

# Supplementary Papers for Council

Date: Tuesday, 16 July 2019



---

## h) **Cabinet, 12 July 2019**

To receive the decisions of the meeting held on 12 July 2019 and to consider any recommendations.

3 - 92

Published: 16 July 2019

This page is intentionally left blank

**Cabinet DECISION RECORD**  
**Friday, 12 July 2019**  
(PUBLICATION DATE – 16 July 2019)



Agenda Item No	Decision Status	Matter Considered	Decision
----------------	-----------------	-------------------	----------

**Part A – Items considered in public**

<b>A5</b>	Status: Recommendations Approved  Call-in to apply: Yes	Armed Forces Covenant	<b>RESOLVED that Councillor David Kelsey be appointed Member Champion for the Armed Forces Covenant.</b>  Voting: Unanimous  <u>REASON</u>  Signing up to the Armed Forces Covenant demonstrates the Council's commitment to treating serving members of the Armed Forces, veterans and their families with fairness and equity and to understanding and meeting their needs. A member champion for the Armed Forces will be Councillor representative on the Dorset Armed Forces Covenant Partnership Board and a champion for the Council's delivery of the Covenant.
<b>A6</b>	Status: Recommendations Approved  Call-in to apply: Yes	Holes Bay, Poole (former power station site) Acquisition Strategy	<b>RESOLVED that Cabinet</b>  <b>(a) Notes that progress in bringing the site (indicatively edged red on the plan attached at appendix 1 of Report 6) forward has stalled and supports an alternative approach which seeks to explore options for bringing this key brownfield site into public ownership.</b>  <b>(b) Allocates a sum of £150,000 from Homes England capacity funding to develop a site acquisition strategy with specialist estates and legal</b>

Agenda Item No	Decision Status	Matter Considered	Decision
----------------	-----------------	-------------------	----------

			<p>advice.</p> <p>(c) Notes that the acquisition strategy will be presented to Council and that members will then be presented with the full business case for site acquisition including the use of Compulsory Purchase Order (CPO) powers as a contingency.</p> <p>Voting: Unanimous</p> <p><u>REASON</u></p> <p>To facilitate this key brownfield site to progress to deliver much needed housing and a new community in Poole, and seek to retain the external funding allocated for the site to address the significant adverse infrastructure costs.</p>
A7	<p>Status: Recommendations Approved</p> <p>Call-in to apply: Yes</p>	Bournemouth International Centre (BIC) investment strategy	<p><b>RESOLVED that</b></p> <p>(a) Cabinet approves £170,000 funding for a feasibility study to reimagine the BIC for the next 30+ years</p> <p>(b) Cabinet formally agrees to the discontinuance of the procurement process authorised by the Cabinet of Bournemouth Borough Council in October 2018 relating to the hotel adjacent to the BIC.</p> <p>(c) Cabinet confirms its commitment to ongoing investment in the BIC in order for it to remain competitive and requests officers to make specific investment recommendations at a future Cabinet meeting.</p> <p>Voting: Unanimous</p> <p><u>REASON</u></p> <p>These are in line with the strategic priorities of the Cabinet.</p>



Agenda Item No	Decision Status	Matter Considered	Decision
----------------	-----------------	-------------------	----------

<b>A8</b>	<p>Status: Recommended to Full Council</p> <p>Call-in to apply: No</p>	Princess Road Housing Scheme	<p><b>RECOMMENDED that Full Council</b></p> <ol style="list-style-type: none"> <li><b>1. Approves the proposed £32m housing scheme for progressing to planning and subsequent tender, commencement and completion of build subject to the conditions set out in the Financial Strategy and authorises the Corporate Director for Environment and Community to approve necessary appropriations and contractual and legal agreements in consultation with the Monitoring Officer and Chief Finance Officer.</b></li> <li><b>2. Approves the financial strategy for the scheme as set out in paragraphs 34 to 58 with specific approval for:</b> <ol style="list-style-type: none"> <li><b>2a. The appropriation of land from the General Fund to the Housing Revenue Account (HRA) to enable the development of the affordable housing is valued at £1.25m.</b></li> <li><b>2b. £18.222m of prudential borrowing to be repaid over 50 years with £8.88m being used to finance the General Fund (Hostel and Private Rented Sector) scheme and £9.342m being used to finance the Housing Revenue Account (HRA) (Affordable rented and Shared Ownership Scheme).</b></li> <li><b>2c. The utilisation of the capital receipt (valued at £495k) from the sale of the building at Oxford Road referred to in paragraph 43 of the report.</b></li> </ol> </li> <li><b>3. Authorises the Section 151 Officer in consultation with the Portfolio Holder for Finance to determine the detailed funding arrangements.</b></li> <li><b>4. Authorises the Corporate Property Officer in consultation with the Monitoring Officer to agree the detailed contract provisions; and</b></li> <li><b>5. Approves the grant of a 25-year lease of the completed private rented sector (PRS) part of the development to Seascope Homes and Property Limited on terms to be agreed by the Corporate Property Officer in</b></li> </ol>
-----------	--	------------------------------	--

Agenda Item No	Decision Status	Matter Considered	Decision
----------------	-----------------	-------------------	----------

			<p><b>consultation with the Monitoring Officer.</b></p> <p>Voting: Unanimous</p> <p><u>REASON</u></p> <p>To enable the proposed housing scheme to progress with the agreed funding arrangements through to planning and subsequent completion in order to deliver the wide range of benefits to the Council and local communities.</p>
<b>A9</b>	Status: Item withdrawn from agenda	Happyland, East Undercliff Promenade – Grant of Lease	<b>Not applicable</b>
<b>A10</b>	Status: Recommendations approved  Call-in to apply: Yes	Traffic Regulation Orders	<p><b>RESOLVED that Cabinet</b></p> <ol style="list-style-type: none"> <li><b>1. Having considered the representations on advertised Traffic Regulation Orders, approves the making of the Order in respect of the following which are set out in Appendices A – C:</b> <p><b>Dunyeats Road</b></p> <p><b>Whittles Way</b></p> <p><b>West Quay Road</b></p> </li> <li><b>2. Gives approval to advertise Traffic Regulation Orders for the following in connection with schemes currently under construction, approved developments or external funding as set out in Appendix D:</b> <p><b>Blackwater Junction Slip Roads</b></p> <p><b>Holes Bay Road/Dorset Way</b></p> <p><b>Blandford Close</b></p> <p><b>Lake Avenue</b></p> </li> </ol>

Agenda Item No	Decision Status	Matter Considered	Decision
			<p>3. Gives approval to advertise Traffic Regulation Orders for the following Council schemes set out in Appendices E-G:</p> <p>Lower Blandford Road</p> <p>Stourbank Road</p> <p>Danecourt Road</p> <p>4. Approves Traffic Regulation Orders in respect of the following where no representations have been received as set out in Appendix H:</p> <p>Woodend Rd</p> <p>Holdenhurst Road</p> <p>Lansdown Road</p> <p>Oxford Road</p> <p>St Paul's Place</p> <p>5. Approves changes to pedestrian crossing arrangements in Oxford Road and Charminster Avenue where no representations have been received as set out in Appendix H.</p> <p>6. Notes that a 20mph speed limit will be implemented in the Tatnam Road area referred to in Appendix H.</p> <p>7. Delegates authority to the Director for Growth and Infrastructure to make Traffic Regulation Orders and related Highways Orders where the required public consultation has been undertaken and no objections have been received.</p> <p>Voting: Unanimous</p>

Agenda Item No	Decision Status	Matter Considered	Decision
----------------	-----------------	-------------------	----------

			<p><u>REASON:</u> To enable the relevant Traffic regulation Orders to be made and required public consultation exercises to be undertaken. The delegation will enable future orders to be made without requiring Cabinet report and approval in cases where no objections have been received.</p>
A11	<p>Status: Recommended to Full Council</p> <p>Call-in to apply: No</p>	Review of Planning Call-in arrangements within BCP Constitution	<p><b>RECOMMENDED that Full Council approve the following recommendations:</b></p> <ol style="list-style-type: none"> <li><b>1. Householder applications are within the scope of the planning applications that can be subject to Councillor call in to Committee.</b></li> <li><b>2. The call-in provisions for Planning Applications are extended to include all Councillors, on the same basis as that which applies to Ward Councillors currently, namely that the Councillor should set out why the application is potentially contentious and raises material planning issues that affect their ward or would affect the wider public interest. This is provided that the issue has been discussed with Ward Councillors or that Ward Councillors have been informed.</b></li> <li><b>3. The period within which Councillors can request a call in is extended and must be made within 30 calendar days of the date the application was registered.</b></li> <li><b>4. A Councillor that has called in an application for consideration by Planning Committee may withdraw their request at any time up until seven days before publication of the Agenda for the meeting of the Planning Committee.</b></li> <li><b>5. A Councillor may make a conditional request that an application be called in – on the basis that it be called in to be considered by Committee if the officer is proposing to grant/refuse the application, in accordance with the process set out more fully in paragraph 19 below.</b></li> <li><b>6. That the Constitution be amended to reflect and implement the above.</b></li> </ol>

Agenda Item No	Decision Status	Matter Considered	Decision
----------------	-----------------	-------------------	----------

			<p>Voting: Unanimous</p> <p><u>REASON</u> To provide further public and democratic engagement with the planning decision making process and ensure that there are greater powers for elected Councillors and community representatives to refer matters to Planning Committee in cases where there is public interest and material planning reasons for debate at the Committee. This is intended to provide further transparency and to reinforce confidence in the planning process.</p>
<b>A12</b>	<p>Status: Recommended to Full Council</p> <p>Call-in to apply: No</p>	Approval of Youth Justice Plan 2019/20	<p><b>RECOMMENDED that the report, having been endorsed by Cabinet, be approved by Full Council.</b></p> <p>Voting: Unanimous</p> <p><u>REASON</u> Youth Offending Teams are required to publish an annual Youth Justice Plan which should be approved by the Local Authority for that Youth Offending Team and by the Youth Justice Board. Dorset Combined Youth Offending Service works across both BCP Council and Dorset Council. Indicative approval has been received from the Youth Justice Board. The draft Youth Justice Plan has been approved by the Dorset Combined Youth Offending Service Partnership Board.</p>
<b>A13</b>	<p>Status: Recommendation approved</p> <p>Call-in to apply: Yes</p>	BCP Children's Outcomes Self – Assessment June 2019	<p><b>RESOLVED that Cabinet receives and notes the Self-Assessment of BCP Children's baseline performance in the knowledge that the Children's Overview and Scrutiny received the self-assessment at the June meeting and plans to scrutinise the performance and the improvement plan in the July meeting.</b></p> <p>Voting: Unanimous</p>

Agenda Item No	Decision Status	Matter Considered	Decision
			<u>REASON</u> Cabinet to have early oversight of the baseline performance of BCP Council Children's Services in meeting the needs of Children, Young People and their families.
<b>A14</b>	Status: Recommendations approved  Call-in to apply: Yes	Local Government Reorganisation – Update	<b>RESOLVED that</b> <ul style="list-style-type: none"> <li>(a) Cabinet notes the successful delivery of Phases 1 and 2 of the programme to deliver the LGR process for BCP Council, and</li> <li>(b) Agrees to receive and consider at a subsequent meeting the outcome of the Organisational Design workstream that will shape the transformation programme of BCP Council going forward, and</li> <li>(c) Notes the continuing delegation to BCP Corporate Management Board to utilise the resources allocated for the delivery of Phases 1 and 2 of the LGR Programme.</li> </ul> Voting: Unanimous  <u>REASON</u> To provide Cabinet with a review of the delivery of LGR in Dorset for BCP Council and acknowledge the closure of Phases 1 and 2 of the BCP Programme.
<b>A15</b>	Status: Recommendations approved  Call-in to apply: Yes	Community Governance Review Petition – Throop and Holdenhurst	<b>RESOLVED that</b> <ul style="list-style-type: none"> <li>(a) a Community Governance Review be conducted, in accordance with the Local Government and Public Involvement in Health Act 2007, and the timetable and terms of reference for the Review, as set out at Appendix 1 to this report, be approved;</li> <li>(b) the Head of Democratic Services be authorised to take all necessary steps in relation to the Review;</li> <li>(c) a Task and Finish Group, to consider the Review and make recommendations to the Council, be appointed, comprising five councillors (two Conservative, one Liberal Democrat, one Independent,</li> </ul>

Agenda Item No	Decision Status	Matter Considered	Decision
----------------	-----------------	-------------------	----------

			<p><b>and one Poole People Party), with Muscliff and Strouden Park ward councillors being invited in an advisory capacity.</b></p> <p>Voting: Unanimous</p> <p><u>REASON</u> To comply with the duty to undertake a community governance review following the receipt of a valid petition.</p>
<b>A16</b>	<p>Status: Recommendations approved</p> <p>Call-in to apply: Yes</p>	School Admissions Arrangements - Co-ordinated Scheme and Relevant Area(s)	<p><b>RESOLVED that</b></p> <p><b>(a) Cabinet adopts:</b></p> <p><b>(i) the Co-ordinated Admissions Scheme for the administration of the 2020-21 school admissions application process as set out in para. 10 Appendix 1 as required by Para 3.2 of The School Admissions Code 2014</b></p> <p><b>(ii) the continuation of the Relevant Areas for consultation for admission arrangements for the 2020-21 year as determined by the previous authorities as set out in para 7</b></p> <p><b>(b) Cabinet approves the commencement of statutory consultation on a single Relevant Area for consultation on school admission arrangements for 2021-22 onwards as set out in para 9 in accordance with 1998 School Standards and Framework Act</b></p> <p>Voting: Unanimous</p> <p><u>REASON</u> To ensure that BCP Council is able to meet its statutory duties in relation to school admissions and to support consistency and transparency for schools and BCP residents who apply for a school place.</p>

Agenda Item No	Decision Status	Matter Considered	Decision
----------------	-----------------	-------------------	----------

<b>A17</b>	Status: Recommended to Full Council  Call-in to apply: No	Appointments to Outside Bodies	<b>RECOMMENDED that Full Council approves appointments to outside bodies as appropriate.</b>
<b>A18</b>	Status: Information Only  Call-in to apply: No	Cabinet Forward Plan	<b>NOTED that the latest version of the Forward Plan is currently being updated and that an additional meeting of Cabinet in September will be arranged due to the amount of business scheduled.</b>



# CABINET



Report subject	<b>Princess Road Housing Scheme</b>
Meeting date	12 July 2019
Status	Public
Executive summary	<p>The Princess Road and Prince of Wales Road site previously contained 9 detached and semi-detached properties of accommodation for approximately 60 people with complex needs. The only property remaining is 129-131 Princess Road, the other properties having been demolished due to their condition and in readiness for the new development.</p> <p>The current proposal presents a new build scheme of 121 apartments and a 20-bed family hostel and associated parking to be provided on this site. This is a significant increase in the number of homes on the site and will help towards imminent new Local Plan housing targets and will also contribute significantly to unmet housing needs.</p>
Recommendations	<p><b>Cabinet recommends that Full Council:</b></p> <ol style="list-style-type: none"> <li><b>1. Approve the proposed £32m housing scheme for progressing to planning and subsequent tender, commencement and completion of build subject to the conditions set out in the Financial Strategy and authorises the Corporate Director for Environment and Community to approve necessary appropriations and contractual and legal agreements in consultation with the Monitoring Officer and Chief Finance Officer.</b></li> <li><b>2. Approve the financial strategy for the scheme as set out in paragraphs 34 to 58 with specific approval for:</b> <ol style="list-style-type: none"> <li><b>2a. The appropriation of land from the General Fund to the Housing Revenue Account (HRA) to enable the development of the affordable housing is valued at £1.25m.</b></li> </ol> </li> </ol> <p style="text-align: right;"><b>Continued.</b></p>

	<p><b>2b. £18.222m of prudential borrowing to be repaid over 50 years with £8.88m being used to finance the General Fund (Hostel and Private Rented Sector) scheme and £9.342m being used to finance the Housing Revenue Account (HRA) (Affordable rented and Shared Ownership Scheme).</b></p> <p><b>2c. The utilisation of the capital receipt (valued at £495k) from the sale of the building at Oxford Road referred to in paragraph 43 of the report.</b></p> <p><b>3. Authorises the Section 151 Officer in consultation with the Portfolio Holder for Finance to determine the detailed funding arrangements.</b></p> <p><b>4. Authorises the Corporate Property Officer in consultation with the Monitoring Officer to agree the detailed contract provisions; and</b></p> <p><b>5. Approves the grant of a 25-year lease of the completed private rented sector (PRS) part of the development to Seascope Homes and Property Limited on terms to be agreed by the Corporate Property Officer in consultation with the Monitoring Officer.</b></p>
Reason for recommendations	To enable the proposed housing scheme to progress with the agreed funding arrangements through to planning and subsequent completion in order to deliver the wide range of benefits to the Council and local communities.
Portfolio Holder	Cllr Kieron Wilson, Portfolio Holder for Housing
Corporate Director	Kate Ryan, Corporate Director of Environment and Community
Contributors	Lorraine Mealings, Director of Housing Jon Thornton, Housing Development Manager
Wards	Westbourne and West Cliff
Classification	For Recommendation

## Background

### Housing Market Context

1. Levels of unmet housing demand in Bournemouth, Christchurch and Poole (BCP) are very high, with housing demand exceeding supply. Providing more housing is a key priority of the council.
2. The government has set out a new methodology for calculating Local Plan housing targets and as a result the BCP Council area will need to increase its

housing delivery significantly to approximately 2,600 new homes to be built every year. This will need a step change from current delivery levels and is one of the key housing challenges locally, as well as nationally.

3. There is a need for additional homes across all tenures and the demand for 'affordable housing' at sub-market rates in particular is very high. There are c4,300 households on the Housing Register for the Bournemouth area, c950 in Poole area and c400 in the Christchurch area waiting for 'affordable housing' in the form of either Council Housing or Housing Association properties.

### **Council's direct delivery of new homes**

4. BCP Council now has a well-established Housing Development Team who are well placed to help deliver the future pipeline of in-house residential new-build developments.
5. Princess Road is one of the largest sites within the conurbation that has the potential to be developed by the Council in this way and the proposal presented here is a large mixed tenure scheme with the majority being 'affordable homes', both affordable rent and shared ownership, for those in housing need.

### **Site background information**

6. The site in the Westbourne and West Cliff ward was previously 9 detached and semi-detached properties converted for shared use and accommodating approximately 60 people with complex needs. One of the properties provided emergency family hostel accommodation, managed within the Strategic Housing Options team, for families where the Council had a statutory homeless duty.
7. Over the last one to two years the properties have been deemed to be no longer fit for purpose with disrepair, end of life component replacement (roofs, floors, windows, damp proofing, etc) and improvements for fire safety which are no longer economical to fund. Recognising the need for redevelopment in some form, all but one of the properties have been demolished. The properties were boarded up with a security presence for some time but demolition was undertaken in light of the impending redevelopment and to avoid any anti-social behaviour or squatting issues.
8. The site is Council owned and is held within the General Fund.
9. The site has very high constraints and abnormal items including tree cover, Wessex Way widening potential currently identified within the Local Plan reducing the developable area, a spring located at one end of the site, a gradual sloping site, access needed to the retaining wall and highway drainage crossing the site.

### **Proposed scheme**

10. The proposed development will provide a total of 121 apartments and a 20-bed hostel. Subject to consents the proposed commencement date is late 2019/early 2020 with the scheme ideally due to be completed by September 2022.
11. It is recommended that the site is developed directly by the Council to provide a mixed tenure residential scheme comprising the following:-
  - Affordable Rent (65 homes)
  - Shared Ownership (22 homes).

- an emergency family hostel (20 beds),
- private rented sector homes (34 homes),

Plans for the proposed scheme are included in Appendix 5.

12. This tenure mix has been developed after consideration of numerous factors including the need for financial viability and return, housing demands, site specifics and the need to ensure a sustainable community. The Council Housing team and the Strategic Housing Options team have been closely involved in the development of this scheme to help ensure that it adequately meets housing needs and is designed in such a way to be sustainable and to enable good quality housing management.
13. As noted earlier, the need for affordable rented housing is high as is the need for shared ownership affordable housing. A shared ownership scheme recently developed by the Council illustrated high demand for this tenure type.
14. In terms of the emergency family hostel, one of the other key priorities within the preceding Bournemouth Borough Council's Refreshed Housing Strategy 2017-2020 is '*Preventing homelessness and improving health and wellbeing through housing*'; similarly in the Borough of Poole Housing Strategy Refresh 2018-2020 is '*Preventing homelessness and rough sleeping*'. In line with the national context, homelessness has increased locally and the demand for accommodation specifically for these households presenting to BCP Council is relatively high.
15. Whilst the primary policy aim is to prevent homelessness wherever possible, the need for emergency accommodation and the provision of Council owned good quality emergency accommodation for families is much more preferable financially and most importantly when considering the welfare of families, compared with emergency placements in bed and breakfast accommodation.
16. The existing family hostel on this site is being demolished and another family hostel nearby is also to be decommissioned for another use within the next 12/18 months. The demand for new provision therefore remains although the accommodation is being designed with an exit strategy for conversion into self-contained apartments should demands fall.
17. The private rented sector (PRS) represents a very high proportion of the total homes within the local area. This sector is buoyant and remains in very high demand. The PRS homes proposed within the scheme will improve tenant choice in the market place and ensure access to high quality, professionally managed, private-rented homes. It is anticipated that, combined with low entry and exit costs for tenants, they will appeal to an increasingly mobile, professional workforce.
18. It is proposed that the Council retain this part of the completed development as an investment asset. Since the Council is not able to grant Assured Shorthold Tenancies (ASTs), the apartments will be leased to the Council's wholly-owned company, Seascope Homes and Property Limited, under a 25-year lease to manage the lettings.
19. Under the terms of the lease between the Council and Seascope Homes and Property Limited the company will collect all rents receipts and make quarterly lease payments to the Council less a management fee. The lease payment will cover the cost of borrowing as well as contribute a surplus to the General Fund.

20. Seascope Homes and Property Limited will market the PRS homes and let the apartments on assured shorthold tenancies at market rents. This commercial element will help support the overall financial viability of the scheme and generate long term surpluses back into the General Fund.
21. A key objective of Seascope Homes and Property Limited's Business Plan 2018-2020 is to develop and grow its PRS market sector share.
22. The scheme is designed over 4 blocks, each with a specific tenure to support good housing management and the self-contained homes would be a mix of one bed, two bed and three beds. The larger homes will be nearer ground level for ease of access to outdoor amenity space and to minimise noise.
23. The scheme would provide 109 parking spaces in line with the existing parking policy.

### **Environmental build standards**

24. The proposed scheme will have a centralised (district) heating system to improve energy efficiency to the apartments.
25. The scheme aims to have Photovoltaic panels on the roof to provide power to the heating system and communal lighting.
26. The building will be fully building regulation compliant whereby energy usage and insulation standards are higher than the historical Code for Sustainable Homes Level 3. Due to the site constraints, scale and financial limitations, we are not proposing an exemplar energy efficient scheme on this occasion although the environmental standards will still be very high. We would however propose delivering highly innovative sustainable schemes on some of our future new build sites to help role-model the emerging priorities of BCP Council.

### **Summary of key benefits**

27. The following summarises the key benefits of the proposed scheme:-
  - Maximise the Council's land assets to bring about financial gains, as well as delivering the Council's housing aspirations.
  - Provide much needed additional homes to meet unmet housing demands and housing needs within the BCP area.
  - Provision of 121 self-contained homes and a 20-bed hostel to help address the challenging Local Plan housing targets and help meet local housing demands.
  - Provide 87 new affordable homes (affordable rent and shared ownership) to meet housing need which comprises 72% of the total homes on the proposed site and is significantly higher than the 40% required within the Affordable Housing Planning Policy.
  - Provision of much needed good quality emergency family 20 bed hostel accommodation to help address homelessness. This provides financial benefits to the Council and a much better environment for the families. This avoids the alternative use of bed and breakfast placements. This will replace two specific schemes which are being decommissioned.

- Provision of good quality well managed PRS accommodation which ensures a long-term revenue stream back to the Council through the General Fund from the existing land asset.
- Generates a capital receipt from the HRA to the General Fund to fund the land to be used for the affordable housing homes. This proposed capital receipt of £1.25m will help the funding of the PRS homes.
- Receipt of £474k grant funding from Homes England to support the build project and a further estimated £1.1m to be bid from Homes England towards the shared ownership homes.
- Utilisation of £4.411m Right to Buy receipts to help fund the scheme. If these are not spent within 3 years of receipt, they cannot be used locally and need to be returned to central government.
- Use of £1.075m section 106 monies to help fund much needed affordable housing provision on the site.
- The scheme will bring improvements to the area with the provision of good quality and well managed homes. It will deliver high levels of sustainability in terms of design and will generate employment during the construction phase to help grow the local economy.

### **Development Feasibility Work already undertaken**

28. In 2016 and in 2018 feasibility funding was secured from the General Fund to cover the preliminary work needed to work up the site plans for redevelopment, to take us up to this stage prior to a full planning application being submitted.
29. A total of circa. £370k has been committed to date in terms of demolition costs and professional fees, funded by both the General Fund and the HRA.

### **Financial overview**

30. Appendix One, sets out the proposed financial profile of the scheme with a split presented for the Housing Revenue Account (HRA) element of the scheme (where the affordable housing elements of the scheme need to be accounted for) alongside the General Fund (GF) element of the scheme.
31. The total scheme costs are estimated to be £32.239m profiled over the next 3-year period as the construction phase moves ahead. £21.14m of this is within the Bournemouth Neighbourhood HRA and £11.099m is within the General Fund.
32. Over half of this total scheme cost will be funded through capital receipts, grants etc. whilst £9.342m borrowing is required within the HRA and a further £8.88m borrowing is required within the General Fund.
33. Appendix Two shows the long-term cashflow for all parts of the scheme. Appendix Three sets out the financial appraisal assumptions.

### **Financial Strategy**

34. The tenure mix of the properties provides a balance in terms of financial returns required by the Council.
35. Estimated long term cash flows presented in Appendix Two indicates the positive contribution in terms of cashflow to the General Fund from the first year after completion (Year 3), once the Private Rental Sector (PRS) and hostel

accommodation has been constructed and fully occupied. For the HRA, similarly to the General Fund long term cashflow, a positive contribution after the first year of completion (Year 4), once the shared ownership homes are sold and the affordable rented homes are fully occupied. The initial deficits, due to interest costs incurred on the borrowing during the construction phase (HRA £121k; General Fund £115k), will be funded from a negative HRA and General Fund reserve which will be replenished from the scheme once the positive contributions commence. A cumulative positive position for the whole scheme will be achieved in year 5 and this will be one of the key financial benefits assumed from this project.

36. The PRS element of the scheme for example ensures a longer term positive cash flow back to the Council which will be helpful in supporting the long term financial pressures it faces. The rental of these homes through Seascope Homes and Property Limited will enable all profits to be returned back to the Shareholder, the Council, to reinvest in services for vulnerable residents.

#### *Land appropriation*

37. The land on which the affordable homes will be developed needs to be appropriated (transferred) to the HRA from the General Fund because of the legislation around where affordable housing needs to be accounted for within the Council. The RICS Valuer from Property Services has valued the parcel of land containing the affordable homes at £1.25m which is proposed to form the appropriation value paid from the HRA to the General Fund.
38. The land value for the appropriation of the HRA element of the site into the General Fund is proposed to assist the funding of the PRS element of the scheme. This is set at market value for the HRA element of the scheme, £1.25m and works by reducing the historical General Fund debt position and increasing the historical HRA debt position. This reduction enables the General Fund to then take on an additional £1.25m of debt without changing its base budgeted position.
39. The indicative funding for the HRA scheme of £21.14m is already allocated with the Bournemouth Neighbourhood 2019/20 HRA budgeting process as part of the recognised Housing Development programme which was approved by the BCP Shadow Authority in February 2019.

#### *Grants and 3<sup>rd</sup> party funding*

40. The £474k grant funding from Homes England through their Local Authority Accelerated Construction programme has been agreed in principle and the funding agreement has been signed by BCP Council. A generic funding agreement was produced by Homes England for Councils to sign but it does include some risk factors. In light of strong partnership relations between Homes England and BCP Council and a historical relationship of ongoing grant payments from Homes England for a pipeline of housing schemes over recent years, it has been accepted that the funding agreement is applied nationally - local risks are very unlikely to materialise and risks will be mitigated.

An estimated additional £1.1m Homes England Grant, based on £50k per shared ownership unit, will be applied for in relation to the shared ownership homes. If this is unsuccessful, tenure could be changed to provide Affordable Rent with use of Right to Buy receipts or similarly convert to a tenure that can attract external funding.

41. A total of £1.075m Section 106 monies will be used to part fund the 65 affordable rented homes. Due diligence has identified that this sum has actually been received and is available to be used in support of this scheme.

#### *Capital funding*

42. Due diligence has also been undertaken around the Right to Buy funding stream to ensure that this is achievable. £4.411m of Right to Buy funds will be used to part fund the 65 affordable rented homes scheme.
43. It is recommended that a £495k capital receipt generated from the disposal of a housing scheme at Oxford Road will be used to fund this scheme. The disposal was agreed as part of a wider land assembly strategy in the Lansdowne area.
44. £2.8m of HRA capital reserves have been allocated to the scheme.
45. Through the shared ownership initiative £2.412m will be generated through the 50% sale of 22 shared ownership homes within the HRA.

#### *Taxation*

46. An initial tax evaluation has highlighted a number of potential VAT issues associated with a construction of the hostel. Further clarification from HM Revenue and Customs will be sought but for the purpose of this report it has been assumed that the operation of the hostel will be governed by general VAT rules. As a result, rental income has been adjusted accordingly to reflect potential VAT charges on short term accommodation (lettings less than 30 days).
47. Stamp Duty Land Tax (SDLT) has also been considered but discounted as a land transfer between the General Fund and HRA will not constitute a chargeable consideration for SDLT purposes.

#### *State Aid*

48. State Aid has been considered and assessed as a low risk, as we are not passing on funding to a third party. We have been informed by Homes England that the grant they have provided is exempt from State Aid.

#### *Prudential Borrowing*

49. The Council is able to borrow under the Prudential Code as long as it is affordable and can be repaid over the life of the asset. The proposed scheme is predicated on £9.342m of prudential borrowing on the HRA element of the scheme and £8.88m of prudential borrowing on the General Fund element of the scheme.
50. Appendix Two demonstrates a positive contribution from the scheme in total as well as separately from both the HRA and General Fund elements. This is after provision has been made for both capital and interest repayments as well as management, maintenance and major repair costs, and an adjustment to the rental income to cover void costs. Any potential capital growth has been ignored for the purposes of this modelling. The financial modelling assumes the use of flexible short-term funding (at an interest rate of 1.74%) during the construction period before entering into a long-term arrangement (at an interest rate of 3%) consistent with the expected life of the asset (50 years total combined term). The 3% interest rate has been used as a matter of prudence for the financial modelling as the current (21/06/19) prevailing rate would be 2.29%. Ultimately the decision to actually borrow will be a treasury management decision based on the overall financial position of the Council.



51. Furthermore, any funding will only be drawn down when required and not in advance of need.

#### *Value for Money*

52. The total construction costs are higher than the Gross Development Value (GDV) which is estimated at £25.8m – the total estimated value of the completed homes.
53. Despite this, the financial appraisals set out in Appendix One, Two and Three show that the scheme is still very viable in the short, medium and long term for the Council. The high proportion of affordable homes on the site influences the GDV and the construction costs are based on a relatively high build value of £2650m<sup>2</sup> which we would expect not to exceed and would hopefully come below. The cost per m<sup>2</sup> has been estimated by the appointed Employers Agent/Quantity Surveyor due to the complexity of the site. At this level, the scheme remains viable in terms of costs but this includes a 5% contingency budget and conditions have been set to revisit the scheme through Cabinet/Council should costs further exceed this as set out below.

#### *Approval Conditions*

54. The proposals to date are indicative prior to submitting a planning application. It is therefore inevitable that the final details in terms of unit numbers, total cost etc. will vary from the estimates presented here. Whilst the proposals presented here are based on the professional judgements of the Housing Development Team, our contracted professionals such as architects, planning colleagues, the design panel and consultation with local residents, the planning process and tendering process will establish the final costs and design.
55. The scheme design is likely to develop during the planning application stage. It is unlikely that the scheme will increase in the number of apartments, so the financial modelling is based on the maximum number of homes to be built. Should the number of homes reduce, the borrowing and other funding will reduce accordingly. For example, with Right to Buy Receipts (RTBr): the use of this funding is limited to a maximum of 30% of total scheme cost (for Affordable Rented homes), so if the number of homes decreases, the build cost reduces and so the amount of RTBr that can be used also reduces.
56. Should the build cost increase across the scheme, the RTBr can be increased accordingly, and to pay the balance, the Prudential Borrowing would need to be increased to maintain a near steady state for the long-term cash flow.
57. Should costs reduce, for example if the number of apartments is reduced, typically the funding will reduce proportionately.
58. It is therefore suggested that approval is sought here subject to some conditions as follows whereby deviation from these will require further Cabinet or Council approval: -
- a) Any changes to the scheme resulting in a reduction to costs or additional costs greater than £1m will require the scheme to be reapproved by *Council*.
  - b) Any changes to the scheme resulting in a reduction to costs or additional costs of greater than £500k will require the scheme to be reapproved by *Cabinet*.

- c) Any changes to the scheme causing the positive cumulative cashflow to be achieved later than currently modelled (Year 5) shall require approval by Council.
- d) A reduction to any of the non-prudential borrowing funding elements (grants, reserves, capital items, third party funding, sales receipts) that cannot be offset by increases from other non-prudential borrowing funding elements associated with the scheme, thereby necessitating additional prudential borrowing shall require approval by Council.
- e) Any changes to the final funding strategy that result in a greater utilisation of BCP resource (e.g. earmarked capital reserves, capital receipts, prudential borrowing) than as outlined in this paper.

## **Consultation**

- 59. Significant internal consultation within BCP Council teams has been undertaken in preceding years to help the development of this scheme. This has included colleagues from Property, Highways, Planning, Finance and Legal. Pre-application advice has been gained in some detail through our Planning colleagues.
- 60. Consultation undertaken by the Housing Development Team within other housing teams has similarly been extensive with input gained from the Housing Landlord, Enabling and Strategic Housing Options teams. This includes investigations into proximity and impact on other temporary and supported housing schemes managed directly and by agencies in the surrounding area.
- 61. Discussions have taken place with Homes England in light of the funding agreement in terms of the overall design of the scheme and they are similarly supportive of the proposals as a sustainable development.
- 62. The scheme has been discussed by the area's Design Review Panel which is a team of independent development professionals who provide design advice for new schemes. Positive comments were received in overall support of the scheme and suggestions were incorporated where appropriate.
- 63. Resident consultation took place at an event in early 2019 where local residents were invited to comment on the draft proposals. This was promoted through the local press and attendance was relatively good.
- 64. Former Cabinet Members and Ward Councillors have been involved as the scheme has developed with overall support for the scheme and the benefits that it would bring for the area, our residents and the Council. Current Ward Councillors have also been fully briefed in advance of Cabinet and are in support.
- 65. The new Cabinet Member for Housing has been briefed as has the Unity Alliance in advance of the scheme and they are in support of the proposals.

## **Alternative Options**

- 66. The following options have been considered but discounted: -

### ***Option 1 : Market disposal of site***

- 67. One option would be to dispose of the site for development. The valuation made by Property colleagues for the whole site is circa £2m and would be a potential capital receipt to the Council's General Fund. If planning permission was gained

on this site prior to disposal then the value could be higher. This option however would not deliver the wider corporate aims around housing need and homelessness.

- 68. Whilst the site would need to comply with the affordable housing planning policy requiring up to 40% affordable housing subject to viability, there would be no certainty about the scale of affordable housing that would subsequently be agreed by the developer.
- 69. The disposal of this site would take 12-18 months for tender and sale to be completed.
- 70. Having already worked the scheme up prior to seeking planning, a decision to dispose of the land will incur significant abortive costs for the Council although some of the costs would be partially recouped through the sale price. Costs incurred and committed so far total approximately £370k including demolition costs, professional costs and site surveys across both the General Fund and the HRA.

### **Option 2 : Develop via a Registered Provider**

- 71. Discussions were previously undertaken with various Registered Provider partners around the potential development of the site. The abnormal costs and constraints on the site identified numerous risks for the developer and with the capacity for BCP Council to develop the site directly with Registered Provider status ourselves, it was agreed to be more appropriate to do so. This decision could be revisited but would significantly stall site progress, lose the Homes England grant and would potentially incur abortive costs for BCP Council.

### **Option 3 : Alternative tenure mix**

- 72. Other tenure mixes could be delivered on this site. This proposed tenure mix has been developed on the basis of numerous factors at play including the need for financial viability and return, housing demands, site specifics and the need to ensure a sustainable community. The Council Housing team and the Strategic Housing Options team have been closely involved in the development of this scheme to date, to help ensure that it adequately meets housing needs and is designed in such a way as to create a sustainable and balanced community and prevent any housing management issues.
- 73. If the 65 affordable rented homes were alternatively delivered on the basis of lower social rent levels, this would add significant financial challenges to the delivery of the site. With 65 social rented homes, the scheme would require a further £5.1m subsidy which would make the total scheme unviable. A mix of affordable rented and social rented homes is not recommended because there would be no logical basis for distinguishing homes as one or the other and would create an inequitable charging policy between neighbouring tenants. To help mitigate the impact of affordable rent levels on tenants' ability to pay, rents will be pegged at Local Housing Allowance rates rather than the higher 80% of average private market rent levels. There is likely to be scope for developing viable schemes on the social rent model for other sites within the new build programme.
- 74. Removal of the PRS element would take away a valuable income stream over the short, medium and long term back to the General Fund from these homes. The loss of PRS homes within the General Fund would also reduce the Homes England grant which is only paid for sites developed on General Fund Land. The

PRS homes also help to provide a sustainable mix of households and a mixed community.

75. The emergency family hostel could be delivered within the HRA but this would involve charging homes at rent levels that are significantly lower than those required to manage the scheme and client group. In addition, the level of Homes England grant would reduce with less homes in the General Fund and would affect the appropriation value with the more land required to transfer across to the HRA.
76. The design of the homes, particularly the emergency family hostel accommodation, have been undertaken to enable an alternative use should housing needs change.

### **Summary of financial implications**

77. Provided within the body of the report.

### **Summary of legal implications**

78. The Housing Act 1985, Part II, provides the power for the Council to acquire and appropriate land for the purpose of providing affordable housing, and powers to build and provide affordable housing accounted for within the Housing Revenue Account (HRA).
79. The Council's powers to establish wholly owned trading companies are contained within the Local Government Act 2003, and Seascope Homes and Property Limited was established in accordance with these powers for the purpose of provision of housing to meet the Council's duties to those homeless or threatened with homelessness.
80. The Council also has the General Power of Competence pursuant to the Localism Act 2011, and the power to borrow within the HRA and the General Fund for the purposes set out within this Report.
81. The Council will need to comply with all relevant procurement requirements in undertaking the proposals contained within this Report and the Council will undertake the work in accordance with ongoing legal advice.

### **Summary of human resources implications**

82. The existing Housing Development Team will oversee the delivery of this scheme alongside the other new build schemes in the pipeline. The construction works will be tendered and other professionals have also been procured e.g. architects to bring this scheme forward.

### **Summary of environmental impact**

83. Whilst the site is increased in housing density, it is providing much more energy efficient dwellings, with greater thermal insulation and more efficient heating systems.
84. A copy of the Environment Impact Assessment is included in Appendix Six.

### **Summary of public health implications**

85. The housing scheme will create a sustainable good quality housing development and bring many benefits to the residents and the wider community. The proposed

scheme gives careful consideration to the wider issues such as trees/amenity space to help create an attractive area which improves the well being of the community.

### Summary of equality implications

86. The housing scheme will provide accommodation for those who may be homeless and those who are on the Housing Register and in housing need. As such, many households will have protected characteristics and have vulnerabilities. The existing Allocation Policy for the Bournemouth area will help manage allocations to the scheme for those most in need.

87. A copy of the EINA is included in Appendix Four.

### Summary of risk assessment

88. The following key risks have been identified alongside mitigating actions :

<b>Overall Project Risk Rating</b>		
<b>Key Project Risks</b>	<b>Gross Risk Rating</b>	<b>Mitigating Actions</b>
Rising construction costs render the project unaffordable	Low	Good project management will enable the close monitoring of progress and any issues that may arise to be dealt with promptly. Build cost budget set at £2,650m2 is an inclusive Design & Build cost provided by our Employers Agent and includes 5% contingency.
Scheme not gaining a satisfactory planning consent	Low	Housing Development Team have completed extensive pre-application discussions with the Planning Team and have amended the designs in line with most of the comments. The scheme has also been approved by the Design Review Panel.
Fall in housing need for accommodation tenure provided caused by changes to the housing market or economy	Low	Monitor through construction period requirement for each tenure with the Strategic Housing Options team. Should a particular need reduce (such as shared ownership), the Housing Development Team can appraise and suggest changes to tenure to suit need and financial viability as required. Should housing need for the Hostel reduce, the exit strategy is to reconfigure this element to become more residential homes. With the formation of BCP Council, the provision of the hostel is likely to assist shortfall of provision in other areas of BCP.
Insufficient funding	Low	£474k grant funding has already been

Overall Project Risk Rating		
Key Project Risks	Gross Risk Rating	Mitigating Actions
available, such as failure to secure grant funding from Homes England		confirmed by Homes England; a further £1.1m is to bid for to fund the shared ownership apartments. Whilst we would hope that this funding would be forthcoming, if this is not the case, tenure could be changed to provide Affordable Rent with use of Right to Buy receipts or similarly convert to a tenure that can attract external funding.
High rise buildings – increased fire risk	Low	Timber frame will not be permitted. Sprinkler systems will be incorporated to all blocks. External cladding of the building is to be majority brick. Two lifts to each block will be provided, including one per block to be a fire fighting lift. Design and construction will be closely monitored by Housing Development Team, Surveying Team and specialist fire consultants.

89. Property development activity involves inherent risks but a cautious approach has been adopted here to minimise these risks as much as possible. Financial contingencies have been included and significant consultation has been undertaken to date to help ensure a sustainable scheme.

### Background papers

90. Refreshed Bournemouth Housing Strategy 2017 - 2020 -

<https://www.bournemouth.gov.uk/Housing/help-with-housing/Documents/bournemouth-refreshed-housing-strategy-2017-2020.pdf>

91. Housing Strategy Refresh 2018-2020 Borough of Poole

<https://www.poole.gov.uk/council-and-democracy/strategies-plans-and-policies/housing-strategy-refresh-2018-2020/>

### Appendices

Appendix One : Income and Expenditure Summary General Fund and HRA

Appendix Two : Financial Appraisal Long-term Cash flow

Appendix Three : Summary of Funding Assumptions

Appendix Four : Equality Impact Needs Assessment (EINA)

Appendix Five : Development proposal plans

- Accommodation schedule
- Proposed Basement Plan 3711/SK/010
- Proposed Ground floor Plan 3711/SK/011
- Proposed First floor Plan 3711/SK/012

- Proposed Second floor Plan 3711/SK/013
- Proposed Third floor Plan 3711/SK/014
- Proposed Fourth floor Plan 3711/SK/015
- Proposed Fifth floor Plan 3711/SK/016
- Proposed Sixth floor Plan 3711/SK/017
- Proposed Seventh floor Plan 3711/SK/018
- Proposed Eighth floor Plan 3711/SK/019
- Proposed Ninth floor Plan 3711/SK/020

Appendix Six : Environmental Impact Assessment

This page is intentionally left blank



Appendix 1 - Princess Road Development: Income and Expenditure Summary General Fund and HRA

<div>Units</div> <div>Block Number</div> <div>Prudential Borrowing Period</div>	General Fund			Housing Revenue Account			Total
	20	34	54	65	22	87	141
	B+C	D	B+C, D	B+C	A	A, B+C	
	50	50	50	50	50	50	50
	Hostel £000s	Private Rented Sector £000s	Sub Total £000s	Affordable Rented £000s	Shared Ownership £000s	Sub Total £000s	Overall Total £000s
<b>Scheme Costs</b>							
Works	2,706	7,524	10,230	14,209	4,913	19,122	29,352
Fees	217	537	754	415	232	647	1,401
Interest (during Build Phase)	32	83	115	106	15	121	236
Land Acquisition costs	0	0	0	929	321	1,250	1,250
<b>Total Scheme Cost</b>	2,955	8,144	11,099	15,659	5,481	21,140	32,239
<b>Scheme Funding</b>							
Land appropriation - debt transfer (funding borrowing)	0	(1,250)	(1,250)	0	0	0	(1,250)
Homes England Grant - TBC Affordable Housing Grant	0	0	0	0	(1,100)	(1,100)	(1,100)
Homes England Grant - Accelerated Construction	0	(474)	(474)	0	0	0	(474)
Affordable Housing s106 Contributions	0	0	0	(1,075)	0	(1,075)	(1,075)
Sales - Shared Ownership	0	0	0	0	(2,412)	(2,412)	(2,412)
Housing Revenue Account							
- Capital Funding - 1 for 1 Right to Buy Receipts	0	0	0	(4,411)	0	(4,411)	(4,411)
- Capital Funding - Reserve allocation	0	0	0	(2,000)	(800)	(2,800)	(2,800)
Capital receipt from sale of Oxford Road	(495)	0	(495)	0	0	0	(495)
Prudential Borrowing - additional borrowing	(2,460)	(6,420)	(8,880)	(8,173)	(1,169)	(9,342)	(18,222)
<b>Total Scheme Funding</b>	(2,955)	(8,144)	(11,099)	(15,659)	(5,481)	(21,140)	(32,239)
<b>Net Cost</b>	0	0	0	0	0	0	0

Appendix 2 - Princess Road Development: Financial Appraisal Long-term Cash flow

General Fund - Hostel	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Years 1-10	Years 11-20	Years 21-30	Years 31-40	Years 41-50	Total
Income	-	-	(£246,578)	(£266,045)	(£272,696)	(£279,513)	(£286,501)	(£293,663)	(£301,005)	(£308,530)	(£2,254,531)	(£3,542,995)	(£4,535,334)	(£5,805,611)	(£7,431,672)	(£23,570,143)
Loan Interest	£10,617	£21,233	£72,486	£71,780	£71,052	£70,302	£69,529	£68,734	£67,914	£67,070	£590,716	£618,317	£500,643	£342,498	£129,965	£2,182,140
Loan Capital	-	-	£23,561	£24,268	£24,996	£25,746	£26,518	£27,314	£28,133	£28,977	£209,515	£342,160	£459,834	£617,979	£830,512	£2,460,000
Maintenance and repairs	-	-	£10,769	£11,038	£11,314	£11,597	£11,887	£12,184	£12,489	£12,801	£94,078	£146,998	£188,170	£240,873	£308,338	£978,458
Operational costs	-	-	£89,898	£96,995	£99,420	£101,906	£104,453	£107,065	£109,741	£112,485	£821,964	£1,291,717	£1,653,507	£2,116,629	£2,709,464	£8,593,281
Major Repairs Sinking Fund	-	-	-	-	-	-	-	£16,083	£16,485	£16,897	£49,465	£194,038	£248,385	£317,954	£407,008	£1,216,851
Total Expenditure	£10,617	£21,233	£196,715	£204,081	£206,782	£209,550	£212,388	£231,380	£234,763	£238,231	£1,765,739	£2,593,230	£3,050,539	£3,635,934	£4,385,288	£15,430,731
Net cashflow	£10,617	£21,233	(£49,863)	(£61,963)	(£65,914)	(£69,963)	(£74,113)	(£62,284)	(£66,242)	(£70,299)	(£488,791)	(£949,765)	(£1,484,794)	(£2,169,677)	(£3,046,385)	(£8,139,412)
Cumulative cashflow	£10,617	£31,850	(£18,013)	(£79,977)	(£145,890)	(£215,853)	(£289,966)	(£352,250)	(£418,492)	(£488,791)	(£488,791)	(£1,438,556)	(£2,923,350)	(£5,093,027)	(£8,139,412)	
General Fund - PRS	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Years 1-10	Years 11-20	Years 21-30	Years 31-40	Years 41-50	Total
Private rental income	-	-	(£285,556)	(£325,217)	(£333,347)	(£341,681)	(£350,223)	(£358,978)	(£367,953)	(£377,152)	(£2,740,105)	(£4,331,007)	(£5,544,055)	(£7,096,859)	(£9,084,579)	(£28,796,605)
Loan Interest	£27,707	£55,413	£189,172	£187,327	£185,427	£183,470	£181,454	£179,378	£177,240	£175,037	£1,541,625	£1,613,657	£1,306,556	£893,837	£339,178	£5,694,854
Loan Capital	-	-	£85,051	£87,602	£90,230	£92,937	£95,725	£98,597	£101,555	£104,602	£756,299	£1,235,114	£1,200,055	£1,612,774	£2,167,433	£6,420,000
Maintenance and repairs	-	-	£47,599	£48,789	£50,008	£51,258	£52,540	£53,853	£55,200	£56,580	£415,827	£649,732	£831,711	£1,064,661	£1,362,856	£4,324,786
Management fee	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Major Repairs Sinking Fund	-	-	-	-	-	-	-	£44,716	£45,834	£46,979	£137,529	£539,486	£690,588	£884,011	£1,131,609	£3,383,222
Total Expenditure	£27,707	£55,413	£298,260	£299,450	£300,669	£301,920	£303,201	£349,230	£351,694	£354,220	£2,641,764	£3,695,829	£4,028,910	£4,455,283	£5,001,076	£19,822,862
Net cashflow	£27,707	£55,413	£12,704	(£25,767)	(£32,678)	(£39,761)	(£47,022)	(£9,748)	(£16,258)	(£22,931)	(£98,341)	(£635,178)	(£1,515,145)	(£2,641,576)	(£4,083,504)	(£8,973,743)
Cumulative cashflow	£27,707	£83,120	£95,824	£70,057	£37,379	(£2,382)	(£49,403)	(£59,152)	(£75,410)	(£98,341)	(£98,341)	(£733,519)	(£2,248,664)	(£4,890,240)	(£8,973,743)	
General Fund Total (Hostel & PRS)	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Years 1-10	Years 11-20	Years 21-30	Years 31-40	Years 41-50	Total
Income	-	-	(£532,134)	(£591,261)	(£606,043)	(£621,194)	(£636,724)	(£652,642)	(£668,958)	(£685,682)	(£4,994,636)	(£7,874,002)	(£10,079,388)	(£12,902,469)	(£16,516,252)	(£52,366,748)
Loan Interest	£38,323	£76,647	£261,658	£259,107	£256,479	£253,772	£250,984	£248,112	£245,154	£242,107	£2,132,342	£2,231,975	£1,807,199	£1,236,336	£469,143	£7,876,994
Loan Capital	-	-	£85,051	£87,602	£90,230	£92,937	£95,725	£98,597	£101,555	£104,602	£756,299	£1,235,114	£1,659,890	£2,230,753	£2,997,945	£8,880,000
Maintenance and repairs	-	-	£58,367	£59,827	£61,322	£62,855	£64,427	£66,037	£67,688	£69,381	£509,905	£796,730	£1,019,881	£1,305,534	£1,671,194	£5,303,244
Operational costs	-	-	£89,898	£96,995	£99,420	£101,906	£104,453	£107,065	£109,741	£112,485	£821,964	£1,291,717	£1,653,507	£2,116,629	£2,709,464	£8,593,281
Management fee	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Major Repairs Sinking Fund	-	-	-	-	-	-	-	£60,799	£62,319	£63,877	£186,994	£733,524	£938,973	£1,201,965	£1,538,617	£4,600,073
Total Expenditure	£38,323	£76,647	£494,974	£503,531	£507,451	£511,470	£515,589	£580,610	£586,457	£592,451	£4,407,504	£6,289,059	£7,079,450	£8,091,216	£9,386,363	£35,253,592
Net cashflow	£38,323	£76,647	(£37,159)	(£87,730)	(£98,591)	(£109,724)	(£121,135)	(£72,032)	(£82,501)	(£93,231)	(£587,132)	(£1,584,943)	(£2,999,939)	(£4,811,253)	(£7,129,889)	(£17,113,156)
Cumulative cashflow	£38,323	£114,970	£77,811	(£9,920)	(£108,511)	(£218,235)	(£339,369)	(£411,401)	(£493,902)	(£587,132)	(£587,132)	(£2,172,075)	(£5,172,014)	(£9,983,267)	(£17,113,156)	-
Seascope Homes and Property Ltd	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Years 1-10	Years 11-20	Years 21-30	Years 31-40	Years 41-50	Total
(NB. This is cashflow for this scheme only, not the whole Seascope Homes and Property Ltd business)	-	-	(£344,606)	(£392,468)	(£402,279)	(£412,336)	(£422,645)	(£433,211)	(£444,041)	(£455,142)	(£3,306,727)	(£5,226,608)	(£6,690,500)	(£8,564,405)	(£10,963,163)	(£34,751,403)
Private rental income	-	-	(£344,606)	(£392,468)	(£402,279)	(£412,336)	(£422,645)	(£433,211)	(£444,041)	(£455,142)	(£3,306,727)	(£5,226,608)	(£6,690,500)	(£8,564,405)	(£10,963,163)	(£34,751,403)
Lease payments	-	-	£285,556	£325,217	£333,347	£341,681	£350,223	£358,978	£367,953	£377,152	£2,740,105	£4,331,007	£5,544,055	£7,096,859	£9,084,579	£28,796,605
Maintenance and repairs	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Management fee	-	-	£35,896	£40,882	£41,904	£42,952	£44,025	£45,126	£46,254	£47,411	£344,451	£544,438	£696,927	£892,126	£1,141,996	£3,619,938
Major Repairs Sinking Fund	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Corporation Tax	-	-	£4,399	£5,010	£5,135	£5,264	£5,395	£5,530	£5,668	£5,810	£42,212	£66,721	£85,408	£109,330	£139,952	£443,623
Total Expenditure	-	-	£325,852	£371,109	£380,386	£389,896	£399,643	£409,635	£419,875	£430,372	£3,126,769	£4,942,166	£6,326,390	£8,098,314	£10,366,527	£32,860,166
Net cashflow	-	-	(£18,754)	(£21,359)	(£21,893)	(£22,440)	(£23,001)	(£23,576)	(£24,166)	(£24,770)	(£179,958)	(£284,442)	(£364,110)	(£466,091)	(£596,636)	(£1,891,236)
Cumulative cashflow	-	-	(£18,754)	(£40,113)	(£62,006)	(£84,446)	(£107,447)	(£131,023)	(£155,189)	(£179,958)	(£179,958)	(£464,400)	(£828,510)	(£1,294,601)	(£1,891,236)	
HRA	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Years 1-10	Years 11-20	Years 21-30	Years 31-40	Years 41-50	Total
Affordable rent income	-	-	(£438,365)	(£499,249)	(£511,730)	(£524,523)	(£537,636)	(£551,077)	(£564,854)	(£578,975)	(£4,206,409)	(£6,648,644)	(£8,510,827)	(£10,894,578)	(£13,945,981)	(£44,206,439)
Shared ownership income	-	-	(£83,272)	(£94,837)	(£97,208)	(£99,639)	(£102,130)	(£104,683)	(£107,300)	(£109,982)	(£799,051)	(£1,262,978)	(£1,616,719)	(£2,069,537)	(£2,649,182)	(£8,397,468)
Total Income	-	-	(£521,637)	(£594,086)	(£608,938)	(£624,162)	(£639,766)	(£655,760)	(£672,154)	(£688,958)	(£5,005,460)	(£7,911,623)	(£10,127,546)	(£12,964,115)	(£16,595,163)	(£52,603,907)
Loan Interest	£40,317	£80,634	£													

### Appendix 3 - Princess Road Development: Summary of Funding Assumptions

#### Accommodation Schedule - Unit sizes comply or exceed Nationally Described Space Standards.

Block A - Shared Ownership			Block B - Affordable Rent			Block C - Affordable Rent			Block D - Private Rent		
Number of units	Unit size m2	Unit type	Number of units	Unit size m2	Unit type	Number of units	Unit size m2	Unit type	Number of units	Unit size m2	Unit type
5	52.3	1b2p	5	51.5	1b2p	2	51.2	1b2p	4	53.9	1b2p
5	61.8	2b3p	5	61.8	2b3p	6	61	2b3p	3	54.1	1b2p
5	75	2b4p	1	66	2b3p	6	63.4	1b2p	2	61	2b3p
5	76.1	2b4p	1	71	2b4p	7	63.5	2b3p	4	61.2	2b3p
1	87.9	3b5p	5	73.4	2b4p	2	70.4	2b4p	3	61.4	2b3p
1	105.8	3b5p	5	75	2b4p	8	70.8	2b3p	3	62.2	2b3p
			2	80	2b4p	7	76	2b4p	3	63.1	2b3p
						2	83.2	2b4p	2	70	2b4p
						1	90.4	3b5p	2	71.8	2b4p
									5	72.7	2b4p
									3	89.3	3b5p
22			24			41			34		

#### Rent Levels

**Affordable Rent is based on 80% of market rent, capped at Local Housing Allowance rates; including service charge**

1-bed	£110.34 to £114.98pw	LHA level £123.58pw at April 2019
2-bed	£119.58 to £151.78pw	LHA level £157.61pw at April 2019
3-bed	£183.06pw	LHA level £194.45pw at April 2019

**Shared Ownership rents based on 50% equity sale and 2.75% rent on the unsold equity; rents exclude service charge and mortgage repayments.**

1-bed	£48.43pw
2-bed	£57.71 to £61.77pw
3-bed	£62.45 to £67.46pw

**Private Rent is based on a market rent including service charge and parking spaces**

1-bed	£850pcm
2-bed	£925-975pcm
3-bed	£1100pcm

#### Hostel Rents

£147pw	core rent
£92pw	enhanced rent
£17pw	tenants service charge

	Shared Ownership	Affordable Rent	Private Rent	Hostel
<b>Service Charges</b>	£1011unit/pa or £19.38unit/pw	n/a included in rent	n/a included in rent	£17pw
<b>Build costs</b>	£2650m2 inc 5% contingency	£2650m2 inc 5% contingency	£2650m2 inc 5% contingency	£2650m2 inc 5% contingency
<b>Void and bad debts</b>	1%, based on 90% fill rate in Yr3	2%, based on 90% fill rate in Yr3	4%, based on 90% fill rate in Yr3	4%, based on 90% fill rate in Yr3
<b>Management</b>	£150unit/pa  In line with other existing Council schemes	£642unit/pa  Based on historic variable costs per unit	10% of income  In line with other Seascape Homes and Property schemes	35% of income
<b>Maintenance</b>	n/a - tenant liability	£595unit/pa  Based on historic costs per unit	£1300unit/pa  In line with other Private Rental schemes the Council has experience of	£500unit/pa
<b>Major Repairs</b>	n/a - tenant liability	0.5% of build cost deferred to Yr10 As agreed with Principal Surveying Manager	0.5% of build cost deferred to Yr8 In line with HRA schemes the Council has experience of	0.5% of build cost deferred to Yr8 In line with HRA schemes the Council has experience of
<b>Loan interest rate %</b>	1.74% Short term; 3% Long term	1.74% Short term; 3% Long term	1.74% Short term; 3% Long term	1.74% Short term; 3% Long term
<b>Loan term and type</b>	2 year maturity; 48 year annuity	2 year maturity; 48 year annuity	2 year maturity; 48 year annuity	2 year maturity; 48 year annuity

### Appendix 3 - Princess Road Development: Summary of Funding Assumptions

On costs/Fees element	Amount
Acoustic Engineer	£ 7,300
Arbo report	£ 5,000
Architects fee (up to planning)	£ 77,000
Asbestos, needles, clear	£ 13,545
Bat survey	£ 2,720
Carpet and white goods	£ 85,000
CIL	£ 271,054
Council tax bills	£ 1,529
Demolition inc notices	£ 103,208
Design review panel, pre-app	£ 2,400
Development Team	£ 324,300
Ecological survey	£ 10,000
Elec Disconnection	£ 14,568
Employers Agent fee	£ 74,970
Fire consultant	£ 11,975
Gas disconnection	£ 7,436
Ground investigation	£ 18,000
Heritage consultant	£ 3,700
Highways consultant	£ 5,700
Landscape consultant	£ 9,125
Legal sales fee	£ 36,400
M+E Engineer	£ 11,531
Marketing	£ 112,000
On cost contingency	£ 70,500
Planning application fee	£ 33,761
Structural Engineer	£ 39,200
Topographical	£ 3,625
Tree protection and plan	£ 38,085
Valuation	£ 7,500
<b>Total</b>	<b>£ 1,401,132</b>

Note: On costs/fees are split by number of units to each financial appraisal

## Appendix 4



### Equality Impact Needs Assessment

The Diversity Promise - *Better for all*

1. Title of Policy/Service/Project	Development at Princess Road and Prince of Wales Road
2. Service Unit	Housing and Communities
3. Lead Responsible Officer and Job Title	Jonathan Thornton, Housing Development Manager
4. Members of the Assessment Team:	Mark Sheppard, Project Officer
5. Date assessment started:	13 <sup>th</sup> March 2019
6. Date assessment completed:	14 <sup>th</sup> March 2019

#### About the Policy/Service/Project:

<p>7. What type of policy/service/project is this? (delete as appropriate)</p> <p>New / Proposed</p>
<p>8. What are the aims/objectives of the policy/service/project? (please include here all expected outcomes)</p> <p>To provide additional sustainable affordable housing. The completed project will provide much needed additional affordable rented, shared ownership, private rented housing and a family hostel within the Borough.</p> <p>The project will provide an increase in job opportunities within the construction sector during the construction phase.</p> <p>The scheme will generate a long-term surplus to the Housing Revenue Account and General Fund.</p>

<p>9. Are there any associated services, policies or procedures? No</p> <p>If 'Yes', please list below: N/A</p>
<p>10. List the main people, or groups of people, that this policy/service/project is designed to benefit and any other stakeholders involved?</p> <p>Families which are either homeless or living in existing unsuitable or over occupied housing.</p>
<p>11. Will this policy/service/impact on any other organisation, statutory, voluntary or community and their clients/service users?</p> <p>No.</p>

### Consultation, Monitoring and Research

Where there is still insufficient information to properly assess the policy, appropriate and proportionate measures will be needed to fill the data gaps. Examples include one-off studies or surveys, or holding informal consultation exercises to supplement the available statistical and qualitative data.

If there is insufficient time before the implementation of the policy to inform the EINA, specific action points will be need to be clearly set out in the action plan. Steps must include monitoring arrangements which measure the actual impact and a date for a policy review.

#### Consultation:

<p>12. What involvement/consultation has been done in relation to this (or a similar) policy/service/project and what are the results?</p> <p>Consultation with the Housing Portfolio Holder on the strategic approach to new council owned affordable housing and the Portfolio Holder and Ward Councillor's on the individual scheme and relevant council staff and local residents at a Public Consultation held on 7/2/2019.</p>
--

13. If you have not carried out any consultation, or if you need to carry out further consultation, who will you be consulting with and by what methods?

N/A

#### Monitoring and Research:

14. What data, research and other evidence or information is available which is relevant to this EINA?

The unit type and mix has been informed from housing register statistics including the number of applicants on the housing register and the average waiting time. The completed units will be let and managed on the same basis as our existing housing stock and all EINA's and other policies which apply to our existing stock will apply to these new units. Marketing appraisal report for shared ownership and private rent undertaken by Domus IMH (who undertook sales and marketing at Cherries Court shared ownership scheme).

15. Is there any service user/employee monitoring data available and relevant to this policy/service/project? What does it show in relation to equality groups?

Annual CORE data and resident surveys.

Admission for new residents to the scheme will be by objective eligibility criteria, which will be operated and monitored by Housing Solutions, who undertake property allocations for the Council to ensure that the properties are let to those in housing need.

16. If there is a lack of information, what further information do you need to carry out the assessment and how are you going to gather this?

N/A

## Assessing the Impact

	Actual or potential positive benefit	Actual or potential negative outcome
<b>17. Age</b>	Admission for new residents to the scheme will be by objective eligibility criteria, which will be operated by Housing Solutions, who undertake property allocations for the Council to ensure that the properties are let to those in housing need.	The properties are designed for families, couples and single people. There will be no loss of existing provision for other client groups as a result of this project.
<b>18. Disability</b>	Properties will be constructed to Building Control Approved Document Part M (access to and use of buildings).	No issues regarding disability have been identified but this factor will be considered and monitored along with any service user identified needs.
<b>19. Gender</b>	Properties will be eligible for all eligible applicants on the housing register.	No issues regarding gender have been identified but this factor will be considered and monitored along with any service user identified needs.
<b>20. Gender reassignment</b>	Properties will be eligible for all eligible applicants on the housing register.	No issues regarding gender reassignment have been identified but this factor will be considered and monitored along with any service user identified needs.
<b>21. Pregnancy and Maternity</b>	Properties will be eligible for all eligible applicants on the housing register.	No issues regarding pregnancy and maternity have been identified but this factor will be considered and monitored along with any service user identified needs.
<b>22. Marriage and Civil Partnership</b>	Properties will be eligible for all eligible applicants on the housing register.	No issues regarding marriage and civil partnership have been identified but this factor will be considered and monitored along with any service user identified needs.
<b>23. Race</b>	Properties will be eligible for all eligible applicants on the housing register.	No issues regarding race have been identified but this factor will be considered and monitored along with any service user identified needs.
<b>24. Religion or Belief</b>	Properties will be eligible for all eligible applicants on the housing register.	No issues regarding religion or belief have been identified but this factor will be considered and monitored along with any service user identified needs.



	Actual or potential positive benefit	Actual or potential negative outcome
<b>25. Sexual Orientation</b>	Properties will be eligible for all eligible applicants on the housing register	No issues regarding sexual orientation have been identified but this factor will be considered and monitored along with any service user identified needs.
<b>26. Any other factor/ groups e.g. socio- economic status/carers etc</b>	Properties will be eligible for all eligible applicants on the housing register.	No other issues have been identified but these factors will be considered / monitored along with any service users identified needs.
<b>27. Human Rights</b>	Will facilitate Article 11 of the International Covenant on Economic, Social and Cultural Rights - the right of everyone to an adequate standard of living for themselves and their family, including adequate food, clothing and housing.	No human rights issues have been identified but these factors will be considered / monitored along with any service users identified needs.

**Stop - Any policy which shows actual or potential unlawful discrimination must be stopped, removed or changed.**

28. If impacts have been identified include in the action plan what will be done to reduce these impacts, this could include a range of options from making adjustments to the policy to stopping and removing the policy altogether. If no change is to be made, explain your decision:

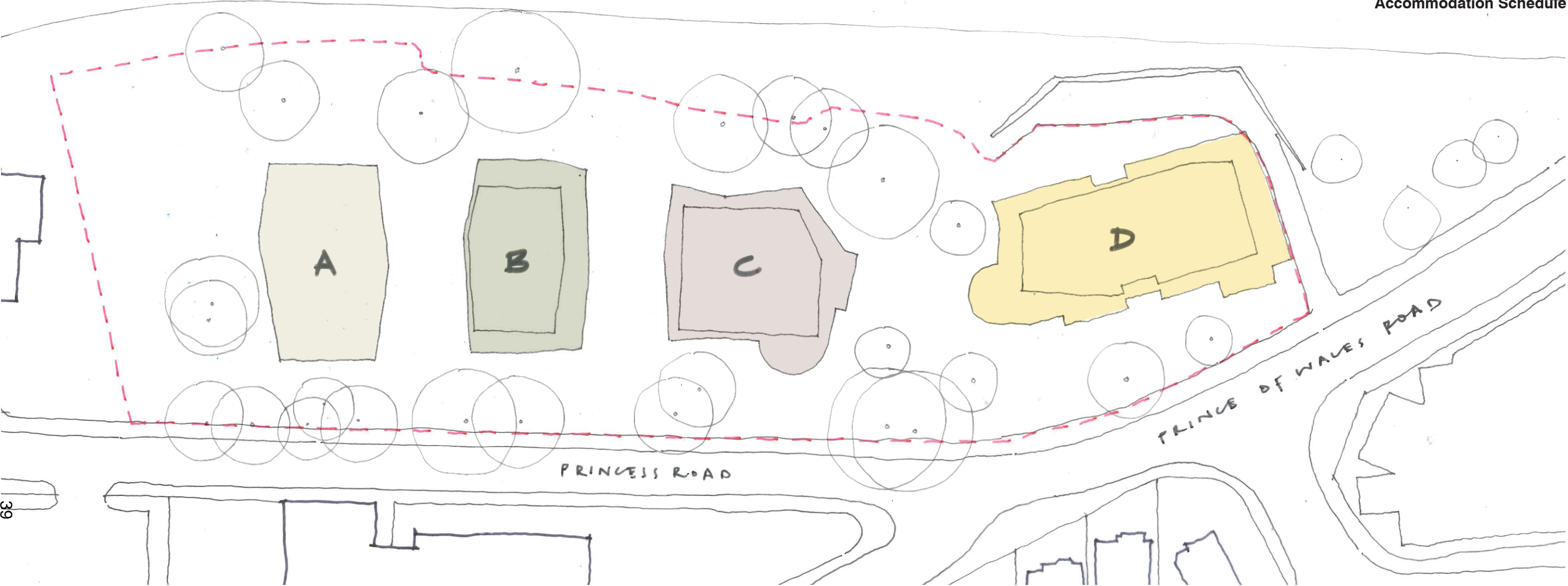
The Affordable rented properties will be eligible for all eligible applicants on the housing register; shared ownership properties will be available to applicants on the Homebuy SouthWest register. Allocation of hostel rooms is taken from the homelessness register.

## Action Plan

Include:

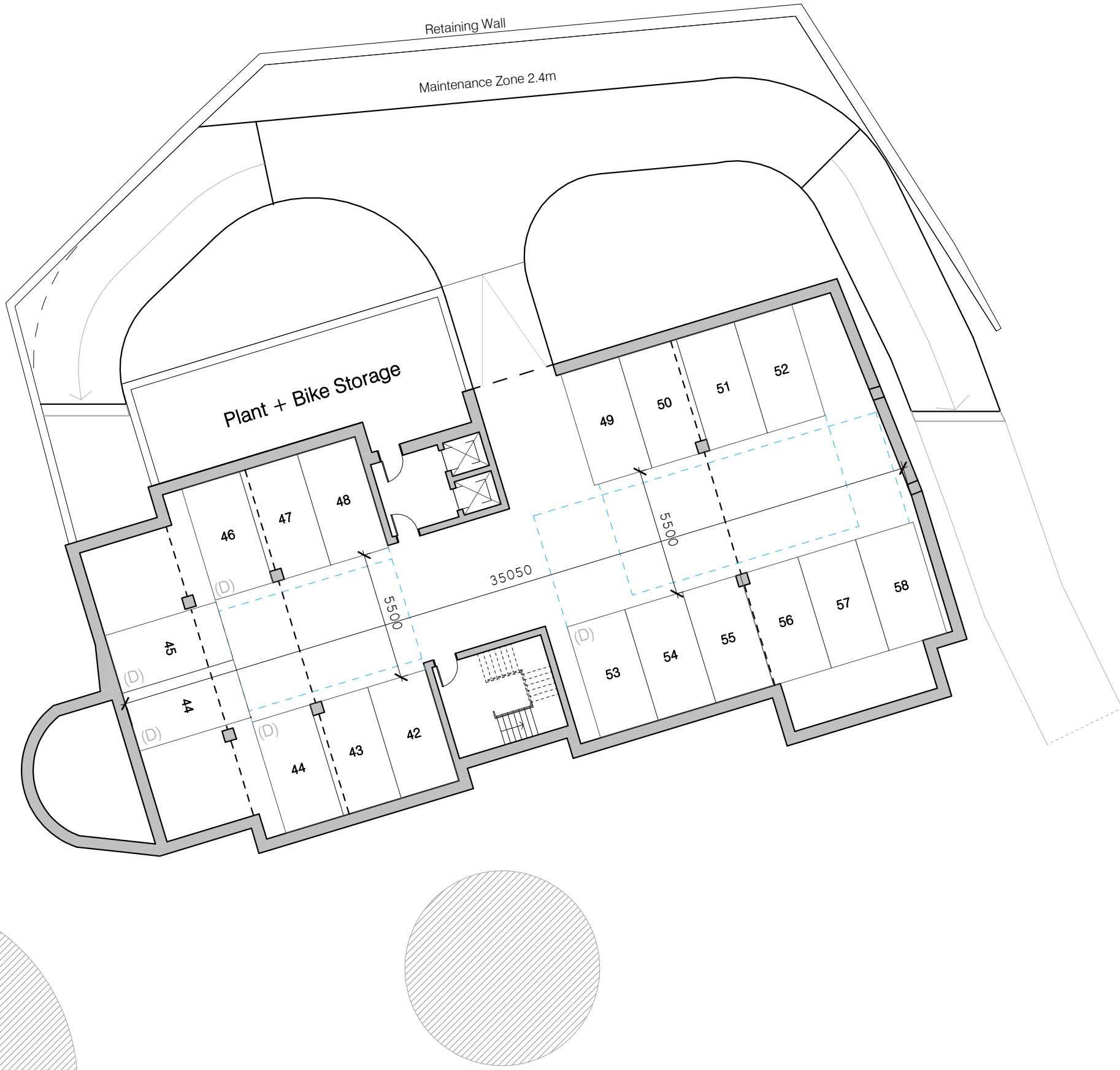
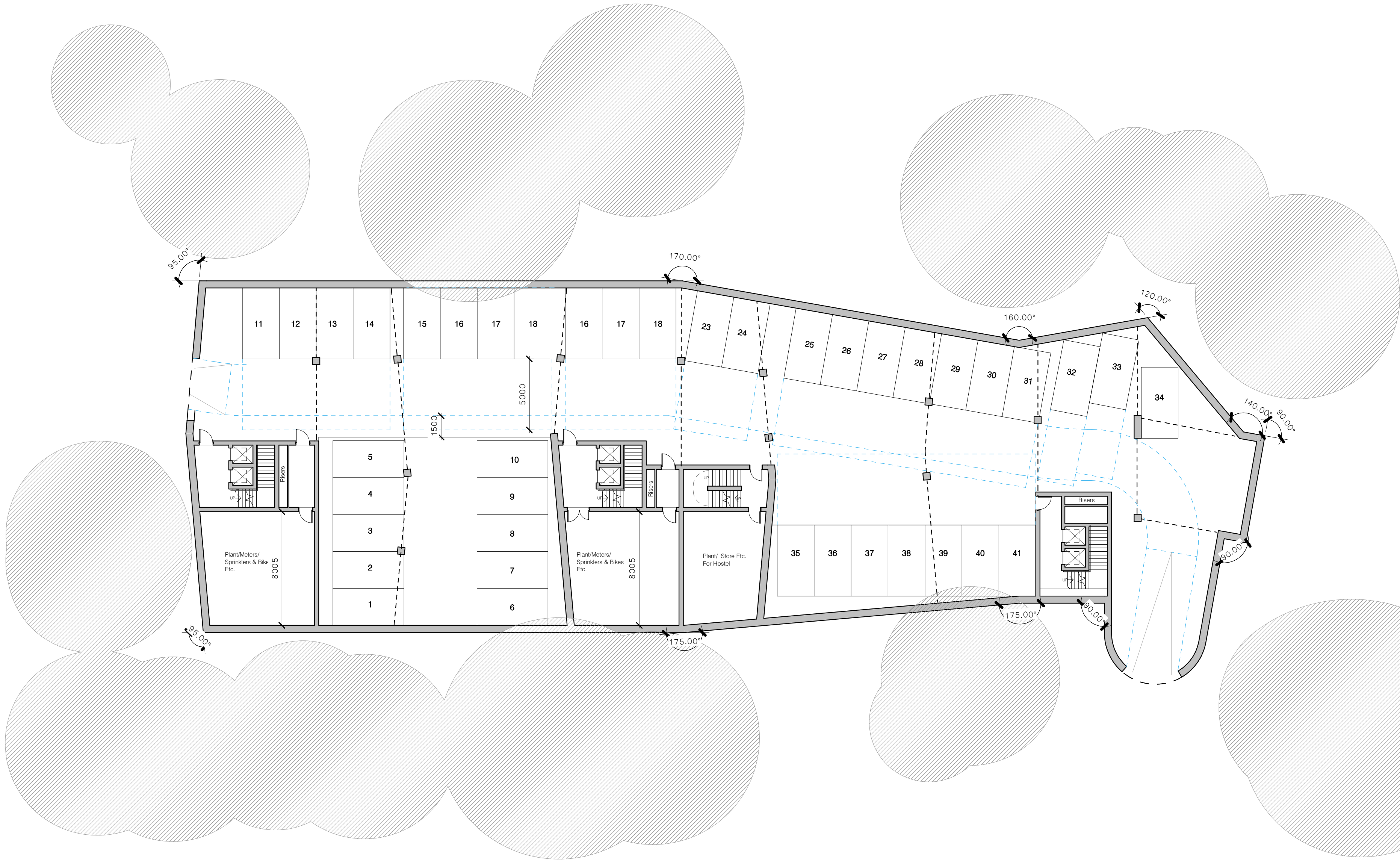
- What has/will be done to reduce the negative impacts on groups as identified above.
- Detail of positive impacts and outcomes
- The arrangements for monitoring the actual impact of the policy/service/project

29. Issue identified	Action required to reduce impact	Timescale	Responsible officer	Which Business Plan does this action link to e.g. Service Equality Action Plan/Team Plan
The properties are designed for families, couples, single people – a mix of majority 1 and 2 bed flats with some 3-bed flats.	Limited amount of larger family accommodation on this site. This can be offset by the delivery of housing on other sites across the Borough. The identification of housing need for specific client groups within the Borough will be monitored as part of the ongoing Housing Strategy process.	Ongoing	Affordable Housing & Resettlement Manager	Housing Strategy
Family hostel rooms for 2-4 people per room, does not allow for larger families to be accommodated	Accommodation designed with interconnecting rooms to accommodate larger families.	Ongoing	Affordable Housing & Resettlement Manager	Housing Strategy



Block A	1B2P	2B3P	2B4P	3B5P	TOTAL	Block B	1B2P	2B3P	2B4P	TOTAL	Block C	1B2P	2B3P	2B4P	3B5P	TOTAL	Block D	1B2P	2B3P	2B4P	3B5P	TOTAL	
G	-	-	-	2	2	G	-	-	-	-	G	-	1	-	1	2	G	-	-	-	-	-	
1	1	1	2	-	4	1	-	-	-	-	1	-	2	1	-	3	1	2	4	1	-	7	
2	1	1	2	-	4	2	1	1	2	4	2	1	3	1	-	5	2	2	4	1	-	7	
3	1	1	2	-	4	3	1	1	2	4	3	1	3	1	-	5	3	2	4	1	-	7	
4	1	1	2	-	4	4	1	1	2	4	4	1	3	1	-	5	4	1	1	2	1	5	
5	1	1	2	-	4	5	1	1	2	4	5	1	3	1	-	5	5	-	1	2	1	4	
6						6	1	1	2	4	6	1	3	1	-	5	6	-	1	2	1	4	
7						7	-	1	1	2	7	1	3	1	-	5							
8						8	-	-	2	2	8	1	-	2	-	3							
											9	1	-	2	-	3							
Total:						Total:					Total:						Total:						
5					22	5					24	8					41	12					34
23%						21%					50%	20%					2%	35%					9%
UNIT TOTAL m² = 1504.7						UNIT TOTAL m² = 1568.3					UNIT TOTAL m² = 2693.3						UNIT TOTAL m² = 2229.3						
BLOCK A TOTAL m² = 1944.162						BLOCK B TOTAL m² = 1957.5					BLOCK C TOTAL m² = 3379.2						BLOCK D TOTAL m² = 2858.17						
(EXCLDUING BASEMENT)						(EXCLDUING BASEMENT + HOSTEL)					(EXCLDUING BASEMENT + HOSTEL)						(EXCLDUING BASEMENT + GROUND FLOOR)						

BASEMENT PARKING BLOCKS A,B + C TOTAL m² = 1535  
BASEMENT + GROUND FLOOR PARKING BLOCK D m² = 1112  
HOSTEL TOTAL m² = 1030



Schedule of Accommodation:

Block A	1B2P	2B3P	2B4P	3B5P	TOTAL
(Parking)	-	-	-	-	-
Block B	1B2P	2B3P	2B4P	3B5P	TOTAL
(Parking)	-	-	-	-	-
Block C	1B2P	2B3P	2B4P	3B5P	TOTAL
(Parking)	-	-	-	-	-
Block D	1B2P	2B3P	2B4P	3B5P	TOTAL
(Parking)	-	-	-	-	-

pentan  
architects

22 Cathedral Road  
Cardiff CF11 9LJ  
t: 029 2030 9010  
info@pentan.co.uk

Project  
Princess Road, Bournemouth  
Client  
Bournemouth Council  
Drawing Title

Proposed Basement Floor Plan

NOTES Do not scale. All dimensions are in millimetres unless stated otherwise

Date  
09/27/18  
Scale  
1 : 200 @ A1  
Drawing No.  
3711 / SK / 010  
Rev.



Wessex Way

Green Buffer

Green Buffer

Green Buffer

Green Buffer

Princess Road Car Park

Block A

Block A

Block B

Hostel

Block D

Prince of Wales Road

Milburn Road

Westbourne Heights

Prince of Wales Road

Westbourne Conservation Area

Key:

- 1B2P
- 2B3P
- 2B4P
- 3B5P
- Hostel

Schedule of Accommodation:

Block A	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	2	2	

Block B	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	-	-	

(Hostel)

Block C	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	1	-	1	2

(Hostel)

Block D	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	-	-	

(Parking)

Ground Floor Plan

1 : 200

pentan  
architects

Project  
Princess Road, Bournemouth

Client  
Bournemouth Council

Drawing Title

Proposed Ground Floor Plan

22 Cathedral Road  
Cardiff CF11 9LJ  
t: 029 2030 9010  
info@pentan.co.uk

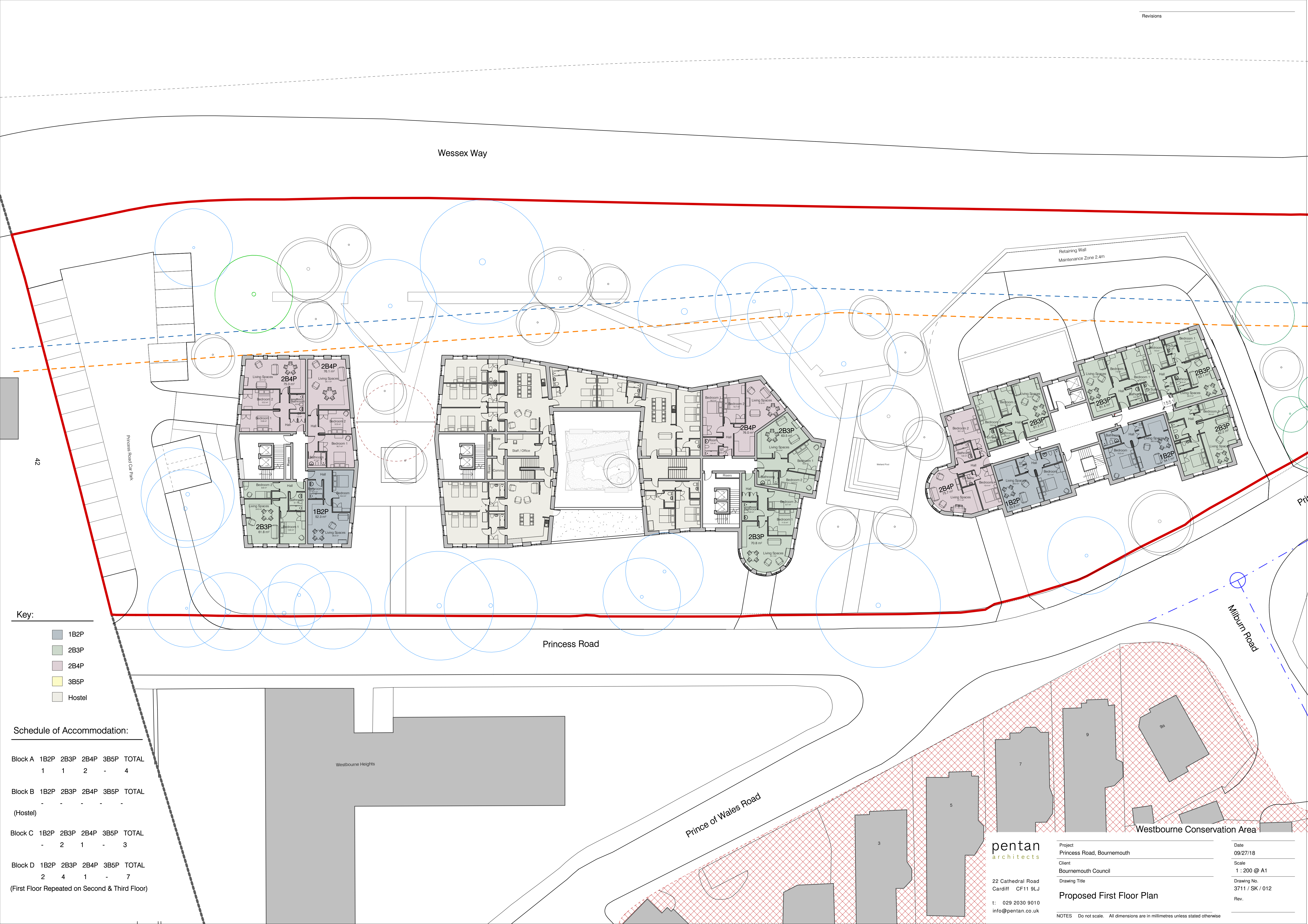
Date  
13/03/2019

Scale  
1 : 200 @ A0

Drawing No.  
3711 / SK / 011

Rev.





Key:

- 1B2P
- 2B3P
- 2B4P
- 3B5P
- Hostel

Schedule of Accommodation:

Block A	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	1	2	-	4
Block B	1B2P	2B3P	2B4P	3B5P	TOTAL
(Hostel)	-	-	-	-	-
Block C	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	2	1	-	3
Block D	1B2P	2B3P	2B4P	3B5P	TOTAL
	2	4	1	-	7

(First Floor Repeated on Second & Third Floor)

pentan  
architects

22 Cathedral Road  
Cardiff CF11 9LJ  
t: 029 2030 9010  
info@pentan.co.uk

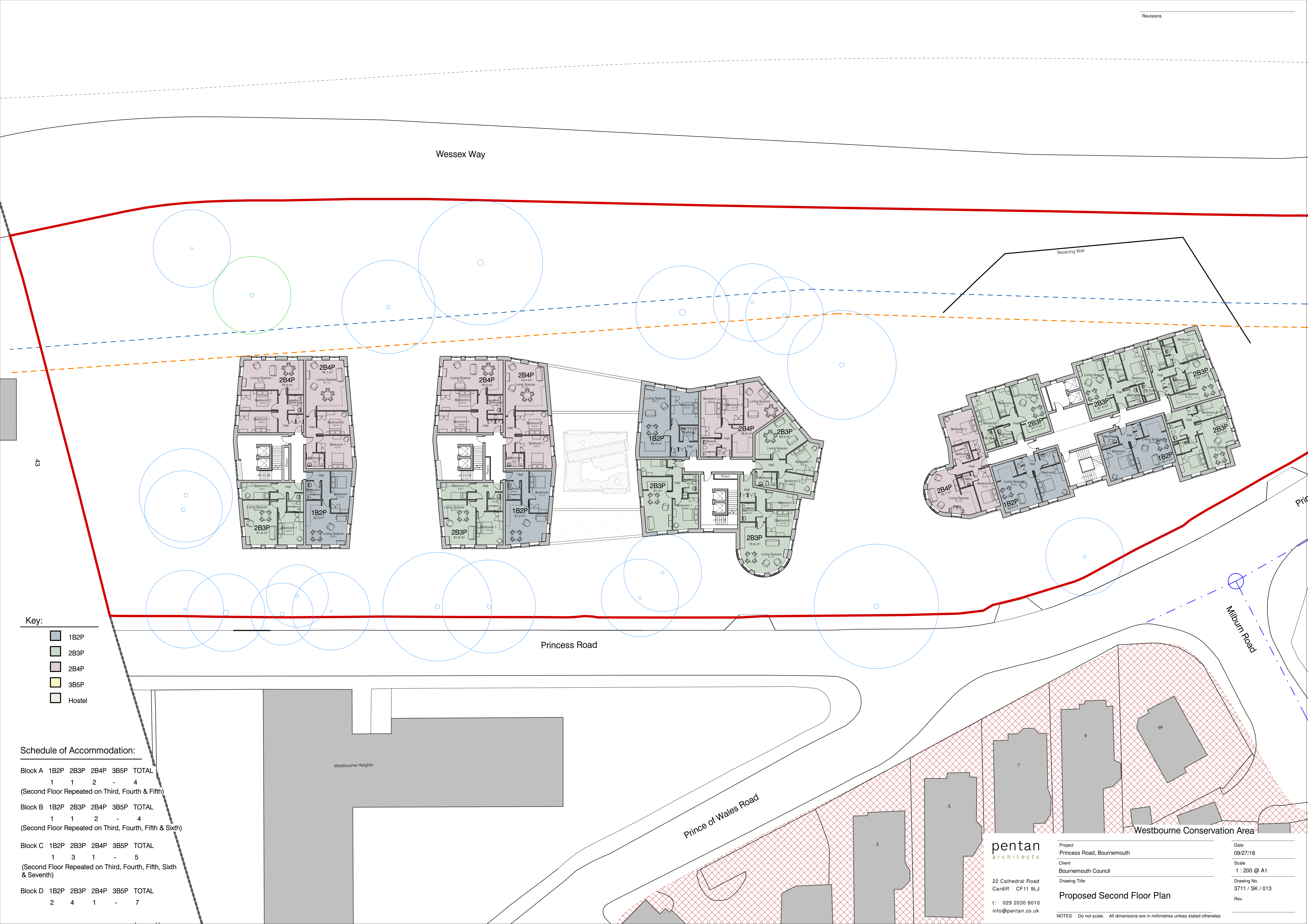
Project  
Princess Road, Bournemouth  
Client  
Bournemouth Council

Proposed First Floor Plan

NOTES Do not scale. All dimensions are in millimetres unless stated otherwise

Date  
09/27/18  
Scale  
1 : 200 @ A1  
Drawing No.  
3711 / SK / 012  
Rev.





43

Wessex Way

Retaining Wall

Princess Road

Milburn Road

Prince of Wales Road

Westbourne Heights

Westbourne Conservation Area

Key:

- 1B2P
- 2B3P
- 2B4P
- 3B5P
- Hostel

Schedule of Accommodation:

Block A 1B2P 2B3P 2B4P 3B5P TOTAL

1 1 2 - 4  
(Second Floor Repeated on Third, Fourth & Fifth)

Block B 1B2P 2B3P 2B4P 3B5P TOTAL

1 1 2 - 4  
(Second Floor Repeated on Third, Fourth, Fifth & Sixth)

Block C 1B2P 2B3P 2B4P 3B5P TOTAL

1 3 1 - 5  
(Second Floor Repeated on Third, Fourth, Fifth, Sixth & Seventh)

Block D 1B2P 2B3P 2B4P 3B5P TOTAL

2 4 1 - 7

pentan  
architects

22 Cathedral Road  
Cardiff CF11 9LJ

t: 029 2030 9010  
info@pentan.co.uk

Project  
Princess Road, Bournemouth  
Client  
Bournemouth Council

Drawing Title  
Proposed Second Floor Plan

NOTES Do not scale. All dimensions are in millimetres unless stated otherwise

Date  
09/27/18  
Scale  
1 : 200 @ A1  
Drawing No.  
3711 / SK / 013  
Rev.





Key:

- 1B2P
- 2B3P
- 2B4P
- 3B5P
- Hostel

Schedule of Accommodation:

Block A	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	1	2	-	4
Block B	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	1	2	-	4
Block C	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	3	1	-	5
Block D	1B2P	2B3P	2B4P	3B5P	TOTAL
	2	4	1	-	7

pentan  
architects

22 Cathedral Road  
Cardiff CF11 9LJ  
T: 029 2030 9010  
info@pentan.co.uk

Project  
Princess Road, Bournemouth  
Client  
Bournemouth Council  
Drawing Title

Proposed Third Floor Plan

NOTES: Do not scale. All dimensions are in millimetres unless stated otherwise.

Date  
09/27/18  
Scale  
1 : 200 @ A1  
Drawing No  
3711 / SK / 014  
Rev.

Westbourne Conservation Area





Key:

- 1B2P
- 2B3P
- 2B4P
- 3B5P
- Hostel

Schedule of Accommodation:

Block A	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	1	2	-	4
Block B	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	1	2	-	4
Block C	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	3	1	-	5
Block D	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	1	2	1	5

pentan  
architects

22 Cathedral Road  
Cardiff CF11 9LJ  
t: 029 2030 9010  
info@pentan.co.uk

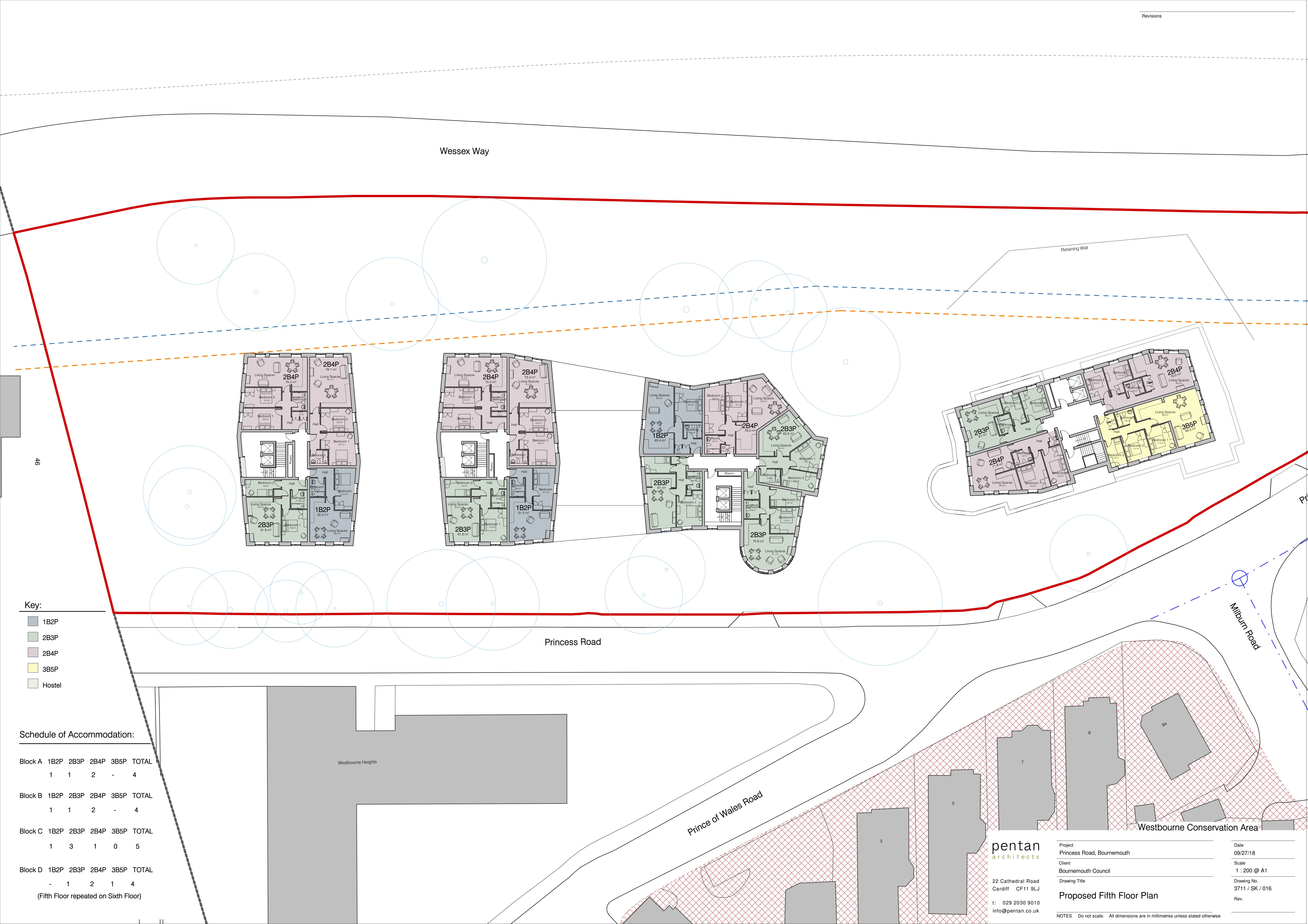
Project  
Princess Road, Bournemouth  
Client  
Bournemouth Council

Drawing Title  
Proposed Fourth Floor Plan

NOTES Do not scale. All dimensions are in millimetres unless stated otherwise

Date  
09/27/18  
Scale  
1 : 200 @ A1  
Drawing No.  
3711 / SK / 015  
Rev.





46

Key:

- 1B2P
- 2B3P
- 2B4P
- 3B5P
- Hostel

Schedule of Accommodation:

Block A	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	1	2	-	4
Block B	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	1	2	-	4
Block C	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	3	1	0	5
Block D	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	1	2	1	4
(Fifth Floor repeated on Sixth Floor)					

pentan  
architects

22 Cathedral Road  
Cardiff CF11 9LJ  
t: 029 2030 9010  
info@pentan.co.uk

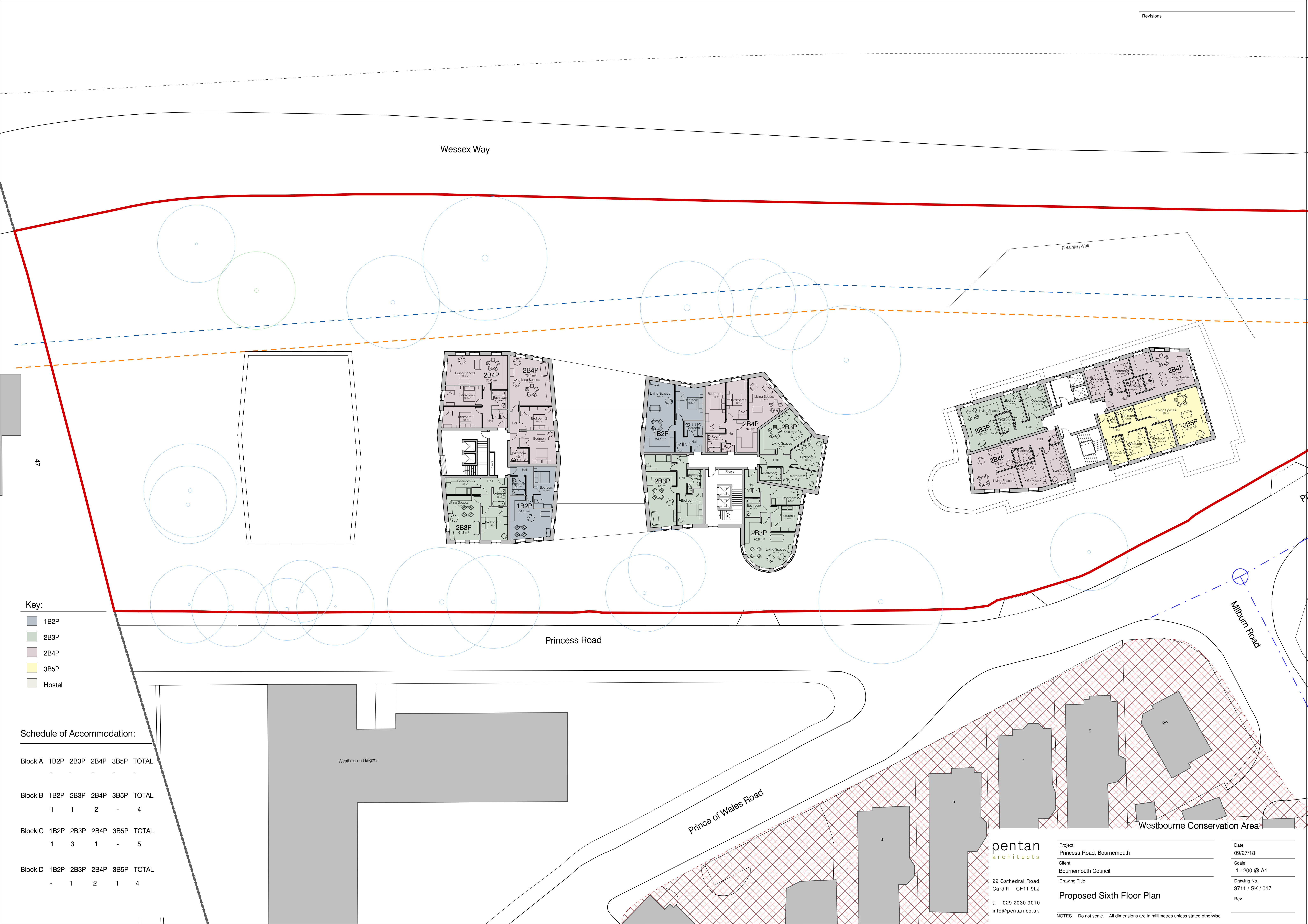
Project  
Princess Road, Bournemouth  
Client  
Bournemouth Council

Drawing Title  
Proposed Fifth Floor Plan

NOTES Do not scale. All dimensions are in millimetres unless stated otherwise

Date  
09/27/18  
Scale  
1 : 200 @ A1  
Drawing No.  
3711 / SK / 016  
Rev.





47

Key:

- 1B2P
- 2B3P
- 2B4P
- 3B5P
- Hostel

Schedule of Accommodation:

Block A	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	-	-	-
Block B	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	1	2	-	4
Block C	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	3	1	-	5
Block D	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	1	2	1	4

pentan  
architects

22 Cathedral Road  
Cardiff CF11 9LJ  
t: 029 2030 9010  
info@pentan.co.uk

Project  
Princess Road, Bournemouth  
Client  
Bournemouth Council  
Drawing Title  
Proposed Sixth Floor Plan

Date  
09/27/18  
Scale  
1 : 200 @ A1  
Drawing No.  
3711 / SK / 017  
Rev.

NOTES Do not scale. All dimensions are in millimetres unless stated otherwise





Key:

- 1B2P
- 2B3P
- 2B4P
- 3B5P
- Hostel

Schedule of Accommodation:

Block A	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	-	-	-
Block B	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	1	1	-	2
(Seventh floor repeated on Eighth Floor)					
Block C	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	3	1	0	5
Block D	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	-	-	-

pentan  
architects

22 Cathedral Road  
Cardiff CF11 9LJ  
t: 029 2030 9010  
info@pentan.co.uk

Project  
Princess Road, Bournemouth  
Client  
Bournemouth Council  
Drawing Title

Proposed Seventh Floor Plan

NOTES Do not scale. All dimensions are in millimetres unless stated otherwise


Date  
09/27/18  
Scale  
1 : 200 @ A1  
Drawing No.  
3711 / SK / 018  
Rev.





Retaining Wall

49

 1B2P  
 2B3P  
 2B4P  
 3B5P  
 Hostels

Block A	1B2P	2B3P	2B4P	3B5P	TOTAL
1	1	1	1	1	4
2	1	1	1	1	4
3	1	1	1	1	4
4	1	1	1	1	4
5	1	1	1	1	4
6	1	1	1	1	4
7	1	1	1	1	4
8	1	1	1	1	4
9	1	1	1	1	4
10	1	1	1	1	4
11	1	1	1	1	4
12	1	1	1	1	4
13	1	1	1	1	4
14	1	1	1	1	4
15	1	1	1	1	4
16	1	1	1	1	4
17	1	1	1	1	4
18	1	1	1	1	4
19	1	1	1	1	4
20	1	1	1	1	4
21	1	1	1	1	4
22	1	1	1	1	4
23	1	1	1	1	4
24	1	1	1	1	4
25	1	1	1	1	4
26	1	1	1	1	4
27	1	1	1	1	4
28	1	1	1	1	4
29	1	1	1	1	4
30	1	1	1	1	4
31	1	1	1	1	4
32	1	1	1	1	4
33	1	1	1	1	4
34	1	1	1	1	4
35	1	1	1	1	4
36	1	1	1	1	4
37	1	1	1	1	4
38	1	1	1	1	4
39	1	1	1	1	4
40	1	1	1	1	4
41	1	1	1	1	4
42	1	1	1	1	4
43	1	1	1	1	4
44	1	1	1	1	4
45	1	1	1	1	4
46	1	1	1	1	4
47	1	1	1	1	4
48	1	1	1	1	4
49	1	1	1	1	4
50	1	1	1	1	4
51	1	1	1	1	4
52	1	1	1	1	4
53	1	1	1	1	4
54	1	1	1	1	4
55	1	1	1	1	4
56	1	1	1	1	4
57	1	1	1	1	4
58	1	1	1	1	4
59	1	1	1	1	4
60	1	1	1	1	4
61	1	1	1	1	4
62	1	1	1	1	4
63	1	1	1	1	4
64	1	1	1	1	4
65	1	1	1	1	4
66	1	1	1	1	4
67	1	1	1	1	4
68	1	1	1	1	4
69	1	1	1	1	4
70	1	1	1	1	4
71	1	1	1	1	4
72	1	1	1	1	4
73	1	1	1	1	4
74	1	1	1	1	4
75	1	1	1	1	4
76	1	1	1	1	4
77	1	1	1	1	4
78	1	1	1	1	4
79	1	1	1	1	4
80	1	1	1	1	4
81	1	1			

Block A	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	-	-	-
Block B	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	2	-	2
Block C	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	-	2	-	3
(Eighth Floor repeated on Ninth Floor)					
Block D	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	-	-	-

Princess Road

Milburn Road

## Westbourne Conservation Area

pentan  
architects

22 Cathedral Road

t: 029 2030 9010  
info@pentan.co.uk

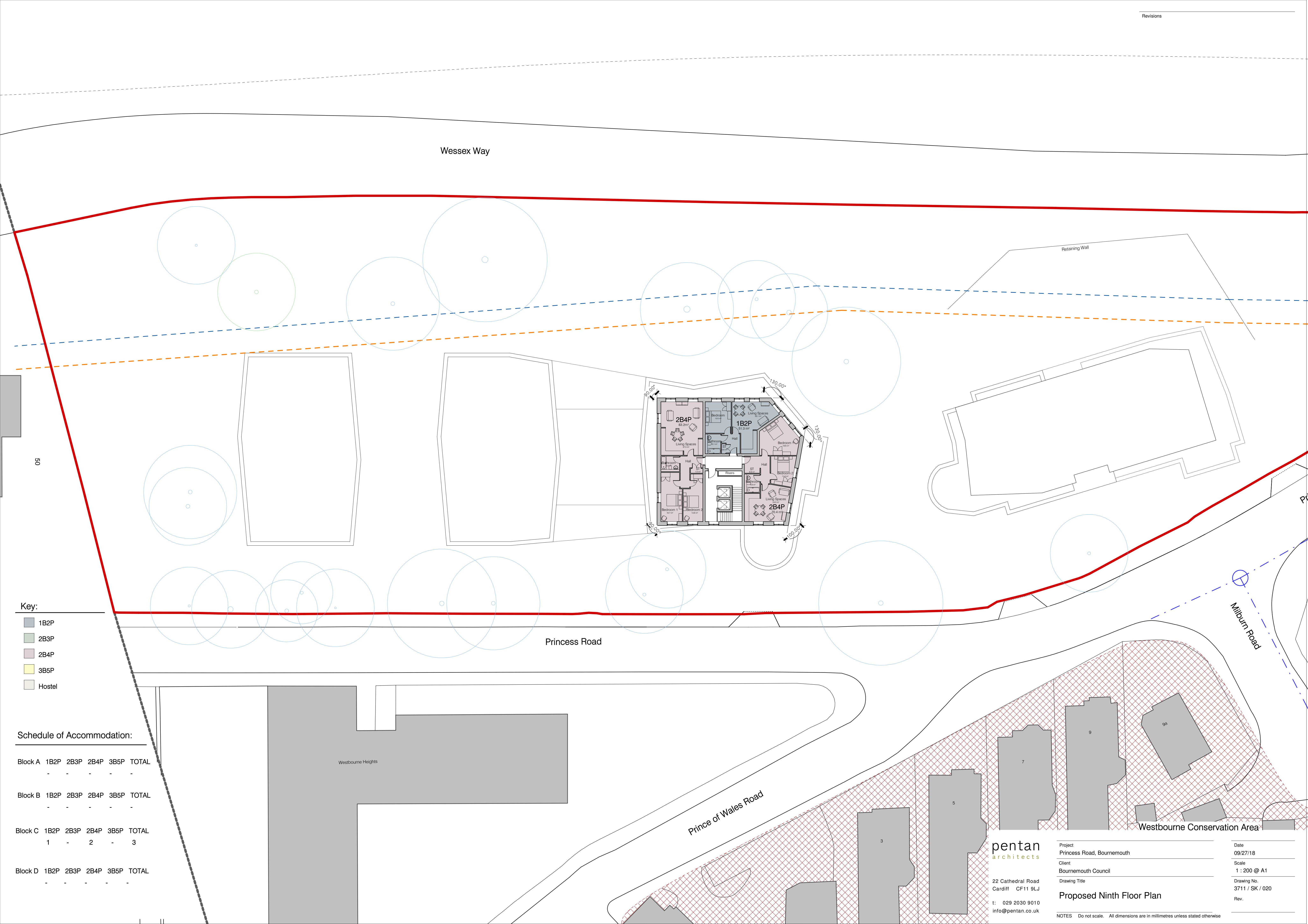
Project	Princess Road, Bournemouth
Client	Bournemouth Council

## Proposed Eighth Floor Plan

NOTES Do not scale. All dimensions are in millimetres unless stated otherwise

Date	09/27/18
Scale	1 : 200 @
Drawing No.	3711 / SK
Rev.	





Key:

- 1B2P
- 2B3P
- 2B4P
- 3B5P
- Hostel

Schedule of Accommodation:

Block A	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	-	-	-
Block B	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	-	-	-
Block C	1B2P	2B3P	2B4P	3B5P	TOTAL
	1	-	2	-	3
Block D	1B2P	2B3P	2B4P	3B5P	TOTAL
	-	-	-	-	-

pentan  
architects

22 Cathedral Road  
Cardiff CF11 9LJ  
t: 029 2030 9010  
info@pentan.co.uk

Project  
Princess Road, Bournemouth  
Client  
Bournemouth Council  
Drawing Title

Proposed Ninth Floor Plan

NOTES Do not scale. All dimensions are in millimetres unless stated otherwise

Date  
09/27/18  
Scale  
1 : 200 @ A1  
Drawing No.  
3711 / SK / 020  
Rev.



## Environment Impact Checklist for all Cabinet Reports

Issue: Princess Road Mixed Tenure Residential Redevelopment  
 Meeting Date: 12<sup>th</sup> July 2019  
 Accountable Manager: Lorraine Mealings, Director Housing  
 Impact Assessor: Jonathan Thornton ☎ 01202 458347 ✉ jonathan.thornton@bcpconcil.gov.uk

Key	
+	Balance of positive Impacts
?	Balanced or unclear impacts
-	Balance of negative impacts
n/a	Not applicable

Impact Criteria	Impact	Comments
<b>Natural resources</b> impact on use of natural resources - for example energy, water, raw materials	?	The redevelopment of this site and buildings will have a negative effect on the use of natural resources. However, as part of the demolition process, the majority of bricks and roof tiles were removed and cleaned by hand and taken for site for sale and re-use. The remaining masonry and concrete have been re-used as a haul road across the site to provide access.
<b>Quality of environment</b> contribution to safe and supportive environments for living, recreation and working	+	<p>A new, high quality building on this site could make a positive contribution to the quality of the environment. The development of new homes on the site will improve natural surveillance of the area, contributing to a safer environment.</p> <p>A great number of trees are retained in the current scheme proposals, including a buffer of trees/landscaped areas between the proposed buildings and the Wessex Way and Princess Road to provide a great environment.</p> <p>Outside space is limited in the proposed development, balconies are provided where possible; ground floor flats will have direct access to open space.</p> <p>The site is well located and walkable to local shops and facilities in Westbourne as well as bus routes to central Bournemouth and Poole.</p>

<p><b>Bio-diversity</b> protects and improves wildlife and habitats</p>	<p>?</p>	<p>The site is currently vacant, following demolition of most of the buildings with only one building remaining. Part of the site remains (temporarily) as a car park. To ensure safety of wildlife, Ecology surveys, bat surveys and tree surveys have been undertaken to guide the design of the proposed buildings to avoid removal of trees wherever possible.</p>
<p><b>Waste and pollution</b> effects on air, land and water from waste and emissions</p>	<p>-</p>	<p>This redevelopment will result in intensified use of the site, resulting in additional waste and emissions. However, the new buildings will be built to high energy efficiency standards of current Building Regulations for heating as well as thermal insulation. A district heating system is proposed to reduce energy usage.</p>
<p><b>Council Priority and Objectives for Improving our Environment:</b></p> <ul style="list-style-type: none"> <li>• Reduce traffic congestion</li> <li>• Improve streetscene</li> <li>• Improve recycling &amp; energy management</li> <li>• Respond to climate change</li> <li>• Improve quality of existing space</li> </ul>	<p>?</p>	<p>There will be a greater number of vehicular movements to and from the site compared to its previous use due to the increased densification. There will also be cycle storage in the basement and ground floor areas, as well as cycle hoops adjacent to the blocks main entrances.</p> <p>The Street scene will be greatly improved by the redevelopment of a derelict site. As mentioned above, existing building materials have been recycled where possible. In-use of the proposed development will include space for recycling as well as waste.</p> <p>The roof is to cite an array of Photovoltaic panels to generate electricity for the heating system and communal lighting.</p>



# CABINET



Report subject	<b>Review of Planning Call-in arrangements within BCP Constitution</b>
Meeting date	12 July 2019
Status	Public Report
Executive summary	<p>The Shadow Authority adopted a Constitution for BCP Council at its meeting on 21 February 2019.</p> <p>The Constitution sets out how decisions on planning applications are made, including when they have to be considered by the Planning Committee.</p> <p>It provides for Councillors in their Ward Councillor role to “call-in” certain specified types of applications to be considered by the Planning Committee if the site is within their Ward.</p> <p>Concerns have been raised about these provisions and as a result they have been reviewed. This Report sets out proposals for Cabinet to consider and recommend to Council for approval at the meeting of Full Council on 16 July 2019.</p>
Recommendations	<p><b>It is RECOMMENDED that Cabinet considers the options for change set out in this Report and makes the following recommendations to Full Council:</b></p> <ol style="list-style-type: none"> <li><b>1. Householder applications are within the scope of the planning applications that can be subject to Councillor call in to Committee.</b></li> <li><b>2. The call-in provisions for Planning Applications are extended to include all Councillors, on the same basis as that which applied to Ward Councillors currently, namely that the Councillor should set out why the application is potentially contentious and raises material planning issues which would affect the wider public interest.</b></li> <li><b>3. The period within which Councillors can request a call in is extended and must be made within 30 days of the date the application was registered.</b></li> </ol> <p style="text-align: right;"><b>Continued.</b></p>

	<p><b>4. A Councillor that has called in an application for consideration by Planning Committee may withdraw their request at any time up until seven days before publication of the Agenda for the meeting of the Planning Committee.</b></p> <p><b>5. A Councillor may make a conditional request that an application be called in – on the basis that it be called in to be considered by Committee if the officer is proposing to grant/refuse the application, in accordance with the process set out more fully in paragraph 19 below.</b></p> <p><b>6. Where a Parish or Town Council, or Neighbourhood Forum, makes a representation which raises material planning issues which would affect the wider public interest in respect of a Planning Application this application is considered by the Planning Committee.</b></p> <p><b>7. That the Constitution be amended to reflect and implement the above.</b></p>
Reason for recommendations	To provide further public and democratic engagement with the planning decision making process and ensure that there are greater powers for elected Councillors and community representatives to refer matters to Planning Committee in cases where there is public interest and material planning reasons for debate at the Committee. This is intended to provide further transparency and to reinforce confidence in the planning process.
Portfolio Holder(s):	Councillor Margaret Phipps, Portfolio Holder Strategic Planning
Corporate Director	Julian Osgathorpe, Corporate Director Resources
Contributors	<p>Tanya Coulter, Monitoring Officer and Director, Law &amp; Governance</p> <p>Richard Genge, Development Services Manager, Planning Services</p>
Wards	All
Classification	For consideration and recommendation to Full Council

## Background

1. On 21 February 2019 the BCP Shadow Authority adopted a Constitution for BCP Council. The Shadow Authority was advised at this time that it was likely the new

Council would wish to review certain parts of the Constitution once elected, and once the implications of the provisions became clearer.

2. It has become clear since the introduction of the call-in arrangements for planning decisions to be considered by Planning Committee that there are provisions that should be reviewed to ensure BCP Council is satisfied with the time limits involved, and the other parameters within which applications can be referred to the Planning Committee.
3. This review relates to the mechanisms for Councillors and other bodies to refer matters to Committee. There are a number of provisions in the Constitution that provide for automatic referral to Committee or Officer referral. The review has not considered these matters.
4. In reviewing options, it is relevant to consider the scale of planning related applications BCP Council will likely consider on an annual basis. In this regard, based on recent trends, BCP Council will, on average, determine 5,000 applications a year, 3000 of which are Planning Applications with the remainder being Tree Works Applications.
5. The existing BCP scheme of delegation was established to service a single planning committee that will meet each month and on average consider around 8-10 applications. Over a year this would be between 96 and 120 applications, which is around 2% of the total number of applications. It was agreed at the time of adoption that the balance between delegated decisions and number of decisions being taken by Committee would need to be considered following the election in May 2019.
6. The existing scheme of delegation was also prepared and adopted to ensure that the most controversial and strategic decisions were considered by the Planning Committee, with all other decisions capable of being determined under delegated powers based upon Council adopted planning policy. Since the adoption of the Constitution many concerns have been raised about the loss of public and Councillor engagement and there is a need to achieve a more appropriate balance in the matters considered by Committee and those decided by professional planning officers using delegated authority.
7. The preceding Councils all had different arrangements for call- in and different mechanisms and schemes of delegation.
8. The issues for consideration are set out below.

### **Types of Planning Applications which can be called in to Committee**

9. Householder applications, being applications to extend or carry out alterations to a dwelling house, are currently excluded from call in unless they are applications made by a Councillor or Senior Officer, where they would be automatically considered by Planning Committee.
10. Householder applications by their nature are likely to affect their immediate neighbours and being more often the only time residents engage with the Planning Service result in both representations to the authority and requests for Ward Member support.
11. If householder applications can be called in to Committee, it is likely this would increase the number of applications being considered by the Committee. This could extend the length of meetings or expand the number. This has to be

balanced against the need for planning decisions to be made openly and transparently in public in cases where there is strong public interest and material planning issues involved, and it is proposed that householder applications are within the scope of the Councillor call in provisions.

### **Which Councillors can call in a decision to Committee**

12. It is currently the position that Councillors can seek to call-in a decision to Committee where the application site is within their Ward. This prevents other Councillors being able to call in applications in adjacent or other Wards in circumstances where the decision could affect that adjacent or other Ward.
13. As noted above the preceding Bournemouth and Poole authorities restricted the call-in to Ward Members, whereas Christchurch enabled call in by any member. This was the subject of some scrutiny in Poole and in acknowledgment that some sites affect the wider interests it was resolved that any Councillor could call-in application beyond their Ward in consultation with the Chairman and Development Services Manager, setting out how the proposal affects issues beyond the relevant Ward boundary.
14. The Current BCP Constitution requires Ward Councillors to set out why 'the application is potentially contentious and raises material planning issues which would affect the wider public interest'. A guide to material planning issues is published on the Council's web site. Ultimately it is a matter for the courts to define what is or is not material, and this can change from time to time. Officers can provide assistance to Councillors in each case. It is proposed to extend the call-in provision to all Councillors rather than limit it to Ward Councillors, on the same basis that they should set out why the application is potentially contentious and raises material planning issues which would affect the wider public interest.

### **Time Period for call in requests and rights to withdraw**

15. The current position is that a request to call in a proposal has to be made by a Councillor before the end of the neighbour notification period, usually this is 24 days in total although it can vary dependent upon the type of consultation undertaken. This period of time is considered to be fairly short, and a number of Councillors and Officers have suggested this needs to be extended to enable time for the Councillor to discuss the application with the Planning Officer and reach a decision.
16. At its recent meeting Planning Committee resolved to recommend that the time period for Ward Councillors to refer an application to Committee be extended to 28 days.
17. The planning process is time constrained with a target for decision on most applications being 8 weeks. Beyond this period not only would this enable the applicant to appeal against non-determination, but also importantly the Local Planning Authority are required to publish its performance figures and stand the risk of being designated as poor performing if it fails to meet the government targets. Such designation could result in special measures being imposed upon the Council.
18. To balance the above, whilst allowing for some reasonable time to enable members to engage with the Planning Service once the issues of concern/merit become apparent, it is proposed to extend the period within which Councillors

can request a call in and specify that it must be made within 30 days of the application being registered.

19. It is proposed that the Councillor that has called in the application for consideration by Committee may withdraw their request at any time up until seven clear working days before publication of the Agenda for the meeting of the Planning Committee. This is to enable matters to be dealt with by delegated authority in such cases where public concerns have been addressed and the Councillor is satisfied that the public interest in the matter being considered by Committee is no longer a factor. The process will need to provide for a clear form setting out reasons for this withdrawal in order that the decision is transparent and clear.
20. In addition, it is proposed that a Councillor may seek a “conditional” call in. A Councillor would be able to seek that the application be considered by Committee if the planning officer is proposing to grant the application or refuse the application. By way of example, should an application be made that the Councillor considers would, if granted, be problematic in material planning terms and the public interest would be affected, they could seek that the application be called in to Committee if the planning officer was proposing to grant the application. If the planning officer proposed to refuse the application the matter would not be called in to be considered by Committee. The call in form to be developed would state very clearly the basis upon which the Councillor was choosing to call the matter in.

#### **Parish / Town Council/Neighbourhood Forum call in**

21. Parish and Town Councils are afforded the same rights as ‘neighbourhood forums’ and other ‘statutory consultees’ such as Natural England, the Local Highway Authority or the Environment Agency. These rights as set out in The Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended) and require the authority to consult with them on certain applications.
22. It is proposed that where a Parish or Town Council, or Neighbourhood Forum, makes a representation (within the applicable statutory time limit for such representations) which raises material planning issues that would affect the wider public interest the Application will be considered by the Planning Committee.
23. This proposal recognises the democratic mandate that these Councils and Forums have in respect of their local area.

#### **Summary of financial implications**

24. If Council amends the Constitution to enable a higher level of call in powers, there could be an increase in applications being considered by Planning Committee. This will have resource implications although the exact impact will depend on the number of applications coming to the Committee.
25. The relevant Service Director will need to carefully monitor the impact with a view to redirecting resources as necessary.

#### **Summary of legal implications**

26. The options contained within this Report are all in accordance with the powers of the Council.

27. It should be noted that the Audit and Governance Committee is the relevant Committee to consider and review changes to the Constitution. In this event due to the level of concerns raised and need to have consideration at the July Council meeting, it has not been possible to bring these options to the Audit and Governance Committee as it does not meet until the end of July. The members of that Committee have been advised of the proposed changes and options, and also been invited to attend the Cabinet meeting to make any comments and suggestions in regard to this item.

#### **Summary of human resources implications**

28. There is a potential requirement for additional officer resource.

#### **Summary of environmental impact**

29. There are no environmental impacts arising from this report.

#### **Summary of public health implications**

30. There are no public health implications arising from this report.

#### **Summary of equality implications**

31. There are no new equality implications arising from this report.

#### **Summary of risk assessment**

32. There is a risk that additional resource will be required to support this proposal, however this needs to be balanced against the benefits of the proposal in terms of public engagement, transparency and the need to ensure there is public confidence in the planning system. There is a risk to the Council should there be a lack of confidence in the system and this proposal seeks to address some of the concerns raised.

#### **Background papers**

None

# CABINET



Report subject	<b>Approval of Youth Justice Plan 2019/20</b>
Meeting date	12 July 2019
Status	Public Report
Executive summary	To present the Youth Justice Plan for 2019/20. There is a statutory requirement to publish an annual Youth Justice Plan which must provide specified information about the local provision of youth justice services. This report summarises the Youth Justice Plan for 2019/20, with a copy of the Plan appended. The Youth Justice Plan needs to be approved by the full Council.
Recommendations	<b>It is RECOMMENDED that:</b>  <b>Cabinet endorse and recommend the report for approval to the Full Council</b>
Reason for recommendations	Youth Offending Teams are required to publish an annual Youth Justice Plan which should be approved by the Local Authority for that Youth Offending Team and by the Youth Justice Board. Dorset Combined Youth Offending Service works across both Bournemouth, Christchurch and Poole Council and Dorset Council. Approval is therefore sought from Bournemouth, Christchurch and Poole Council, as well as from Dorset Council. Indicative approval has been received from the Youth Justice Board.  The draft Youth Justice Plan has been approved by the Dorset Combined Youth Offending Service Partnership Board.

Portfolio Holder(s):	Councillor Sandra Moore, Portfolio Holder Children's Services
Corporate Director	Judith Ramsden, Corporate Director Children's Services
Contributors	David Webb, Manager, Dorset Combined Youth Offending Service
Wards	
Classification	For Recommendation

## Background

1. Under the Crime and Disorder Act 1998 Youth Offending Teams are required to publish an annual youth justice plan. The Youth Justice Board provides guidance about what must be included in the plan and recommends a structure for the plan. The draft Youth Justice Plan for the Dorset Combined Youth Offending Service is attached at Appendix One. A brief summary of the Youth Justice Plan is provided in this report.
2. The Children's Services Overview and Scrutiny Committee at its meeting on 26 June 2019 considered the report, an extract of the minutes from this meeting are set out below:

Extract of the Children's Services Overview and Scrutiny Committee, 26 June 2019, Minute No. 8 refers

### 8. Approval of Youth Justice Plan 2019/20

*The Portfolio Holder for Children's Services introduced the item and the Manager of the Dorset Combined Youth Offending Service (YOS) presented the Report.*

*The Committee was advised that the Report appended the Youth Justice Plan for 2019/2020. There was a statutory requirement to publish an Annual Youth Justice Plan which must provide specified information about the provision of youth justice services.*

*The Committee was requested to endorse the Youth Justice Plan for 2019/2020 to Cabinet to recommend to full Council.*

*The Committee discussed the Youth Justice Plan and comments were made, including:*

- *In response to a query regarding how the YOS was managing with reductions in funding, the Committee was advised that, to increase its resilience, the YOS merged pan Dorset in 2015. It was highlighted that the Crime and Disorder Act 1998 stipulated that the YOS must include certain staff posts, which the YOS met plus some additional posts however, overall a reduction in staff had been necessary*
- *The issue of an increase in first time offenders was discussed and the Committee was advised that this was a complex area as the YOS would not*



*normally start working with offenders until they were in the system. The Service worked closely with the Police on individuals to improve outcomes, this included the need to sometimes use diversion tactics and the use of a restorative justice approach to enable fewer formal outcomes for low level offending.*

- In response to a query about how BCP Council and its Councillors could help the Service, the Committee was advised by being actively involved within the local community, monitoring and reporting on problem and vulnerable children and being aware of issues such as Child Sexual Exploitation and County Lines. The importance of an integrated approach was highlighted.*
- With regards to CAMHS, the Committee was advised that the YOS had nurses seconded to its team, which meant that access to it could be brokered quicker than if being referred by another service*
- The Committee agreed that it would be beneficial to receive an update report on the three key performance indicators every six months to enable it to monitor YOS' progress*
- The work of the Speech and Language Therapist was highlighted, and it was noted how beneficial this addition to the team had been. Work was being undertaken with the local Justice system, how the Police and court settings communicate with youth offenders and to give understanding and insight into the possible reasons for the youth offenders behaviour in the different settings*
- In response to a query regarding the quarterly finance reports and providing value for money, the Committee was advised that the YOS' aim was to ensure it uses its budget effectively to ensure improvements were being seen in the young people it dealt with as opposed to achieving a balanced budget*
- It was noted that a few issues had been identified within the report writing which could be rectified to make it easier to understand.*

*The Corporate Director for Children's Services concluded by thanking the Committee for its helpful feedback. The Committee was advised that this would be fed back to the Youth Justice Board and it was noted that an update Report would be brought back to this Committee in six months regarding the key performance indicators.*

#### **RECOMMENDED:**

***That the Children's Services Overview and Scrutiny Committee endorsed the Youth Justice Plan for 2019/2020 so that Cabinet can recommend its approval to full Council.***

***Voting: For - Unanimous***

#### **Summary of Contents**

3. The Youth Justice Plan provides information on the resourcing, structure, governance, partnership arrangements and performance of the Dorset Combined Youth Offending Service. The Plan also describes the national and local youth justice context for 2019/20, identifies risks to the delivery of youth justice outcomes and sets our priorities for this year.
4. There are three national 'key performance indicators' for youth justice. The first indicator relates to the rate of young people entering the justice system for the first time. Local performance in this area has declined, with young people in

Dorset now more likely to enter the justice system than young people in other areas. Plans to develop alternative 'diversion' options are being taken forward with Dorset Police and the Office of the Police and Crime Commissioner.

5. Dorset Combined Youth Offending Service is performing well against the other two national indicators, for reducing reoffending and for minimising the use of custodial sentences.

### **Summary of financial implications**

6. The Youth Justice Plan reports on the resourcing of the Youth Offending Service (YOS). Local authority and other partner contributions had remained static since 2014/15. A cost of living increase to local authority contributions was agreed for 2018/19, along with a redistribution of the funding proportions to reflect Local Government Reorganisation. The annual Youth Justice Grant has reduced from £790,000 in 2014/15 to £588,708 in 2018/19.
7. The creation of the pan-Dorset Youth Offending Service in 2015 increased the service's resilience and ability to adapt to reduced funding and increased costs. The management of vacancies, and the deletion of some posts, has enabled a balanced budget to be achieved.

### **Summary of legal implications**

8. Local authorities are legally required to form a youth offending team with the statutory partners named in the Crime and Disorder Act 1998. The Act also stipulates that youth offending partnerships must submit an annual youth justice plan setting out how youth justice services in their area will be provided and funded; and how the youth offending team will be composed and funded, how it will operate and what functions it will carry out. The Youth Justice Plan for 2019-20 meets these legal obligations

### **Summary of human resources implications**

9. Local Authority YOS staff members who were previously employed by Poole and Dorset transferred to become employees of Bournemouth Borough Council in 2015. Local Government Reorganisation in April 2019 led to a further TUPE transfer of local authority employees to the new Bournemouth, Christchurch and Poole council. The YOS also includes employees of the partner agencies who have been seconded to work in the team and who remain employed by the partner agency

### **Summary of environmental impact**

10. No adverse environmental impact has been identified.

### **Summary of public health implications**

11. Young people in contact with youth justice services are known to be more likely than other young people to have unmet or unidentified health needs. The Youth Offending Service includes seconded health workers who work directly with young people and who facilitate their engagement with community health services.

## **Summary of equality implications**

12. The Youth Justice Plan contains information about the gender and ethnic composition of the YOS staff and volunteer groups. The Plan does not identify any adverse impact on staff or volunteers with protected characteristics. The Plan does show that the YOS staff and volunteer group does not fully reflect the diversity of its service user group. A YOS Staffing Plan has now been completed with actions identified to address this issue.
13. It is recognised nationally that young people from minority ethnic groups, and young people in the care of the local authority, are over-represented in the youth justice system and in the youth custodial population. It is also recognised that young people known to the YOS may experience learning difficulties or disabilities, including in respect of speech, language and communication needs. Actions have been identified in the Youth Justice Plan to address these issues.

## **Summary of risk assessment**

14. Risks that have been identified to the achievement of youth justice outcomes include limited access to suitable education provision for young people known to the YOS; lack of suitable local care placements for children with complex risks and needs; increased incidence of child exploitation and associated increased risks of violent behaviour; pressure on resources and uncertainty and delay on Youth Justice Board.

## **Background papers**

None

## **Appendices**

Appendix 1 – Dorset Combined Youth Offending Service Youth Justice Plan 2019/20.

This page is intentionally left blank

# DORSET COMBINED YOUTH OFFENDING SERVICE



Version	Superseded Version(s)	Date	Author	Changes made
V0.2				

## Youth Justice Plan

# 2019/20

V0.1		24.05.19	David Webb	
------	--	----------	------------	--

## Contents

Dorset Combined Youth Offending Service Statement of Purpose.....	4
Who We Are and What We Do.....	4
Introduction .....	5

Service Targets.....	5
Headline Strategic Priorities for 2019/20 .....	5
Structure and Governance: The YOS Partnership Board .....	6
Linking the Youth Justice System to other Plans and Structures.....	7
Partnership Arrangements .....	8
Safeguarding and Public Protection .....	8
Child Exploitation .....	8
Reducing Re-Offending .....	8
Risk Assessment Panels .....	8
Harmful Sexual Behaviour .....	8
Preventing Violent Extremism .....	9
Safe Schools and Communities Team .....	9
Restorative Justice and Support for Victims .....	9
Reducing Youth Detentions in Police Custody .....	9
Operational Links between YOS and Partner Agencies .....	10
Resources and value for money.....	11
Use of the Annual Youth Justice Grant 2019/20.....	12
Staffing information.....	13
Key Performance Information .....	15
First Time Entrants into the Youth Justice System .....	15
Reducing Re-Offending .....	16
Custodial Sentences.....	17
Achievements and Developments during 2018/19: .....	17
Preventing Offending .....	17
Improving the Quality and Impact of YOS practice .....	18
Work with police, courts and other services to improve our local youth justice system.....	19
Making best use of resources .....	19
Inspection reports and learning reviews in 2018/19.....	20
Joint Targeted Area Inspection .....	20
Learning Reviews .....	20
Service User Feedback.....	21
Emerging issues, and risks to achievement of YOS priorities in 2019-20 .....	22
National Context .....	22
Local Context.....	22
Strategic Priorities for 2019-20.....	24
Approval .....	27
Appendix A – Glossary of Terms.....	28



## **Dorset Combined Youth Offending Service Statement of Purpose**

Dorset Combined Youth Offending Service works with young people in the local youth justice system. Our purpose is to help those young people to make positive changes, to keep them safe, to keep other people safe, and to repair the harm caused to victims.

This means we can support the national Youth Justice Board Vision that:

‘Every child should live a safe and crime-free life and make a positive contribution to society’.

## **Who We Are and What We Do**

Dorset Combined Youth Offending Service (DCYOS) is a statutory partnership between Bournemouth, Christchurch and Poole Council, Dorset Council, Dorset Police, National Probation Service Dorset and NHS Dorset Clinical Commissioning Group.

We are a multi-disciplinary team which includes youth justice officers, restorative justice specialists, parenting workers, education and employment workers, police officers, probation officers, nurses, speech and language therapists and a psychologist.

More information about the YOS partnership and the members of the YOS team is provided later in this document.

The team works directly with young people who have committed criminal offences to help them make positive changes and to reduce the risks to them and to other people. We also work directly with parents and carers to help them support their children to make changes.

We make contact with all victims of crimes committed by the young people we work with. We offer those victims the chance to take part in restorative justice processes so we can help to repair the harm they have experienced.

The organisations in the YOS partnership also work together to improve the quality of our local youth justice system, and to ensure that young people who work with the YOS can access the specialist support they need for their care, health and education.

The combination of work to improve our local youth justice and children’s services systems, and direct work with young people, parents and victims, enables us to meet the Youth Justice Board’s ‘System Aims’:

- Reduce the number of children in the youth justice system
- Reduce reoffending by children in the youth justice system
- Improve the safety and well-being of children in the youth justice system
- Improve outcomes for children in the youth justice system.



## Introduction

This document is the Youth Justice Strategic Plan for the Dorset Combined Youth Offending Service (YOS) for 2019/20. It sets out the key priorities and targets for the service for the next 12 months as required by the Crime & Disorder Act 1998. This Plan has been developed under the direction of the YOS Partnership Board after consultation with YOS staff and taking into account feedback from YOS service users.

The Youth Justice Strategic Plan:

- summarises the YOS structure, governance and partnership arrangements
- outlines the resources available to the YOS, the planned use of the Youth Justice Grant and the plan for ensuring value for money
- reviews achievements and developments during 2018/19
- identifies emerging issues and describes the partnership's priorities
- summarises the risks to achieving agreed youth justice outcomes
- sets out our priorities and actions for improving youth justice outcomes this year.

This document sets out the YOS's strategic plan. A delivery plan underpins this document.

## Service Targets

The Dorset Combined YOS target for 2019/20 is to outperform regional and national averages for the three national performance indicators for youth offending which are:

- The number of young people entering the youth justice system for the first time ('First Time Entrants')
- The rate of proven re-offending by young people in the youth justice system
- The use of custodial sentences for young people.

## Headline Strategic Priorities for 2019/20

- Develop an additional diversion scheme to reduce the number of young people entering the justice system
- Become a 'Trauma-Informed' Service to improve outcomes for children, young people and families
- Take a leading role in the local multi-agency response to child exploitation and knife crime

Actions to achieve these priorities can be found later in this document, on pages 24-25.

## Structure and Governance: The YOS Partnership Board

The work of the Dorset Combined YOS is managed strategically by a Partnership Board. The Partnership Board consists of senior representatives of the statutory partner organisations, together with other relevant local partners.

### Membership:

- Dorset Council (current chair)
- Bournemouth, Christchurch and Poole Council (current vice-chair)
- Dorset Police
- Dorset Local Delivery Unit Cluster, National Probation Service
- NHS Dorset Clinical Commissioning Group
- Public Health Dorset
- Dorset Healthcare University Foundation Trust
- Her Majesty's Court and Tribunal service
- Youth Justice Board for England and Wales
- Office of the Police and Crime Commissioner
- Ansbury (Connexions Provider)

The Partnership Board oversees the development of the Youth Justice Plan, ensuring its links with other local plans.

The YOS Manager reports quarterly to the Partnership Board on progress against agreed performance targets, leading to clear plans for performance improvement. The Board also requests information in response to specific developments and agendas, and monitors the YOS's compliance with data reporting requirements and grant conditions.

Representation by senior leaders from the key partners enables the YOS Manager to resolve any difficulties in multi-agency working at a senior level, and supports effective links at managerial and operational levels.

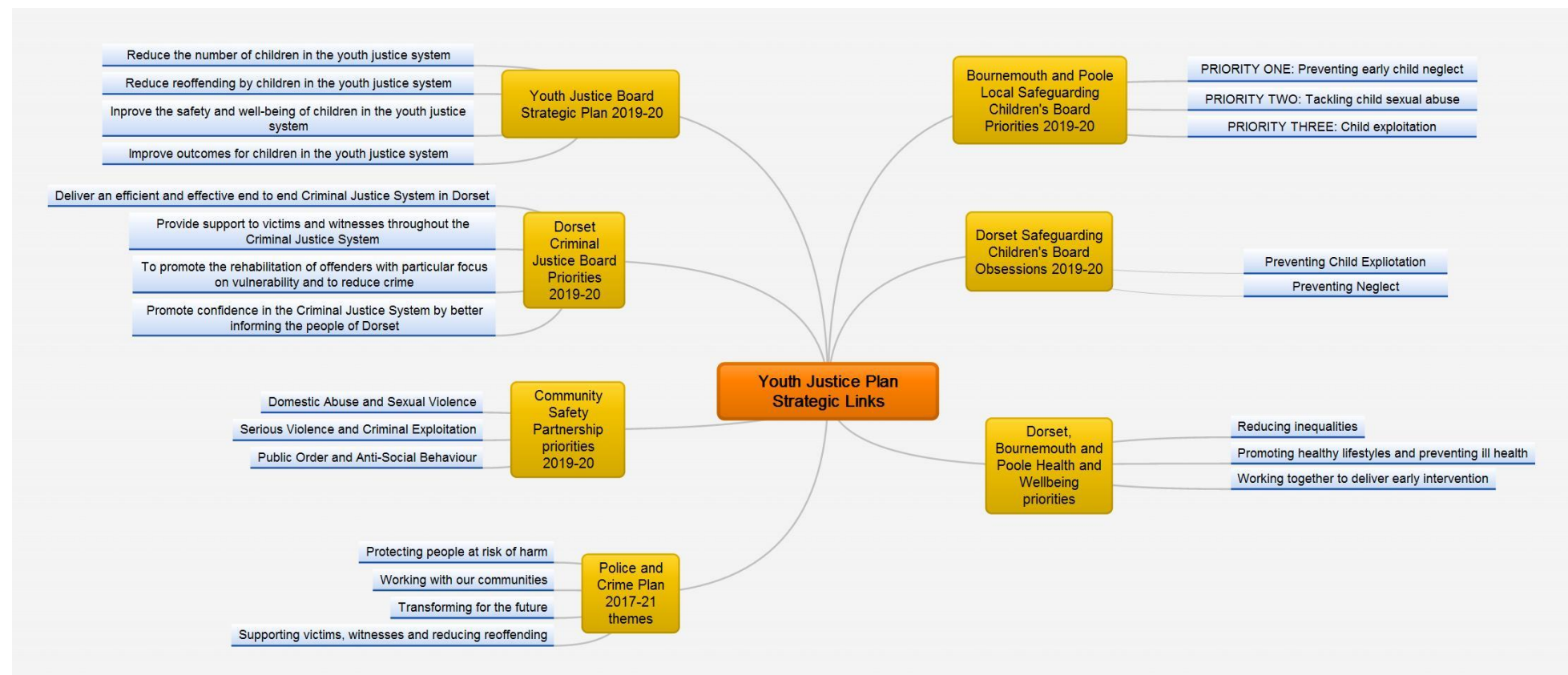
The YOS participates in local multi-agency agreements for information sharing, for safeguarding and for the escalation of concerns.

The Partnership Board oversees activities by partner agencies which contribute to the key youth justice outcomes, particularly in respect of the prevention of offending.

The YOS Partnership Board also provides oversight and governance for local multi-agency protocols in respect of the criminalisation of children in care and the detention of young people in police custody. The YOS Manager chairs multi-agency operational groups for each protocol and reports on progress to the YOS Partnership Board.

The YOS is a statutory partnership working with children and young people in the criminal justice system and the community safety arena. The map on the next page gives an overview of how the YOS fits with other strategic partnerships and plans.

## Linking the Youth Justice System to other Plans and Structures



The membership of the YOS Partnership Board enables the work of the Dorset Combined YOS to be integrated into strategic planning for Safeguarding, Public Protection, Criminal Justice, Community Safety and Health & Well-Being. The YOS Manager sits on the two local Safeguarding Children's Boards, the Dorset Criminal Justice Board, the two Community Safety Partnerships, the pan-Dorset Community Safety and Criminal Justice Board and on the local MAPPA Strategic Management Board.

## **Partnership Arrangements**

The previous section outlined the strategic links between the YOS and the other strategic groups and partnerships. Similar links exist at operational levels, enabling the YOS to integrate and coordinate its work with the work done by partners such as the two local children's social care services, Special Educational Needs services, other criminal justice agencies, and the Child and Adolescent Mental Health Services across Dorset.

### **Safeguarding and Public Protection**

As well as participating in Child Protection Conferences and Multi-Agency Public Protection Arrangements (MAPPA) meetings in respect of specific individuals and families, YOS managers also attend MARAC meetings, local Community Safety Partnership operational meetings, local complex needs panel meetings and meetings in respect of early help and Troubled Families activities in the two local authorities.

### **Child Exploitation**

Young people known to the YOS can also be at risk of child exploitation. The YOS Manager co-chairs the multi-agency Children at Risk of or Linked to Exploitation (CAROLE) Tactical Group. A YOS Team Manager has lead responsibility for the team's operational work on child exploitation, supported by a designated Youth Justice Officer in our Dorchester office. The YOS participates in local multi-agency information sharing arrangements and meetings to identify and protect children at risk of exploitation. A seconded YOS Police Officer attends weekly meetings with the Police 'Impact' team to enable effective joint work for children at risk of exploitation.

### **Reducing Re-Offending**

The YOS Manager chairs the pan-Dorset Reducing Reoffending Strategy Group, reporting to the Dorset Community Safety and Criminal Justice Board. Although the group's main focus is on adult offenders, attention is also paid to the youth perspective, particularly for those young people about to transition to adult services, and for the children of adult offenders.

### **Risk Assessment Panels**

The YOS instigates a Risk Assessment Panel process for young people under YOS supervision who have been identified as being at high risk of causing serious harm to others, or of experiencing significant harm themselves. These meetings are attended by workers and managers from the other agencies who are working with the young person. The aim is to agree the risk assessment and devise, implement and review plans to reduce the risks posed by and to the young person.

### **Harmful Sexual Behaviour**

The YOS works with the two local authorities, and with the Police, to agree the best way to respond to young people who have committed harmful sexual behaviour. Some of these young people are also known to the local authority social care service so it is important that we coordinate our work and, where possible, take a joint approach. The YOS and the local authorities use recognised assessment and intervention approaches for young people who commit harmful sexual behaviour.

## **Preventing Violent Extremism**

All relevant YOS staff have received training in raising awareness of 'Prevent'. A YOS Team Manager has lead responsibility for this area of work and attends the pan-Dorset Prevent Group to ensure that our work is aligned with local initiatives. The YOS has sight of the local assessment of extremism risks. The seconded YOS police officers act as a link to local police processes for sharing intelligence in respect of possible violent extremism.

Young people convicted of extremism related offences will be managed robustly in line with the YOS Risk Policy, with appropriate referral to the local MAPPA process and clear risk management plans, including paired working arrangements and support from the seconded YOS police officers.

## **Safe Schools and Communities Team**

The Safe Schools and Communities Team (SSCT) is a partnership between Dorset Police, the Office of the Police and Crime Commissioner and Dorset Combined YOS. The SSCT plays an important role in preventing offending by young people across Dorset, Bournemouth, Christchurch and Poole. The team provide education, awareness and advice to students, schools and parents. The work of the team is reported to the YOS Partnership Board as an important element of the YOS Partnership's work to prevent youth offending. The SSCT's School Incidents Policy is an important part of local work to reduce the number of youths entering the justice system, helping schools to manage incidents without the need for a criminal outcome.

## **Restorative Justice and Support for Victims**

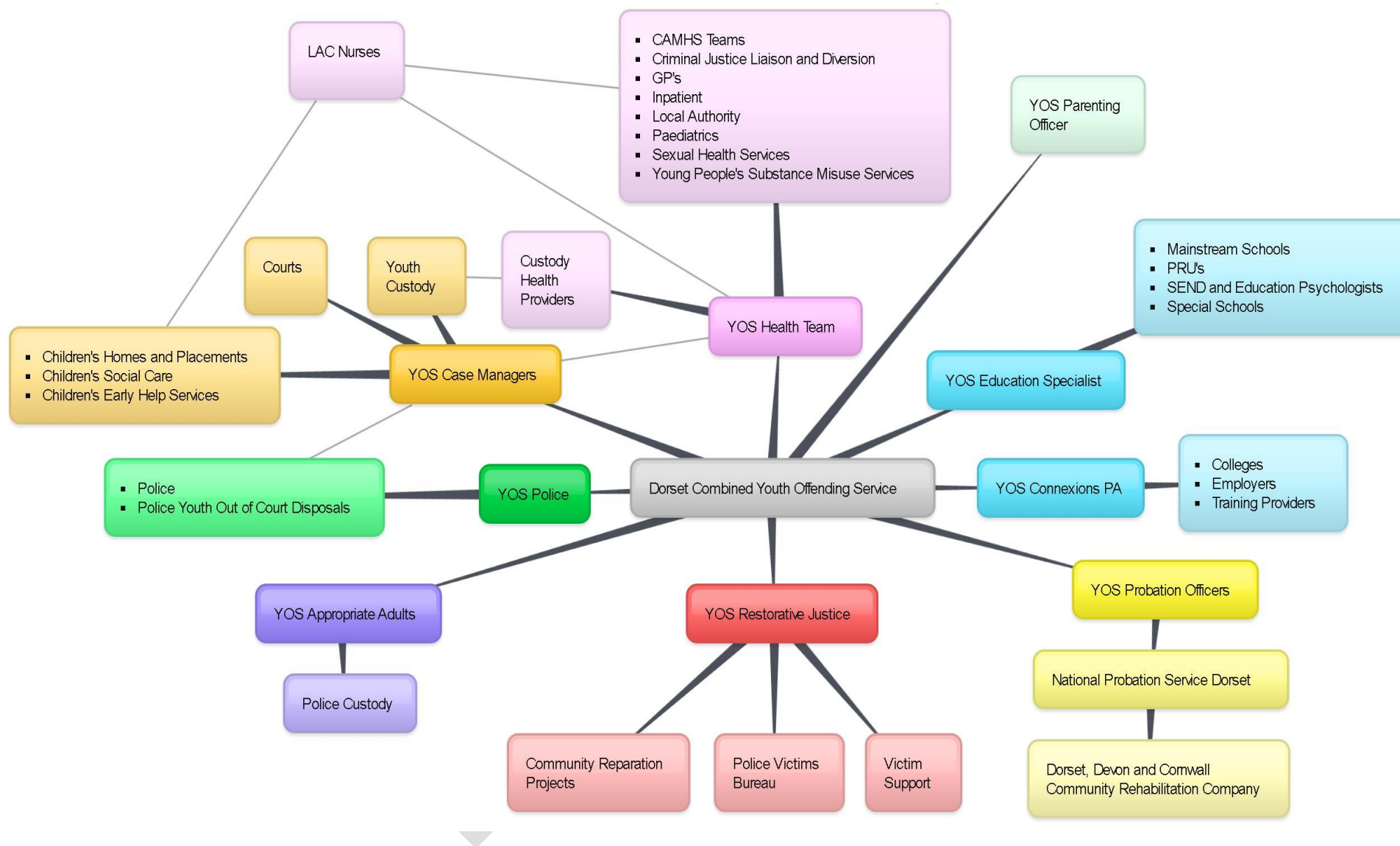
The YOS Restorative Justice Practitioners provide Restorative Justice activities and support for victims of offences committed by young people. The YOS also links with other agencies through the Victims and Witnesses Sub-Group of the Dorset Criminal Justice Board. The YOS plays an important part in delivering the Police and Crime Commissioner's Restorative Justice Strategy for Dorset, taking the lead on offences committed by young people and supporting the development of good practice with other Restorative Justice providers.

## **Reducing Youth Detentions in Police Custody**

The YOS Manager chairs a multi-agency group, reporting to the YOS Partnership Board, which works to ensure that as few young people as possible are detained in police custody and to limit the duration of youth custody detentions.

In addition to the team's involvement in these different partnership groups, there is ongoing daily interaction with other local services. These links are illustrated on the following page:

## Operational Links between YOS and Partner Agencies





## Resources and value for money

The YOS is funded by the statutory partners, by the Office of the Police and Crime Commissioner and a grant from the Youth Justice Board for England and Wales. Local authority staff are employed by Bournemouth, Christchurch and Poole Council. Other staff are seconded from Dorset Police, the National Probation Service Dorset and Dorset HealthCare University NHS Foundation Trust. Revenue contributions and the YJB Grant form a Partnership budget.

Like all public services, the YOS operates in a context of reducing resources. Ensuring value for money and making best use of resources is a high priority for the service.

Partner Agency	19/20 Revenue excluding recharges	Movement 14/15 to 19/20 – including disaggregation movements between DC and BCP Councils	Staff
Dorset Council	£492,800	-£39,100	
Bournemouth, Christchurch and Poole Council	£577,700	£26,670	
Police and Crime Commissioner for Dorset	£75,301	-£78,149	2.0 Police Officers. Funding reduction from 14/15 to 15/16 reflects funding of SSCT directly by the OPCC to the Police, no longer via the YOS
National Probation Service Dorset	£10,000	£6,826	1.5 Probation Officers (reduction from 2.6 up to March 2015, and from 2.0 up to March 2018, with adjusted funding contribution, after national review)
Dorset Clinical Commissioning Group	£22,487	£0	2.8 FTE Nurses
Youth Justice Board Good Practice Grant	£588,708	-£201,706	
<b>Total</b>	<b>£1,766,996</b>	<b>-£285,459</b>	

The YOS has also obtained funding from the NHS England Health and Justice funding stream to support the appointment of 1.0 Speech and Language Therapist, 0.2 Psychologist and 0.4 YOS Nurse. The funding for these posts is routed through the NHS Dorset CCG to Dorset HealthCare University Foundation Trust, which is the employer for these post holders.

NHS England funding has also been secured for 2019/20 to support DCYOS becoming a 'trauma-informed service'. This funding will be used to increase psychology and case-holder capacity during the implementation period.

## Use of the Annual Youth Justice Grant 2019/20

The annual Youth Justice Board grant to Youth Offending Teams is provided for 'the delivery of youth justice services'. A number of conditions are attached to the grant. The YOS Partnership Board receives quarterly finance reports from the senior accountant in Bournemouth, Christchurch and Poole Council who oversees the YOS budget. These reports enable the Board to be satisfied that YOS resources are being used for their intended purpose and achieving value for money. This reporting mechanism also enables the Board to be assured that the YOS complies with the YJB Conditions of Grant.

The following table sets out how the YOS uses the Youth Justice Board grant for the delivery of youth justice services:

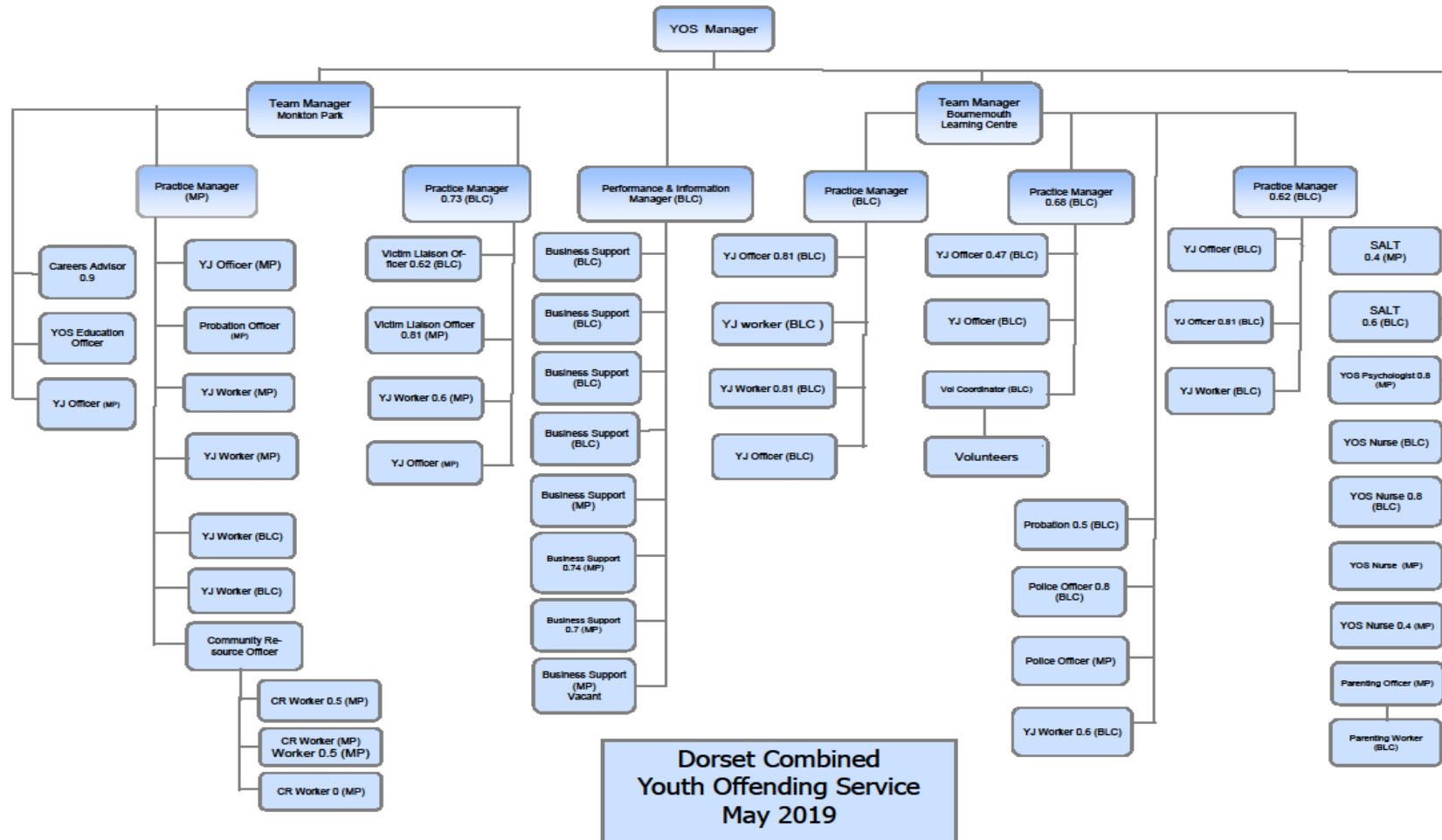
Activity	Cost
Staff training	£10,200
Appropriate Adult provision and Referral Order panel members	£40,000
ICT licences and maintenance	£26,500
Interpreter Fees	£2,000
Restorative Justice activities	£106,152
Performance and Information Management	£65,000
Court work, Pre-Sentence Reports and Supervision of statutory youth justice outcomes	£263,856
Intensive Surveillance and Supervision	£75,000
<b>Total</b>	<b>£588,708</b>



## Staffing information

This chart shows the YOS structure in May 2019. DCYOS meets the minimum staffing requirements of the Crime and Disorder Act 1998.

Dorset Combined Youth Offending Service - YOS Structure



The table below shows the number of staff and volunteers in the service, by gender and ethnicity.

#### **YOS Staff**

	<b>Male</b>	<b>Female</b>
<b>White British</b>	12	42
<b>White Irish</b>	1	0
<b>White Other</b>	0	1
	13	43

#### **YOS Volunteers**

	<b>Male</b>	<b>Female</b>
<b>White British</b>	7	20
<b>Black</b>	0	1
	7	21

DCYOS has a stable workforce with high levels of staff retention despite the challenging nature of our work. The stability of our workforce enables the team to develop valuable skills, knowledge and experience.

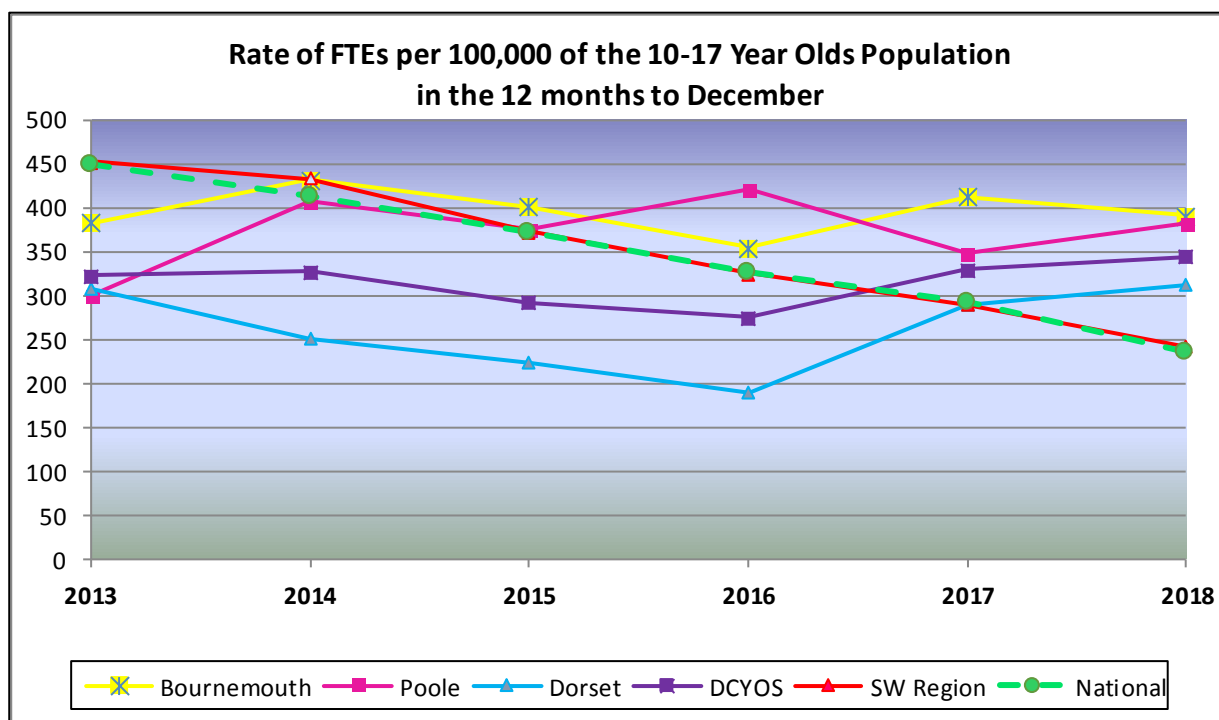
The YOS has had to undertake relatively little recruitment activity, giving few opportunities to change the diversity characteristics of our team, which we recognise is predominantly white and female. When permanent vacancies do arise, external recruitment will be prioritised.

## Key Performance Information

Youth Offending Teams continue to be judged against 3 key performance indicators:

- Reducing First Time Entrants into the Youth Justice System;
- Reducing Re-Offending by young people in the Youth Justice System;
- Appropriately Minimising the use of Custodial Sentences.

### First Time Entrants into the Youth Justice System



Over the last two years there has been an increase in the local rate of young people entering the youth justice system. This has been particularly marked in the former Dorset County Council area, which had previously had very low rates of first time entrants. At the same time the national and regional averages for first time entrants have continued to decline.

Although fluctuations in the stated rate per 100,000 young people can overstate the actual changes, in terms of numbers of individual young people, it remains a concern that children in Dorset now seem more likely to enter the justice system than children elsewhere.

When a young person commits an offence, Dorset Police work closely with Dorset Combined YOS to identify the best way to respond. Low level offending is assessed so that suitable cases can be dealt with through restorative justice approaches, avoiding the need for a formal outcome. More serious offences, or repeat offending, leads to a formal disposal and therefore to the young person entering the youth justice system.

Analysis of the local first time entrants in 2018/19 shows that 55% received a Youth Caution, which is the lowest level of formal justice outcome. 70% of those receiving a Youth Caution had not previously received a Youth Restorative Disposal. This suggests

that there is scope to increase our use of diversion options such as restorative disposals. DCYOS, Dorset Police and the Office of the Police and Crime Commissioner submitted an unsuccessful funding bid in 2018 to support a new diversion option. We are now looking at alternative funding options to ensure that a new diversion scheme can go ahead.

## Reducing Re-Offending



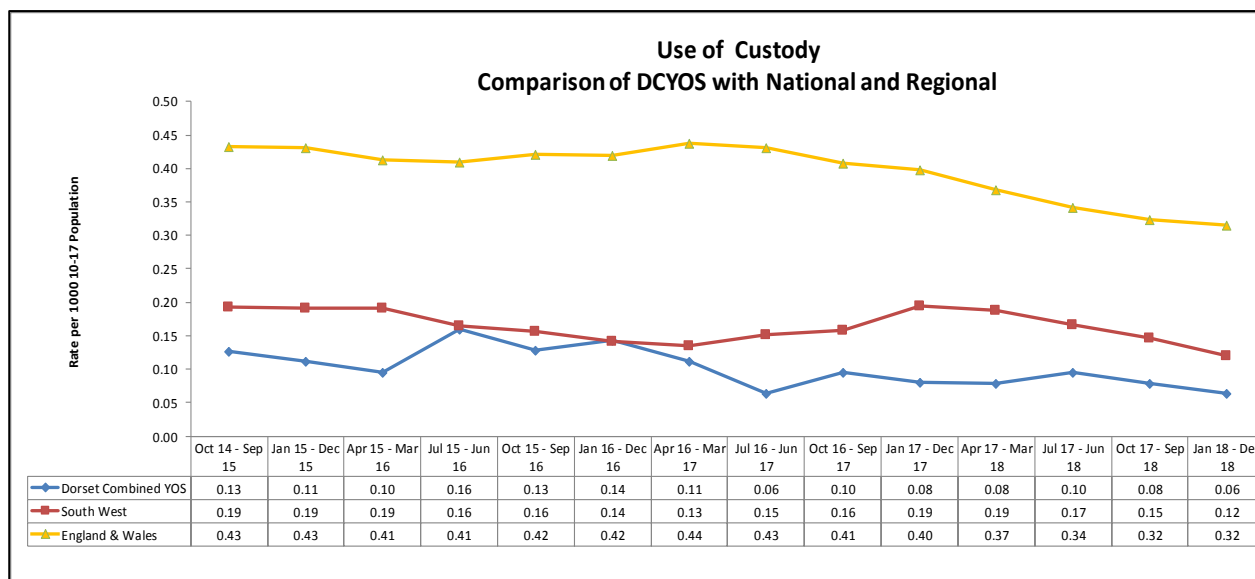
The information on re-offending relates to young people known to the YOS two years ago. This is because time needs to elapse to see whether young people go on to re-offend, after their contact with us, and for the new offending to be processed and recorded.

A change to the reporting arrangements for re-offending, tracking quarterly cohorts of young people instead of annual cohorts, has led to more fluctuation in the figures. It is encouraging that the overall performance of the Dorset Combined YOS areas is better than the national average. Our local reoffending rates at times exceeded the south-west regional performance, although the latest report showed DCYOS outperforming the regional average.

The national performance data provides a total figure for the whole YOS cohort from two years ago. During 2018/19 DCYOS has developed its ability to provide local reporting on reoffending, tracking more recent cohorts and differentiating the data by characteristics like age, gender and care status.

Our local data showed that 10-13 year olds were most likely to re-offend, followed by 15 year-olds. 27% of boys reoffended compared to 18% of girls; but the girls who did re-offend tended to commit a higher number of offences. Children who were in care currently or previously were more likely to re-offend than children who had never been in care.

## Custodial Sentences



DCYOS continues to see very low numbers of custodial sentences. Our performance exceeds both regional and national averages and has remained good for a number of years.

A review of the nine young people who received a custodial sentence over the last two years showed that five of them were children in care, three of them were Black, Asian or Minority Ethnic (BAME) and two of them were female. National data shows that children in care and BAME children are more likely to enter custody than other children. Although the numbers are low, and each individual young person has their own specific history, the data suggests the need for further targeted work for these groups.

Like other youth justice services in the south-west, we face a problem with the distance to the secure establishments where young people are held in custody. Young people from our area have been detained this year at Parc, near Bridgend, at Feltham in north-west London, at Medway in Kent and at Oakhill, in Milton Keynes. The YOS assists family members to visit when possible, but the long distances present a challenge for family contacts, for YOS resources and for planning effective resettlement on release.

## Achievements and Developments during 2018/19:

Our Youth Justice Plan for 2018/19 set out our strategic priorities, which were designed to address the three main performance measures for youth justice, to respond to national initiatives and to align with other local strategic priorities.

### Preventing Offending

Children in Care: in January 2017 we implemented a new multi-agency protocol to reduce the criminalisation of children in care. The protocol continues to be monitored and developed. In the year before the protocol there were 121 police call outs to children's homes across our area. During the first year of the protocol, in 2017/18, there were 51 call-outs. During 2018/19 there were only 21 police call-outs to respond to behaviour in a local children's home, and most of those incidents did not lead to a justice outcome.

Diversion scheme: DCYOS, Dorset Police and the Office of the Police and Crime Commissioner joined together to make a bid to the Early Intervention Youth Fund to support a local diversion scheme, in late 2018. The bid was unsuccessful but plans continue to be developed and alternative funding is being sought. The need for this scheme is demonstrated by the increased rate of local young people entering the justice system for the first time.

Out of Court Disposals Protocol: a written protocol was agreed between DCYOS and Dorset Police in 2018 to set out the local arrangements for youth Out of Court Disposals. Practice changes have been made to establish weekly meetings between YOS Team Managers and the police sergeant from Dorset Police's Youth Out of Court Disposal team to ensure prompt decision-making and to improve case progression.

### **Improving the Quality and Impact of YOS practice**

Speech and Language: in March 2018 a new post of YOS Speech and Language Therapist commenced, using funding from NHS England. Work has been done during 2018/19 to train team members in speech, language and communication needs for YOS young people and to overhaul all written communications from the YOS to young people. The job share Speech and Language Therapists have also undertaken assessments of children with the most complex communication needs, provided consultation to other team members, and strengthened links with community speech and language services. In February 2019 a pilot scheme was launched for the Speech and Language Therapists to screen all new YOS cases so that needs can be identified and met, and YOS work can be adapted to the child's communication needs. Early results indicate that 80% of young people known to DCYOS have speech, language or communication needs (compared to 10% in the general population).

Education, Training and Employment: the arrival of a YOS Speech and Language Therapist has also strengthened the YOS Education Officer's requests for more flexible or targeted education provision. The Education Officer has developed links with local authority colleagues in 2018/19, particularly in Poole, to support and integrate work to improve provision for and attendance by young people in education.

Building on strengths: team members have been encouraged to prioritise the young person's strengths, making links with positive activities in the community. Some progress has been made in this area but more work is still required.

Child Exploitation: team members have attended training and shared their knowledge to improve our understanding and response to child criminal exploitation, building on previous work with child sexual exploitation. Young people known to the YOS have been identified as being at risk of exploitation, and the YOS has also provided Appropriate Adults for children from other areas who have been arrested in Dorset for 'County Lines' offences. A YOS Police Officer meets weekly with the specialist police team for children at risk of exploitation and the YOS Education Officer is part of the new Children Missing Education group in Dorset.

Parenting support: our parenting workers have increased the engagement of absent parents by allocating a separate worker to each parent. They have also started attending the youth court to support parents and to use the court appearance as an opportunity to build relationships with parents.

YOS Health Team: the YOS Health team now reviews all new YOS allocations to identify young people who have previously been known to the YOS to consider the need for a

health assessment. New liaison processes have been established with the Looked After Children health team to improve joint work for the health of children in care. YOS Nurses have also built stronger links with the four local Child and Adolescent Mental Health Service teams.

### **Work with police, courts and other services to improve our local youth justice system**

Timeliness in local youth justice: the YOS has worked actively with local partners, through the Dorset Criminal Justice Board, to speed up our local youth justice system. Dorset Police reviewed their processes and took actions to reduce delays in case progression, and Her Majesty's Courts and Tribunal Service scheduled additional youth courts. DCYOS worked with the Police Youth Out of Court Disposal Team to speed up decision-making and delivery of youth Out of Court Disposals. Dorset Police created a new performance report, in conjunction with DCYOS, to show timeliness at each stage of the youth Out of Court Disposal process so that delays can be better identified and addressed.

Youth detentions in police custody: the number of youths detained overnight in police custody remained similar to the previous year but there was a significant reduction in the numbers remanded (ie charged with an offence, refused bail and detained until the next court sitting). The new remand foster scheme provided an alternative accommodation option for those young people who were remanded.

Speech and Language: the YOS Speech and Language Therapists briefed magistrates on how young people's speech and language needs can affect their behaviour and understanding in court. Speech and language assessments have also helped the YOS to provide advice to courts and police when making decisions about individual young people.

Service User Feedback: a new cross-grade YOS group has worked on improving service user participation, seeking the views of young people, parents and victims to help us improve our service.

### **Making best use of resources**

Assessments: a decision was taken to use our local assessment tool, the DCYOS Brief Assessment, for Out of Court Disposal cases. AssetPlus remains the assessment we use for court orders, and for Out of Court Disposals where there are notable risk indications, such as for sexual offences. The DCYOS Brief Assessment is based on the AssetPlus tool and is proportionate to the short duration interventions which are undertaken for Youth Cautions and Youth Conditional Cautions (usually 12 weeks).

Staffing Plan: a staffing plan has been completed which shows current staffing patterns and identifies likely changes and challenges for our service. The plan shows that we have a stable workforce, with good levels of staff retention, but the age profile of the YOS workforce suggests some turnover is likely in the next few years. Succession planning is therefore being developed.

Information reporting: we have developed information reports from our case management system to enable us to identify patterns of reoffending so that we can target our work as effectively as possible.

Out of Court Disposals: a YOS Team Manager led a review of our internal processes for managing Out of Court Disposals to ensure that our work is streamlined and makes best use of our resources.



Learning Review process: in May 2018 the Youth Justice Board withdrew their previous serious incidents reporting and review procedures. DCYOS has developed its own local procedures for serious incident reviews. The new procedures focus on learning for the YOS, with a briefer reporting requirement and a practitioners review meeting to identify learning. Where a multi-agency review is required the YOS Manager will request this via the Local Safeguarding Children's Board or other relevant body.

## **Inspection reports and learning reviews in 2017/18**

HMI Probation implemented a new inspection framework for youth offending teams in June 2018. DCYOS has not yet been inspected in the new framework but we have completed a self-assessment which identified some areas for improvement, as well as applying a new quality assurance procedure for our casework using the new inspection criteria. Actions arising from our self-assessment and from our quality assurance exercises have been added to the YOS team action plan and have informed planning for this coming year.

HMI Probation did not publish any thematic inspection reports relating to youth justice during the last year.

## **Joint Targeted Area Inspection**

In May 2018 there was a Joint Targeted Area Inspection of the multi-agency response to child sexual exploitation, children associated with gangs and at risk of exploitation and children missing from home, care or education in Dorset. The findings from this inspection were published in July 2018, raising concerns about the effectiveness of multi-agency working to identify and safeguard children at risk of exploitation.

The inspectors identified the work of the YOS as one of the 'strengths' of the local multi-agency system, with good systems in place at the point of referral, a good understanding of child protection procedures, well trained staff and effective management oversight. The inspectors commented that 'young people known to the YOS experience good engagement and positive relationships with the YOS staff'.

DCYOS has been actively involved in the development of new local multi-arrangements for Children at Risk or Linked to Exploitation (CAROLE). The YOS Manager co-chairs the 'Tactical Group' which identifies and responds to local issues related to child exploitation.

## **Learning Reviews**

The YOS has participated in two local multi-agency Serious Case Reviews and a multi-agency case audit during 2018/19. Adolescent risk was a common theme in these three cases, involving teenage males who put their own safety and other people's safety at risk. These case reviews showed missed opportunities for intervention before the child reached adolescence; problems with coordination of multi-agency activity and the effectiveness of the lead professional role; and a lack of strategic reviews of the plan for each young person. Learning from these reviews informs the DCYOS priorities for 2019/20, particularly in relation to trauma-informed responses to adolescent risk and more effective multi-agency working.



## Service User Feedback

Feedback from the young people working with DCYOS has been positive. 27 young people have completed the feedback questionnaire. All 27 said they felt listened to, and they understood what was required of them for their Out of Court Disposals or Court Orders.

100% answered Yes to the question about being helped to realise that they could make changes in their lives.

22 of the respondents rated the YOS service as 'Good', with the other 5 rating it as 'OK'.

Some of the young people wrote comments about their contact with their YOS workers, such as "gives me advice and helps", "being honest and talking to me", "getting me to explain myself and try to encourage me to not do it again".

The young people were also asked about the aspects of the YOS work which they did or did not like. There was a mixed response to the use of worksheets, with young people tending to prefer talking or watching clips to writing, and some preferences for activities such as cooking or woodwork. These responses help us to design and target our work more effectively.

DCYOS also seeks feedback for our work with victims and our direct work with parents. The response levels have been relatively low, making it harder to draw firm conclusions, though the tone of the responses has been positive.

During 2018/19 we set up a mixed group of YOS staff to review the way we seek service user feedback, using advice from our new speech and language therapist. As well as re-designed feedback procedures we are also piloting focus groups to seek feedback on specific issues.

## Emerging issues, and risks to achievement of YOS priorities in 2019-20

### National Context

The Youth Justice Board published a new set of national standards for youth justice which took effect in April 2019. The emphasis of the new document, 'Standards for Children in Youth Justice 2019', is on services responding to the young person as a 'child first, offender second'. The new standards were subject to consultation during 2018. There is a greater emphasis on outcomes, with more scope for local flexibility and less prescription about procedural requirements. The standards are accompanied by revised 'Case Management Guidance' documents which do provide more detail and direction.

The Youth Justice Board has also announced a plan for monitoring implementation of the new standards. Youth offending services are required to undertake a self-assessment during 2019/20 to show their compliance with the new standards, and to develop plans next year to address any areas of non-compliance.

### Local Context

Local Government Reorganisation (LGR) was completed in April 2019. Our three previous 'top-tier' local authorities were replaced by two new unitary authorities – Bournemouth, Christchurch and Poole Council and Dorset Council. DCYOS was established as a 'pan-Dorset' service in 2015 and continues to operate across both new local authority areas.

LGR means that changes are underway in the structures for children's services in the new local authorities, giving a new context for the work of the YOS. All local authority staff in the YOS were previously employed by Bournemouth Borough Council, which ceased to exist at the end of March 2019, leading to a 'TUPE' transfer of YOS and other local authority staff to Bournemouth, Christchurch and Poole Council.

The current context for youth justice work across Dorset includes an increase in young people entering the justice system, pressure on YOS resources and pressure on other public services. In recent years the young people in the justice system appear to have increasing levels of risk and need which require skilled and intensive responses.

Concerns were identified last year about delays in our local youth justice system. Some progress has been made, working with police and court service colleagues, with process changes agreed and some additional courts scheduled. More work is still needed to achieve a timely youth justice system which sees young people's behaviour receiving a prompt response with a better chance of engaging victims in restorative activities.

We are increasingly aware of the harm caused locally by child exploitation. This takes the form both of local interactions between adults and children, and of children being sent into this area by adults in metropolitan areas to commit offences such as the supply of drugs. When young people from other areas are arrested for 'county lines' offences in Dorset there are significant concerns for the young person's safety when they return to their home area. Colleagues in Dorset Police and our local children's social care services work hard to safeguard these children but are hindered by the lack of a nationally mandated approach to this issue.

Concerns about anti-social behaviour by young people, particularly in groups, have continued at specific locations across our area. These young people often have needs relating to social care, education, emotional health and substance use, which mean they

are also vulnerable to exploitation. Local authority work to safeguard these children and local authority work to control their anti-social behaviour can sometimes lack coordination.

Taking into account the national and local context, and issues identified by team members and partner agencies, the following risks to achieving YOS priorities have been identified:

- Limited access to suitable education provision and post-16 employment and training opportunities for young people working with the YOS
- Lack of suitable care placements for teenagers with significant needs and risks
- Increasing levels of child exploitation and associated violence and harm against young people in our area
- Possible lack of progress in work to speed up our local youth justice system
- Uncertainty over long-term resourcing of the YOS and late Youth Justice Grant allocation decisions which impair service planning
- Impact of the complexity and volume of work on the well-being of team members individually and as a group
- Disjointed local responses to children who are both vulnerable and cause harm or inconvenience to their local community

## Strategic Priorities for 2019-20

The strategic priorities for the Dorset Combined YOS align with:

- our three main performance indicators
- the strategic priorities of other local partnerships (such as the Safeguarding Children's Boards, Community Safety Partnerships and the Criminal Justice Board)
- relevant local initiatives to reduce offending, protect the public and safeguard young people
- areas identified for YOS improvement, including feedback from YOS staff and service users
- the emerging issues and risks summarised on the previous page.

The following priority areas will be supported by a more detailed action plan used by the YOS team.

### Service Development

- Agree and implement an additional youth justice diversion scheme to reduce the number of local young people entering the justice system for the first time
- Establish DCYOS as a trauma-informed service to improve our response to young people who are affected by their earlier childhood experiences
- Work with the court service and our local youth magistrates to implement a shared review process for young people sentenced to Youth Rehabilitation Orders
- Implement the new 'Standards for Children in Youth Justice 2019' and complete a self-assessment of how we meet these Standards
- Ensure the YOS Health Team is aligned with the new Forensic Child and Adolescent Mental Health Service and with the Clinical Commissioning Group's Local Transformation Plan

### Work with police, courts and children's services to improve the way our local youth justice system works

- Enhance our local multi-agency work to reduce the number of young people detained in police custody and the duration of custody detentions by identifying and responding to patterns of young detainees and causes of delays in the custody processes
- Continue local work to improve the timeliness of the local youth justice system
- Work with children's services and criminal justice partners to improve the identification and response to children at risk of exploitation
- Develop pro-active responses to Black, Asian and Minority Ethnic children in our justice system to address the increased risk of custodial sentences

- Share the specialist expertise of the YOS Speech and Language Therapist to help ensure improved communications with young people throughout our local youth justice system
- Extend the remit of our local Protocol to Reduce the Criminalisation of Children in Care to include 16 and 17 year-olds living in supported housing projects
- Join with social care and CAMHS colleagues to clarify and implement assessment and intervention pathways for children who show harmful sexual behaviour

## Team Development

- Participate actively in changes following Local Government Reorganisation and changes to Local Safeguarding Children's Board arrangements to ensure best use of YOS expertise and resources in the new service structures
- Promote the use of restorative approaches within our organisation and with our service users to enhance team well-being and to increase the number of restorative justice conferences
- Implement actions identified in the YOS Staffing Plan, including measures to improve staff well-being and to strengthen succession planning
- Apply learning from DCYOS Quality Assurance exercises to improve our identification and response to young people's strengths, to prioritise the views of victims and to undertake more effective reviews of assessments and plans with young people on court orders
- Improve YOS Board's oversight of young people's education/training/employment status and of improvement actions taken when necessary
- Use information from the 'Reducing Reoffending Toolkit' to identify groups who are more likely to offend and target YOS resources accordingly
- Review the type of work done with young people to respond to their feedback and to reflect evidence of best practice
- Develop and use new methods of obtaining and responding to the views of service users and stakeholders
- Commission and complete whole service training in trauma-informed practice
- Train specialist YOS staff in the new 'AIM3' model of work with children who show harmful sexual behaviour
- Provide the new national Referral Order training for all current and new YOS case managers and volunteer panel members
- Support YOS managers to continue their learning and application of reflective supervision for team members



## Approval

Signatures of YOS Board Chair and YOS Manager

Sarah Parker (YOS Board Chair)

Executive Director People - Children

Dorset Council

Signed:

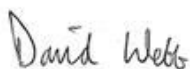
Date:

David Webb

Dorset Combined Youth Offending Service Manager

Bournemouth, Christchurch and Poole Council

Signed:



Date:

## Appendix A – Glossary of Terms

AssetPlus	Nationally Accredited Assessment Tool
BAME	Black, Asian and Minority Ethnic
CAMHS	Child and Adolescent Mental Health Services
CJS	Criminal Justice System
CSP	Community Safety Partnership
ETE	Education Training and Employment
FTE	First Time Entrant into the Youth Justice System
ISS	Intensive Supervision and Surveillance
IT	Information Technology
LSCB	Local Safeguarding Children's Board
MAPPa	Multi-Agency Public Protection Arrangements
NEET	Not in Education, Employment or Training
OoCD	Out Of Court Disposals
PCC	Police & Crime Commissioner
RJ	Restorative Justice
SEND	Special Educational Needs and Disabilities
SSCT	Safe Schools and Communities Team
VLO	Victim Liaison Officer
YJ	Youth Justice
YJB	Youth Justice Board
YOS/YOT	Youth Offending Service/Team
YRD	Youth Restorative Disposal
YRO	Youth Rehabilitation Order