>Improvements to passenger engagement</i></p>	
<p>Passenger Charter</p>	<p>Set up a passenger charter with KPIs for key areas of operation and vehicle and infrastructure standards.  Set up and hold regular public forums / users group</p>

Strengthen network identity	<p>Refresh route branding on urban and interurban networks</p> <p>Further promotion of Rainbow routes</p> <p>Sensible branding for cross-boundary services</p>
Improve bus information	<p>Updated reliable timetabling – website / app and paper based inclusive of all services.</p> <p>Operators to provide information on all services not just own</p> <p>Buckinghamshire Council-published maps</p> <p>Building on NextBus app – joint app which shows all available bus services, not just operator’s own</p> <p>RTPI systems – additional coverage</p> <p>Kindle-style e-paper bus stop and bus station displays to allow faster updating of information</p>
<b>Other measures</b>	
Other	<p>Setting a small number of fixed timetable change dates through the year.</p> <p>Work with large employers in Buckinghamshire to ensure that modal shift of employees and / or customers / visitors can be maximised</p>



## Report to Transport, Environment and Climate Change Select Committee.

**Date:** 16th September 2021

**Reference number:** N/A

**Title:** Highways Services Procurement Update

**Relevant councillor(s):** Steve Broadbent, Cabinet Member for Transport

**Contact officer:** Rob Smith

**Author:** David Farquhar

**Ward(s) affected:** All wards, as a council wide service

**Purpose of report:** This paper provides an update on the proposed way forward for this project and asks members.

- 1. To note the proposed new Operating Model for the Council's Highways Service and in particular the on-going development of the Council's client team.**
- 2. To note the progress to date with regards the procurement of a new Highways Services Contract,**

### **1.0 Executive summary**

**1.1** The Council's current Highways service is provided under a fully integrated arrangement by Ringway Jacobs (RJ) and is delivered by approximately 220 staff. RJ also use a supply chain of providers to deliver the service.

**1.2** The contract was awarded to RJ in 2009 and is an 8-year contract with a possible extension of 7 years, 6 of which have been granted. A decision was taken by the Council in

July 2020 not to award the final 7<sup>th</sup> year, which means the current contract finishes on 31<sup>st</sup> March 2023.

**1.3** The current service is essentially outsourced, and up till very recently, there was only a very small 'in house' client team to commission work, administer the contract, check and challenge in terms of value for money and monitor the quality of work delivered.

**1.4** It is a circa £45m per annum contract delivering all of the transportation and highways services, in terms of maintaining the highway.

**1.5** Following a thorough analysis and options appraisal, the current model of delivery was not viewed as being the most appropriate to achieve the outcomes of the service or to contribute towards some of the key strategic objectives of the Council.

**1.6** A new operating model was developed as shown in **Appendix 1**, and as explained more in this report.

**1.7** In addition and as part of this new operating model a new Client team structure has been developed to increase the capacity to better manage and direct the service as well as carry out the procurement exercise and is shown in **Appendix 2**.

**1.8** Development and recruitment has already commenced, and the majority of the new positions have now been filled. In addition, the successful transfer back into the Council of the Local Area Technicians (LATs), Customer Compliance Officers (CCOs), the communications team and the parking management team was carried out on 1<sup>st</sup> January 2021.

**1.9** The final stages of the development of the Client team, comprising the transfer of the Asset Management, Network Management, Network Safety, Inspectors and some capacity to carryout minor design is scheduled to happen during 2022 and towards the end of the current contractual arrangements.

**1.10** In addition, a Project Team has been assembled to procure the new set of contractual arrangements, including determining the scope, specification, etc. and duration, to best facilitate and deliver investment and delivery of the service in the future.

**1.11** A detailed programme with key dates and milestones and showing progress is shown as **Appendix 3** and in more detail within this report.

## **2.0 Background:**

**2.1** The Council's current contract for Highways Services was awarded to Ringway Jacobs in 2009. It is an 8 year contract with a possible extension of 7 years, 6 of which have already been granted. A decision not to grant the final year extension was taken in July 2020, and as such the contract will expire on 31<sup>st</sup> March 2023.

**2.2** It is a circa £45m per annum contract delivering all of the transportation and highways services, in terms of maintaining the highway. The current service is provided by Ringway Jacobs (RJ) and is delivered by approximately 220 staff, 5 of which are employed in managing the delivery of the off-street parking service which is contracted separately to NSL. They also use a supply chain of providers to deliver the service. The contract is managed by the existing client team.

**2.3** The current scope of the contract includes the following services:

- Routine Maintenance including defect repairs, drainage, highway grass cutting (non-devolution areas), weed killing, signs and lines.
- Winter Maintenance including gritting
- Street Lighting Design and Maintenance Works
- Management of all Street works on the Highway
- Design and Delivery of the Capital Maintenance Programme (Resurfacing)
- Traffic Signals and Intelligent Traffic Systems
- Structures – maintenance and improvement works
- Network Safety
- Network Improvements, including some larger capital projects for the Council
- Asset Management
- Local Area Technicians and Customer Compliance Officer (CCOs)
- Communications
- On Street Parking including management of the NSL Contract

**2.4** The contract is a bespoke contract but based on the principles of the New Engineering Contract (NEC) 3 Option C. It is a target cost contract where payment is based on actual (defined cost) and if the project cost comes under the Task Order values then a sharing of the savings is made between both parties.

**2.5** The contract is an open book contract with all costs visible to the client.

**2.6** As the service is essentially outsourced, there was only a very small 'in house' client team to commission work, administer the contract, check and challenge in terms of value for money and monitor the quality of work delivered. In 2013 a Buckinghamshire County Council Select Committee enquiry concluded that the 'in house' client had been significantly reduced since the contract was awarded to such an extent that it had insufficient capacity to effectively carry out the above functions and manage the contract effectively. Although additional resources were introduced, it was still one of the slimmest 'in house' clients across the country comprising 4 full time and 3 part time staff.

**2.7** In January 2021, the client team was further expanded with the transfer back in house of the Local Area Technicians (LATs), the Customer Compliance Officers (CCOs) and the communications team. Appointments to 5 new positions within the proposed new Client team, as highlighted and shown in **Appendix 2** have also been made, as part of the phased approach to increasing the capacity of the client team.

**2.8** In addition to the above, and as previously stated, an element of the current outsourced model comprises the Parking Services, whereby the Council has a contract with NSL for their civil enforcement officers (CEO's) for 'on street' enforcement. The remainder of the service, including the management of the entire service, is carried out by the transport services provider, Ringway Jacobs, (RJ) including the overall management of NSL. This NSL contract is due to finish in September 2021.

### **3.0 Issues and analysis.**

**3.1** With the Council now operating as a unitary council together with changes in the industry, it was agreed to alter the arrangements to better reflect and meet the needs of the new council. While it is anticipated that the overall scope of services within the remit will remain similar, it was proposed to significantly alter how the service will function.

**3.2** In addition to the above and following the financial pressures and difficulties that have been experienced by some of the major suppliers in the sector, including the collapse of Carillion, having a single provider for all areas of the service was also seen as a risk that needed addressing.

**3.3** Following a thorough analysis, the current model of delivery was not viewed as being the most appropriate to achieve the outcomes of the service or to contribute towards some of the key strategic objectives of the Council. In addition to the above, the key limitations included:

- lack of client capacity to offer advice and guidance to elected members and key stakeholders including Town and Parish Councils, BIDs & Community Boards,
- working relationships and communication with the elected members, local councils and the local communities,
- the existing ability to achieve and demonstrate value for money,
- delivering effective and efficient services to meet the needs of the community,
- lack of client capacity to deal with requests made for small improvements to the network.

**3.4** An analysis of the various models that exist in the market was carried out and assessed to their appropriateness to deliver the strategic objectives of Buckinghamshire Council and ensure that ultimately a fit for purpose, value for money service is delivered. Details of the proposed model are contained in this report.

**3.5** It was proposed to significantly alter the current arrangements and increase the size of the client team from the previous team of 4 full time and 3 part time staff to the team shown in **Appendix 2** through a phased approach. This enables the client team to firstly, facilitate the re-procurement of the highways services contract and thereafter, manage the

contractual arrangements going forward and better influence and control the policy, levels of service, programmes of work and control of the use and occupation of the highway network. It will also enable and facilitate improved working relationships and communication with the elected members, local councils and the wider community.

**3.6** The first phases of increasing the capacity of the Client team have already been undertaken with the transfer back in house of the Local Area Technicians (LATs), the Customer Compliance Officers (CCOs) and the communications team completed in January 2021. In addition, several new key positions in the team have been appointed.

**3.7** The final phase of the proposed future development of the Client team is the transfer back in house of the Asset Management, Network Management and Network Safety teams, in addition with the Inspectors and some capacity to carryout minor design. This is scheduled to happen during 2022 and towards the end of the current contractual arrangements. This will involve a TUPE transfer of staff from the existing service provider. It is proposed to carry this out prior to the new contractual arrangements commencing in April 2023, to provide some stability and safeguard standards of service delivery throughout the transition period, when many other changes are occurring including potentially other TUPE transfers between the current service provider and any potential new providers.

**3.8** The above changes will allow the client to better influence and control the policy, levels of service, programmes of work and control of the use and occupation of the highway network.

#### **4.0 New operating model.**

**4.1** The analysis of the range of the different delivery models was carried out during May 2020 by an in-house team including the previous Cabinet Member for Transport, Councillor Nick Naylor, and supported by industry experts and research.

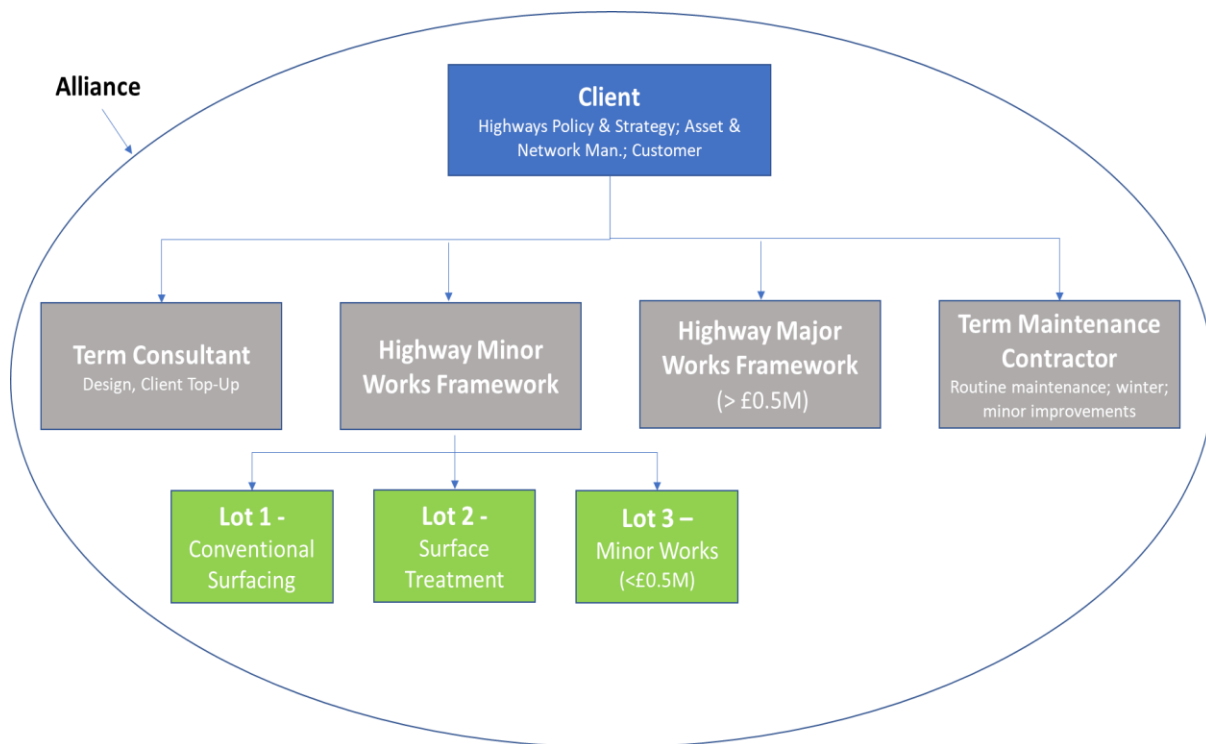
**4.2** The new operating model as shown in **Appendix 1** and in Figure 1 below was agreed at Cabinet on 2<sup>nd</sup> March 2021. For completeness, **Appendix 1** also shows the previous model and proposed model by function to give some context to the changes being proposed. This will provide the ability to both challenge and demonstrate quality and value for money, while maintaining resilience in delivering the service, in particular the winter service.

**4.3** While a similar range of activities to those described above will still be delivered, they will be carried out via new contractual arrangements as detailed below. This model is believed to be the best option to not only address the issues and concerns of the current model but also deliver an efficient and effective service and meet all the requirements of the highway authority.

**4.4** The new model comprises:

- **An increased and enhanced in house team** as described above and as shown in **Appendix 2**.
- **A Principal Contractor.** The appointment of a principal contractor to deliver all routine maintenance on the network, comprising small scale and localised pothole repairs and patching, gulley cleaning and drainage maintenance, cyclical grass cutting and verge maintenance, maintenance of traffic signals, signs and lines, bridges, structures, footpaths, and street lighting, with sufficient workload to support a workforce that has resilience to carry out winter maintenance and other emergency services. This contract will be based on the NEC 4 suite of contracts and adopt a schedule of rates approach.
- **4-year Frameworks.** The remainder of the larger works will be commissioned via two 4-year frameworks, the first comprising three lots as shown in Figure 1. Work would be awarded based on a performance, quality, and price basis. These frameworks would comprise functions and activities such as surfacing works, large drainage projects, footpath improvements, junction and road improvements etc. The frameworks will on a schedule of rates and with an option for Target Cost approach for small and larger projects. This will promote value for money through cost analysis and assessment of performance. In addition, having a range of service providers available to the Council for different areas of the service, as opposed to a single provider, will give more assurance and resilience in delivery of service.
- **A Term Consultant.** The appointment of a term consultant which not only supports and complements the maintenance activities, but also has the ability to support and assist with network safety, feasibility and preliminary design of major projects, not only within the highways service but across other parts of the Council, in particular the planning and infrastructure services. They would also support the in-house client team and provide specialisms and expertise as well as top up service in peak demands. The TCC will similarly adopt a schedule of rate approach based on hourly contractual rates.
- Thereafter all parties would sign up to be part of an **alliance**. This would comprise all parties agreeing to share information and best practice, work together in a consistent and collaborative way to ensure efficient and effective delivery of service and operate as a single Buckinghamshire Highways team.





**Figure 1**

**4.5** It is anticipated that the new model will improve on the existing contractual arrangements in a number of ways, not just the benefits that have been articulated in this report, but be able to promote and demonstrate value for money (VFM) and quality through a number of measures,

- a client team who has the expertise and capacity to be able to both challenge and check value and quality,
- mini competition via the frameworks and thereafter comparison against the term maintenance contractor,
- market tested and transparent schedule of rates,
- a term contractor and consultant who work under a clear client brief,
- contract mechanisms which both incentivise right first time and have the ability to ensure appropriate remediation at no extra cost to the Council,
- provide potential opportunities for investment and innovation which will deliver efficiencies that both offset any additional costs and deliver savings through transformation.

**4.6** In addition, the contractual arrangements will have clearly defined specifications, conditions and a range of performance indicators in which to measure performance and quality against. They will also have terms and conditions attached which will give guidance and direction on issues of dispute resolution, if such matters should arise.

**4.7** The agreed contract duration for both the TMC and the TCC will be 8 years with the opportunity to award 2 number 2-years extensions. These extensions would be subject to a qualification criterion, which will not only incentivise services providers to deliver a good

quality and efficient service, but also promote continual improvement. There will be two levels of performance, a minimum which is expected to be met and a desirable which, while challenging, should also be attainable.

**4.8** Subject to the relevant criteria being met/achieved then it would be proposed that a review be carried out by officers with a recommendation by the Head of Service/Service Director for a Key decision by the Leader or Cabinet Member (if delegated) to approve the award of any extension.

**4.8** For the Frameworks, the current Public Contracts Regulations 2015, limit the duration to a maximum of 4 years, and while they can be for a shorter period, it was agreed that we should adopt this timescale.

**4.9** In addition to the above, an element of the current outsourced model comprises the Parking Services, whereby the Council has a contract with NSL for their civil enforcement officers (CEOs) for on-street enforcement. The remainder of the service, including the management of the on-street parking service and NSL was carried out by Ringway Jacobs, (RJ). Following discussions with the cabinet member for Parking Services at the time, it was decided to transfer back into the Council the existing parking management team from RJ. This process was carried out in conjunction with the TUPE transfer of the other teams from RJ and was also completed on 1st January 2021.

**4.10** It was also decided that, when the current contract with NSL for on-street civil enforcement which is scheduled to finish in September 2021, the individuals involved in this area of work will also transfer back into the Council. A further piece of work on how these elements for on-street parking services will be incorporated into the Council along with the existing off-street parking teams is being progressed and is part of a separate workstream.

## **5.0 Governance arrangements, Procurement, Programme and progress.**

**5.1** To carry out the procurement of these new contractual arrangements a project team was established with representatives from across the council, including, Finance, HR, Procurement, Legal as well as Highway Officers.

**5.2** A Project Board comprising senior officers from Finance, Legal, Procurement, HR, IT and Communications was also established and is reported to monthly to seek their views and comments on the various matters and getting agreement and sign offs as appropriate.

**5.3** In addition, a Member Reference Group, chaired by the previous Cabinet Member for Transport, Councillor Nick Naylor was established in November 2020, before being disbanded in March 2021. This has now been replaced by a Member Task and Finish Group who will contribute to and challenge the process as well as ensuring the project has the

appropriate level of member involvement and scrutiny. It is chaired by the Cabinet Member for Transport, Councillor Steve Broadbent.

**5.4** The procurement exercise is one of the largest that the Council carries out and a phased approach to cater for the demands placed upon officers has been adopted.

**5.5** The project is on schedule and the first contractual documentation, the initial Selection Questionnaire for the Term Maintenance Contract (TMC) was issued to the market on 10<sup>th</sup> August and is due to be returned on 13<sup>th</sup> September. Some of the other key dates are as follows:

- Initial Selection Questionnaire documents for the Term Consultancy Contract (TCC) issued October 2021, returned November 2021
- Initial Tenders for TMC issued October 2021, returned December 2021
- Negotiation period for TMC, January 2022 – February 2022
- Initial Tenders for TCC issued January 2022, returned February 2022
- Final Tenders for TMC issued January and returned April 2022
- Issue of Initial documentation for the Frameworks April 2022
- Negotiation period for TCC, March 2022, returned April 2022
- Final Tenders for TCC issued April 2022, returned May 2022
- Select Preferred Bidders for both TMC and TCC June 2022
- Award of Contracts - August/September 2022
- Start of new Contractual arrangements - April 2023

**5.4 A** detailed programme with key dates and milestones is attached as **Appendix 3**.

## **6.0 Member Engagement**

**6.1** In addition to the above and in order to better promote positive Member engagement and enable Members to better interact with the service, particularly at a local level, ward boundaries are to be based around the previous County Council divisions and, the following actions have been carried out:

- The current Local Area Technician role will be refocused as the key Ward Member liaison point and the principal point of contact for Town and Parish Councils and other local stakeholders. To support this and ensure consistency a new programme of training and awareness for the LATs has been developed and is currently being implemented.

- The number of LATs have been increased from 14 to 16, to align with the Community Board areas. Any associated increase in expenditure will be offset by savings realised through the Highways service review process which is currently underway.
- Monthly Member “surgeries” have been instigated with LATs for all ward Members in the Community Board areas (via MS Teams in the first instance because of COVID) to discuss key issues and communicate the progress with works programmes and service initiatives.
- The LATs will service Community Board sub-groups feeding into wider community/parishes and devolution agenda.
- We are continuing to encourage Members to “self-serve” using FixMyStreet and the Member’s portal.
- An annual Stakeholder Conference on the Highways Service will be held for all Members and Town and Parish Councils to communicate key issues and take feedback on service standards etc.

**6.2** In relation to the Community Boards, the LATs and CCOs will support and provide advice on

- General highways issues and works happening in the board area
- Small-scale safety and environmental schemes that the board feels are a priority

**6.3** This would be as an initial point of contact and may need the LATs to then liaise with the relevant technical teams e.g. Network Safety, etc. to respond further to the sub-group. The LAT would also then be responsible for the delivery of small-scale schemes that the board chooses to take forward.

**6.4** In addition, the wider boards will receive two update meetings from Highways per year, on an area wide basis, with the boards split into three groups, ideally, one in autumn and one in spring. These would be attended by a relevant senior manager, area managers and CCOs and aim to give a general update on highways work, but also an opportunity for the parishes/town councils and Local Members to discuss more strategic issues concerning them.

## **7.0 Legal, Procurement, Financial and HR implications**

**7.1** The paper has been agreed with HR, Legal Services, Procurement and Finance Services.

**7.2** In respect of Finance, the approved 2021/22 budget includes provision to enable the procurement exercise in line with the above recommendations. Additional funding of £190k

in 22/23 will be required to conclude the procurement process which will be recommended as part of the forthcoming MTFP process.

**7.3** While the additional costs for the additional resources are able to be accommodated within the existing budget, additional funding of £300k for 22/23 has been recommended as part of the MTFP process in order to fund the additional resources for the first stage in the creation of a larger client team. At the point of the start of the new contract in April 2023, this will be at least a 'net nil' position, as corresponding savings will be achieved as part of the new contract and again this will be reflected in the forthcoming MTFP.

**7.4** Procurement, who are heavily involved in the project, have appointed additional and expert resources to give support and advice for the project, and these costs are catered for within the project budget.

**7.5** HR are also involved with the project giving both support and advice, in particular the recruitment process as well as leading on the TUPE transfer process.

**7.6** Legal Services have also provided support and advice, and again have appointed additional and expert external resources to give support and advice, Equally, these costs have also been allowed for within the project budget.

## **8.0 Corporate implications**

**8.1 Equality.** An equalities impact assessment has been undertaken and is kept under review and updated as appropriate.

**8.2 Data.** An initial data protection and security implication assessment was also undertaken, to assist and inform the procurement process where necessary, and to ensure that any decisions take account of data security and GDPR requirements. These assessments are kept under review and updated as and when required.

## **9.0 Consultation and communication**

**9.1** There has been consultation with other service areas from across the Council who have either used the highways services contract in the past or may have call for using it in the future and their feedback has and is being used to assist in shaping the scope and content of the contracts.

**9.2** Officers continue to be in contact with other highways authorities from across the country and have regular meetings with neighbouring councils to glean and share information.

**9.3** Previously a Member Reference Group comprising five elected members, including the Cabinet Member for Transport, was established and monthly meetings were held where their input and comments were sought on the various subjects. This Member Reference

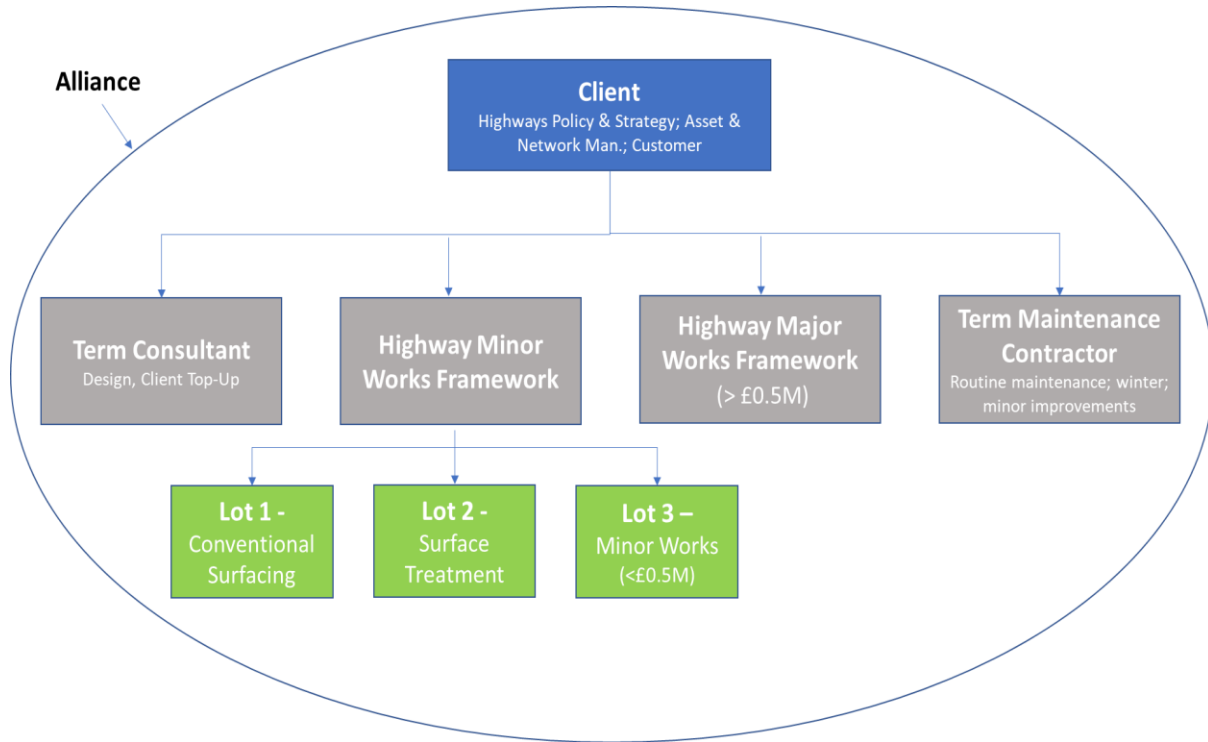
Group has now been replaced with a new Member Task and Finish Group, chaired by the Cabinet Member for Transportation.

## **10.0 Next steps and review**

**10.1** It is proposed to continue with delivering the proposed programme as provided in **Appendix 3**.

### Appendix 1 – Proposed Model

(also showing existing and proposed arrangements)



**Proposed Model**

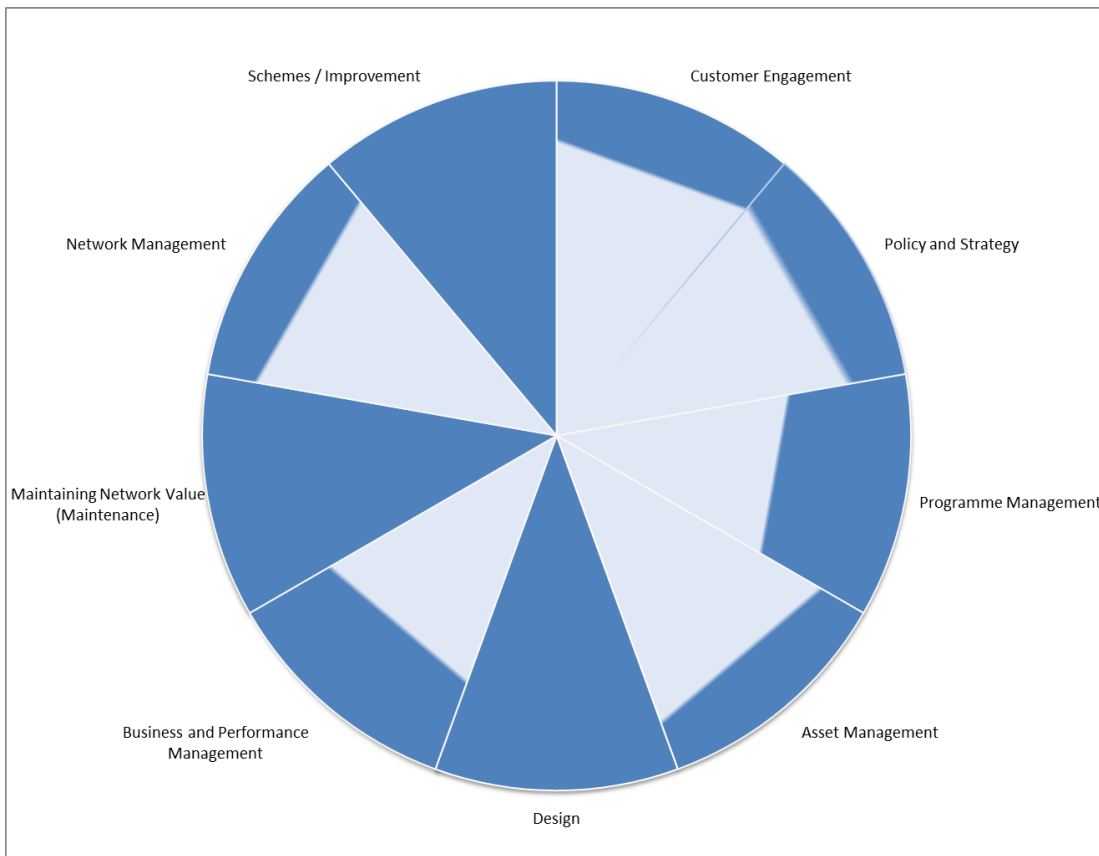
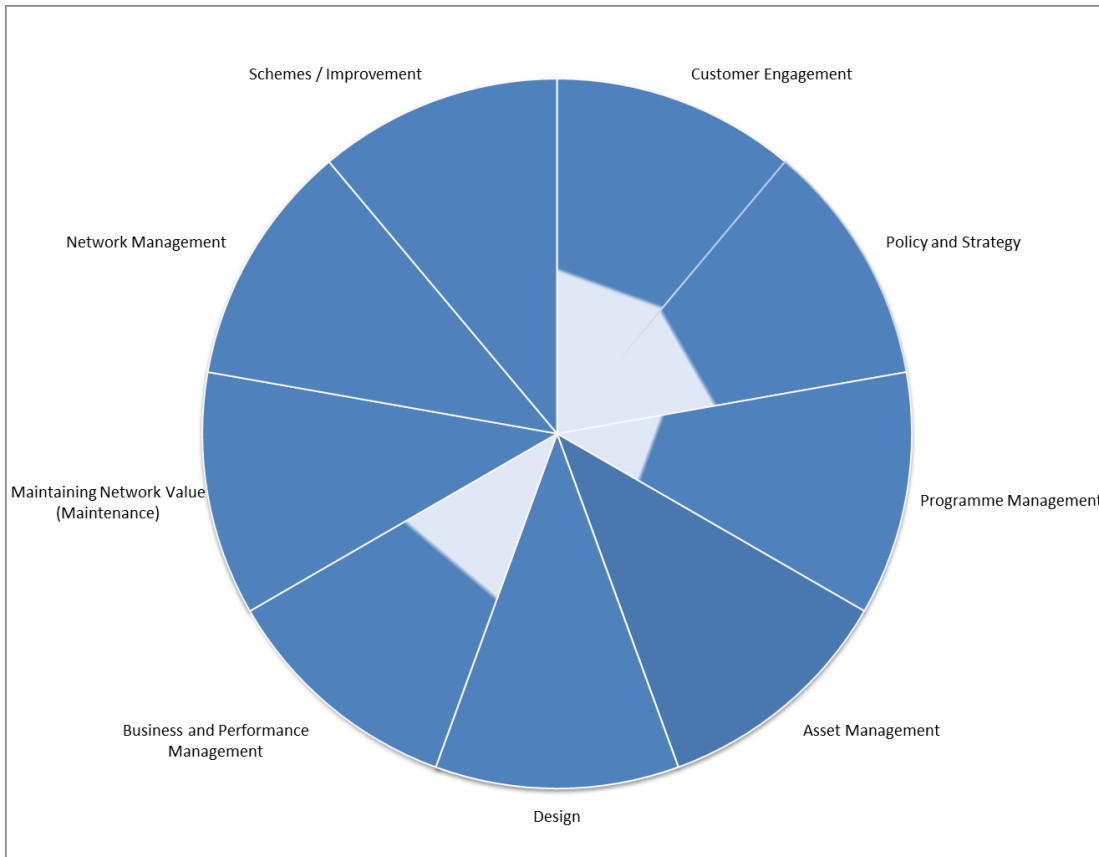
## Existing and Proposed Arrangements

Existing Function Responsibility	New Function Responsibility
<p><b>Very small in-house Client Team</b></p> <ul style="list-style-type: none"> <li>• Carry out general contract administration including general compliance, financial monitoring and reporting</li> <li>• Authorisation of payments in accordance with the contract</li> <li>• Monitor and assess performance</li> <li>• To act as an advisor to the cabinet member for Transportation.</li> <li>• To undertake the role of Traffic Manager</li> <li>• To provide robust checks and challenges to the contractor in terms of Quality and Value for Money</li> <li>• To have a long-term view of the service and ensure alignment to Strategic Plan and corporate policies.</li> <li>• To undertake the health and safety duties of the 'Client'</li> </ul>	<p><b>Larger Internal Client Team</b></p> <ul style="list-style-type: none"> <li>• <b>As existing</b> plus</li> <li>• Asset management</li> <li>• Networks Management</li> <li>• Network Safety</li> <li>• Streetworks Management of all Street works on the Highway</li> <li>• Communications</li> <li>• Local Area Technicians and Customer Compliance Officer (CCOs)</li> <li>• To instruct and set direction</li> <li>• To agree, set and control programmes of work in line with corporate policies and priorities</li> <li>• To be able to assist and give guidance on proposed small scale improvements to the network</li> <li>• To be able to better demonstrate Value for money by the use of frameworks and other procurement models</li> <li>• Manage Devolution</li> </ul>
<p><b>Single supplier</b> providing all services comprising,</p> <ul style="list-style-type: none"> <li>• Routine Maintenance including defect repairs, drainage, highway grass cutting (non-devolution areas), weed killing, signs and lines.</li> <li>• Winter Maintenance including gritting</li> <li>• Street Lighting Design and Maintenance Works</li> <li>• On Street Parking including management of the NSL Contract</li> <li>• Streetworks Management of all Street works on the Highway</li> <li>• Design and Delivery of the Capital Maintenance Programme (Resurfacing)</li> </ul>	<p><b>Term Maintenance Contractor</b></p> <ul style="list-style-type: none"> <li>• Routine Maintenance including pothole repairs and patching, gully cleaning and drainage maintenance, highway grass cutting (non-devolution areas), weed killing, signs and lines.</li> <li>• Winter Maintenance including gritting</li> <li>• Footpath maintenance</li> <li>• Street Lighting Maintenance Works</li> <li>• Traffic Signals and Intelligent Traffic Systems</li> <li>• Bridges and Structures Maintenance</li> </ul>

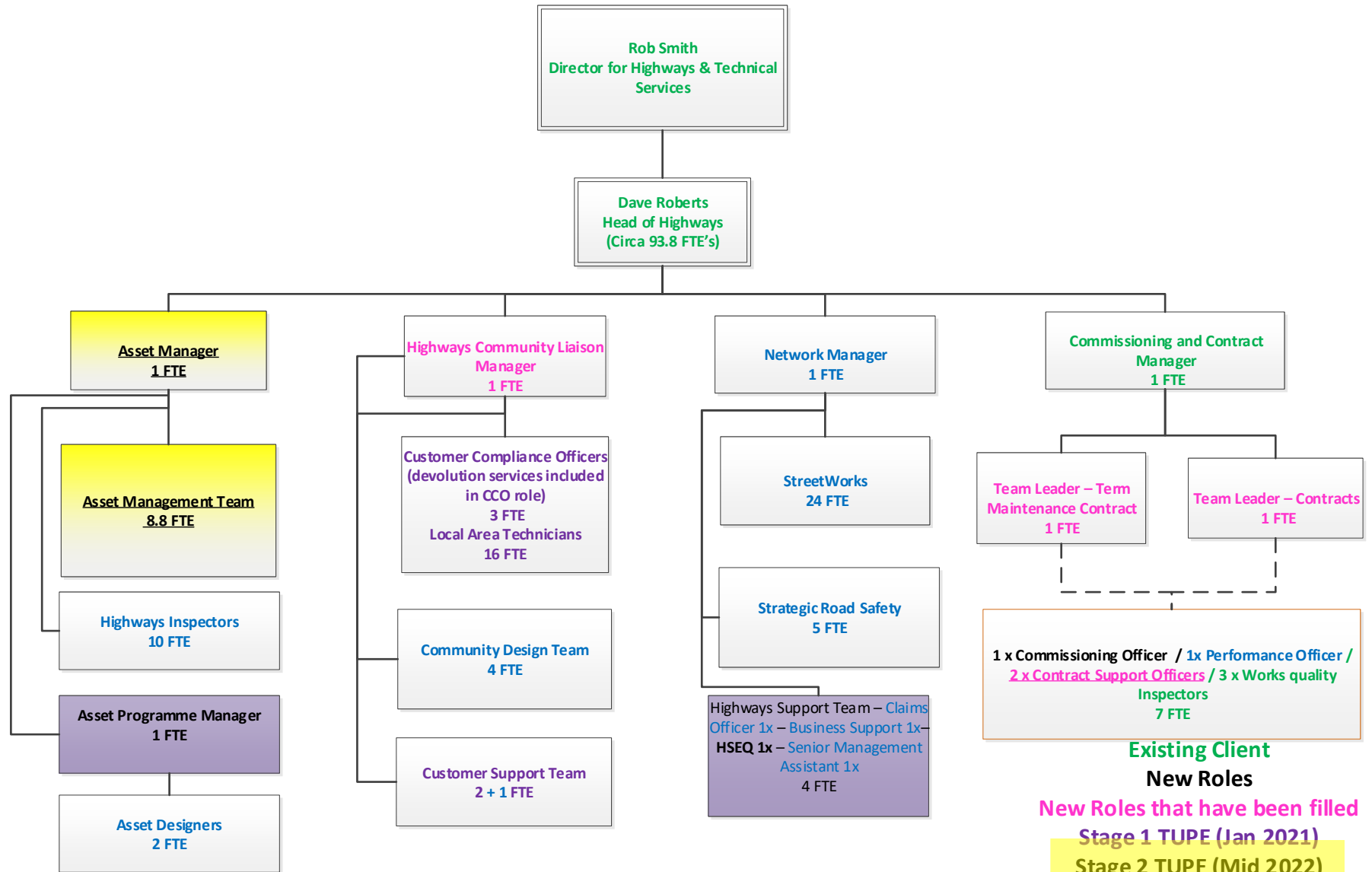


<ul style="list-style-type: none"> <li>• Traffic Signals and Intelligent Traffic Systems</li> <li>• Structures – maintenance and improvement works</li> <li>• Network Safety</li> <li>• Network Improvements, including some larger capital projects for the council</li> <li>• Asset Management</li> <li>• Local Area Technicians and Customer Compliance Officer (CCOs)</li> <li>• Communications</li> </ul>	
	<p style="text-align: center;"><b>Term Consultant</b></p> <ul style="list-style-type: none"> <li>• Design of the Capital Maintenance works</li> <li>• Design of Traffic Signals and Intelligent Traffic systems</li> <li>• Design of minor and major road and infrastructure improvement projects</li> <li>• Street Lighting Improvements</li> <li>• Carry out feasibility and preparation of business cases for large strategic projects.</li> </ul>
	<p style="text-align: center;"><b>Four Year Frameworks</b></p> <ul style="list-style-type: none"> <li>• Delivery of capital maintenance works, network improvements and some other larger capital projects for the council, e.g. surfacing works, large drainage projects, footpath improvements, junction and road improvements etc.</li> </ul>

## Existing functionality and proposed functionality diagrammatically



## Highways Services Client Structure – Appendix 2

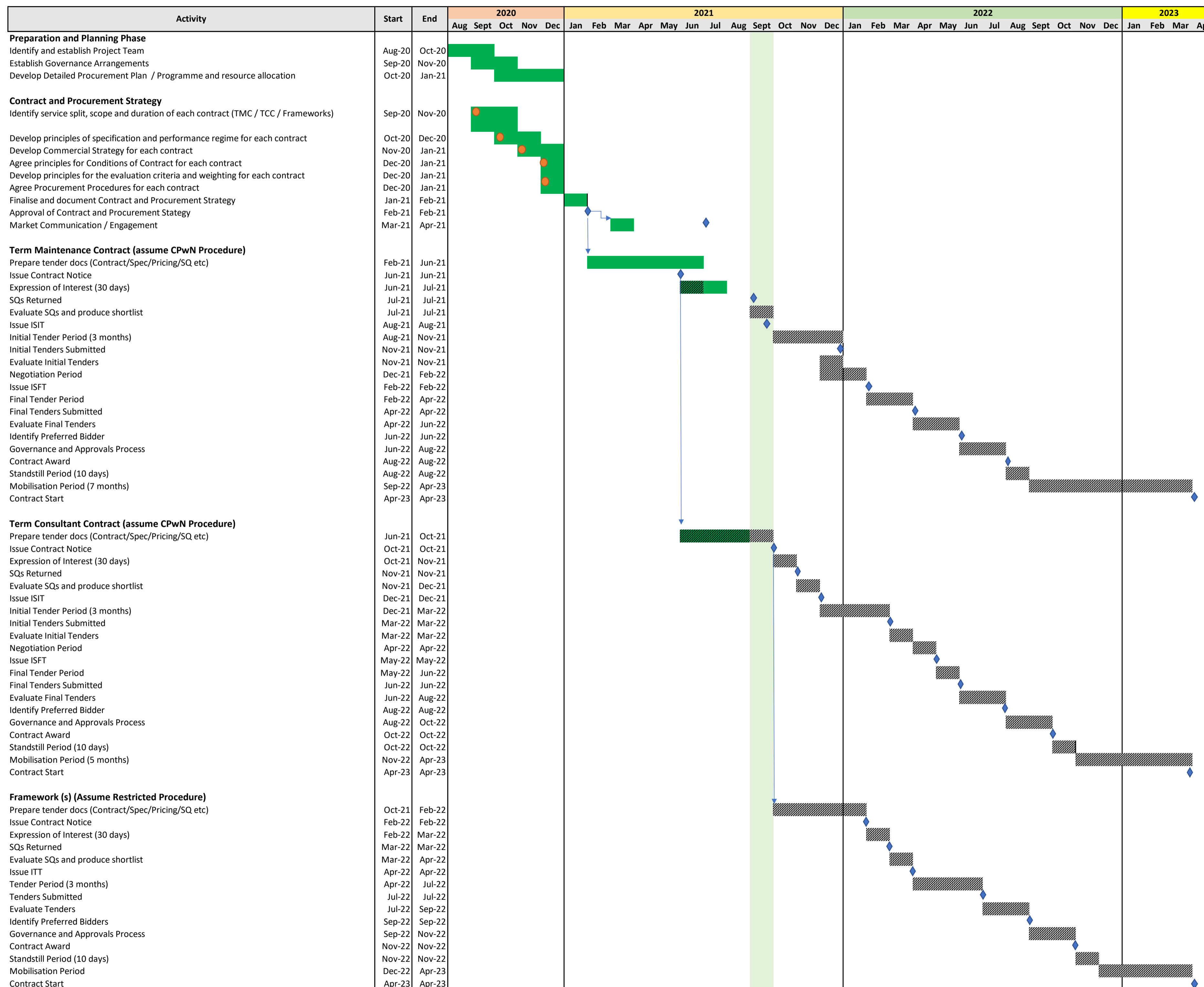


**Existing Client**  
**New Roles**  
 New Roles that have been filled  
 Stage 1 TUPE (Jan 2021)  
 Stage 2 TUPE (Mid 2022)  
 Stage 3 TUPE (March 2023)  
 Updated Changes to Organogram

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**Buckinghamshire Future Highway Services Contracts - Headline Procurement Programme**

Outstanding (Yellow box) Completed (Dark Green box) Live Current Month (Light Green box)



Noteworthy Dates:

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## Report to Transport, Environment & Climate Change Select Committee

**Date:** 16<sup>th</sup> September 2021

**Title:** Select Committee Work Programme

**Relevant councillor(s):** All

**Author and/or contact officer:** Chris Ward, Senior Scrutiny Officer

**Ward(s) affected:** N/A

### **Recommendations:**

- i. That the Transport, Environment & Climate Change Select Committee agrees the draft work programme for the 2021/2022 municipal year.
- ii. That the Select Committee identifies a subject for a more focussed and in-depth piece of work.

### Introduction

1.1 Every municipal year, each of Buckinghamshire Council's Select Committees will draft and agree a work programme for the ensuing year. The work programme will detail the subject of reports to be presented at each committee meeting during the year. The work programme will come back to each committee and may be amended or developed during the year.

1.2 The work programme may also include suggested topics for in-depth pieces of scrutiny work, which can be undertaken outside of the formal webcast committee meetings.

### **Options for In-Depth Scrutiny Work**

1.3 The Select Committee may identify a particular issue which they would like to investigate in more depth than a committee item allows. The Select Committee can commission an in-depth piece of work which will be undertaken by a smaller group of members, supported by the Senior Scrutiny Officer.

- 1.4 **Rapid Review** - This is ideal for a focussed review with fairly narrow parameters that can be conducted in a relatively short time scale. For example, you may hold three or four meetings as a review group – one to establish and understand what the key issues are, one or two to gather evidence from service users or other authorities to gain insight into best practice and a final meeting to discuss what members have heard and identify any useful recommendations. A rapid review format will be useful when considering less complex issues and may be helpful in delivering ‘quick wins’ for the Council’s service users and residents.
- 1.5 **In-depth Inquiry** – An in-depth inquiry is more suitable when the topic identified for investigation is more complex or there are a number of different lines of enquiry that the Select Committee wish to consider. An Inquiry group will still consist of a smaller group of members, but a significant number of evidence gathering meetings may be undertaken, perhaps including visits to partner agencies or other local authorities or discussions with subject matter experts, over a longer period of time.
- 1.6 With either of the two approaches outlined above, a scope for the piece of work will be agreed by the Select Committee and members who wish to participate will be drawn from the Select Committee, ensuring cross party representation. As a guideline, a maximum of 6-8 members would be ideal.
- 1.7 The Select Committee Chairman may chair a Rapid Review or an In-depth Inquiry, but they can also choose to appoint another committee member to act as Chairman if they wish.
- 1.8 The outcome of either a Rapid Review or an In-depth Inquiry will be a report, which will outline members’ findings and include recommendations for Cabinet and partner agencies to consider. Once the final report has been agreed at Select Committee it will then be presented at Cabinet and Cabinet will provide a response to the recommendations.
- 1.9 When considering undertaking a Rapid Review or In-depth Inquiry, members are asked to be mindful of the resource implications for both the Scrutiny team and other Council officers who will support these pieces of work. The Select Committee Chairmen meet regularly, which will enable co-ordination of in-depth pieces of work and consideration of timeliness, possible areas of duplication and cross-cutting issues.



## Next steps and review

2.0 The work programme will be included on the agenda of each Select Committee meeting and any necessary amendments can be discussed.

Once the Select Committee have identified a topic for a more in-depth piece of work, the most appropriate approach and timing for the work can be discussed and agreed and a scope will be developed by the Senior Scrutiny Officer.

## Background papers:

Transport, Environment & Climate Change Select Committee draft work programme.

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**Transport, Environment and Climate Change Select Committee** (Chairman: Bill Chapple, Scrutiny officer: Chris Ward )

Date	Topic	Description & Purpose	Lead Officer	Contributors
16 September 2021	Home to School Transport	To receive an update on home to school transport provision following the start of the Autumn term and the improvement programme.	Sara Turnbull	CM Steven Broadbent
	Procurement of the Buckinghamshire Highways Contract	For members to understand the current position on the contract re-procurement.	Rob Smith	CM Steven Broadbent
	Bus Service Improvement Plan	To review what stage the Bus Service Improvement Plan is and provide feedback.	Suzanne Winkels	CM Steven Broadbent
	Climate Change/Environment Update	To receive a short update from the CM for Environment and Climate Change.	Ed Barlow	CM Peter Strachan
	Draft Work Programme	To consider and agree the draft work programme.	Scrutiny Officer	Chairman Bill Chapple
16 November 2021	Fly Tipping	To consider a report on fly tipping issues within the county.	Gary Slee	CM Peter Strachan
	Climate Change Strategy	To receive a report on the latest developments with the Climate Change Strategy.	Ed Barlow David Sutherland Suzanne Winkels	CM Peter Strachan CM Steven Broadbent (EVCs)

	Report on COP26	To receive a verbal update from the Cabinet Member following COP26.	Ed Barlow David Sutherland	CM Peter Strachan
	Waste and Recycling Contract Update	INFORMATION ONLY ITEM: Update on collection of waste and recycling, to include the takeover of the Biffa contract for South Bucks area by Veolia.		CM Peter Strachan
	Work Programme	Update and amendment of items on the work programme if necessary.	Scrutiny Officer	Chairman Bill Chapple
20 January 2022	East West Rail	To be provided with the updated position on the EWR projects and impact on Buckinghamshire.	EWR Officers	CM Steven Broadbent
	Local Nature Recovery Plan	For members to hear and feedback on the work to develop and produce a plan to help mitigate the impact of climate change.	David Sutherland	CM Peter Strachan
	Tree Planting	To provide members with details on the tree planting initiative including tree maintenance.	David Sutherland	CM Peter Strachan
	Work Programme	Note and update if necessary	Scrutiny Officer	Chairman Bill Chapple
10 March 2022	HS2 Update	Update from HS2 and Bucks council officers.	Dr Laura Leech	CM Steven Broadbent
	Sustainable transport	To provide information on schemes to improve the road network and encourage sustainable travel in Buckinghamshire e.g. electric vehicles, active travel options and area transport strategies.	Joan Hancox / Rob Smith	CM Steven Broadbent

	Climate Change Strategy	To receive updated information on emission reductions.	David Sutherland / Ed Barlow	CM Peter Strachan
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**Other potential items:**

**November 2021**

- New contract for management of Household Recycling Centres
- Parking Strategy update (in context of post-Covid)

**March 2022**

- Flooding

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