

Notice of Cabinet

Date: Wednesday, 27 October 2021 at 10.00 am

Venue: Committee Suite, Civic Centre, Poole BH15 2RU



Membership:

Chairman:

Cllr D Mellor

Vice Chairman:

Cllr P Broadhead

Cllr M Anderson
Cllr M Greene
Cllr N Greene
Cllr M Haines

Cllr M Iyengar
Cllr R Lawton
Cllr K Rampton
Cllr M White

Lead Members

Cllr H Allen
Cllr S Baron
Cllr N Brooks

Cllr B Dove
Cllr B Dunlop
Cllr J Kelly

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

The press and public are welcome to view the live stream of this meeting at the following link:

<https://democracy.bcpCouncil.gov.uk/ieListDocuments.aspx?MIId=4837>

If you would like any further information on the items to be considered at the meeting please contact: Sarah Culwick (01202 817615) on 01202 096660 or email democratic.services@bcpcouncil.gov.uk

Press enquiries should be directed to the Press Office: Tel: 01202 118686 or email press.office@bcpcouncil.gov.uk

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

GRAHAM FARRANT
CHIEF EXECUTIVE

8 October 2021



Maintaining and promoting high standards of conduct

Declaring interests at meetings

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

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

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

Disclosable Pecuniary Interest

Yes

Declare the nature of the interest

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

You must leave the room during the debate unless you hold a dispensation

Other Registerable Interest

Yes

Declare the nature of the interest

You may speak on the matter ONLY if members of the public are also allowed to speak at the meeting

Otherwise, do NOT speak or vote on the matter and leave the room during the debate unless you hold a dispensation

No

Does the matter directly relate to your financial interest or well-being or those of a relative or close associate?

Yes

You must disclose the interest.

Does the matter affect your financial interest or well-being:
 (a) to a greater extent than it affects the financial interests of the majority of inhabitants of the ward affected by the decision and;
 (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest

Yes

You may speak on the matter ONLY if members of the public are also allowed to speak at the meeting

Otherwise, do NOT speak or vote on the matter and leave the room during the debate unless you hold a dispensation

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

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

Bias Test

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

Predetermination Test

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

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

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

Selflessness

Councillors should act solely in terms of the public interest

Integrity

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

Objectivity

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

Accountability

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

Openness

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

Honesty & Integrity

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

Leadership

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

AGENDA

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

1. Apologies

To receive any apologies for absence from Councillors.

2. Declarations of Interests

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

Declarations received will be reported at the meeting.

3. Confirmation of Minutes

To confirm and sign as a correct record the minutes of the Meeting held on 29 September 2021.

7 - 20

4. Public Issues

To receive any public questions, statements or petitions submitted in accordance with the Constitution. Further information on the requirements for submitting these is available to view at the following link:-

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

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

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

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

5. Recommendations from the Overview and Scrutiny Board

To consider recommendations from the Overview and Scrutiny Board on items not otherwise included on the Cabinet Agenda.

6. MTFP Update Report

This report:

- Presents a refresh of the medium-term financial plan (MTFP) of the council to reflect the annual fundamental review and its extension to a 5-year time horizon.
- Progress towards delivering a balanced budget for 2022/23 and highlights the key financial risks faced by the Council.
- An update of the CIPFA Financial Management Code of Practice.
- An update on the CIPFA Financial Resilience Index.
- An update on the CIPFA Treasury Management and Prudential Code of Practice.

21 - 40

7. Organisational Design - Implementation Progress	41 - 58
<p>The implementation of the Council's new Operating Model is a fundamental part of the wider "Our New Normal" transformation programme. Despite the impact of the Pandemic, significant progress has been made in setting up and beginning the four year programme of activity that will deliver the Local Government Reorganisation vision as well as underpinning the savings required by the Medium Term Financial Plan.</p>	
8. Estates and Accommodation - Retention of Poole civic space	59 - 84
<p>The delivery of the council's Estates and Accommodation Strategy will enable the organisation to reduce its exposure to a large and inefficient office accommodation estate, whilst at the same time supporting the development of single council identity where staff work in modern and flexible ways, delivering services that are transformed in order to be as customer focused and financially efficient as possible.</p> <p>The creation of the BCP Council Civic Centre and relocation of the customer service offer to local libraries represents the first phase in the council's Estates and Accommodation Strategy and comprises the necessary investment in the Bournemouth campus and larger libraries, plus the associated work required to allow for new uses of the legacy Poole and Christchurch civic offices.</p> <p>In the November 2020 Estates and Accommodation Cabinet report, it stated that the intention was no longer to dispose of the Poole Civic Centre in its entirety but to maintain ownership of the core building to protect the Mayoral connection and to consider alternate uses. The Poole civic building is a 1930s listed building and has played an important part in Poole's history. BCP Council are committed to retaining it as a Poole asset.</p> <p>It is proposed that BCP will retain the freehold of the Poole Civic Centre and a 'vertical slice' will be remodelled for retention as a civic building in Poole. Consideration has been given as to the best use of this space alongside the Poole Charter Trustees. The Dorset Coroners service has been looking to relocate from Bournemouth Town Hall, and the gravitas and location of the building is a good fit for their needs. The use of the building by the Coroners service alongside the mayoralty function, located in the heart of Poole, presents a viable future for the retained building. The other sections of the Poole Civic Centre and wider campus will be repurposed in due course. The Poole Charter Trustees and Coroner have been engaged with regarding the proposed layout of this space.</p> <p>The project budget requested reflects the need to create a fit for purpose space for the Poole Charter Trustees and Coroners service.</p>	
9. 'Futures Fund' Allocation for the Installation of a Core Gigabit Fibre Network	85 - 102
<p>This report sets out the case for £5.87m* of 'Futures Fund' investment in a 70.5km long core gigabit-fibre network in order to deliver operational savings for the Council. In particular these cost savings relate to the Wide Area Network (WAN) and the delivery of 'Smart' technology solutions.</p> <p><i>[*This includes £200k approved through a Member Decision Notice to</i></p>	

enable ducting to be installed as soon as possible as part of ongoing Transforming Travel programme works]

An investment analysis has indicated that with the support of the already budgeted Futures Fund, additional net savings would be delivered to the Council, with a breakeven point from Year 6 (2026/27) based on prevailing interest rates.

In addition to providing cost savings to the Council, the installation of this fibre network supports the Council's Transformation and Smart Place programmes and also has the potential for supporting BCP Council's 'Big Plan'.

An estimated 30km of the ducting and fibre can be installed during the course of the Transforming Travel construction programme. Utilising 'open' excavations will reduce the cost of installation of ducting by approximately 40%.

10. BCP Commissioning Plan for Regeneration and Development and Urban Regeneration Company Business Plan

103 - 364

The opportunity to shape a better Bournemouth, Christchurch and Poole in the coming years is a hugely significant one. The BCP area faces a demand for over 2,000 new homes to be built each year over the next 16 years. To deliver these homes, as well as new offices and infrastructure, and realise the vision of a world class city region, as set out in its Big Plan, the Council will need to act at scale, deliver at pace and ensure development and placemaking of the highest quality.

This report proposes that the Council should adopt a commissioning model for regeneration working with key partners including its Urban Regeneration Company (URC), *BCP FuturePlaces Limited*, the Bournemouth Development Company (BDC) and the Boscombe Towns Fund Board to deliver high quality regeneration and development for residents.

This report explains the Council's approach, detailing how it will commission services from *FuturePlaces*; the initial plans for regenerating key sites, and the anticipated outcomes from the approach.

[PLEASE NOTE: Should the Cabinet wish to discuss the detail of Appendix 2 the meeting will be required to move into Confidential (Exempt) Session].

11. Levelling up – Creating a Skills Commission

365 - 380

This report recommends the creation of a time-limited Dorset Skills Commission to oversee an 'at pace' response to critical skills issues that have been identified from recent economic research. These require an urgent response if the area is to achieve its economic ambitions and level up our economy. The Commission will be tasked with reporting back on its findings to a future Cabinet meeting in 2022/23.

12. Children's Services Capital Programme

381 - 394

The report sets out the capital programme for Children's Services, including summarising the available funding and approved projects. It provides a brief summary of the status of projects which have been completed or are in progress, and of projects which have not yet been initiated. A review of

inclusion practice in BCP schools and a revised special educational needs and disabilities (SEND) strategy is underway, led by the Director of Education. A programme of capital works to help deliver that strategy will be brought forward as part of the 2022/23 budget setting process.

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| 13. The BCP Appreciative Inquiry into inclusion practices in BCP schools | 395 - 464 |
| <p>This is the covering report for the Appreciative Inquiry, which took place over the summer of 2021, concluding with a consultation process with schools about its contents. The final version of the Inquiry is attached along with suggested next steps. If the recommendations are accepted by the Cabinet, this will allow for major changes in the services provided by the Council to schools to go ahead in principle, subject to separate business cases being submitted for authorisation when detailed work on relevant individual recommendations have been carried out.</p> | |
| 14. Adult Social Care Commissioning Strategies | 465 - 512 |
| <p>Cabinet recently approved two commissioning strategies, the Care Homes for Older People Strategy, and the Extra Care Housing Strategy.</p> <p>The strategy documents have been updated to give greater visual impact, no other changes have been made to the content, but in the interest of transparency the updated versions require Cabinet approval.</p> | |
| 15. Urgent Decisions taken by the Chief Executive in accordance with the Constitution | Verbal update |
| <p>The Chief Executive to report on any decisions taken under urgency provisions in accordance with the Constitution.</p> | |
| 16. Cabinet Forward Plan | To Follow |
| <p>To consider the latest version of the Cabinet Forward Plan for approval.</p> | |

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

BOURNEMOUTH, CHRISTCHURCH AND POOLE COUNCIL

CABINET

Minutes of the Meeting held on 29 September 2021 at 10.00 am

Present:-

Cllr D Mellor – Chairman

Cllr P Broadhead – Vice-Chairman

Present: Cllr M Anderson, Cllr M Greene, Cllr N Greene, Cllr M Haines,
Cllr M Iyengar, Cllr R Lawton, Cllr K Rampton and Cllr M White,

Lead Members: Cllr S Baron, Cllr N Brooks, Cllr B Dove,
Cllr B Dunlop and Cllr J Kelly

Also in attendance: Cllr V Slade

Apologies: Cllr H Allen

51. Declarations of Interests

There were no declarations of interest made on this occasion.

52. Confirmation of Minutes

The Minutes of the Cabinet meeting held on 1 September were confirmed and signed as a correct record.

53. Public Issues

The Leader advised that there had been no questions, statements or petitions received from members of the public on this occasion.

54. Recommendations from the Overview and Scrutiny Board

Cabinet was advised that there were no additional recommendations from the Overview and Scrutiny Board on items not otherwise included on the Cabinet Agenda on this occasion.

55. Accelerating regeneration and investment in the BCP area

The Portfolio Holder for Regeneration, Economy and Strategic Planning presented a report, a copy of which had been circulated to each Member and a copy of which appears as Appendix 'A' to these Minutes in the Minute Book.

Cabinet was advised that the report sets out how the Council can bring forward an innovative approach to the way we manage regeneration and development, and that change was needed to bridge the gap between the massive opportunity presented by the sites the Council owns or influences and the Council's delivery capacity.

In relation to this Cabinet was informed that this report describes how by forming a Council-Owned Urban Regeneration Company (URC) the Council will enable investment to be delivered at a greater pace and scale without compromising the quality and sustainability of development, and that the report also considers the future role of the Bournemouth Development Company (BDC) and the plans for delivering the Bournemouth Town Deal for Boscombe.

Cabinet was further advised that the report covered the following issues:

- The formation and funding of a URC to provide the Council with the development management expertise and capacity it will need to develop key sites, at pace.
- The creation of a Commissioning Plan and Delivery Team to provide oversight of all regeneration and development activity whether undertaken by the URC, by BDC or the Boscombe Towns Fund Board.
- Changes to the governance arrangements within BDC which flow from a review undertaken by consultants and following the introduction of Muse Developments as BDC's new Development Manager.
- Decisions about BDC's Winter Gardens scheme that will enable planning permission to be secured allowing minor-material amendments to be expedited and work to proceed in preparing the site for development including the demolition of properties on Exeter Road, utility diversions and power supply upgrading works.
- Decisions about the Heads of Terms, project priorities and budgets needed to take the Bournemouth Town Deal proposals for Boscombe Town Centre forward to detailed business case development and project implementation.

The Vice Chair of the Overview and Scrutiny Board addressed the Cabinet advising that at their recent meeting the Board had comprehensively discussed the report and raised concerns in respect of the bringing together of all these matters in one report and of the governance arrangements.

In relation to this the Portfolio Holder detailed the two levels of governance and highlighted the skilled nature of those involved.

RESOLVED that: -

- (a) Cabinet approve the proposals made in the report and delegate authority to the Chief Executive to approve the necessary legal documents; and**
- (b) Cabinet note that the URC business plan will be brought to Cabinet for approval no later than October 2021;**

RECOMMENDED that: -

- (c) Cabinet recommends that Council approve £3.404m of additional resources to support the regeneration programme in 2021/22.**

RESOLVED that: -

- (d) Cabinet notes the £3.470m of additional resources requested to support the regeneration programme in 2022/23 and £1.331m per annum from 2023/24 onwards;**
- (e) Cabinet notes that the additional resources for 2022/23 onwards will formally be recommended to Council as part of the 2022/23 budget and Medium-Term Financial Plan Update report in February 2022;**
- (f) Acknowledge the novation of the development management services agreements for the Bournemouth Development Company (BDC) to Muse Developments Limited as described in the report and approve the Council's entry into a deed of variation to implement corresponding updates to the Members' Agreement.**
- (g) Approve work to be done by BDC to secure the outline planning consent agreed in 2018 including the completion of building demolitions on the Exeter Road site shown at appendix 1 which are derelict, incurring business rates obligations and attracting anti-social behaviour problems and attendant health and safety risks and the commencement of utility diversion and power supply upgrading works.**

Note that, on 3 March 2021, the Council received the Heads of Terms of an offer to provide a 'Town Deal' for Boscombe Town Centre which was accepted by the Town Deal Board on 24 March 2021 and confirmed with a conditional allocation of project funding on 4th May.

- (h) Approve the Town Deal projects agreed with the MHCLG and provide the necessary support to develop these in sufficient detail so that Business Cases can be completed for consideration by the MHCLG by May 2022.**

Voting: Unanimous

Portfolio Holder: Regeneration, Economy and Strategic Planning

56. High Streets and District Centres Strategy

The Portfolio Holder for Regeneration, Economy and Strategic Planning presented a report, a copy of which had been circulated to each Member and a copy of which appears as Appendix 'B' to these Minutes in the Minute Book.

Cabinet was advised that Bournemouth, Christchurch and Poole Council (BCP Council) has created a High Streets and District Centres Strategy (Appendix 1), and that the aim of this was to ensure that high streets and district centres are fit for the future, becoming vibrant, thriving and enjoyable locations for everyone.

In relation to this Cabinet was informed that at its heart is the intent to positively and proactively intervene where and if appropriate.

Cabinet was further advised that the Strategy looks at our high streets and district centres through the lens of economic growth, focusing on creating an environment for economic vibrancy and enabling a high quality, world-class visitor experience, and that it is designed to set the objectives and form the framework for a series of more detailed project-specific Action Plans.

The Vice Chair of the Overview and Scrutiny Board addressed the Cabinet advising that at their recent meeting the Board had welcomed the report and that they were looking forward to the next phase.

RESOLVED that Cabinet: -

- (a) Support and adopt the High Streets and District Centres Strategy as a framework for the future of the high streets and district centres in the Bournemouth, Christchurch and Poole area (BCP area)**
- (b) Recognise that delivery of the Strategy using Action Plans is an evolving process**
- (c) Understand that the Strategy could be subject to further consultation**
- (d) Enable the Strategy to be made into a visually appealing document for publication**
- (e) Delegate responsibility to the Director, Economic Development to analyse the 'Reimagining Your High Streets' Engagement HQ report and, if required, commission activities to create Action Plans for high streets and district centres in the BCP area**
- (f) Authorise the Director, Economic Development to apportion £100,000 to undertake these initial Action Plans and fund appropriate projects, in accordance with the Officer Decision Record for Additional Restrictions Grants (ARG4) dated July 2021, and identified in part 2 (c) of Stream 4 – 'Funding partners to provide Town & District Centre Support (£275k)'**

Voting: Unanimous

Portfolio Holder: Regeneration, Economy and Strategic Planning

57. Spending priorities for Strategic Community Infrastructure Levy

The Portfolio Holder for Regeneration, Economy and Strategic Planning presented a report, a copy of which had been circulated to each Member and a copy of which appears as Appendix 'C' to these Minutes in the Minute Book.

Cabinet was reminded that the Community Infrastructure Levy (CIL) is collected from development and used to fund infrastructure necessary to support planned growth set out by the local plan.

In relation to this Cabinet was advised that CIL receipts are around £5 million per year and split up as follows in accordance with legislation:

- Strategic CIL – 80%

- Neighbourhood Portion – 15% (rising to 25% if a neighbourhood plan is in place)
- Admin – 5%

In relation to this Cabinet was informed that the council need to put in place a formal process to agree the spending priorities for Strategic CIL, and that currently decisions are made in accordance with the Financial Regulations depending upon spending amount, requiring either Cabinet and Council agreement or delegated to the Chief Operations Officer or Head of Planning.

Cabinet was advised that to enable all service providers across the Council to have better access to Strategic CIL and to provide transparent governance, it was proposed that CIL project spend is governed by a new Future Infrastructure Programme Board, replacing the current Futures Fund Programme Board and that this Board would benefit from the addition of the Chief Operations Officer and the Head of Planning that cover Planning. Cabinet was informed that the Board would engage with service providers and review all requests for project funding and decide whether Futures Fund and/or Strategic CIL is suitable, and that this would better align the Council's capital infrastructure planning.

Cabinet was further advised that the System Leadership Team had set up a task and finish group to explore the potential for new housing development to contribute towards NHS health care infrastructure, and that the recommendations of the task and finish group were fed back and approved by the System Leadership Team in August 2020. If agreed, the Future Infrastructure Programme Board can review the NHS request and report back to Cabinet with a recommendation.

Cabinet was informed that the Council has a duty to publish the Infrastructure Funding Statement on an annual basis, and that the 2020/21 version sets out all CIL and planning obligations requested, received, spent, allocated to projects and monies held by the Council on 1 April 2021.

The Vice Chair of the Overview and Scrutiny Board addressed the Cabinet advising that at their recent meeting the Board had welcomed the new additions to the board and stressed the importance of their being opposition members on the board for the purposes of transparency.

RESOLVED that Cabinet: -

- (a) approve the change in name of the Futures Fund Programme Board to Future Infrastructure Programme Board and increase its scope to also consider Strategic CIL spending proposals;**
- (b) approve the governance arrangements of the newly named Future Infrastructure Programme Board to include the Council's Chief Operations Officer and Head of Planning as Board members;**
- (c) agree that the newly named Future Infrastructure Programme Board recommend the Strategic CIL spending priorities, and report this back to Cabinet within the calendar year alongside the final Infrastructure Funding Statement for 2020/21; and**

- (d) agree to engage with service providers through the Future Infrastructure Programme Board to ensure Strategic CIL helps deliver the necessary infrastructure to support planned growth.**

Voting: Unanimous

Portfolio Holder: Regeneration, Economy and Strategic Planning

58. Cleaner, Greener, Safer

The Portfolio Holder for Environment, Waste and Cleansing presented a report, a copy of which had been circulated to each Member and a copy of which appears as Appendix 'D' to these Minutes in the Minute Book.

Cabinet was informed that a key building block to a thriving place with satisfied residents and visitors is a streetscene that is clean, green and safe, and that the aim was for the BCP conurbation to have a clean & sustainable physical environment; to be somewhere where people feel safe and secure; to be an environment that people treat with respect; and to be a place that people have pride in.

In relation to this Cabinet was advised that launched in December 2020 the Council's Cleaner, Greener, Safer programme is a commitment to ensuring the place based issues that matter amongst our communities are sustainably addressed and engender a sense of pride amongst communities to come together to achieve a better environment for all, and that the the report seeks to secure investment across key themes that supports Bournemouth Christchurch and Poole Council's Big Plan's vision for a world-class city region and restores a street level sense of pride in our place.

The Vice Chair of the Overview and Scrutiny Board addressed the Cabinet advising that at their recent meeting the Board had resolved to make the following recommendation to Cabinet in respect of this item.

That Cabinet note that pesticides do not just harm the organisms that they are designed to control. They also have a major impact on non-target organisms, including people. Alternative weed treatments will continue to be explored.

In relation to this the Portfolio Holder for Environment, Waste and Cleansing thanked the Board for their recommendation and advised that whilst not proposing to include the recommendation within the resolutions that he would support the proposal that alternative weed treatments would continue to be explored.

RESOLVED that:-

- (a) Members endorse the Cleaner, Greener, Safer programme ambitions;**

RECOMMENDED that:-

- (b) Council approve £514k of additional revenue resources to support the Cleaner, Greener, Safer programme in 2021/22;**

RESOLVED that:-

- (c) Cabinet approves a £674k Cleaner, Greener, Safer capital investment programme funded from prudential borrowing;**
- (d) Cabinet notes the £3.789m of additional revenue resources requested in 2022/23 and £2.483m per annum from 2023/24 onwards;**
- (e) Cabinet notes the £3.789m of additional revenue resources for 2022/23 and £2.438m per annum from 2023/24 onwards will formally be recommended to Council as part of the 2022/23 budget and Medium-Term Financial Plan Update report in February 2022.**

Voting: Unanimous

Portfolio Holder: Environment, Waste and Cleansing

59. Complaints and 2020/21 LGSCO annual report

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

Cabinet was advised that the Ombudsman's national report has highlighted that there is an increased strain upon Council complaints processes nationally with the Ombudsman upholding 67% of the complaints it investigates nationally, and that BCP Council's figures reflect the national picture, with the uphold rate slightly above the national average at 69%. The cost of upheld complaints is increasing with Ombudsman financial remedies costing BCP Council £5,877 in the last financial year, 2020/21.

Further to this Cabinet was informed that the trends highlighted by the Ombudsman have continued so far in 2021/22 for BCP Council, and that the current uphold rate for investigated complaints up to end of July 2021 is at 73%, with financial remedies so far costing more than £12,750.

Cabinet was advised that work is underway to centralise complaint handling which is expected to ease pressure on frontline services and enhance the quality and speed of complaint resolution.

RESOLVED that:-

- (a) Cabinet note the Local Government and Social Care Ombudsman's Annual Report; and**
- (b) Cabinet note the plans for future complaint handling**

Voting: Unanimous

Portfolio Holder: Leader of the Council

60. 2021/22 Quarter One Budget Monitoring Report

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

Cabinet was advised that this report includes 2021/22 budget monitoring information as at the end of June 2021, and that the projection for the 2021/22 revenue account is an overspend of £12.6 million within services, and that the application of one-off central resources reduces this to £7.6 million. In relation to this Cabinet was informed that a mitigation strategy has been developed against this sum should attempts to deliver services within the constraints of their original budgets prove unsuccessful.

Further to this Cabinet was informed that this position assumes full delivery of the £7.5m transformation programme savings target for 2021/22, and that at this stage £2.4m has been delivered and a full progress report will be included in the second quarter budget monitoring report once the savings from the council's smarter structures and third party spend programmes have been confirmed.

In addition Cabinet was advised that the updated 2021/22 projections for reserve movements, the capital programme and housing revenue account (HRA) are also included.

RESOLVED that Cabinet: -

- (a) Note the contents of the report;**
- (b) Agree the acceptance of revenue grants in paragraph 62;**
- (c) Agree the acceptance of capital grants in paragraph 73;**

RECOMMENDED that: -

- (d) Council approve the £1 million allocation from the contain outbreak management fund (COMF) as set out in paragraph 55; and**
- (e) Council approve the capital virements as set out in paragraph 74**

Voting: Unanimous

Portfolio Holder: Leader of the Council

61. Empowering Communities: BCP Council's Voluntary and Community Sector and Volunteering Strategy 2021-2024

The Portfolio Holder for Adults presented a report alongside the Lead Member for Engagement, a copy of which had been circulated to each Member and a copy of which appears as Appendix 'G' to these Minutes in the Minute Book.

Cabinet was advised that this report outlined the proposal to approve and adopt the Bournemouth, Christchurch and Poole Council's Voluntary and Community Sector and Volunteering Strategy, and that the vision of the strategy is to ensure that Bournemouth, Christchurch and Poole is a vibrant, connected community which provides meaningful opportunities for volunteering and empowers a thriving voluntary and community sector to help support community needs.

In relation to this Cabinet was informed that the strategy details how we aim to achieve the vision through:

- A set of key principles and framework for how the council will collaborate and work together with the voluntary and community sector to support local communities.
- Recognising the impact of COVID-19 and identifying ways to help communities to recover, as well as learning from the crisis response that brought some residents closer together.
- Developing a volunteering strategy that creates opportunities that are accessible and enable residents to play an active role in helping others and themselves, through formal volunteering, neighbourliness, work experience and related opportunities.

Further to this Cabinet was advised that the strategy is accompanied by a three-year delivery plan, and that the strategy and delivery plan have been informed and developed through public consultation and stakeholder engagement with a range of organisations, community groups and individuals, and that the report outlines the proposal to allocate funding to a dedicated Volunteer Coordinator to facilitate and support the delivery of the plans.

RESOLVED that:-

- (a) Cabinet adopts the BCP Council's Voluntary and Community sector and Volunteering Strategy and Delivery Plan;**
- (b) Cabinet notes the £33k of annual additional resources requested to support a Volunteer Coordinator to facilitate delivery of the plans from 2022/23 onwards;**
- (c) Cabinet notes that the £33k of annual additional resources will formally be recommended to Council as part of the 2022/23 budget and Medium-Term Financial Plan Update report in February 2022; and**
- (d) Cabinet recognises the significant impact that Covid has had on the state of the local voluntary and community sector and the increased demand on services that organisations are experiencing.**

Voting: Unanimous

Portfolio Holder(s): Leader of the Council
Adults

62. Community Engagement and Consultation Strategy

The Portfolio Holder for Adults presented a report alongside the Lead Member for Engagement, a copy of which had been circulated to each Member and a copy of which appears as Appendix 'H' to these Minutes in the Minute Book.

Cabinet was advised that the report detailed the development of the Connected Communities – BCP Council's Community Engagement & Consultation Strategy 2021-2024, and that the purpose of this strategy is to provide clear principles about how the Council engages and consults with the local community.

Further to this Cabinet was informed that the report outlined the background, strategic context, engagement, and consultation principles, aims and actions to deliver this across the Council and sought approval from Cabinet to adopt the strategy.

In addition Cabinet was informed that the strategy outlined a Council-wide approach to ensuring that our engagement and consultation processes are inclusive and accessible and enabled the council to engage with everyone including those whose voices are often seldom heard in the decision-making process.

RESOLVED that: -

- (a) Cabinet approves the Connecting Communities – BCP’s Community Engagement & Consultation Strategy 2021-2024 incorporating the BCP Council Engagement Principles and action plan;**
- (b) Cabinet notes the £50k of annual additional resources requested to support the delivery of the plans from 2022/23 onwards; and**
- (c) Cabinet notes that the £50k of annual additional resources will formally be recommended to Council as part of the 2022/23 budget and Medium-Term Financial Plan Update report in February 2022.**

Voting: Unanimous

Portfolio Holder: Adults

63. BCP Housing Strategy 2021-2026 "Our commitment to our communities"

The Portfolio Holder for Homes presented a report, a copy of which had been circulated to each Member and a copy of which appears as Appendix 'I' to these Minutes in the Minute Book.

Cabinet was advised that the BCP Housing Strategy had been developed over a number of months following a 10-week public consultation, and that this along with a number of stakeholder engagement sessions had contributed to the development of the final strategy document which includes a vision statement and clear priorities and is to be considered by cabinet for approval.

In relation to this Cabinet was informed that it is a high-level document which sets out a clear vision with strong leadership for BCP to ensure that housing, planning, economic development, and regeneration work together and are integrated to best influence the housing market.

Cabinet was further advised that this is a key document that frames our partnership work together, drives place shaping and contributes to health and wellbeing of our population, and that it provides evidence of housing needs and demands and will set out the Council’s strategic approach to inform how it will need forward to achieve its ambitions and attract funding opportunities to support that work.

Cabinet was informed that the Council's housing responsibilities covered a broad range of issues, from identifying land for new homes to improving old ones and meeting the wide variety of housing needs of our communities, and that more detailed strategies and policies sit beneath this Housing Strategy, setting out the aims and delivery plans in specific areas ensuring they are clearly linked.

In addition Cabinet was informed that this document will be complimented by an Action Plan which will set out a summary of actions and more detail as to how those actions will be carried out to deliver the strategy.

RECOMMENDED that Council approves the strategy set out in the Appendix to the report.

Voting: Unanimous

Portfolio Holder: Homes

64. Council Newbuild Housing & Acquisition Strategy (CNHAS), 2021-2026.

The Portfolio Holder for Homes presented a report, a copy of which had been circulated to each Member and a copy of which appears as Appendix 'J' to these Minutes in the Minute Book.

Cabinet was informed that this report sought Cabinet approval of the first BCP Council Newbuild Housing & Acquisition Strategy (CNHAS) 2021-2026, and that this was an ambitious strategic programme that will potentially invest £233 million into meeting local housing needs with the capital budget and funding for this delivery strategy requiring specific Council approval, to be sought annually each year as part of the annual budget setting process.

Cabinet was advised that the separate BCP Council Housing Strategy, which is part of the Key Policy Framework set out in Article 4 of the BCP Council Constitution had also been put before Cabinet today and that it would be put to full Council for consideration at its meeting in November 2021, and that The CNHAS will help deliver this.

In relation to this Cabinet was informed that the report sets out in detail a 5-year vision, strategy, standards, specific sites and required resources for the direct delivery of appropriate new homes on BCP Council owned land, building on and scaling up in-house development activity significantly compared to the last few years, and that the CNHAS will deliver much needed homes for the BCP area and is a responsive strategy to: -

- The Council's Corporate Plan Dynamic places aim of *building at least 1,000 homes on council owned land across a 5-year period of a mix of tenure types.*
- BCP's Housing Strategy 2021-2026 growth priorities.

The new build programme includes: -

1. a **diverse range/typology of 1300+** houses, flats, bungalows & shared unit property types on 24 BCP sites developed through a variety of procurement routes for both permanent and move-on accommodation supported by a programme of street acquisitions.

2. a diverse range of housing tenures, predominantly **affordable (up to 65%)**- rent, shared ownership, discounted sale and **market (at least 35%)** -discounted and full rent with nominal sale units being provided-
3. a **programme approach** is adopted – projects developed in parallel rather than singularly- one after another - this helps achieve pace and scale and secure better value for money.
4. BCP's Housing Delivery team's **direct delivery**, ensuring control and confidence, on potentially 33 BCP sites
5. **yearly Council approval of programmes** of projects to ensure both an effective contribution to the diverse housing needs identified within BCP and in an efficient and timely manner for marketplace confidence.

In relation to this Cabinet was advised that the CNHAS builds on existing activities by purchasing up to 250 new (to BCP) units of accommodation through expanding the activities of the Homeless Housing Acquisition programme which included approved spend of £44.7M for the purchase of existing properties for homelessness (Cabinet 11/9/2018), and this strategy seeks approval to extend this programme in line with the Seascope 5-year Strategic Plan buying additional street properties and renting them within the council and via the wholly owned company Seascope Homes and Property Limited for both permanent & move-on type accommodation Market rent & affordable tenures. The homes will be let to homeless households, care experienced young people (CEYP) and those existing & potentially new residents, simply wanting good quality full market rental properties- enabling a long-term investment opportunity for BCP.

It was highlighted that CNHAS allows for the purchase of additional land for development into Council ownership where appropriate, making use of an existing £300k feasibility budget (2021/22) to do the necessary due diligence on 'harder to reach' & potential new sites becoming available, and that CNHAS is a strategy and operational delivery plan working in tandem with BCP's proposed *New Approach to Regeneration*.

The Vice Chair of the Overview and Scrutiny Board addressed the Cabinet advising that at their recent meeting there had been a good discussion on this item and a Board member had requested that specific reference be made within the CNHAS concerning the need for good outside space to be included as part of new developments, and that Cabinet approve an amendment to the CNHAS document at section 2.8 with the following highlighted wording:

*...This objective will require the incorporation of good design quality – **externally and internally**, sustainable principles – not just from an energy and carbon perspective but future proofed so that an appropriate number of homes are flexible in their uses, as a commitment to the diversity of BCP residents.*

*Specifics are set out in annex 2, **including 10 Characteristics of well-designed places – such as a home's outside space, and the properties fabric first & ventilation focus being on:...***

In relation to this the Portfolio Holder for Homes advised that the comments from the Board had been taken into consideration and will be incorporated into the strategy.

RECOMMENDED that: -

- (a) the principles and expected outcomes for the 5-year CNHAS as summarised in this paper and set out in the Appendix 1 be approved;**
- (b) the proposed programme governance, which requires Council approval (including capital budget approval) for each year of the 5-year programme as part of the annual budget setting process be approved;**
- (c) Council approves the extension of the principles and funding for the current Homeless Housing Acquisition Programme to also include homes for Care experienced young people (CEYP) & homes at market rent;**
- (d) Council approves an increase in the capital budget of up to £5.6 million for the capital schemes already underway and within the 5-year plan, the details of which are set out in the Appendix 2 (exempt);**
- (e) Council approves that the Chief Operating Officer is authorised to approve necessary appropriations and contractual and legal agreements in consultation with the Section 151 Officer and Monitoring Officer - such as a Pre-Construction Services Agreement (PCSA) linked to an appropriate construction Budget, the details of which are set out in the Appendix 2 (exempt); and**
- (f) Council approves that the Section 151 Officer is authorised in consultation with the Portfolio Holder for Finance to determine the detailed funding models in respect of Appendix 2 (exempt).**

Voting: Unanimous

Portfolio Holder: Homes

65. Cabinet Forward Plan

The Leader advised that the latest Cabinet Forward Plan had been published on the Council's website.

Further to this Cabinet was advised that there were no urgent decisions taken by the Chief Executive in accordance with the Constitution to report on this occasion.

The meeting ended at 11.40 am

CHAIRMAN

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CABINET



Report subject	MTFP Update Report
Meeting date	27 October 2021
Status	Public Report
Executive summary	<p>This report:</p> <ul style="list-style-type: none"> • Presents a refresh of the medium-term financial plan (MTFP) of the council to reflect the annual fundamental review and its extension to a 5-year time horizon. • Progress towards delivering a balanced budget for 2022/23 and highlights the key financial risks faced by the Council. • An update of the CIPFA Financial Management Code of Practice. • An update on the CIPFA Financial Resilience Index. • An update on the CIPFA Treasury Management and Prudential Code of Practice.
Recommendations	<p>It is RECOMMENDED that Cabinet note:</p> <p>a) The current budget position for 2022/23.</p> <p>b) The progress made in refreshing the MTFP and its extension to cover the five-year period to 31 March 2027.</p>
Reason for recommendations	<p>To comply with accounting codes of practice and best practice which require councils to have a rolling multi-year medium term financial plan.</p> <p>To provide Cabinet with the latest high-level overview of the medium-term financial plan.</p> <p>To ensure Members develop a balanced budget for 2022/23.</p>
Portfolio Holder(s):	Councillor Drew Mellor, Leader and Portfolio Holder for Finance & Transformation
Corporate Director	Graham Farrant, Chief Executive
Report Author	Adam Richens: Chief Finance Officer and Director of Finance adam.richens@bcpcouncil.gov.uk Tel: 01202 123027

Wards	Council-wide
Classification	For Decision

Background

1. Cabinet at its meeting on the 23 June 2021 received an MTFP Update report. In receiving the report Cabinet agreed the budget planning process and financial strategy to support the development of the 2022/23 budget and the proposal to extend the MTFP to cover the 5-year period to 31 March 2027.
2. The 23 June 2021 Cabinet report also provided the detail of the latest MTFP position as summarised below.

Figure 1: June 2021 Medium Term Financial Plan position

	2022/23 £m	2023/24 £m
Annual Funding Gap	10.1	(3.0)
Cumulative – Net Funding Gap	10.1	7.1

It was also acknowledged that this position would materially alter if any of the **key financial planning assumptions**, currently being adopted to underpin the financial planning framework, were to change. These key assumptions were listed as:

- a) A 4.99% increase in council tax for 2022/23 (equivalent to £10.9m in extra revenue) and a 1.99% increase in 2023/24 (£4.3m in extra revenue). It was emphasised that the 2022/23 potential council tax increase includes the 3% Adult Social Care precept deferred from 2021/22 and that a decision on the use or not of the Adult Social Care precept will be made in the budget for 2022/23 in February 2021.
- b) A 1.5% increase in the councils taxbase (number of band D equivalent properties) for 2022/23 and a 1% increase for 2023/24. The standard assumption has historically been 0.5% per annum.
- c) Total annual cumulative transformation savings of £25m underpinning the 2022/23 budget and £42.4m underpinning the 2023/24 budget.
- d) Income levels generally returning to pre-covid levels from 2022/23 onwards. The MTFP was premised on £12.3m of additional income generation in 2022/23 compared to 2021/22.
- e) The harmonisation of BCP Council's pay and grading structures within a cost neutral framework.
- f) A 2% pay award from 2022/23 onwards.
- g) The drawdown of £2.1 million from the MTFP Mitigation Earmarked Reserve in 2022/23.
- h) The council will not be required to take any action on the 1 April 2023 to mitigate the predicted £27.4m accumulated deficit on its Dedicated Schools Grant Budget (High Needs). This is when the current legislation, which avoids the council having to act, is lifted.

3. In addition, the position was underpinned by the basic assumption that no adjustments will be needed because of 2021/22 actual activity of the council as services are expected to be delivered within the parameters of the February 2021 approved budgets for the current financial year.
4. In approving the 2022/23 financial strategy the focus was on the underlying activity to deliver a number of these key assumptions, to drive down the requested service pressures, and to improve the efficiency of operation. The final potential action was to note that to enable the Council to focus on delivering the £42.4m of annual ongoing transformation savings hardcoded into this MTFP from 2023/24, consideration would be given to drawing down further resources from the £20.9m of Financial Resilience Earmarked Reserves to provide an extended timeframe for any additional savings to be delivered.

2021/22 In-year position

5. Cabinet at its meeting on the 29 September 2021 received the first quarters budget monitoring report which set out the details of a £12.6m forecast overspend within services. This forecast reflects one-off and ongoing Covid19 related pressures alongside non-Covid ongoing service pressures. The ongoing pressures will have significant implications for the councils MTFP with the most notably amongst these being the pressures within Children's Services.
6. It is important to recognise that this £12.6m pressure is reduced to a net £7.6m forecast overspend following the application of several one-off surpluses that fall within the 2021/22 accounts. This includes £2.9m released from reserves in respect of resources previously used to finance the capital programme following the decision of Council on the 14 September 2021 to agree the capital virements set out in the 2020/21 Financial Outturn report. The 2021/22 quarter one budget monitoring report set out a potential mitigation strategy should this forecast overspend materialise.
7. It is critical to acknowledge that the quarter one forecast assumes that the council delivers the £7.5m of transformation programme savings included in the budget for 2021/22. A full update on progress against this target will be included in the quarter two budget monitoring report being presented to Cabinet in December 2021. Savings from the smarter staff structures project and quick wins from a review of third party spend are the main workstreams being undertaken in this area.
8. As stated, the corporate smarter structures project will deliver some savings towards the residual target, but it will take time to establish these as the outcome of the project is currently undergoing final review across services.
9. Consideration also needs to be given to the consequences of the National Local Government Employers organisation making the offer of a 1.75% local government pay award for 2021/22. As part of the base budget revenue contingency provision was made for the equivalent of a 1% pay award which by implications requires a further provision of 0.75% to be recognised. In 2021/22 this will be managed by the application of one-off contingency resources, however in respect of 2022/23 onwards this 0.75% shortfall will present as an additional revenue pressure. The trade unions are recommending that their members reject the tabled pay offer and the possibility of a 2-year pay deal has been mooted.
10. The 2021/22 in-year monitoring is also important as a yard stick to measure the validity of some of the key MTFP financial planning assumptions which were previously being used to underpin the 2022/23 budget. Key amongst these are:

- a) The prediction that the sales, fees, and charge income will almost completely recover to pre-covid levels from the 1 April 2023 onwards enabling an extra £12.3m to be generated in support of the 2022/23 budget (compared to 2021/22).
- b) The ability of the council to deliver savings through its investment in the transformation programme. The current MTFP for 2022/23 assumes that total cumulative annual transformation savings of £25m will be delivered.

Government announcements since June 2021 Cabinet report

11. On the 7 September 2021 the government announced that the 2021 Spending Review (SR21) will be concluded alongside the Autumn 2021 Budget on the 27 October 2021. Confirmation was provided of a multi-year spending review covering the three-year period 2022/23 to 2024/25. This will be the first multi-year funding settlement in three years after Brexit and Covid19 resulted in single year departmental allocations. At this stage there appears to be a robust narrative around ensuring that the economy recovers as quickly and strongly as possible and that there will be “absolutely no return to austerity”.
12. The spending review will provide a broad outline for how much government spending will rise by in future years. The details of the package for local government are not likely to be known before the provisional 2022/23 local government finance settlement is issued in December 2021.
13. Additionally, on the 7 September 2021 the Prime Minister announced significant plans for the future of adult social care in the form of the [Build back better: our plan for health and social care](#) publication. The centrepiece of the plan is a new UK-wide 1.25 per cent Health and Social Care Levy that will be ringfenced to fund the plan’s range of proposals.

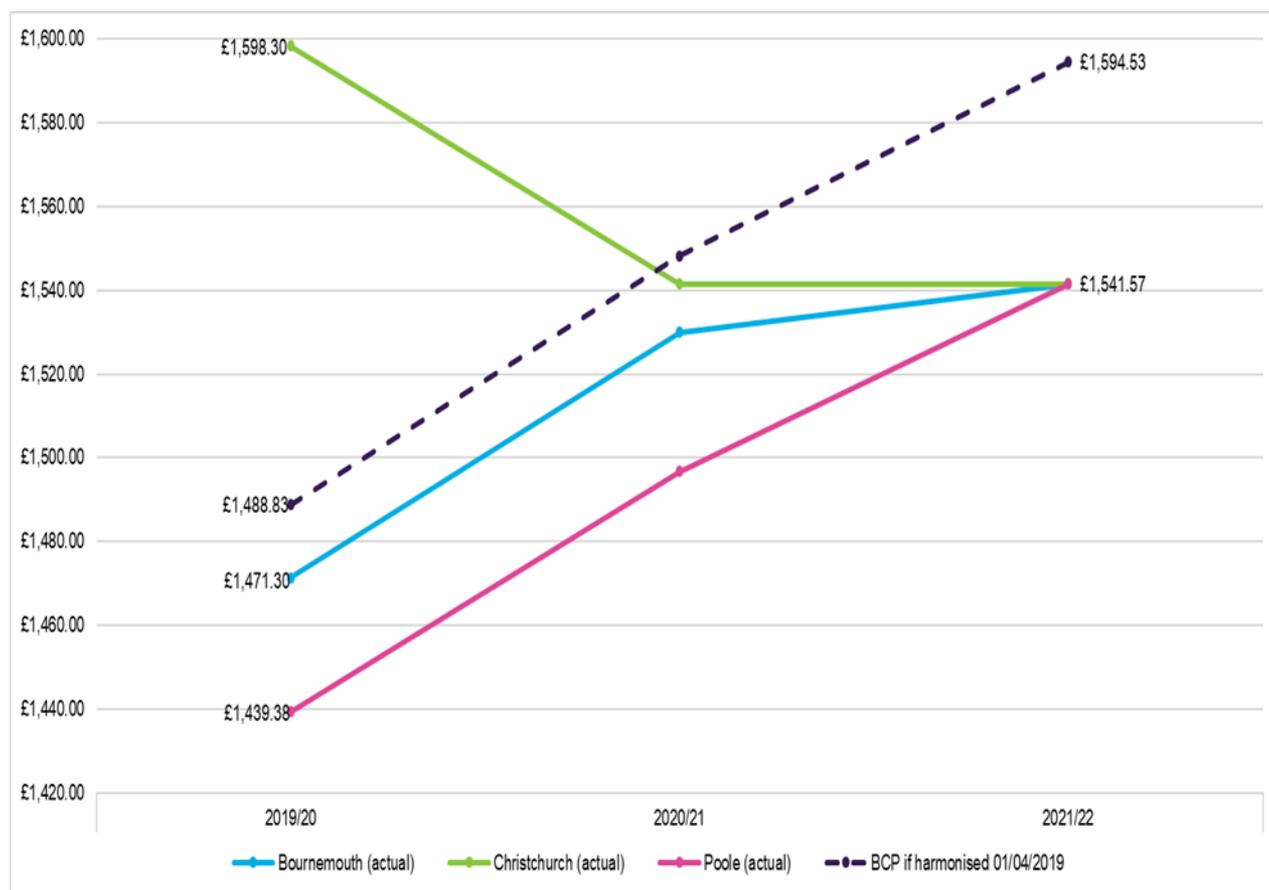
The key elements of the new plan are.

- People will no longer pay more than £86,000 in care costs over their lifetime, from October 2023. This will be implemented via a cap on personal care costs which does not include food and accommodation costs.
- Once people have reached this cap, ongoing personal care costs will be paid by local authorities.
- Those with less than £20,000 in assets (up from the current threshold of £14,250) will not have to pay towards personal care costs from their assets at all. They might have to contribute from their income.
- Those with between £20,000 and £100,000 in assets will get means-tested help towards personal care costs from the council.
- People will only be required to pay for the full cost of their own personal care if their assets are more than £100,000 (up from the current threshold of £23,250) up to the £86,000 cap.
- Self-funders will be able to request that their council arranges their care so they can access it at council-funded rates. The government intention being to end the cross subsidisation where care providers charge higher rates to self-funders compared to local authorities.
- An expectation that councils will use some of the additional funding to pay providers a 'fair price for care'.

- Investment of £500 million for new measures to support the care workforce.
 - More support for unpaid carers.
 - Investment in Disabled Facilities Grant and supported housing.
 - The tax will be raised through a 1.25% increase in both employers and employee's national insurance from April 2022 onwards. A 1.25% increase in employers' national insurance will cost BCP council approximately £1m per annum. There is also likely to be an impact on any contract or commissioned costs provided to the council were the contractor directly employes individuals.
 - From 2023, the National Insurance increase will become a separate Health and Social Care Levy with National Insurance rates returning to previous levels.
 - In addition, there will be a 1.25% tax rate increase in income from share dividends. This may have an impact on the valuation of the Dorset County Local Government Pension Fund.
14. The Levy is expected to raise an additional £12 billion a year on average, hypothecated for health and care, across the UK. It is estimated that £36 billion will be raised from the levy over the next three-years. It is proposed that the majority of the funds raised over the next three years will be spent on catching up on the backlog in the NHS. A smaller proportion, £5.4billion, will go towards implementing and funding the financial consequences to local authorities from having lower levels of client contributions towards care (due to the changes to the thresholds at which people contribute towards their personal social care costs). Implementing and administering the proposed new cap on care costs will be a significant undertaking for councils. Government have announced that it will consult on its proposals for the distribution of the funding and to keep the formula under review.
15. In addition, the government's plan commits to working with councils, the social care sector, people with lived experience and the NHS to develop a new white paper for wider social care reforms. It also states that the government will ensure councils have access to sustainable funding for core budgets at the Spending Review. However, the plan also states that the government's expectation is for demographic and unit cost pressures in social care to be funded through council tax, the council tax social care precept, and long-term efficiencies.
16. This statement reminds us that the strategic approach taken by government since its 2015 spending review is that local councils should be increasing council tax as the mechanism for funding cost and demand pressures in local services. Therefore, for the last 6 years in a row (since 2016/17), this has included the use of the Adult Social Care council tax precept as a means of asserting national direction on how such resources should be applied. The response to any lobbying for higher BCP Council funding allocations of government resources are always responded to by references to the amount the government have made provision for the councils "spending power" to be increased annually. The most significant element of this annual spending power increase is the amount the government have made legislative provision for the council to increase its council tax by.
17. As a reminder the below graph sets out the levels that government legislated for BCP Council to increase its council tax by compared to the actual levels of council tax set. This demonstrates that if the council had followed government guidelines then our council tax would have been £1,594.53 in 2021/22 which is 3.4% higher

than the £1,541.57 actual rate set. The government are therefore clear the council has locally decided not to generate the £7.6m per annum extra that we could have been generating and we have accepted this lower tax revenue.

Figure 1: BCP actual council tax levels compared to permitted levels.



18. In addition, it would be worth reflecting on the government's latest data estimates that highlight that economic activity nationally will not now return to pre-Covid levels until 2023. Covid led to a 10% fall in economic output over 2020 which is now only partial expected to recover in 2021 and 2022. Data from local authorities has shown that income-generating activity has been slow to improve with the Society of Local Authority Treasurers formally requesting an extension to the governments Sales, Fees, and Charge's compensation scheme to at least 31 March 2022. This request is unlikely to be supported by government as HM Treasury are of the view that they overfunded covid pressures on local councils during 2020/21.
19. Finally, it remains to be seen whether the recommendation of the Hudson Review, that provisional Local Government Finance Settlements should be announced no later than around 5 December, will be met this year.

Latest Medium-Term Financial Plan

20. The development of a medium-term financial planning process is designed to provide sound financial management and control arrangements which are integral to the delivery of good governance for the council. Such arrangements will help in supporting service delivery, accountable decision making and safeguarding stewardship whilst optimising the use of available resources.

21. The MTFP and budget for 2022/23 should be seen in the context of a rolling, evolving process structured to enable the proactive management and prioritisation of the council's resources. To support its development Cabinet agreed the following high-level budget cycle as part of the 23 June 2021 Cabinet report.

Stage One: April to June

- Closure of the accounts for the 2020/21
- High level budget planning process as set out in this June 2021 MTFP Update report to Cabinet.
- Approval of a financial strategy to support the delivery of a balanced budget for 2022/23.

Stage Two: June to September

- Initial detailed bottom up refreshed of the baseline financial resource requirements for each service. This should include a reflection on previous year's actual performance and forecast in-year performance to evaluate the realism of future year plans. The intent being to move the MTFP to a five-year time horizon (31 March 2027) was noted.
- Portfolio Holders consideration of the updated position with Cabinet and Corporate Management Board colleagues.
- Quarter One 2021/22 Budget Monitoring report.

Stage Three: October to December

- Refinement stage including councillor consideration of the implications of any proposed transformation and service-based savings proposals.
- MTFP Update reports to Cabinet in both October and December.
- Budget Café (all councillor) presentations on the 26 November 2021.
- Quarter Two 2021/22 Budget Monitoring report.

Stage Four: January to February

- Taxbase report.
- Statutory consultation with representatives of Commerce and Industry.
- Quarter Three 2021/22 Budget Monitoring report
- Finalise the 2022/23 Budget.

22. Stage one and two are substantially complete. Figure 2 below sets out the current MTFP updated to reflect the extended five-year timeline to 31 March 2027. It should be emphasised that the table shows the incremental changes, positive and negative, from the preceding year. It does not show the absolute amounts. These are included as Appendix A to the report.

Figure 2: 5-year Medium Term Financial Plan 2022 to 2027

Additional Investment into Services	22/23	23/24	24/25	25/26	26/27	Total
	£m	£m	£m	£m	£m	£m
Adult social care inc public health	10.2	11.9	12.5	9.0	9.5	53.2
Children's services	13.6	5.4	9.6	11.0	12.7	52.3
Environment and communities	2.1	2.3	2.3	0.9	1.0	8.5
Regeneration and economy	1.4	0.5	0.5	0.3	0.3	2.9
Resource services	(0.1)	0.6	0.7	0.7	0.7	2.6
Income impacted by COVID-19	(7.3)	(2.1)	(1.7)	0.0	0.0	(11.1)
Contingency - pay award	5.7	3.3	3.4	3.4	3.4	19.0
Pay Award additional 0.75% 21/22	1.3	0.0	0.0	0.0	0.0	1.3
Contingency	(1.9)	0.2	0.1	0.0	0.0	(1.6)
Core government funding changes	2.3	1.0	0.0	0.0	0.0	3.3
Transformation - ongoing revenue costs	0.5	0.5	0.0	0.0	0.0	1.0
Minimum revenue provision & interest payable	1.8	1.8	0.2	0.3	0.3	4.4
Corporate priorities (original 2021/22)	(1.4)	0.0	0.0	0.0	0.0	(1.4)
Carters Quay Regeneration Scheme	0.1	0.1	(0.1)	(0.3)	(0.1)	(0.3)
Increase in employers NICs to fund cap on social care	1.0	0.0	0.0	0.0	0.0	1.0
Contribution to unearmarked reserves	0.7	0.0	0.0	0.0	0.0	0.7
Pension fund – tri-annual revaluation impact	(0.1)	0.2	0.2	0.2	0.2	0.8
Total Additional Investment into Services	29.8	25.8	27.7	25.4	27.9	136.7
Cumulative Investment into Services	29.8	55.6	83.3	108.8	136.7	

Additional Resources	22/23	23/24	24/25	25/26	26/27	Total
	£m	£m	£m	£m	£m	£m
Council tax – income	(10.7)	(4.5)	(4.7)	(4.8)	(4.9)	(29.7)
Council Tax Base	(3.4)	(2.3)	(1.2)	(1.2)	(1.3)	(9.4)
Collection fund – (surplus) / deficit distribution net of S31 grant	(4.1)	4.8	(3.5)	0.0	0.0	(2.8)
Use of reserves - inc 75% loss drawdown	(2.1)	2.1	1.0	0.0	0.0	1.0
Local council tax support scheme grant 2021/22	3.8	0.0	0.0	0.0	0.0	3.8
Sales, fees and charges compensation 2021/22	1.6	0.0	0.0	0.0	0.0	1.6
Top slice covid pressures grant 2021/22	1.0	0.0	0.0	0.0	0.0	1.0
Investment income	(0.5)	(0.1)	(0.1)	(0.1)	0.0	(0.7)
Refinancing of capital programme	25.1	0.0	0.0	0.0	0.0	25.1
Review of inherited resources	4.7	0.0	0.0	0.0	0.0	4.7
Transformation savings	(17.5)	(17.5)	0.0	0.0	0.0	(34.9)
Service based savings	(2.8)	(2.3)	(4.2)	(0.5)	(0.2)	(10.0)
Total annual extra resource & savings	(4.7)	(19.8)	(12.6)	(6.6)	(6.4)	(50.1)
Cumulative extra resources & savings	(4.7)	(24.5)	(37.1)	(43.7)	(50.1)	

Annual – Net Funding Gap	25.1	6.0	15.1	18.9	21.5	86.6
Cumulative MTFP – Net Funding Gap	25.1	31.1	46.2	65.1	86.6	

23. The ongoing financial strategy has been to shift away from a service-based savings approach and towards delivering savings at an enterprise level as delivered via the council's transformation programme. As part of the budget cycle the detail and implications of any transformation and residual service-based savings will need to be agreed and endorsed by the Cabinet. In doing so consideration will need to be given to the extent to which it is appropriate to include transformation savings that have not been itemised in the base budget for 2022/23. The annual value of the transformation savings being assumed for 2022/23 is £25m, of which £4.7m has currently been itemised. It will therefore be a requirement on the council's Chief Finance Officer (CFO) to reflect, as part of the 2022/23 budget report, on the adequacy of the council's reserves should these savings fail to materialise.
24. At this stage members are reminded that they have a legal responsibility to balance the 2022/23 budget in a manner which reflects the needs of both current and future taxpayers.
25. The key matters for consideration in the refreshed MTFP pertinent to the position as set out, can be listed as.
 - a) Fundamental rebase of resource requirements for Children's services recognising the emerging in-year 2021/22 pressures and the 10% year-on-year growth in education, health, and care plans (EHCPs).
 - b) The 1.25% increase in employers' national insurance which from 2023/24 will become the Health and Social Care Levy.
 - c) A revision to the September 2021 inflationary forecast which is used as the predictor for the following year (2022/23) pay award (3.4% from 2%)
 - d) Redistribution, as a one-off in 2022/23, a £4.8m surplus in the collection fund associated with the government arrangements for spreading 2020/21 collection fund deficits over a 3-year period and the relationship between the December 2020 estimate for 2020/21 used in the 3-year phasing and the actual outturn for the year.
 - e) A reduction in the assumed level of recovery of the council's sales, fees, and charges income base from the impact of the global pandemic. Although there are some pockets of very good performance, originally it had been assumed that the majority of income stream would recover for 2022/23. Indications are that all such income streams will not be back to pre-covid levels until April 2024.
 - f) A financial planning assumption of a basic 1.99% increase in council tax in each of the three additional years 2024/25, 2025/26, 2026/27. The current national expectation is that a 2% social care precept will be offered in each of these years, but this has not currently been assumed in the updated MTFP.
 - g) Impact of the increasing cost of energy prices such as electricity and gas to the cost base of numerous operational services.
 - h) Inclusion of £2.8m of non-transformation, service-based savings, and efficiencies.
 - i) The doubling of the support of the Climate Change and Ecological Emergency from £0.24m per annum to £0.48m per annum as per the 23 June MTFP Update report to Cabinet.

- j) An additional £0.22m investment in 2022/23 in SEND as agreed by Council on 14 September 2021.
 - k) To date, Government have not given any indication that they are formally considering extending the legislation that prevents the council having to mitigate, as part of its financial strategy the accumulated deficit on the Dedicated Schools Grant High Needs Budget. This temporary 3-year piece of legislation is due to be lifted on the 1 April 2023 which if it were would present a challenge to the financial viability of the council from that point on.
26. Financial strategy workstreams will now focus on delivering the £25 million annual transformation programme savings target for 2022/23 as the key driver of the financial strategy for the council. This is a £17.5m increase from the £7.5m budgeted for 2021/22. The MTFP assumes a further £17.4m annual increase in 2023/24 bringing the cumulative annual savings target to £42.4m from 2023/24.
27. This workstream will also consider the £44.53m previously approved expenditure programme associated with the transformation programme and the ability to redirect or extend this programme to increase the level of assurance around the currently assumed savings. Consideration will also be given to the extent to which the pace and value of these assumed savings can be increased. This programme includes:
- a) Delivering the £6.6 million transformation estates and accommodation project on time, on budget and contributing the assumed level of savings.
 - b) Driving out value from land and building assets led by the councils new Urban Regeneration Company.
 - c) Considering the extent to which, within the local government capital accounting framework, it is feasible to capitalise any of the costs the council will need to incur in support of its regeneration ambitions.
 - d) In addition, it is proposed to consider the extent to which additional capital receipts can be generated which under the flexible use of capital receipts can be used to fund transformation. Currently the council is having to use its £14.1m Transformation Mitigation earmarked reserve to provide the necessary funding over the assumed and delivered levels of capital receipts to fund its transformation programme commitments.
 - e) Further review, test and challenge by Cabinet, Corporate Management Board, service directors, and budget holders of the amounts included in the refreshed MTFP and the ability to drive down the assumed cost increases.
 - f) Delivering further non transformation service-based savings and efficiencies and driving down the cost of services and pressures included in the MTFP.
 - g) Financial monitoring of the 2021/22 approved budget with emphasise on the extent to which sales, fees and charges income streams are recovering as assumed.
 - h) Delivering the councils pay and grading harmonisation project within a cost neutral framework.
 - i) Monitoring of national and sector specific announcements including those associated with the Fair Funding Review, 75% business rates retention, future funding of social care and the pay award.

- j) Consider the extent to which assistive technology can improve service delivery and reduce the ongoing associated costs for example in adult social care.
- k) The deficit recovery plan for the Dedicated Schools Grant (DSG) with specific reference to the high needs budget.
- l) Consider the extent to which it is possible and appropriate to further support the 2022/23 Budget by the application of financial resilience reserves. By doing so this will enable a further period of recovery to prevent unnecessary adjustments to service delivery standards being made. Any such allocation will need to reflect on the risks and uncertainty in the MTFP over its entire 5-year period.

CIPFA FM Code of Practice

- 28. The Financial Management Code of Practice (FM Code) provides guidance for good sustainable financial management in local authorities to provide assurance that authorities are managing resources effectively. Although 2021/22 is the first full year of compliance, councils were expected to use 2020/21 to demonstrate how they are working towards compliance and report progress as part of their Annual Governance Statement (AGS).
- 29. The AGS, which was first reported as part of the June 2021 public inspection of the draft 2020/21 accounts, included a self-assessment of progress towards compliance. This self-assessment will be independently reviewed by Internal Audit during 2021/22 and reported to the Audit & Governance Committee in the autumn.
- 30. The self-assessment concluded that BCP Council was largely compliant across all areas of the code. That said, the following preliminary findings and actions were identified.
 - a) The children's service capital strategy is under-developed. Cabinet in October 2021 is due to receive a report which presents the capital strategy and detailed plan.
 - b) The capital strategy / estate management strategy needs to include an analysis of the overall capital requirements of the council's estate. The estate management workstream which is part of the transformation programme will consider such information in determining the appropriate corporate landlord model for the council.
 - c) Consideration of the extent to which the budget process would be enhanced by any additional consultation.
 - d) Consideration of the extent to which balance sheet items should be regularly reported.
 - e) Utilisation of the new main accounting system, which will be implemented as part of the new Enterprise Resource Planning (ERP) system and is underpinning the new operating model of the council, to record details of fixed assets rather than the use of spreadsheets.

CIPFA Financial Resilience Index

- 31. In 2019 the Chartered Institute of Public Finance and Accountancy (CIPFA) first published what they refer to as the CIPFA Financial Resilience Index. Its aim is to promote good standards of governance and financial management across the sector. The index shows the council's position on a range of measures associated with

financial risk. It is a comparative analytical tool which builds a picture of the council's financial resilience by comparing one financial year with another and by comparing BCP Council with similar and other unitary councils.

32. The index uses a combination of financial outturn data and budget data for the specific financial years in question. As year-on-year data is only now beginning to emerge for BCP Council the index usefulness is only now beginning to emerge.
33. That said, the approach of using benchmarking information to influence and shape the financial strategy and medium-term financial plan is fundamental to the council's budget process. This was demonstrated by the approach set out in the June 2021 MTFP Update report to Cabinet which proposed adjustments to the Councils self-imposed levels of debt as set out by the Capital Financing Requirement (CFR) and the year on year increases to the level of unearmarked reserves to recognise the higher level of risk associated with a higher debt position. The Council has also undertaken taken two separate pieces of work with the Local Government Association around Adult Social Care and Children's Services which included a review of the robustness of the council financial planning and monitoring processes and benchmarking to confirm if the base budget levels are appropriate to the size of the authority and suggest ways of reducing the councils cost base.
34. For information and transparency Appendix B provides a summary of the latest published CIPFA Financial Resilience Index.
35. The key matters highlighted by this document include.
 - a) Comparative information is currently only available for 2019/20.
 - b) BCP Council has submitted its data for 2020/21 which is still subject to MHCLG data validation processes.
 - c) Comparative benchmarking information with other unitary councils will not be available to later in the year. Nevertheless our 2020/21 data has been shown on the appendix along with a direction of travel.
 - d) Benchmarking information for 2020/21 is likely to be significantly caveated due to the impact of covid19 and the government's response. A good example will be the level of reserves with BCP having, as just one example, to hold £40.4m of Government compensation for the reliefs given to business in 2020/21, in it reserves on 31 March 2021 on the basis that the cash transaction is processed within 2021/22.
36. The intention will be to provide a further update once the comparative information for 2020/21 is available.

CIPFA Treasury Management Prudential Code of Practice and Local Authority Capital Financing Framework

37. CIPFA will also be issuing its revisions to the Treasury Management and Prudential Code of Practice in December 2021. The amendments follow the recommendations from the Public Accounts Committee.
38. One of the notable revisions is that borrowing to fund solely for yield generating investments, from whatever funding sources, is not permissible under the code as they represent an unnecessary risk to public expenditure. Borrowing to support service-based proposals, regeneration and housing will continue to be permitted under the code. In these instances, authorities are advised to consider carefully

whether they can demonstrate value for money and whether they can ensure the security of such funds.

39. In support, CIPFA are proposing to introduce new prudential indicators alongside an addition of a new liability benchmark.
40. MHCLG have made it clear that local authorities taking on excessive risk and any noncompliance with the framework will see increased interventions from government potentially leading to caps on borrowing. MHCLG also plan to better constrain the risks associated with complex capital transactions. This includes credit arrangements, such as PFI deals or income strips, and financial derivatives. These types of arrangement can carry more risk than traditional forms of financing and require the right expertise to support effective decisions and risk management.
41. The changes are likely to mean more data on local authority capital plans must be provided to government, with increased scrutiny from external audit and increased transparency in public reporting.

Options Appraisal

42. This report considers current and future financial sustainability. Any consequential savings and efficiency plans that are developed will each need to be tested to determine the extent to which alternative options exist.
43. Various alternatives of the 5-year MTFP have been modelled including one which assumes the continuation of the 2% annual Adult Social Care precept into future years. A model which assumes council tax increases of 3.99% per annum (1.99% basic plus 2% Adult Social Care precept) rather than just the basic 1.99% from 2023/24 onwards results in the following revised MTFP funding gaps.

Figure 3: 5-year Medium Term Financial Plan 2022 to 2027 assuming a 2% social care precept on top of the basic 1.99% from 2023/24

Additional Investment into Services	22/23	23/24	24/25	25/26	26/27	Total
	£m	£m	£m	£m	£m	£m
Annual – Net Funding Gap	25.1	1.4	10.1	13.6	15.9	66.1
Cumulative MTFP – Net Funding Gap	25.1	26.5	36.6	50.2	66.1	

Summary of financial implications

44. The financial implications of the MTFP and budget work now in hand are as outlined within the report. The work is progressed within base budget resources.

Summary of legal implications

45. Council has a fiduciary duty to its taxpayers to be prudent in the administration of the funds it holds on their behalf and an equal duty to consider the interests of their community which benefit from the services it provides.
46. It is the responsibility of members to ensure the Council sets a balanced budget for the forthcoming year. In setting such a budget members and officers of the council have a legal requirement to ensure it is balanced in a manner which reflects the needs of both current and future taxpayers in discharging these responsibilities. In

essence this is a direct reference to ensure that council sets a financially sustainable budget which is mindful of the long-term consequences of any short-term decisions.

Summary of human resources implications

47. There are no direct human resource implications of this report. However, the MTFP and budget will have a direct impact on the level of services delivered by the council, the mechanisms by which those services are delivered and the associated staffing establishment.

Summary of sustainability impact

48. The accommodation and business transformation programmes underlying the MTFP will make the council more environmentally friendly through a reduced estate and different ways of working, including the continued ability for staff to work effectively from home. This will reduce energy consumption and pollution levels as well as produce savings to protect services.
49. Consideration of further sustainability measures will be undertaken as individual proposals come forward as part of the budget setting process for 2022/23.

Summary of public health implications

50. The council will seek to maintain appropriate services for the vulnerable as well as improve the sustainability of services important for the wellbeing of all residents.
51. The rationalisation of the estate will continue to take account of the measures necessary to manage the pandemic for as long as considered necessary.
52. The budget will continue to include an allowance for personal protective equipment to protect staff and residents to ensure compliance with all guidance to be issued by Public Health England over time.

Summary of equality implications

53. A full equalities impact assessment will be undertaken as part of the final February 2022 report to members as part of the annual budget process.

Summary of risk assessment

54. Periodic review has identified the following key elements to the risk associated with the council's financial sustainability.
 - a) 2021/22 in-year financial performance. The first quarters budget monitoring report for 2021/22 was presented to Cabinet on the 29th September 2021. This identified an in-year current predicated overspend of £12.6m and included the impact on Children's and Adult Social Care services due to the legacy impact of the pandemic as well as other services pressures. This forecast overspend is reduced to £7.6m by the application of one-off surpluses that naturally fall within the 2021/22 accounts.
 - b) Delivery of the currently assumed transformation programme savings which have been hardcoded into the council's budget and MTFP. The budget for 2021/22 included £7.5m of transformation related savings. The MTFP current assumes this will be increased to £25m in underpinning the 2022/23 budget and £42.4m in underpinning the 2023/24 budget.

- c) Pay and reward project. The council from its inception has assumed that the workstream to deliver harmonised terms and conditions of employment would be cost neutral.
- d) High needs deficit. As per the Medium-Term Financial Plan (MTFP) Update report to Cabinet on the 23 June 2021 the council forecast that the accumulated deficit on the Dedicated Schools Grant (DSG) due to the impact of the ongoing pressures in the high needs budget will increase from £7.8m as at the 31 March 2021, to £16.1m as at 31 March 2022, and £27.4m as at the 31 March 2023.
- e) Significant new models of funding for local government which are expected to be implemented over the MTFP period time horizon. This includes implementing changes signalled well before the start of the global public health emergency for business rates and adult social care. It is not yet possible to estimate the financial outcome of these on the council.
- f) Significant assumptions have also been made regarding the future level of demand for council services, the associated costs, the level of income attainable, and the timing and level of savings to be delivered by the transformation programme.
- g) The MTFP savings to be delivered of £42.4 million represents 17.5% when compared to the £241.1m 2021/22 net budget of the council including Adult and Children's social care.

Background papers

February 2021 Budget report to Council

[http://ced-pri-cms-02.ced.local/mgAi.aspx?ID=3925&\\$LO\\$=1#mgDocuments](http://ced-pri-cms-02.ced.local/mgAi.aspx?ID=3925&LO=1#mgDocuments)

June 2021 Medium Term Financial Plan (MTFP) Update report to Cabinet

[http://ced-pri-cms-02.ced.local/ieListDocuments.aspx?CId=285&MId=4684&Ver=4&\\$LO\\$=1](http://ced-pri-cms-02.ced.local/ieListDocuments.aspx?CId=285&MId=4684&Ver=4&LO=1)

Appendices

- A 5-year MTFP absolute basis
- B BCP Council - Financial Resilience Index data comparison.

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Medium Term Financial Plan 2022/27 (based on absolute budget)

	Adjusted	MTFP	Net	MTFP	Net	MTFP	Net	MTFP	Net	MTFP	Net
	Net Budget		Budget		Budget		Budget		Budget		Budget
	2021/22	2022/23	2022/23	2023/24	2023/24	2024/25	2024/25	2025/26	2025/26	2026/27	2026/27
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Adult Social Care (Including Public Health)	117.0	7.0	124.1	10.0	134.1	11.1	145.2	8.7	154.0	9.4	163.4
Children's Services	68.1	13.7	81.8	5.4	87.3	9.6	96.9	11.0	107.9	12.7	120.6
Environment & Community	50.2	1.7	51.9	2.2	54.0	2.3	56.4	0.9	57.3	1.0	58.3
Regeneration & Economy	18.6	(5.3)	13.3	(2.0)	11.4	(4.0)	7.4	0.1	7.5	0.1	7.6
Resources	33.8	(0.1)	33.7	0.6	34.3	0.7	35.0	0.7	35.7	0.7	36.4
Transformation Revenue Implications	3.5	0.5	4.0	0.5	4.5	0.0	4.5	0.0	4.5	0.0	4.5
Corporate Priorities (2021/22)	6.2	(1.4)	4.8	0.0	4.8	0.0	4.8	0.0	4.8	0.0	4.8
Net cost of services	297.5	16.1	313.6	16.8	330.4	19.8	350.2	21.4	371.6	23.9	395.5
Provision for repayment borrowing (MRP)	12.0	1.6	13.7	1.9	15.5	0.1	15.7	(0.1)	15.7	0.1	15.8
Pensions	5.5	(0.1)	5.5	0.2	5.7	0.2	5.9	0.2	6.1	0.2	6.4
Revenue contribution to capital	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Interest on borrowing	3.2	0.2	3.3	0.1	3.4	0.2	3.6	(0.0)	3.6	0.1	3.7
Contingency	3.6	(1.9)	1.7	0.2	1.9	0.1	2.0		2.0		2.0
Contingency - pay award	1.8	7.0	8.8	3.3	12.1	3.4	15.4	3.4	18.8	3.4	22.1
Movement to and (from) reserves - inc unearmarked	0.7	0.7	1.4	0.0	1.4	0.0	1.4		1.4		1.4
Admin Charged to Grant Income	(0.4)	0.0	(0.4)	0.0	(0.4)	0.0	(0.4)		(0.4)		(0.4)
Use of Reserves - NNDR Section 31 Grant	(39.5)	39.5	0.0	0.0	0.0	0.0	0.0		0.0		0.0
Use of Reserves - NNDR 75% Loss Grant	(0.6)	0.0	(0.6)	0.0	(0.6)	0.6	0.0		0.0		0.0
Use of Reserves - Ctax 75% Loss Grant	(0.4)	0.0	(0.4)	0.0	(0.4)	0.4	0.0		0.0		0.0
Use of Reserves - MTFP Mitigation	0.0	(2.1)	(2.1)	2.1	0.0	0.0	0.0		0.0		0.0
Levies (Environment Agency / Fisheries)	0.6	0.0	0.6	0.0	0.6	0.0	0.6		0.6		0.6
Housing Benefits	0.1	0.2	0.3	0.2	0.5	0.0	0.5	0.0	0.5	0.0	0.5
Apprentice Levy	0.6	0.1	0.6	0.0	0.6	0.0	0.6		0.6		0.6
Revenue expenditure on surplus assets	0.2	0.0	0.2	0.0	0.2	0.0	0.2		0.2		0.2
Investment property income	(5.0)	0.0	(5.0)	0.0	(5.0)	0.0	(5.0)		(5.0)		(5.0)
Income from HRA	(1.2)	0.0	(1.2)	0.0	(1.2)	0.0	(1.2)		(1.2)		(1.2)
Interest on cash investments	(0.0)	(0.5)	(0.5)	(0.1)	(0.6)	(0.1)	(0.7)	(0.1)	(0.8)	0.0	(0.8)
Dividend income	(0.1)	0.0	(0.1)	0.0	(0.1)	0.0	(0.1)		(0.1)		(0.1)
Transformation Programme Costs	0.0	0.0	0.0	0.0	0.0	0.0	0.0		0.0		0.0
Transformation Saving Target 2021/22	(7.5)	(17.5)	(25.0)	(17.5)	(42.4)	0.0	(42.4)		(42.4)		(42.4)
Refinancing of Capital Programme	(25.1)	25.1	0.0	0.0	0.0	0.0	0.0		0.0		0.0
Review of inherited resources	(4.7)	4.7	0.0	0.0	0.0	0.0	0.0		0.0		0.0
Increase in employers NICs to fund cap on social care	0.0	1.0	1.0	0.0	1.0	0.0	1.0	0.0	1.0	0.0	1.0
Net Budget	241.2	74.1	315.3	7.2	322.6	24.7	347.3	24.8	372.2	27.7	399.9
Council Tax income	(214.5)	(14.1)	(228.6)	(6.9)	(235.5)	(6.0)	(241.5)	(5.9)	(247.4)	(6.2)	(253.6)
Net income from Business Rates	(56.4)	0.0	(56.4)	0.0	(56.4)	0.0	(56.4)		(56.4)		(56.4)
Revenue Support Grant	(3.0)	0.0	(3.0)	0.0	(3.0)	0.0	(3.0)		(3.0)		(3.0)
New Homes Bonus Grant	(2.6)	1.7	(0.8)	0.8	0.0	0.0	0.0		0.0		0.0
LCTS Grant 2021/22	(3.8)	3.8	0.0	0.0	0.0	0.0	0.0		0.0		0.0
Lower Tier Service Grant 2021/22	(0.4)	0.4	0.0	0.0	0.0	0.0	0.0		0.0		0.0
Sales, fees and charges compensation 2021/22	(1.6)	1.6	0.0	0.0	0.0	0.0	0.0		0.0		0.0
Top Slice Covid Pressures Grant 2021/22	(1.0)	1.0	0.0	0.0	0.0	0.0	0.0		0.0		0.0
Collection Fund (Surplus) / Deficit Distribution NNDR	40.3	(39.5)	0.9	0.0	0.9	(0.9)	0.0		0.0		0.0
Collection Fund (Surplus) / Deficit Distribution Council Tax	2.0	(4.1)	(2.1)	4.8	2.7	(2.7)	0.0		0.0		0.0
Total Funding	(241.1)	(49.0)	(290.1)	(1.2)	(291.4)	(9.5)	(300.9)	(5.9)	(306.8)	(6.2)	(313.0)
Annual – Net Funding Gap	0.1	25.1	25.1	6.0	6.0	15.2	15.2	18.9	18.9	21.5	21.5
Cumulative MTFP – Net Funding Gap			25.1		31.1		46.2		65.1		86.6

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BCP COUNCIL FINANCIAL RESILIENCE INDEX DATA COMPARISON

Indicator	2019/20 (unitary authority group)			2020/21 BCP	BCP direction of travel	CIPFA Interpretation Notes
	Min	BCP	Max			
Level of Reserves *	10.8%	31.2%	142.6%	58.2%	↑	<ul style="list-style-type: none"> This is the ratio of the current level of reserves (total useable excluding public health & schools) to the council's net revenue expenditure It is the responsibility of the S151 officer to utilise good financial management and decide what is an appropriate level of reserves. Good financial management can be achieved with relatively low reserves, while high reserves do not always indicate good financial management. Two COVID payments paid at the end of March 2020 may have an impact on this indicator if the local authority recorded them as reserves.
Interest Payable / Net Revenue Expenditure	-1.0%	1.0%	17.5%	1.2%	↑	<ul style="list-style-type: none"> This shows the interest payable in 2019/20 as a % of the net revenue expenditure for that year
Gross External Debt (£000)	£2,000	£270,426	£1,572,304	£202,934	↓	<ul style="list-style-type: none"> This is actual external debt which includes short term (non-capital) borrowing The Prudential Code is clear that local authorities should borrow within their means. Minimum revenue provision ensures that there is suitable debt cover. Substantial debt must be monitored, and effective risk management must be evident.
Social Care Ratio	28.75%	69.28%	87.93%	82.0%	↑	<ul style="list-style-type: none"> Relevant for those with responsibility for social care, therefore not relevant for districts. There are areas of demand where councils have limited control. Demand for social care is increasing. Social care is a statutory obligation, therefore it is difficult to reduce this spend. Demographic growth will show a trend towards increased expenditure. Post-COVID, there is expected to be a rise in demand for social care for both adults and children
Fees & Charges to Service Expenditure Ratio	6.2%	13.3%	24.1%	11.5%	↓	<ul style="list-style-type: none"> Local authorities have greater control over their own ability to put charges up or down, giving more control over budget. Local authorities have the ability to raise income through certain fees and charges. Fees and charges across different sources may reduce risk. During the pandemic (after the period covered by this data) grants have underpinned income losses.
Council Tax Requirement / Net Revenue Expenditure	34.1%	73.9%	94.2%	81.0%	↑	<ul style="list-style-type: none"> Council Tax is a stable form of income. Collection rates and hardship schemes have resulted in minimal impact across the board. Awareness of the pressures from COVID and the requirement for Government support.
Growth Above Baseline	-4.0%	2.0%	66.0%	TBC	TBC	<ul style="list-style-type: none"> Local authorities have been able to maintain growth in business rates. There is an issue that in a reset, those with greater income above the baseline will face a greater negative impact. This makes them more vulnerable. Business rates changes have been delayed along with the fair funding review.
Auditors VFM Assessment	Qualified 'except for'			TBC	TBC	<p>This indicator shows whether auditors have produced a non-standard conclusion on a council's accounts</p> <p><u>Explanation:</u> OFSTED undertook a targeted review of the Council childrens services and identified significant weaknesses. Although this is not a full inspection, the weaknesses identified are considered significant enough to warrant an except for conclusion. This was agreed by a Grant Thornton independent Panel.</p>
Children's Social Care Judgement	Requires Improvement			TBC	TBC	This indicator shows the latest OFSTED judgement on the quality of children's social care

Comments

2020/21 values were submitted 27.08.21 as part of the Revenue Outturn data collection. These are still undergoing MHCLG validation checks and benchmarking information will not be available until at least November 2021.

Caution required in benchmarking reserves for these periods due to the accounting treatment of significant covid grants - e.g. BCP total for 2020/21 includes £40.4m relating to S31 business rate relief grants

Difference between 2019/20 and 2020/21 is mostly short term borrowing which is at lower interest rates

This represents both adults and children's social care

Greater control over ability to raise fees and charges, but this income stream has become volatile due to Covid-19

BCP is at the very top of the 3rd quartile

Work ongoing with CIPFA to understand the basis of this calculation

39

Key:
 Adverse indicator / BCP is in the 4th quartile of all UAs
 Cautious indicator / BCP is in the 3rd quartile of all UAs
 Favourable indicator / BCP is in the 1st or 2nd quartile of all UAs



Note:

* Adjusted value shown, original 2019/20 BCP value incorrectly deducted DSG deficit balance

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CABINET



Report subject	Organisational Design - Implementation Progress
Meeting date	27 October 2021
Status	Public Report
Executive summary	The implementation of the Council's new Operating Model is a fundamental part of the wider "Our New Normal" transformation programme. Despite the impact of the Pandemic, significant progress has been made in setting up and beginning the four year programme of activity that will deliver the Local Government Reorganisation vision as well as underpinning the savings required by the Medium Term Financial Plan.
Recommendations	It is RECOMMENDED that: (a) Cabinet Note the progress made on the implementation of the Council's new Organisational Design & Operating Model
Reason for recommendations	To update Cabinet on the implementation of the new Operating Model.
Portfolio Holder(s):	Cllr Drew Mellor
Corporate Director	Julian Osgathorpe, Corporate Director Transformation & Resources
Report Authors	Julian Osgathorpe
Wards	Council-wide
Classification	For Update and Decision

Background

1. BCP Council's Transformation Programme is described in full through the "Our New Normal" logo and corresponding communications platform within the BCP Council Intranet:



Fig. 1

2. The programme's principal projects are as follows:
 - a. Our New Organisational Design – the design, implementation and benefits realisation in relation to the Council's new Operating Model as described and approved in the Cabinet Reports of November 2019 and June 2020;
 - b. Supporting Our Colleagues – the design and implementation of the Council's new Pay & Grading methodology along with the introduction of a single set of Terms & Conditions. This was described and approved in the Cabinet Report September 2019 and is intended to ensure equal pay and conditions for all Council employees;
 - c. Where and How we Work – the design, implementation and benefits realisation in relation to Phase 1 of the Council's estate rationalisation strategy described in the Cabinet Report February 2020 and approved in Cabinet Report November 2020.
3. While Our New Normal is managed as a single, integrated programme of transformation the high level decisions and updates to Cabinet and Council are kept separate. This extends to the budgets for each element of the programme, i.e. the budgets are outlined, approved and managed independently of each other.
4. The whole programme is fundamentally linked to the successful completion of the Local Government Reorganisation (LGR) journey. The nature of this fundamental link is two fold:
 - a. It is the delivery vehicle for the investment required to create a single, high performing and exemplar local authority and remove the inequality, complexity, duplication and end-of-life systems and processes that existed in the preceding Councils, and

- b. It is the delivery vehicle for the identification, estimation and realisation of the £43.9m in benefits and efficiencies that are required to support the Medium Term Financial Plan (MTFP) and the Financial Strategy that sits behind it.
- 5. This report is focussed on the “Our New Organisational Design” element of Our New normal and is intended to provide an update on the implementation of the Council’s new Operating Model.
- 6. The benefit classes and their estimated levels for the implementation of the Operating Model (adjusted to take account of the decision in Cabinet Report December 2020 to accelerate an element of the FTE Reduction benefit class) is shown below:

Op Model Programme benefits realisation



The design of the future Operating Model in November 2019 identified that benefits will be realised across three core areas, as set out below.

The Transformation Programme will deliver FTE effort savings in addition to those realised by Smarter Structures but this needs to be aligned with the functional delivery timeline as outlined on the next slide. To meet the MTFP the third party spend reduction projects have been accelerated to deliver benefits in 2022/23.

The below outlines how benefits will be realised across the next four financial years to meet the MTFP.

Benefit Area	Description	Benefit
FTE Effort	Full time equivalent (FTE) impact of organisational structure changes. This will initially be realised through FTE savings from Smarter Structures with further FTE savings realised once functional workstreams begin Deploy phases.	£22.6m
Third Party Spend Reduction	Savings that can be achieved through efficient and coordinated management of third party spend. The bulk of this will take effect in 2022/23 allowing changes to be made following the third party spend project completion.	£19.8m
Cost Recovery	Opportunities for the Council in terms of strategic income management and consolidation of fees and charges. Benefits will be realised in the longer term once the future Council operating model is in place.	£1.5m
		£43.9m

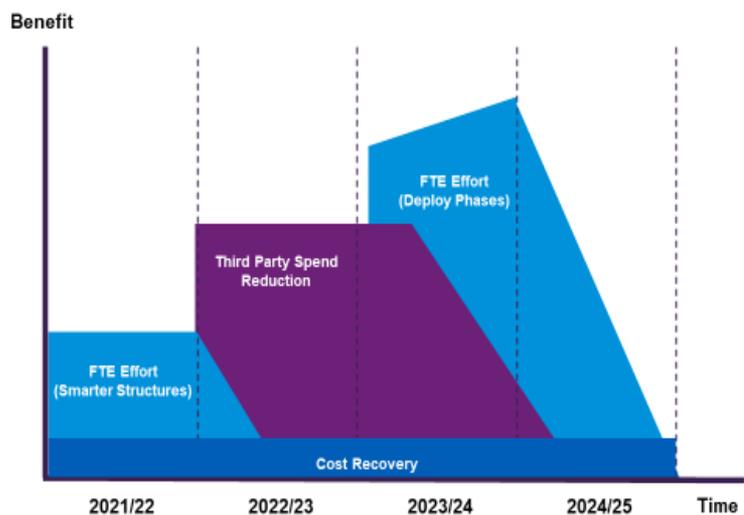
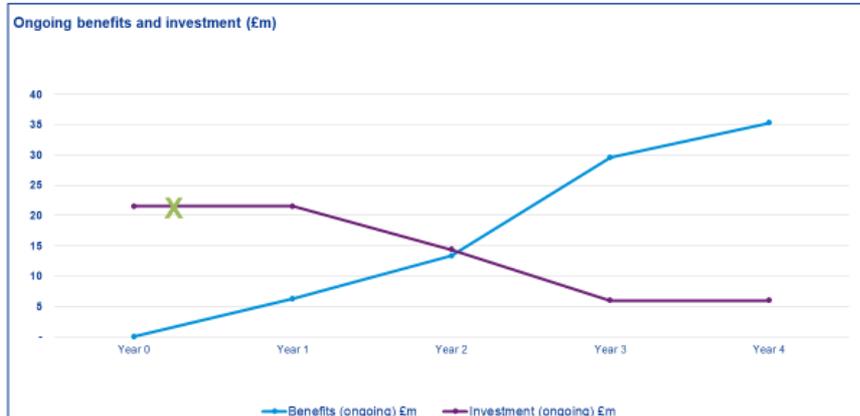


Fig 2

7. The estimated Cost/Benefit profile for the implementation of the Operating Model is shown below;

Financial Benefits Timeline



10

Fig.3

Progress to Date

8. Several key milestones have been achieved since the Cabinet report in June 2020 that established the budget for the programme and approved the procurement of a Strategic Implementation Partner (SIP) to assist in the design and implementation of the Operating Model.
9. Despite the impact of the Pandemic, the Council designed and executed an innovative procurement process in order to identify and assess the capabilities and cultural fit of a number of potential SIP candidates. This process resulted in the appointment of KPMG in partnership with Agilisys to work with the Council. This appointment was made in March 2021 and following a standstill period the mobilisation of the project commenced in April 2021.
10. It is important to note the following points with regard to the Strategic Partnering Agreement (SPA) which governs the relationship between the Council and the SIP:
 - a. It is a framework agreement rather than a traditional specification led arrangement. This means that the Council has flexibility over the coming years to respond to changes in the technology landscape;
 - b. The process of identifying, costing and delivering work under the SPA is carried out under a strong Work Package Approval Process (WPAP) which has multiple governance gateways and break points within them. This means that the Council is not committed to completing a particular work package from the outset in the event that the circumstances change or alternatively it is believed that the benefits do not justify the investment;

- c. It is not an exclusive agreement. This means that the Council is free to procure other relationships in the event that the SIP is not considered best placed to support the identified needs;
- d. It is not an outsourcing agreement. It is only intended to support the successful implementation of the Operating Model;
- e. There are intentionally very strong knowledge transfer arrangements within the SPA. Along with the WPAP these arrangements are intended to ensure that Council staff assume responsibility as quickly and effectively as possible through the lifecycle of the SPA and the implementation of the Operating Model.

11. The initial focus of the activity has been:

- a. The identification of the key workstreams required to deliver the Operating Model and the development and agreement on the description and the structure of the workstreams (Appendix 1).
- b. The translation of these workstreams into a high level plan and associated materials in order to support the implementation of the Operating Model (Appendix 2) and the release of benefits;
- c. The development of a suite of core technology capabilities required in order to deliver the Operating Model (Appendix 3) and the comparative analysis of these capabilities against the Council's current technology architecture as well as the market in order to identify the strategic systems required in the future.
- d. The first stage of work within each workstream is to explicitly describe the vision for the workstream and how it will be developed and integrated within the wider Operating Model. This work has been started on the following individual workstreams described within the Plan:
 - i. Customer
 - ii. Finance
 - iii. HR & OD
 - iv. Technology
 - v. Community & Partnerships
 - vi. Commissioning & Procurement
 - vii. Data & Insight
 - viii. Enabling services and structures

12. In addition, and considering the urgency behind the Children's Improvement Plan, the adoption, design and data migration work for a single Social Care case management system has been fast tracked.

13. Overall, at this early stage in the process and effort to implement the Council's new Operating Model the programme is performing as should be expected. There is however, a need for the Council to acknowledge that the programme has been designed to implement over a four year period, with the first half of the implementation period being focussed on designing and delivering the transformational change that will ultimately unlock the benefits realisation (see Fig. 3 above).

14. While it is expected that there will be some benefit that is achievable in the early stages (principally from the “Third Party Spend” benefit class) the Pandemic has illustrated the extent to which the Council is currently heavily dependent on its current level of resourcing in order to sustain the current way of delivering services.
15. Notwithstanding this and at this early stage, there has been nothing identified that challenges the original benefit profile. However, there is an absolutely critical need for very strong leadership within the Council as we push the transformation of our service delivery models and staffing structures very hard in order to identify and realise the savings.
16. Further to para. 3 above, there is a strong and integrated Officer governance model around Our New Normal, as well as each of the individual elements of the transformation programme. This Officer governance model is operating within the delegations agreed by Cabinet/Council under each of the respective Cabinet Reports outlined above and referenced below.
17. At the recent Scrutiny Board session dedicated to reviewing the Our New Normal transformation programme, a Member enquired whether there was a cross party Member Working group for the implementation of the Operating Model (i.e. outside of the Scrutiny Board itself).
18. Up to this early stage in the implementation, this has not been considered necessary outside of the review and approval by Cabinet/Council. However, as the implementation picks up both pace and scale, Cabinet considers that the creation of a cross party Member Working Group would be beneficial to the overall implementation effort.
19. This group will have no specific delegation(s) but would instead provide an opportunity to keep a core group of Members close to the progress of the implementation of the Operating Model, as well as to provide specific Member perspectives on different aspects of the implementation workstreams and effort.
20. In addition to this core group of Members, it is likely that some of the individual workstreams within the implementation programme will also need to engage with members through the formation of their own Working Groups. These will be convened as we move through the implementation process.
21. The composition of each of these groups will be agreed with the Leader/Portfolio Holder for Transformation in due course.

Options Appraisal

22. This section is not applicable to this report.

Summary of financial implications

23. The Budget for the implementation of the Operating Model as at 31st August 2021 is shown in Appendix 4.
24. The level of expenditure/commitment is as expected at this stage of the implementation journey, though it must be acknowledged that the level of spend during the first two years of the implementation (see Fig. 3 above) will be the highest of the anticipated four year implementation.

25. Strategically, the delivery of the Organisational Design & Operating Model element of Our New normal is absolutely critical if the Council is to meet its current commitments within the MTFP. The £43.9m in benefit target for the programme is, by far and away, the largest single element in our Plan over the next three years and we must be extraordinarily focussed, determined and resilient as we transform the organisation in order to deliver them.

Summary of legal implications

26. There are no legal implications directly arising from this report.

Summary of human resources implications

27. There are no human resources implications directly arising from this report.

28. It should be noted that each element of Our New Normal undertakes regular engagement with both Unions and the wider staff of BCP Council.

Summary of sustainability impact

29. There are no sustainability impacts directly arising from this report.

30. Each individual project within each element of Our New Normal undertakes the appropriate Sustainability Impact Assessments at the point at which proposals are defined and considered.

Summary of public health implications

31. There are no public health implications directly arising from this report.

Summary of equality implications

32. Each individual project within each element of Our New Normal undertakes the appropriate Equality Impact Assessments at the point at which proposals are defined and considered.

Summary of risk assessment

33. The Operating Model implementation team is continuing to develop a detailed Risks and Issues log and is using it on a weekly basis as we develop and implement the model.

34. A set of high level strategic risks for the implementation and/or the relationship with the SIP is attached at Appendix 5.

Background papers

Relevant background papers are directly referenced in the report above, i.e.

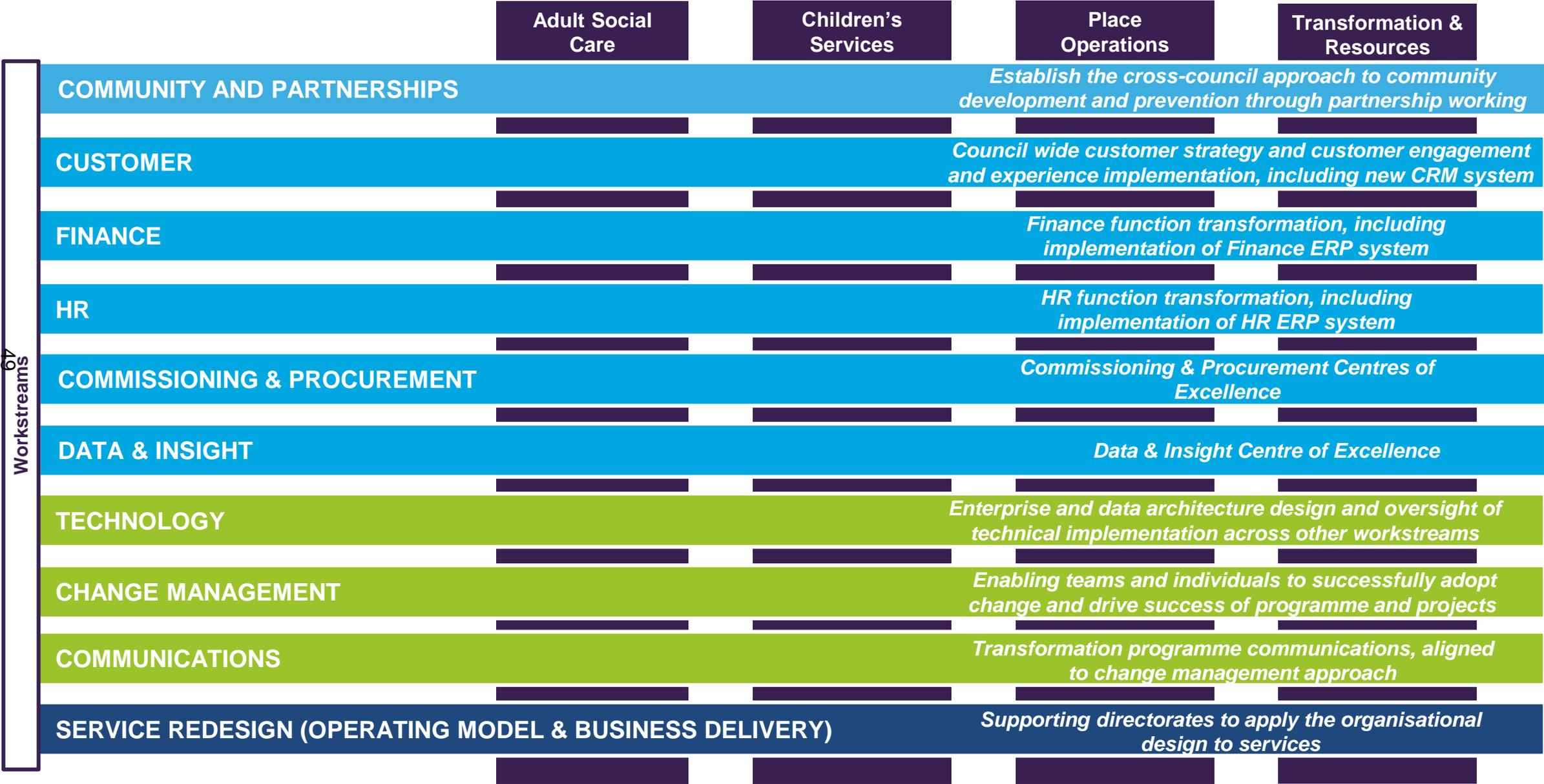
- Cabinet Report September 2019 – Implementation of Pay & Reward Strategy
- Cabinet Report November 2019 – Organisational Development Design Outcomes
- Cabinet Report February 2020 – Organisational Development Estates & Accommodation Strategy
- Cabinet Report November 2020 – Estates & Accommodation project
- Cabinet Report June 2020 – Organisation Design Implementation & Budget

Appendices

The following Appendices accompany this report:

- Appendix 1 - Operating Model Workstream Structure
- Appendix 2 – Operating Model Programme Plan
- Appendix 3 – Operating Model Technical Capabilities Architecture
- Appendix 4 – Operating Model Programme Budget as at 31st August 2021
- Appendix 5 – High Level Risks for the implementation of the Operating Model

Operating Model Workstreams



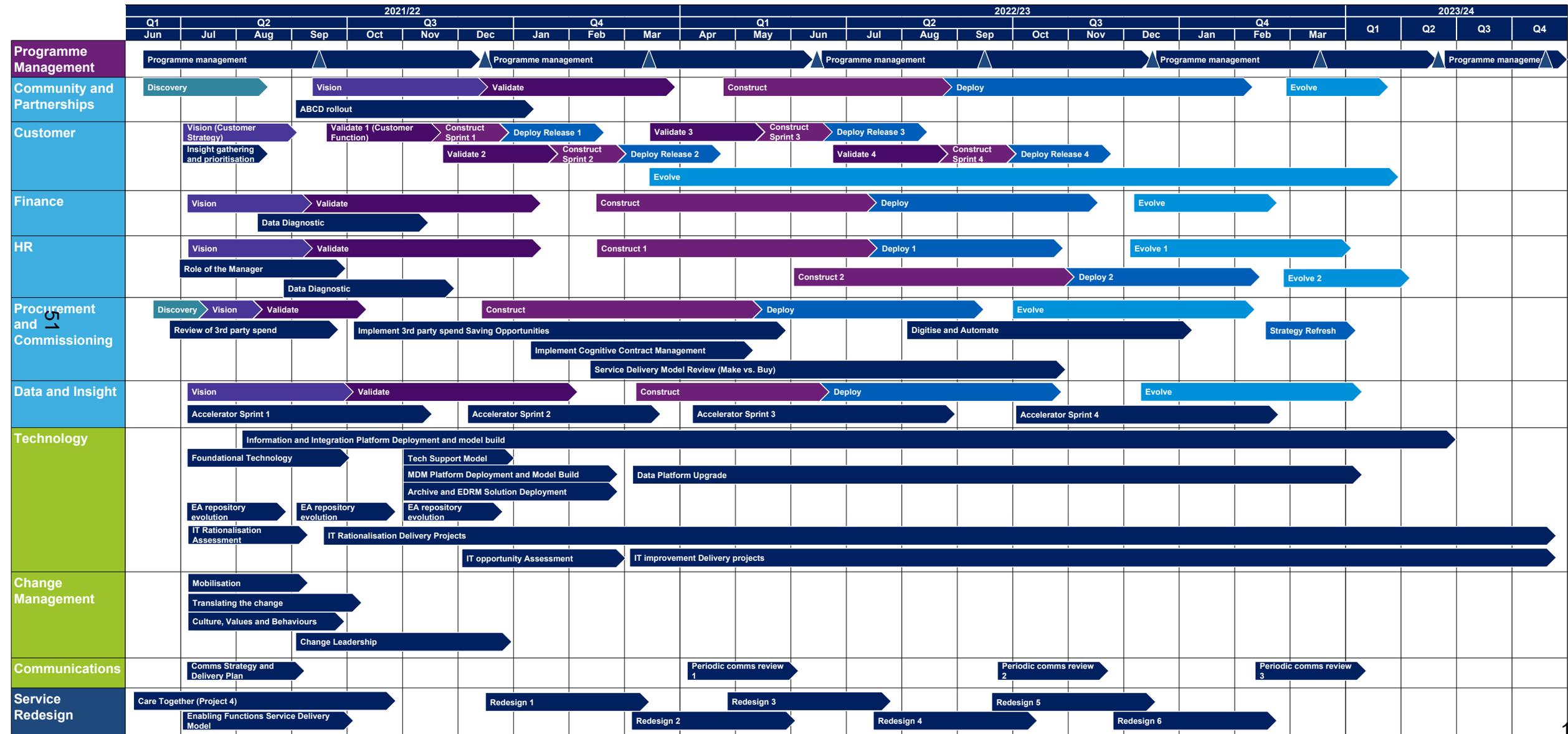
Workstreams

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BCP Operating Model Implementation Programme plan on a page

Programme Plan Key

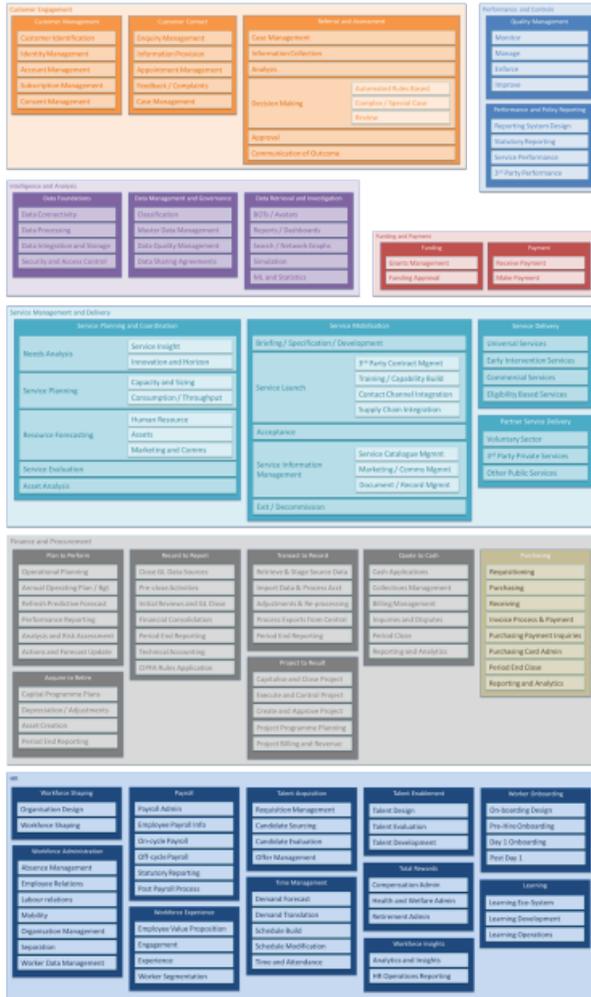
- Discovery phase
- Vision phase
- Validate phase
- Construct phase
- Deploy phase
- Evolve phase
- Other project (not aligned to Powered phases)
- Programme milestones/ checkpoints



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Operating Model Technical Capabilities

To deliver the Operating Model BCP Council will need single versions of core technical capabilities



Customer Engagement (18)

Performance and Controls (8)

Intelligence and Analysis (13)

Funding and Payments (4)

Service management and Delivery (27)

Finance and Procurement (50)

Human Resources (43)

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Organisational Design - Implementation Budget as at 31 August 2021

Cost Code RZ0006		Project Code	2020/2025				
			Total Project Budget	Total Approved Commitments to date	Actual Spend to date	Total Project Forecast	Total Project Variance
			20/25 £m	20/22 £m	20/22	20/25 £m	£m
Revenue - one-off costs							
Strategic Partner Cost <i>(assumed spend for budget planning, £18m Framework Limit)</i>		Z0400	10.26			10.26	0.00
WP1 - Strategic Programme		Z0401	0.29	0.29	0.29	0.29	0.00
WP2 - Development of Technology Options		Z0402	0.29	0.29	0.29	0.29	0.00
WP3 - Commissioning and Procurement CE and 3rd Party Spend		Z0403	0.65	0.65	0.00	0.65	0.00
WP4 - Vision: Insight gathering and prioritisation/customer and channel strategy		Z0404	0.15	0.15	0.00	0.15	0.00
WP5 - Mosaic Data Migration		Z0434	0.09	0.09	0.03	0.09	0.00
WP6 - Community & Partnerships		Z0406	0.03	0.03	0.00	0.03	0.00
WP7 - Foundation Technology Project		Z0435	0.01	0.01	0.00	0.01	0.00
WP8 - EA Repository Evolution and IT Rationalisation Opps		Z0436	0.02	0.02	0.00	0.02	0.00
WP9 - Data and Insight Centre of Excellence Vision Acceleration		Z0437	0.04	0.04	0.00	0.04	0.00
WP10 - Core HR - Discovery, Vision and Validate		Z0407	0.06	0.06	0.00	0.06	0.00
WP11 - Enabling Functions Service Delivery Model		Z0412	0.05	0.05	0.00	0.05	0.00
WP12 - Rapid Implementation Opportunities		Z0413	0.00	0.00	0.00	0.00	0.00
WP13 - Finance Centre of Excellence Discovery, Vision and Validate		Z0422	0.06	0.06	0.00	0.06	0.00
			12.00	1.74	0.61	12.00	0.00
BCP Revenue requirements							
IT & IS			4.28			4.28	0.00
IT & IS - Staffing		Z0425	1.29	1.29	0.32	1.29	0.00
IT & IS - 365 Tribe		Z0431	0.06	0.06	0.03	0.06	0.00
IT & IS - Spatial Data Warehouse GIS		Z0432	0.08	0.08	0.01	0.08	0.00
IT & IS - Website		Z0433	0.05	0.05	0.05	0.05	0.00
IT & IS - Mosaic		Z0434	0.11	0.11	0.00	0.11	0.00
HR		Z0405	1.30	1.10	0.04	1.30	0.00
Major Change Project Team <i>(assumes full cost split 60/40 between OD and Accommodation)</i>		Z0410	1.84	1.84	0.00	1.84	0.00
Communications		Z0411	0.08	0.08	0.00	0.08	0.00
Legal		Z0415	0.25	0.11	0.06	0.25	0.00
Financial Services		Z0420	1.58	0.00	0.00	1.58	0.00
FS-Cash Receipting System		Z0421	0.12	0.12	0.02	0.12	0.00
			11.04	4.84	0.53	11.04	0.00
Total Revenue - one-off costs			23.04	6.58	1.14	23.04	0.00
Capital one-off costs							
IT - Hardware <i>(Assumes lowest Data spend & brings forward £3.8m for spatial enablement)</i>			0.83			0.83	0.00
Laptops & Auto Pilot		Z0426	3.67	3.67	0.99	3.67	0.00
MS Teams Collaboration Telephony		Z0427	0.55	0.55	0.33	0.55	0.00
Backup and security tools		Z0429	0.35	0.35	0.00	0.35	0.00
Master Data Management		Z0430	0.40	0.40	0.00	0.40	0.00
Total Capital one-off costs			5.80	4.97	1.32	5.80	0.00
Total Project one-off Implementation Costs			28.84	11.55	2.46	28.84	0.00
Contingency <i>(may be possible to fund Enterprise MDM from this later in programme @ c£1m)</i>		10%	2.78		0.00	2.78	0.00
Total Project one-off Implementation Costs inclusive of contingency			31.62	11.55	2.46	31.62	0.00
Redundancy Costs		Z0424	6.00		1.46	6.00	0.00
Additional redundancy funding			6.90		0.00	6.90	0.00
Total Project Costs			44.52	11.55	3.92	44.52	0.00
Ongoing Increased Revenue Costs - MTFP provision				Budget			
IT Software Licences on going increased revenue cost		RS0200	4.50	3.50	1.84	3.50	
Total Increased Revenue Costs			4.50	3.50	1.84	3.50	

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BCP Operating Model level risks and dependencies



An initial list of risks and dependencies has been identified at a programme level. These risks and dependencies will be managed the Programme level. Workstream specific risks, issues and dependencies are outlined in workstream charters.

Programme level risks

- 1 BCP Council capacity challenges could lead to delay in projects, or the inability to support the level of concurrent change proposed.
- 2 The ability to support the volume of change activity while retaining appropriate focus on business as usual and maintaining service performance.
- 3 Change fatigue in some teams across the Council, including following the Smarter Structures Programme may lead to a lack of engagement with the Programme.
- 4 The volume of competing Council priorities (i.e. the number of service leads who feel their service area should be prioritised for transformation) could present challenges for Programme level decision-making.
- 5 Data consolidation challenges due to the number of disparate systems currently in use could lead to delays to key projects.
- 6 Cultural challenges and multiple current ways of working creates additional change management complexity.
- 7 Complexity of technology integration required to achieve full benefits of programme.
- 8 Financial benefits may not be delivered if key elements of the critical path do not take place.
- 9 Reliance on key Programme Team members could result in significant challenges if key individuals were to leave the Council.

Programme level dependencies

- 1 Capacity of skilled and knowledgeable BCP Council Officers to support multiple complex implementation projects running concurrently.
- 2 Ability of project teams to gather understanding of current ways of working, IT systems, and change programmes ongoing.
- 3 Council partner organisations engagement and desire to collaborate, including capacity and availability of key providers to enable timely integration
- 4 Effective programme level governance, management and decision making, supporting alignment of workstreams and prioritisation.

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CABINET



Report subject	Estates and Accommodation - Retention of Poole civic space
Meeting date	27 October 2021
Status	Public Report
Executive summary	<p>The delivery of the council's Estates and Accommodation Strategy will enable the organisation to reduce its exposure to a large and inefficient office accommodation estate, whilst at the same time supporting the development of single council identity where staff work in modern and flexible ways, delivering services that are transformed in order to be as customer focused and financially efficient as possible.</p> <p>The creation of the BCP Council Civic Centre and relocation of the customer service offer to local libraries represents the first phase in the council's Estates and Accommodation Strategy and comprises the necessary investment in the Bournemouth campus and larger libraries, plus the associated work required to allow for new uses of the legacy Poole and Christchurch civic offices.</p> <p>In the November 2020 Estates and Accommodation Cabinet report, it stated that the intention was no longer to dispose of the Poole Civic Centre in its entirety but to maintain ownership of the core building to protect the Mayoral connection and to consider alternate uses. The Poole civic building is a 1930s listed building and has played an important part in Poole's history. BCP Council are committed to retaining it as a Poole asset.</p> <p>It is proposed that BCP will retain the freehold of the Poole Civic Centre and a 'vertical slice' will be remodelled for retention as a civic building in Poole. Consideration has been given as to the best use of this space alongside the Poole Charter Trustees. The Dorset Coroners service has been looking to relocate from Bournemouth Town Hall, and the gravitas and location of the building is a good fit for their needs. The use of the building by the Coroners service alongside the mayoralty function, located in the heart of Poole, presents a viable future for the retained building. The other sections of the Poole Civic Centre and wider campus will be repurposed in due course. The Poole Charter Trustees and Coroner have been engaged with regarding the proposed layout of this space.</p> <p>The project budget requested reflects the need to create a fit for purpose space for the Poole Charter Trustees and Coroners service.</p>

<p>Recommendations</p>	<p>It is RECOMMENDED that Cabinet:</p> <ul style="list-style-type: none"> a) Approves the retention of the Poole Civic vertical slice and use to accommodate the requirements of the Poole Charter Trustees and Dorset Coroners Service. b) Approves the proposed budget set out in Appendix 2 for Recommendation to Council. c) Approves the provisional scope and delegates to the Chief Executive, in consultation with the Leader, final decisions in respect of the footprint of the retained section of the building, within the agreed budget allocation. d) Authorises the commencement of the procurement process and delegates authority to award contracts to the Chief Executive in consultation with the Leader and appropriate senior officers as appropriate, in accordance with delegated authorities and the council's financial regulations <p>It is RECOMMENDED that Council:</p> <ul style="list-style-type: none"> a) Approve the budget set out in Appendix 2
<p>Reason for recommendations</p>	<p>To maintain the civic presence in the historic Poole civic centre. To approve the budget and procurement approach required to successfully establish the 'vertical slice' of Poole civic centre for use by the Poole Charter Trustees and Dorset Coroners service.</p>
<p>Portfolio Holder(s):</p>	<p>Councillor Drew Mellor Leader of the Council and Portfolio Holder for Finance and Transformation</p> <p>Councillor Mark Anderson, Portfolio Holder for Environment, Cleansing and Waste</p>
<p>Corporate Director</p>	<p>Julian Osgathorpe, Corporate Director Resources</p>
<p>Report Authors</p>	<p>Matti Raudsepp, Director of Customer and Business Delivery</p>
<p>Wards</p>	<p>Council-wide</p>
<p>Classification</p>	<p>For Decision and Recommendation</p>

Background

1. In November 2020 Cabinet approved the budget to deliver phase 1 of the Council's Estates and Accommodation strategy. Paragraph 4 stated that

“Specifically the intention is no longer to dispose of the Poole Civic centre in its entirety but to maintain ownership of the core building to protect the Mayoral connection and to consider alternate uses.” The approved budget included £350k to deliver the remodelling of a section of the Poole Civic centre for these purposes.

2. This followed the decision of Cabinet in Feb 2020 to remodel the current Bournemouth Town Hall complex to become BCP Council’s Civic Centre.
3. As a consequence of the unprecedented situation created by the pandemic on the council’s activities Cabinet agreed in June 2020 to accelerate the transition of staff from Christchurch and Poole to the new BCP Civic Centre, and thereby release the legacy buildings for repurposing as soon as possible. It was also agreed that a more pragmatic and scaled back approach would be taken to the refurbishment of the new civic centre, reflecting the financial implications the council was dealing with as a result of the pandemic.
4. In order to progress the decisions around the future of the council’s wider estate, an Asset Management Plan is currently being developed. This piece of work will inform subsequent stages of the Estates and Accommodation project, and in particular the delivery of a consolidated corporate estate that meets the future needs of BCP Council , including opportunities for disposal of surplus assets which can support the council’s Medium Term Financial Plan (MTFP).

Use of Poole Civic Centre– vertical slice

1. The Poole Civic Centre was given Grade 2 listed Status in 2019. The listing predominantly relates to the external facade of the original building constructed in 1932, the later 1980’s extension although constructed of a similar design with similar materials is not of special architectural or historical interest. Although the listing mostly relates to the external facade there are a number of interior features identified in the listing. The Cattistock Room, The Council Chamber, Members Waiting Rooms, Committee Rooms and the Mayors Parlour are all listed specifically by name due to a number of decorative features
2. The area of the proposed vertical slice to be retained is outlined in Appendix 1. It is a fifth of the overall area of the Poole Civic Centre The red line shows an optimal section of the building and includes the car park at the front of the building. The slice outlined is symmetrical and is separated at the narrowest part of the building which facilitates the severing of services and minimises conversion costs. It also optimises fire escape provision from this section of the building.
3. The area outside of the red line will be released and allocated for an alternative use subject to an option appraisal the development of which are not within the scope of this project and report. However, there is an active workstream, led by the Future Places team, to determine the options for the future of the site. An estimate of the value of the vertical slice that will be excluded from redevelopment is £1.575m (based on a valuation by Vail Williams).
4. As the building’s listing predominantly relates to the external facade of the original building, the external walls and central courtyard will be protected. BCP Council will retain the freehold of the building so access and maintenance issues will be protected. Accessibility by the Coroners service/ mayoralty to the courtyard area will be assessed when further details of the future use of the wider site are known.

5. Consideration has been given to the suitability of several different services for the continued occupation and utilisation of the vertical slice, to sit alongside the Charter Trustees for the Poole Mayoralty. In this regard, the Coroner's service is considered to be the best fit as an anchor occupant and a service that will make the most appropriate use of the unique characteristics of the accommodation.
6. The layout of the vertical slice is shown in Appendix 1. The layout indicates space to be occupied by the Dorset Coroners service (1493 m²), Poole Charter Trustees (83 m²) and unallocated space (815 m²) which will be available to officers and/or the community. The most appropriate use of this unallocated space will be determined from the outcome of the wider asset management strategy and plan, based on the respective demand and requirements that may exist.
7. The Coroners service is a Dorset wide service provided in partnership with BCP Council and Dorset Council. BCP Council has progressed discussions with both the Coroner and Dorset Council to confirm support for this proposal. Both Dorset Council and the Coroner have confirmed their support for the Poole Civic Centre vertical slice being their preferred location for the service.
8. The Coroner has long found the existing location of Bournemouth Town Hall not fit for purpose. The coroners service runs two courts three times a day in peak periods. Attendees range from 5 to over 100, dependant on the nature of the court sessions. There is only one permanently designated court in the Bournemouth Town Hall and the coroners service has been in competition with other services for use of the additional temporary courts. Access to the courts is via main reception and is less than ideal. Visitors attending the Coroners service are forced by the buildings design to mix with other building users such as wedding guests. The conflict of interest between the services are obvious and the source of much frustration.
9. The Poole Civic Centre provides ample accommodation for the Coroners service with two large courtrooms and sufficient toilet facilities. The location is central to customers Dorset wide and is well served by bus, cycle and road routes. The historic building and the gravitas it provides is a suitable setting for a court.
10. Engagement has taken place with the Poole Charter Trustees regarding the layout and use of the Poole Civic space. Feedback was received regarding the size of the vertical slice and fire safety precautions which had been outlined. These were duly noted and the area and design of the vertical slice reflects the feedback received.
11. The Mayors Parlour (including kitchen) and the Leaders Office will be retained for exclusive use of the Poole Charter Trustees, as well as a secure store for regalia and robes. There will be a bookable meeting room for use by BCP Councillors (including Poole Charter Trustees) and officers and they may make use of the Council Chamber and Cattistock room for functions when available.
12. There is a small car park that will remain with the vertical slice. This car park has two EV chargers for electric vehicles. There will be three allocated car spaces: one for Mayor, one for Sheriff (Mayor-elect) and one for the Coroner. There will also be accessible car parking bays. Officers and visitors to Civic Centre will be encouraged to use sustainable travel where possible. The Civic centre is on bus routes, cycle paths and twenty minutes walk from Poole train station. A secure cycle store for twenty cycles will be provided on site. There is a surface pay and display car park next to the Poole Civic Centre which may be used by visitors or

staff to the retained building. Should plans for the wider site affect the availability of that parking in the future, consideration will be given at that point to what alternative provision may be available to support the activities taking place in the retained building.

13. The car used by the Poole Mayor will be securely rehoused and will be available when needed.
14. Appropriate maintenance and security arrangements will be identified to manage the retained building. It is anticipated that the area outside of the vertical slice will be unoccupied from spring 2022 until it is repurposed. This may be for more than a year. Appropriate security will be maintained while the building is unoccupied (in line with the Poole unoccupied building policy).

Delivery Strategy

15. Initial design commenced in spring 2021 and listed building consent will be progressed following approval of the recommendations in this report. Assuming all approvals and consents are in place it is currently anticipated that the build timescale would be in the region of 5-6 months and be completed by end 2022.
16. The challenges involved with delivering this build include: separation and removal of the existing services to provide a stand alone space; bringing in new services such as electrical and water mains; providing appropriate fire compartmentation and escape routes; providing adequate welfare facilities (staff side and public side, include accessible WC's; complications arising from the separation of persons involved in Coroner's cases (jury/witness/defendant); Grade 2 listed status and the limitations this imposes.
17. The remodelling works will begin by severing the services (heating, electricity, water) to separate the vertical slice. This requires the building to be unoccupied. Officers will need to have transitioned to the BCP civic centre (due to complete by end May 2022). The Mayoralty will be relocated to an interim location while Poole Civic is being remodelled.

Next steps

18. If approval is secured for the recommendations in this report the next steps will be: continue detailed design and finalise costings, procurement process, ongoing engagement with stakeholders, progression of planning and associated works to vacate the wider Poole Civic site in order to facilitate timely commencement of works to the vertical slice
19. The process for developing a disposal strategy for the Christchurch and Poole legacy civic offices is underway and the options relating to these disposals and the repurposing of the Poole Civic will be reported to Cabinet in due course.
20. Following review of the asset management strategy and plan, it will be decided what the appropriate use is for the unallocated space in the retained section of the civic building.

Summary of financial implications

21. **Capital budget** - The capital budget requirement for the delivery of the Poole Civic space is estimated to be £1.07 million, inclusive of a 17.5% contingency. The budget breakdown is set out in Appendix 2 and covers the costs of creating a standalone building and remodelling of the space. The project is focussed on pragmatism and financial prudence so the refurbishment costs are limited to those works that are essential in order to optimise the use of the available space. A significant percentage of the budget is required in order to sever the services and establish an independently operating building. The uncertainty that accompanies a project of this scale and complexity means that a 17.5% contingency is considered appropriate.
22. An allowance has been made for electric heating due to the complications and costs of a new gas fired system. The electric heating could be supported with the addition of solar panels although no allowance has been made for this at this stage.
23. There are a number of repairs required to the external envelope of the building. These repairs are highly recommended as there is visible water ingress which may otherwise damage internal decorations and fittings.
24. £350k specifically for the Coroners relocation was approved by Council in the Estates and Accommodation Cabinet report in November 2020. The original estimate for the Coroners relocation did not include severing the building to create a standalone building. This paper therefore seeks a further £650k capital budget in order to increase the existing £350k approved budget to the £1.07 million required.
25. A number of assumptions underpin the £1.07m project budget estimate:
 - a. The budget is largely based on estimates rather than tender costs
 - b. Asbestos surveys have been completed but only to a non-invasive level at this stage. More detailed survey work may identify additional costs in due course
 - c. The emphasis is on reuse of suitable office furniture and equipment in order to limit refurbishment costs
 - d. The emphasis is to redecorate key rooms and make good those with significant alterations
26. All liabilities/benefits of the asset rest with BCP, therefore any capital works are the responsibility of BCP, this includes borrowing to carry out any capital works. The interest is seen as a business expense even though it is linked to the works to the asset and therefore Dorset Council will contribute towards the interest payments.
27. The table below provides an overview of where the £1.07 million cost is expected to be spent. It is expected that Dorset will contribute towards the interest cost of prudential borrowing through the annual shared service agreement which will be £6,162 pa.

	Total	Coroners Service	Charter Trustees	Unallocated
	m2	m2	m2	m2
Vertical slice (m2)	2391.2	1493.4	83.3	814.5
% space		62.45	3.48	34.06
Capital works planned	£1,074,538	£671,092	£37,433	£366,014
Annual repayment of principal	£21,491	£13,422		
Annual repayment of interest	£20,272	£12,660		
Dorset share of cost		£6,162		

28. **Prudential borrowing** – the full £1.07m capital investment is proposed to be funded from prudential borrowing. As this is a service delivery capital project, the use of prudential borrowing is permitted under new HM Treasury borrowing rules.
29. Prudential borrowing periods are calculated on the expected life of the asset for which borrowing is undertaken. Building alterations (including service severance required to facilitate the new premises) are expected to have an economic life of (and repaid over) 50 years.
30. Interest on prudential borrowing is calculated using the council's low risk Invest to Save Framework rate of 3%.
31. **Estates and Accommodation budget** - In producing the estimates for the original Estates and Accommodation budgets for the development of the BCP Civic Centre a Transformation saving of £1.031m for 2022/23 was declared, increasing to £1.085m in 2023/24. By agreeing to the proposals for the vertical slice these savings will be reduced by an estimated £26k in 2022/23, and a further £53k in 2023/24, a cumulative increase of £79k. These figures represent the best estimates currently available and are net of contributions expected from both the Coroner's Service and the Charter Trustees. With respect to the Coroner's Service only the change in contribution received with regards the move from Bournemouth to Poole has been taken into consideration.

Vertical Slice Revenue Implications		
	2022/23	2023/24
	£'000	£'000
Increased Operational Costs	58	101
Revenue impact of Prudential Borrowing	0	42
	<u>58</u>	<u>143</u>
Contributions to Operational Costs	(32)	(64)
Contributions to Prudential Borrowing	0	(26)
	<u>(32)</u>	<u>(90)</u>
Net Impact	26	53

32. In addition to the costs identified as directly related to the vertical slice, further advice has been sought on rate relief applicable to other assets pending disposal leading to an increase in budgets for future years. These changes also impact on the estimated Transformation Savings. In 2022/23 an increase of £25k is needed, and a further £89k is needed in 2023/24, a cumulative total of £114k. Together these items will reduce the Transformation Saving for 2022/23 by £51k to £980k, and by £193k in 2023/24 to £892k.

Impact on Transformation Savings		
	2022/23	2023/24
	£'000	£'000
Transformation Saving	(1,031)	(1,085)
2022/23 Adjustments		
Vertical Slice net revenue cost	26	26
Estates & Accommodation rates review	25	25
2022/23 Revised Transformation Saving		
2023/24 Adjustments		
Vertical Slice net revenue cost		53
Estates & Accommodation rates review		89
Revised Transformation Saving	(980)	(892)

33. Outside of the Estates & Accommodation project and Transformation Savings but as a result of the Coroner's Service moving into the Poole Civic site there will be increased accommodation costs to the service. BCP Council will have to take on its share of these additional costs, resulting in an MTFP pressure of £10k in 2022/23, with an additional £39k in 2023/24.

34. Revenue costs are still to be finalised and confirmed and partner contributions agreed. Any future changes will have further impacts on the Transformation Savings identified.

Recommended Procurement Process

35. In order to deliver the Poole civic vertical slice a combination of in-house and externally sourced design and professional skills capability will be used. This ensures that the various strands of the project can be developed concurrently which will assist in managing the interdependencies that exist within the project, and also represents the best use of internal resource.
36. With regard to the build elements of the project these will be procured in line with the council's normal procurement guidelines, and the most appropriate approach and breakdown of works will be identified once the outcome of the design phase is known.

Financial risks

37. There is financial risk around the budget estimate – current market conditions have resulted in substantial increases in tendered works to original budget. This risk is mitigated by the inclusion of 17.5% contingency within the overall budget and building survey work already undertaken.
38. Dorset Council are required to contribute 48.6% of operating expenses (including annual repayment of interest costs) of the Coroners service.
39. Planned spend has been reviewed to ensure that it is capital in nature, and therefore prudential borrowing (for a service provision capital project) is permitted.
40. The council has sufficient headroom to accommodate the additional borrowing required. This position will need to be reviewed regularly – especially as the council expects to have to undertake further prudential borrowing with respect to market related cost pressures on existing capital projects already underway.
41. A budget of £300k for direct costs in relation to the disposal of the remainder of the Poole Civic Centre has been previously approved. CIPFA accounting permits “incremental costs directly attributable to the disposal of an asset” to be deducted from subsequent capital proceeds. Disposal costs relating to non-housing land are limited to 4% of total disposal proceeds. On this basis around £224k of the £300k budget is currently assumed to be funded from future capital receipts. This capital receipt was originally anticipated within a relatively short timeframe. The remaining £76k budget is recognised as revenue spend within the MTFP.
42. This paper assumes the freehold is retained at this time, with a view to potential future disposal for either residential or commercial development. This could have funding implications for the £300k budget for asset costs up to disposal. As a matter of prudence, and in line with CIPFA guidance, such costs should only be offset against future capital receipts if there is a clear strategy for site disposal within a reasonable timeframe. Accordingly, fresh approval for the full £300k asset spend to disposal budget was obtained from Council (29 September 2021) as part of the Urban Regeneration Company revenue budget request.

43. The net capital receipt from disposal of the remainder of the Poole civic site is estimated to reduce by £1.575m (based on a valuation by Vail Williams). This will clearly have an impact on the extent of the 300k budget in paragraph 41 that could be potentially offset against this. The capital proceeds from the disposal of this site have not yet been earmarked to any council priorities.(eg for transformation).

Value for money

44. The £1.07 million investment will ensure a continued civic presence in Poole, provide a new improved Coroners service facility and provide additional office / community space within the heart of Poole.
45. There is emphasis on the re-use of existing fixtures and fittings and redecoration of civic space (rather than refurbishment) wherever possible.
46. Works will be tendered to ensure best value is achieved.

Summary of legal implications

47. The council has the power to enter into contracts pursuant to section 1 of the Localism Act 2011. The council will undertake the procurement in accordance with the Public Contracts Regulations 2015 and subject to any relevant implications arising from the UK's transition from the jurisdiction of the European Union on 31st December 2020.

Summary of human resources implications

48. Coroners employees will have to be relocated from Bournemouth Town Hall to Poole – this will affect up to 18 employees (including the Senior Coroner and Area Coroner) with up to 5 Assistant Coroners when called upon to sit in on inquests.
49. The relocation of Coroners staff from Bournemouth Town Hall to Poole Civic vertical slice means that coroners staff will require a change to their contractual workplace location. This will be affected through a consultation with staff, Dorset Police and trade unions undertaken by HR.
50. A majority of the staff will rely on their own transport with some travelling shorter distances to Poole, and others travelling longer distances. Staff living in the New Forest, Verwood and Christchurch will need to travel further distances, with those living in Weymouth, Dorchester and Blandford travelling shorter distances. There are a small number of employees living in the Poole area who are within walking distance of the Poole site.
51. Additionally the Coroners service will need to train first aiders and fire safety marshalls to provide sufficient emergency cover during periods of operation in the event of an incident or injury.
52. Lone working also needs to be considered with appropriate mitigations on risk put in place to enable safe working methods and monitoring when working out of normal operating hours.

Summary of sustainability impact

53. The introduction of new ways of working to accompany the outcomes of the Estates and Accommodation Project will reduce travel, with most staff spreading their working time across home and office locations. Investment made in remote working technology as a result of the Covid 19 pandemic has already demonstrated the potential in this regard, and we know following recent staff surveys that the workforce is overwhelmingly enthusiastic about working more flexibly.
54. The creation of an Interim Travel Plan is being progressed to support the project and it will identify measures to both encourage positive changes in travel behaviour and to discourage unnecessary travel both to/from work and whilst performing duties related to work.

Summary of public health implications

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

Summary of equality implications

56. An Equalities Impact Assessment (EIA) is attached at Appendix 3

Summary of risk assessment

57. The financial risks arising from the project principally relate to the degree of uncertainty around establishing firm costs ahead of procurement processes.
58. There are potential risks to the project from Covid 19, with regard to the availability of contractors and building materials which could affect delivery timescales.
59. A full risk register is in place to support the project.

Background papers

Cabinet, 13 November 2019

Cabinet, 12 February 2020

Cabinet, 24 June 2020

Cabinet, November 2020

Appendices

Appendix 1 – Area and layout of vertical slice

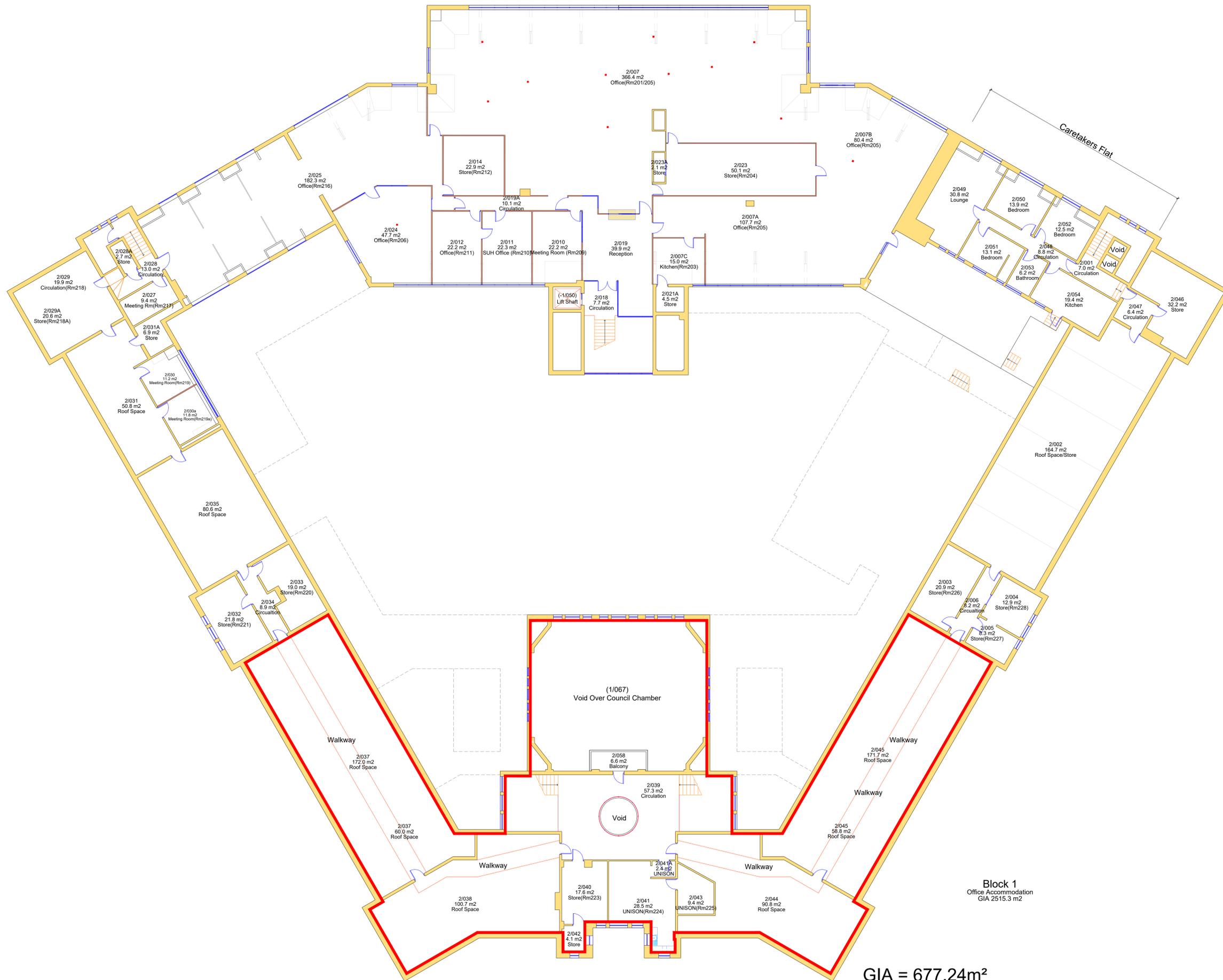
Appendix 2 – Budget

Appendix 3 – EIA

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Area of building for Coroners



GIA = 677.24m²

This drawing is indicative only.
DO NOT SCALE.
Use figured dimensions only.
All dimensions are in millimetres unless stated otherwise & information should not be relied upon for any purpose without on-site verification.



Property Name:
0299-Civic Centre Offices
Sandbanks Road, Parkstone

Details:
Second floor - Coroners
Proposed area

Date: 21/04/2021	Drawn By: RS	Dwg Format: AutoCAD 3D
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Scales:
A1 1:150

Drawing Number:
PS20024-301 RevA

73

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- GIA = 88m²
- BCP
- Charter Trustees
- Coroners
- Coroners - Secure

75



This drawing is indicative only.
 DO NOT SCALE.
 Use figured dimensions only.
 All dimensions are in millimetres
 unless stated otherwise & information
 should not be relied upon for any
 purpose without on-site verification.



Property Name:
 0299-Civic Centre Offices
 Sandbanks Road, Parkstone

Details:
 Lower Ground Floor - Coroners -
 Proposed Area

Date: 02/09/2021	Drawn By: RS	Dwg Format: AutoCAD 3D
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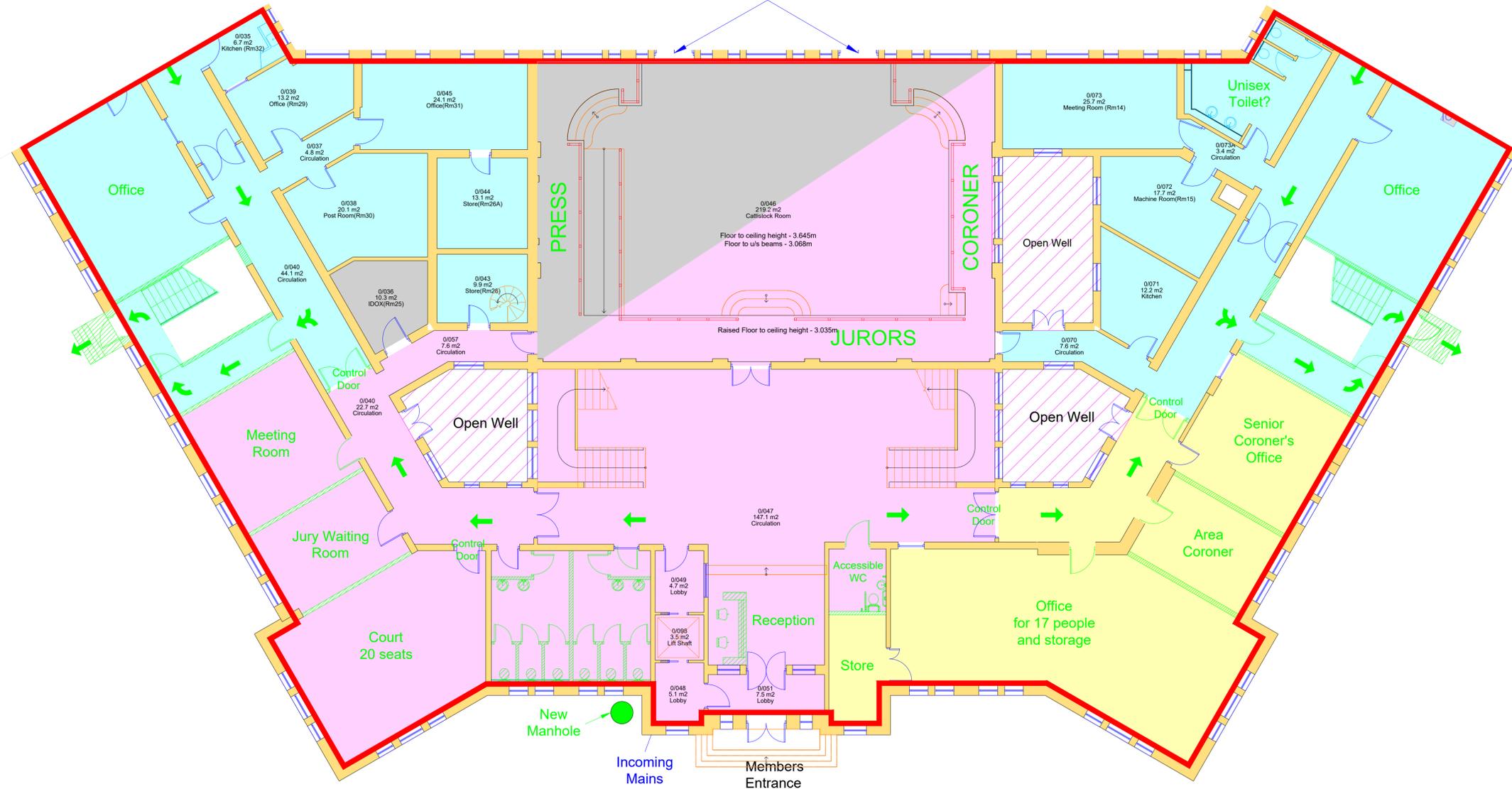
Scales:
 A1 1:100

Drawing Number:
 PS21054-002 RevA



- GIA = 1254m²
- Areas to exclude from GIA = 79m²
- New items
- ← Escape route
- BCP
- Charter Trustees
- Coroners
- Coroners - Secure

Consider changing doors to windows



76

This drawing is indicative only.
DO NOT SCALE.
Use figured dimensions only.
All dimensions are in millimetres unless stated otherwise & information should not be relied upon for any purpose without on-site verification.



Property Name:
0299-Civic Centre Offices
Sandbanks Road, Parkstone

Details:
Ground Floor - Coroners -
Proposed Area

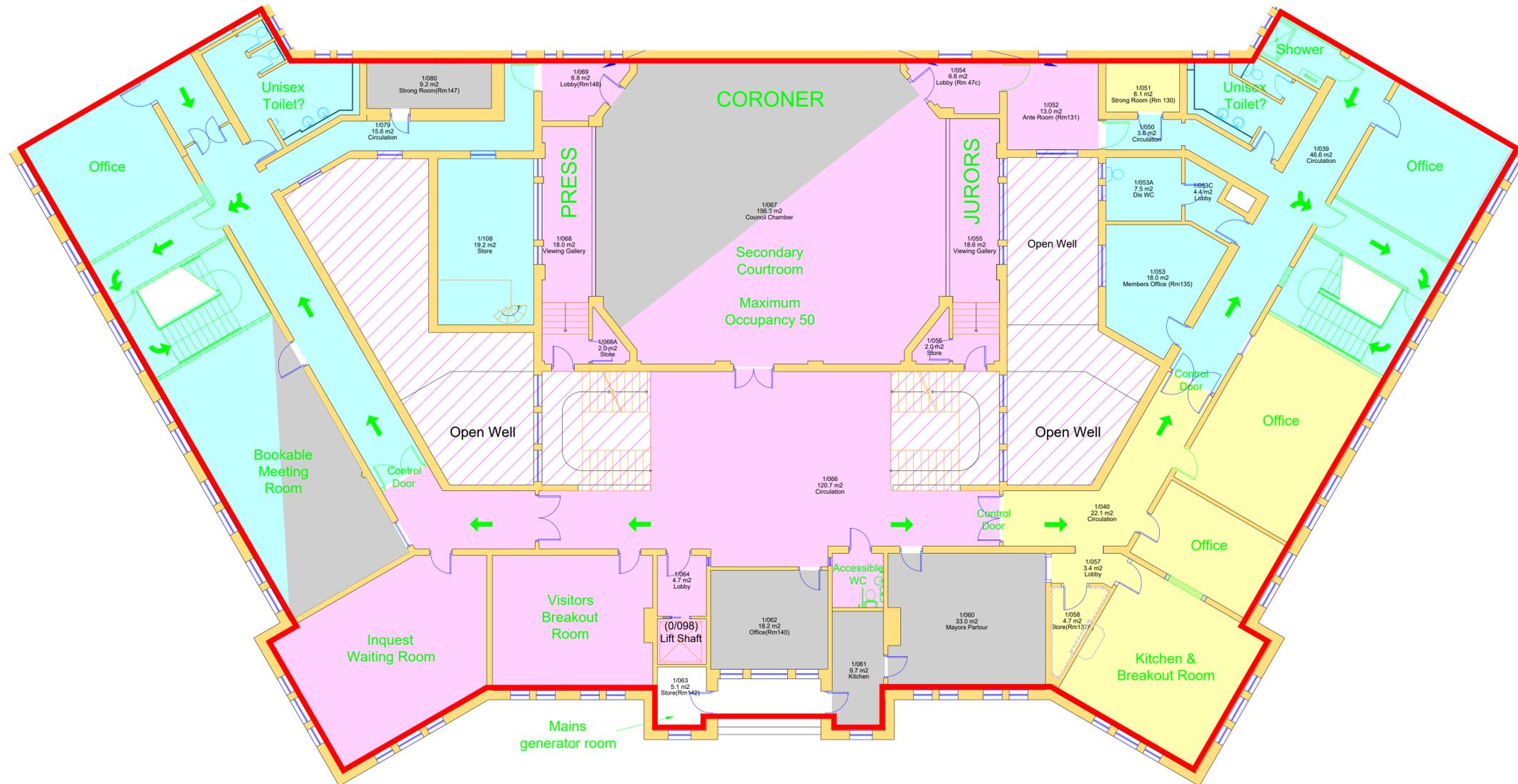
Date: 02/09/2021	Drawn By: RS	Dwg Format: AutoCAD 3D
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Scales:
A1 1:100

Drawing Number:
PS21054-102 RevB



- GIA = 1254m²
- Areas to exclude from GIA = 178m²
- New items
- ← Escape route
- BCP
- Charter Trustees
- Coroners
- Coroners - Secure



77

This drawing is indicative only.
 DO NOT SCALE.
 Use figured dimensions only.
 All dimensions are in millimetres unless stated otherwise & information should not be relied upon for any purpose without on-site verification.



Property Name:
 0299-Civic Centre Offices
 Sandbanks Road, Parkstone

Details:
 First Floor - Coroners -
 Proposed Area

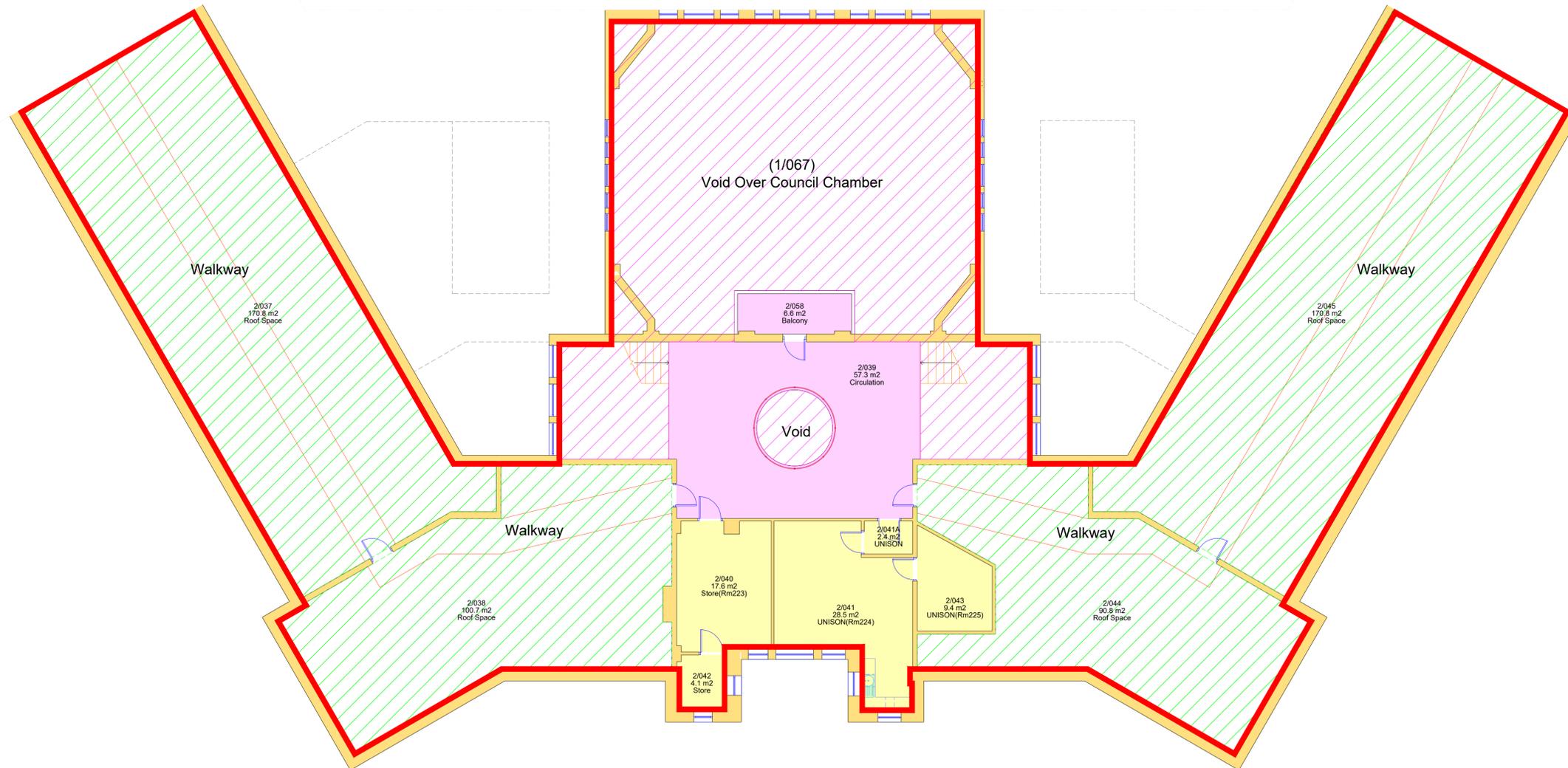
Date: 02/09/2021	Drawn By: RS	Dwg Format: AutoCAD 3D
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Scales:
 A1 1:100

Drawing Number:
 PS21054-202 RevC



- GIA = 888m²
- Areas to exclude from GIA = 213m²
- Loft Space = 536m²
- BCP
- Charter Trustees
- Coroners
- Coroners - Secure



78

This drawing is indicative only.
 DO NOT SCALE.
 Use figured dimensions only.
 All dimensions are in millimetres unless stated otherwise & information should not be relied upon for any purpose without on-site verification.



Property Name:
 0299-Civic Centre Offices
 Sandbanks Road, Parkstone

Details:
 Second Floor - Coroners
 Proposed Area

Date: 02/09/2021	Drawn By: RS	Dwg Format: AutoCAD 3D
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Scales:
 A1 1:100

Drawing Number:
 PS21054-302 RevA

		m2

Allowance for fees at 8%	60,846.07
Sub-Total	897,479.49
Total	897,479.49
Contingency at 17.5%	157,058.91
Add move cost	20,000.00
Suggested Budget	1,074,538.41
Build Total	4,704,611.64
Prelims at 15%	705,691.75
Subtotal	5,410,303.39

Equality Impact Assessment: Conversation Screening Tool

What is being reviewed?	Remodelling of Poole Civic Centre – a vertical slice of Poole Civic Centre is being severed to create a standalone building
What changes are being made?	A vertical slice of Poole Civic Centre is being remodelled for retention as a civic building in Poole, to be used by Poole Charter Trustees and the Coroners service
Service Unit:	Resources - Transformation
Participants in the conversation:	Matti Raudsepp, Julian Osgathorpe, Poole Charter Trustees, Mike Morris, Beccy Brookwell, Richard Jones, Liz Hall, Dorset Council, Graham Farrant, Matt Prosser, Stephen Dunhill, Drew Mellor, Rachael Griffin, Mark Anderson
Conversation date/s:	Throughout Jan to August 2021
Do you know your current or potential client base? Who are the key stakeholders?	Poole Charter Trustees, Dorset Coroner Service, Dorset Council, Service Users
Do different groups have different needs or experiences?	<p>We will consider all equality requirements and ensure that the building is DDA (Disability Discrimination Act) compliant. There is a lift to ground and first floor and the entrance is fully accessible. We will be adding appropriate accessible toilet facilities. When design has reached an appropriate stage we will engage with DOTS Disability company and incorporate recommendations in existing design. It is proposed that the Staff toilets will be unisex and the visitor toilets will be male and female due to security concerns from Coroner.</p> <p>The current design does not incorporate a ‘changing places’ facility as there is one in Poole Dolphin Centre – which will become the customer contact centre/library in Poole area.</p> <p>Considerations for each different group below:</p> <ul style="list-style-type: none"> • age (young/old) – there are existing hearing loops • disability – ease of use of building – accessible rooms, lifts and accessible toilets, technology available to dial in meetings and in coroner courts. Accessible car parking bays at front of building. Main doors are powered and open automatically with card. • gender reassignment – appropriate toilet facilities – unisex toilet available • marriage and civil partnership – the building is not currently licenced for weddings, but will be considered for a future use • pregnancy and maternity – consideration is being given to include a baby changing area. • race, religion or belief – there will not be a contemplation room as do not believe it is required for building of this size and purpose – though rooms can be booked by individuals if required. • gender, sexual orientation – appropriate toilet facilities

	<ul style="list-style-type: none"> • members of the armed forces community – any military services currently undertaken in the building will continue via ongoing civic connections
Will this change affect any service users?	<p>Yes – service users of Coroners Service and attendance at Coroner Inquests in Bournemouth will have to attend the Coroners Service and Court in Poole.</p> <p>Poole Charter Trustees – should be no impact for use of building – same square footage of space (apart from time when building is being remodelled and will not be occupied) – same access for events and meetings</p>
What are the benefits or positive impacts of the change on current or potential users?	<p>Attendance at Coroner inquests –good transport links bus, cycle; more readily accessible; new location more central to provide Dorset wide service; larger space and rooms more fit for purpose with dual usage better managed with more discreet space options.</p> <p>Poole Charter Trustees – no change in size of space – but refreshed and redecorated area</p>
What are the negative impacts of the change on current or potential users?	<p>Maybe less availability to use space for other uses, such as community use etc – as will have to fit around Coroners commitments daily from 08:00-17:00 hrs Monday-Friday. The Asset management strategy and plan will help identify buildings which can be used for community use if there is a need.</p>
Will the change affect employees?	<p>Coroners employees will have to be relocated from Bournemouth Town Hall to Poole – this will affect up to 18 employees (including the Senior Coroner and Area Coroner) with up to 5 Assistant Coroners when called upon to sit in on inquests. Parking arrangements are being thought through for officers and visitors. There will be accessible parking bays at the front of the building</p>
Will the change affect the wider community?	<p>Attendees at Coroner Inquests will have to go to Poole now, rather than Bournemouth however there are good transport links around the civic centre including frequent buses and cycle routes. Parking arrangements are being thought through for officers and visitors. There will be accessible parking bays at the front of the building.</p>
What mitigating actions are planned or already in place for those negatively affected by this change?	<p>Need to communicate to users of Coroners courts that changes will be happening and that the Court will be moving to Poole – outline changes and how to get there etc</p> <p>Continued engagement with Charter Trustees regarding interim arrangements while the space is being remodelled</p>
Summary of Equality Implications:	<p>Please note - An EIA has been completed for the November 2020 Cabinet Report which outlined the remodelling of the BCP civic centre for officer accommodation (included with this report) The remodelling of the Poole Civic Centre is part of the overall Estates and accommodation programme.</p> <p>We will consider all equality requirements and ensure that the building is DDA (Disability Discrimination Act) compliant. There is a lift to ground and first floor and the entrance is fully accessible. We will be adding appropriate accessible toilet facilities. When</p>

	<p>design has reached an appropriate stage we will engage with DOTS Disability company and incorporate recommendations in existing design. It is proposed that the staff toilets will be unisex and the visitor toilets will be male and female due to security concerns from Coroner. There will be accessible car parking bays at the front of the building.</p> <p>The current design does not incorporate a 'changing places' facility as there is one in Poole Dolphin Centre – which will become the customer contact centre/library in Poole area.</p>
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Form Version 1.2

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CABINET



Report subject	'Futures Fund' Allocation for the Installation of a Core Gigabit Fibre Network
Meeting date	27 October 2021
Status	Public Report
Executive summary	<p>This report sets out the case for £5.87m* of 'Futures Fund' investment in a 70.5km long core gigabit-fibre network in order to deliver operational savings for the Council. In particular these cost savings relate to the Wide Area Network (WAN) and the delivery of 'Smart' technology solutions.</p> <p><i>[*This includes £200k approved through a Member Decision Notice to enable ducting to be installed as soon as possible as part of ongoing Transforming Travel programme works]</i></p> <p>An investment analysis has indicated that with the support of the already budgeted Futures Fund, additional net savings would be delivered to the Council, with a breakeven point from Year 6 (2026/27) based on prevailing interest rates.</p> <p>In addition to providing cost savings to the Council, the installation of this fibre network supports the Council's Transformation and Smart Place programmes and also has the potential for supporting BCP Council's 'Big Plan'.</p> <p>An estimated 30km of the ducting and fibre can be installed during the course of the Transforming Travel construction programme. Utilising 'open' excavations will reduce the cost of installation of ducting by approximately 40%.</p>
Recommendations	<p>It is RECOMMENDED that:</p> <p>(a) Cabinet recommends that Council be asked to approve the £5.87m Smart Places Gigabit Fibre scheme.</p> <p>(b) Cabinet recommends that Council note that the funding for the Smart Places Gigabit Fibre scheme will be from drawing down £5.87m of the £50m Futures Fund approved by Council as part of the 2021/22 Budget and associated Medium Term Financial Plan (MTFP) of the Council.</p>
Reason for recommendations	<p>(i) Delivers operational cost savings for the Council (based upon present day activity).</p> <p>(ii) Provides the core infrastructure for future digital-based Council services. It will significantly reduce future connectivity costs and increases the viability of improving services and making service savings in support of the Council's internal Transformation Programme.</p>

	<p>(iii) Better digitally accessible services are strongly supported by the residents (Smart Place Strategy public consultation).</p> <p>(iv) Supports the delivery of the Council's Smart Place programme.</p> <p>(v) Installation of ducting can be done more cost-effectively and with less disruption during the course of the Transforming Travel works.</p> <p>(vi) Gigabit connectivity along the Transforming Travel corridors can be used to deliver transport benefits and the investment in gigabit fibre can contribute towards the 'match funding' requirement of the Transforming Travel programme.</p> <p>(vii) Has the potential to support the Council's Big Plan ambitions.</p> <p>(viii) Better digital infrastructure accelerates the realisation of economic, social and health benefits.</p>
Portfolio Holder(s):	Councillor Philip Broadhead
Corporate Director	Adam Richens
Report Authors	Ruth Spencer/ Adrian Hale/Ian Woodgate
Wards	Council-wide
Classification	For Decision

Background

Summary of Rationale for the Funding Ask

1. Like many other local authorities BCP Council is facing considerable financial pressures, particularly in relation to revenue budgets. A key target for the Council is therefore to support initiatives that aim to reduce ongoing revenue costs. One area of Council revenue expenditure is digital connectivity. Typically, this includes current spend on its Wide Area Network (WAN) and emerging digital spend associated with its Transformation and Smart Place programmes.
2. In the future, the deployment of 'Smart' technologies is set to transform the way in which the Council manages its services, from providing assistive living devices to people in their homes to remote monitoring of legionella within council buildings. These technologies will deliver major savings for the Council, typically through its Transformation Programme, but will be heavily dependent upon digital connectivity which needs to be available and affordable. A key purpose of the Council's 'Futures Fund' is to invest in initiatives that unlock future potential.
3. In view of the above, this report sets out the case for £5.87m of Futures Fund investment in a 70.5km long core gigabit-fibre network in order to deliver operational savings for the Council. 70km (99%) of this network is to provide the majority of the Council's future Wide Area Network (WAN) passing 62 of the Council's 85 identified properties (73% of properties). The remainder of the properties will continue to be served by third-party ducting and fibre. It is estimated that 30km of this network can be installed during the course of the Transforming Travel works, at approximately 60% of the normal cost.
4. Once installed this network can then also be used to underpin the Transformation and Smart Place programmes as well as deliver additional benefits to the Transforming

Travel programme. In addition to helping the Council to improve its current and future statutory services, there is also the opportunity to make operational savings by investing in this core gigabit fibre network now.

5. A Public Works Loan Board (PWLB) financial analysis has been undertaken over a 54-year period with the prevailing interest rate of 1.95%. This indicates that for an upfront capital investment of £5.87m in a core gigabit fibre network, a net surplus of £4.26m is generated once Futures Fund support is applied. The breakeven year is Year 6 (2026/27).
6. The assessment therefore makes the case for investment in a core gigabit fibre network using Futures Fund support (which is already included within the Medium-Term Financial Plan). This is without factoring in the considerable wider service and operational savings that should also accrue, or the non-monitised social benefits.
7. Members of the public have been consulted on the Smart Place Strategy. In regard to creating innovative digital solutions to tackle social issues, 76% of 332 respondents agreed that this should be a priority, with 54% saying it should be a high priority. 70% of respondents considered improving digital access to services should be a priority.
8. Internally, the Council's Procurement Team has been consulted and strongly support taking the opportunity to install ducting as part of the TCF works, as this will help to reduce future costs and underpin the acceleration of digital Council services being promoted through the Transformation Programme. The Council's IT & IS team has also been consulted and have provided cost information where this is available.
9. The provision of additional ducting and fibre has the potential to attract further commercial investment into gigabit fibre. This would support the Council's Big Plan and government's ambition to go 'further, faster' in regard to the rollout of gigabit and 5G networks.

Supporting the Transforming Travel Programme (Transforming Cities Fund)

10. Ducting and fibre provision along the key transport corridors was included within the original Transforming Cities Fund (TCF) bid to the Department of Transport (DfT). This was for two key reasons, both of which are associated with reducing traffic congestion which is a major issue locally. The first is the provision of high-quality gigabit fibre connectivity, once fully deployed, enables more people to work effectively from home. This reduces traffic demand on the highway network at source, the benefit of which has clearly been seen during the COVID-19 pandemic. The second reason is that a 'digitally connected' highway network opens up the opportunity for far more effective traffic management technologies as well as creating opportunities for new transport technologies such as autonomous vehicles.
11. Unfortunately, the provision of ducting and fibre was not included within the final funding awarded by DfT, nevertheless the need for this provision remains and this can be laid very cost-effectively during the course of the TCF works. As the Council has a statutory responsibility to manage the highway network efficiently, this is an important factor in addition to any 'Invest to Save' consideration.
12. Bearing in mind the Council's obligation to find 'match-funding' in support of the TCF project any investment by the Council in the provision of ducting and fibre ought to act as a contribution.

Urgency

13. There are a number of strategic and operational factors which require the Council to act in a timely manner to help accelerate the roll out of gigabit fibre.
14. Over the next 8 months 40km of the Transforming Travel (TCF) programme routes will be constructed. This provides an immediate opportunity to install ducting for fibre during the course of any excavation works. This can be done at approximately 60% of the normal cost and reduces the likelihood of future traffic disruption resulting from duct laying.

15. The provision of additional Council-owned ducting that has the potential to be used by commercial telecommunication operators, can reduce their capital costs and increase the viability for fibre deployment. This should encourage investment and competition and help to accelerate the roll-out of more affordable gigabit fibre across BCP.
16. Accelerating the deployment of fibre will enable those social, health and economic benefits dependent upon better digital connectivity to be delivered more quickly both through the Smart Place Programme and the Council's internal Transformation Programme.

Options Appraisal

(i) Investment in Gigabit Fibre via the Futures Fund

Do Nothing (Reference Option)

17. The Council will own no additional ducting or fibre and will continue to pay commercial rates for its fibre connectivity for its Wide Area Network (WAN) and other services meaning that the opportunity to make savings will be missed. In addition, the cost of fibre to support the future deployment of Smart Place technologies in support of the Smart Place and Transformation programmes will be at commercial rates. This would impact upon the viability and delivery timescales for some Smart Place applications and services as well as Transformation Programme outcomes. It is estimated that over 50 years, over £9m of additional costs will be incurred in provision of fibre at commercial rates for these two programmes.
18. Opportunities to provide improvements to traffic network management and to reduce congestion would be missed.
19. Private investment would need to be sought for the core network, but this may not be forthcoming. Investors have indicated that they would prefer to see the Council demonstrating its commitment through investment as well.
20. This option does not deliver operational savings for the Council and does not avoid future costs. Therefore, this option is not recommended.

Option 1: Do Something – Investment in a 70.5km Core Gigabit Fibre Network

21. There is the opportunity to invest in the installation of a 70.5km core gigabit network across the BCP region to enable the Council to realise major operational savings and to facilitate service improvements. Key cost savings will be on the Council's Wide Area Network (WAN).
22. It is estimated that a major element of the ducting and fibre can be laid during the course of construction for the Transforming Travel (TCF) programme, significantly reducing installation costs.

Summary of Core Gigabit Fibre Network, Lengths and Costs

23. The installation of the proposed core gigabit fibre network consists of three elements:
 - i. A length of ducting and fibre where the WAN network coincides with the excavation for the TCF programme;
 - ii. A length of ducting and fibre where the WAN network does not coincide with the TCF programme and/or where new excavation is required to complete the majority of the WAN network (together i. and ii. will provide 73% of the WAN coverage).
 - iii. A short length of ducting and fibre for education and social purposes that coincides with the TCF programme excavation due to take place over the next 3-6 months. (This is over and above i. and ii. and the opportunity for which would otherwise be missed);

24. The indicative proposed core network is shown in **Appendix 1**. The table below sets out the overall cost of the project including the length and cost of each element of the proposed core gigabit fibre network as well as the project management costs budgeted at 15%.

Table 1. Project Costs

Core Gigabit Fibre Network Element	Utilises TCF Excavation	Length (km)	Cost
(i) WAN Network – Phase 1	Yes	30	£1.38m
(ii) WAN Network – Phase 2	No	40	£3.24m
TCF Ducting (early intervention)	Yes	0.5	£0.02m
Project Management Costs @ 15%	-	-	£0.70m
Optimism Bias @ 10%	-	-	£0.53m
Total		70.5km	£5.87m

25. The delivery programme is shown in **Appendix 2**.

Sources of Savings

26. There are many potential areas of savings for the Council, but for simplicity three areas have been assessed:
- i. Wide Area Network digital connectivity savings
 - ii. Traffic Signal Monitoring digital connectivity savings
 - iii. CCTV Management digital connectivity savings

Sources of Cost Avoidance

27. In addition to savings, by using this new, council-owned, gigabit network, there is the opportunity to avoid substantial future costs, estimated at over £9m. This cost avoidance is associated with not having to use commercial fibre rates for digital technologies related to the Smart Place programme and Transformation Programme. (As these future costs have not yet been incurred, they do not form part of the savings analysis set out below).

Assessment of Costs against Savings

28. An assessment of costs versus savings has been undertaken, using a Public Works Loans Board (PWLB) model, over a 50-year period and at both the prevailing interest rate of 1.95% and an 'Invest to Save - Low Risk Model' rate of 3%. See **Appendix 3**.
29. The installation period for the 70.5km core gigabit network is taken as four years, 2021 to 2024 inclusive and the assessment takes account of the readiness of the network over this period. It is estimated that up to 75% of the TCF routes will involve excavation. An Optimism Bias of 10% has been applied to the base installation costs, giving a total capital cost of £5.87m. It is estimated that annual maintenance costs will be a maximum of 1% of the capital costs, i.e., £58.7k per annum.
30. In regard to WAN savings IT have confirmed that the Council currently spends approximately £300k per annum on its complete Wide Area Network managed provision. There is no breakdown of this cost, but it is estimated that a minimum of £200k is associated with leasing fibre connectivity. The proposed gigabit network is approximately 70km long and expected to serve 62 of the 85 Council properties (73%). This is taken into account in the assessment.

31. In regard to traffic signal monitoring connectivity, it is estimated that the Council spends approximately £20k per annum and it is estimated that there will be 25% utilisation of the core gigabit network, leading to equivalent annual savings of £5,000.
32. In regard to CCTV management connectivity, it is estimated that the Council spends approximately £22k per annum and it is estimated that there will be 25% utilisation of the core gigabit network, leading to equivalent annual savings of £5,500.
33. The following table summarises the costs and savings for the core gigabit fibre network based upon a Public Works Loans Board model with the prevailing interest rate of 1.95%.

Table 2. Gigabit Fibre Network – Costs & Savings Assessment (PWLB @1.95%)

PWLB Model (prevailing Interest rate @ 1.95%)	Cost/(Savings) £
Costs	
Borrowing capital repaid over 54 years	5,870,000
Borrowing interest over 54 years	3,372,210
Operational expenses over 54 years	3,112,902
Total Costs over 54 years	12,355,112
Savings	
WAN savings over 54 years	(7,438,000)
Traffic Signal Monitoring savings over 54 years	(252,500)
CCTV Management savings over 54 years	(277,750)
Total Savings over 54 years	(7,968,250)
Gross 54-year position (without Futures Fund)	4,386,862
Futures Fund support over 54 years	(8,644,667)
Net 54-year position (with Futures Fund)	(4,257,805)
Breakeven year (with Futures Fund support)	6

34. This assessment takes no account of the following additional cost savings and societal benefits:
 - a. Future cost avoidance associated with fibre leasing costs for the Smart Place and Transformation programmes – estimated as at least £9m based upon current rates.
 - b. Additional savings within Council service areas facilitated by better connectivity such as adult social care, housing, waste management, tourism, transport and car parks.
 - c. Benefits to other public sector and voluntary sector organisations including the NHS or Police.
 - d. Local productivity benefits to businesses resulting from reduced traffic congestion.
 - e. Acceleration of the roll-out of public Wi-Fi, 5G and IoT networks and associated promotion of local digital innovation.
 - f. The significant economic and social benefits that would accrue from the accelerated roll-out of affordable gigabit fibre and broadband (subject to additional commercial investment in gigabit fibre).
 - g. Wider regeneration and inward investments opportunities resulting from a high-quality digitally connected area. (subject to additional commercial investment in gigabit fibre).

35. More detailed financial information is included within the financial implications section below, including a comparison between the prevailing PWLB interest rate of 1.95% and the 'Invest to Save – Low Risk Model' rate of 3%.

Summary of Option 1 – Do Something: Investment in a 70.5km Core Gigabit Fibre Network

36. In summary, based upon a PWLB analysis with the prevailing interest rate of 1.95%, for an upfront capital investment of £5.87m it is forecast that over 54 years, the borrowing costs associated with the core gigabit fibre network and associated ongoing maintenance costs will total £12.36m. Over 54 years Option 1 delivers savings to the Council of £7.97m. This produces a net deficit of £4.39m. However, this takes no account of future cost avoidance, which is estimated at over £9m over the same period. A key purpose of the Futures Fund is to invest in order to reduce future costs to the Council. **Once the Futures Fund support is applied a net surplus of £4.26m is generated over the 54-year period, breaking even in Year 6 (2026/27).**
37. In view of the favourable financial assessment and that Option 1 also helps to facilitate numerous economic and social benefits and delivers against Smart Place programme objectives and the council's Transformation Programme **this is the preferred option.**

Summary of financial implications

38. Capital investment of £5.87m is proposed as part of this scheme, with £0.2m in the current 2021/22 financial year, and a further £1.89m in each of the following 3 years until 2024/25. The proposed expenditure, which includes a contingency of 10%, will be spent on laying 70.5 kilometres of ducting for a core gigabit fibre network. It is proposed that this investment is funded from prudential borrowing via the £50m Futures Fund approved by Council as part of the 2021/22 Budget and associated Medium Term Financial Plan (MTFP) of the Council.
39. Prudential borrowing for these items is permitted under revised HM Treasury PWLB guidance as the capital investment is for service delivery and infrastructure improvements. Annual borrowing repayments are calculated at 1.95% (prevailing pwlb rate and 3% (BCP Council low risk invest to save framework rate) over the estimated useful life of the asset (50 years). Annual borrowing repayments (commencing the first full year following the year in which borrowing is taken out) is initially estimated to be £2k in 2022/23 rising to £72k per annum from 2024/25 when the full investment has been made. It should always be borne in mind that the council is required to repay principal and interest on any loans before it can determine the resources available annually to support service delivery. Bearing that in mind members will need to reflect on their responsibility to both current and future taxpayers and its fiduciary duty to be prudent in the administration of its funds. This is a specific reference to the fact that the Futures Fund capital and interest costs is a cost pressure within the Councils MTFP.
40. Appendix 3 sets out the financial evaluation of the recommended investment in gigabit fibre showing a detailed breakdown of the first 10 years plus 10-year summaries thereafter.
41. The financial models have been developed using the prevailing PWLB rate (1.95%) and the Invest to Save low risk rate (3%).
42. The investment is considered low risk as the Council has previous experience of undertaking similar works required and has good knowledge of its existing expenditure and therefore the savings that can be achieved from this investment
43. Table 3 summaries the net impact of both models on the Council's budget and Medium-Term Financial Plan (MTFP) during the first 10 years of operations after taking into consideration the application of the Futures Fund support which has already been approved and is already within the Council's MTFP.

Table 3: Impact on budget and MTFP years 1 to 10

Financial Year	Scheme Year	Prevailing PWLB Model (1.95%)	Invest to Save Low Risk Model (3%)
		£	£
2021/22	1	3,040	5,140
2022/23	2	66,830	88,144
2023/24	3	76,957	112,150
2024/25	4	(55,410)	(6,345)
2025/26	5	(52,046)	(8,961)
2026/27	6	(82,819)	(39,755)
2027/28	7	(82,847)	(39,805)
2028/29	8	(82,876)	(39,856)
2029/30	9	(82,905)	(39,909)
2030/31	10	(82,934)	(39,963)
Total Operational Phase years 1-10		(375,010)	(9,159)

44. Table 4 summarises the key financial data over the asset life from both model's perspectives. The key data is shown over a 54-year period due to a phased implementation of the works and corresponding matched borrowing.

Table 4: Key Financial Data

	Prevailing PWLB Model (1.95%)	Invest to Save Low Risk Model (3%)
	£	£
Savings over 54 years	(7,968,250)	(7,968,250)
Operational expenses over 54 years	3,112,902	3,112,902
Borrowing interest over 54 years	3,372,210	5,537,023
Borrowing capital repaid over 54 years	5,870,000	5,870,000
Futures Fund support over 54 years	(8,644,667)	(8,644,667)
Net 54-year surplus	(4,257,805)	(2,092,992)
Breakeven year	6	10

45. The financial model assumes a 50-year asset life
46. The financial model excludes inflation uplifts to both the savings and the maintenance costs. Including inflationary uplifts would improve the financial position as the assumed savings outweigh the assumed maintenance costs.
47. No capital appreciation has been assumed as part of the financial modelling. However, with effective management and maintenance of these assets there is the potential for the asset to appreciate in value.
48. The financial benefit of future costs being avoided due to the scheme being implemented, have not been taken into consideration in the models.
49. Without financial support from the Futures Fund this scheme would not be viable based on cost savings highlighted alone.

50. BCP Council is undertaking a level of due diligence to see if the financial models could be improved by finding further savings or income streams associated with the works. Neither of these are assumed in either of the financial models but they are still being explored by officers.

Summary of legal implications

51. "Local Authorities have the power to borrow under s1 Local Government Act 2003. The discretion afforded to Local Authorities to borrow under s1 of the Act is wide reaching – "for any purpose relevant to its functions under any enactment or for prudent management of [the Local Authorities] financial affairs". The content of this report indicates that the Service Unit relies upon borrowing "for any purpose relevant to its functions under any enactment" given that the aim of this project is to improve service delivery and infrastructure via installing ducting which could be utilised for traffic management, CCTV, WAN and Smart Place.
52. The Council's 2021/22 budget and MTFP includes provision to service £50m of PWLB borrowing drawn down in £10m tranches over the next 5 years. Legal Services has not had sight of the terms and conditions associated with the PWLB borrowing, however given the nature and prevalence of PWLB borrowing, it is likely that the Council's Finance team will be comfortable with the borrowing terms and interest repayments when agreements are entered into.
53. The Service Unit has been advised that in order to comply with the Subsidy Control Regime, it must ensure that any contractor used to install the ducting has been selected following the relevant procurement process in accordance with the Council's Financial Regulations and Public Contracts Regulations 2015.
54. The Service Unit must ensure that appropriate contractual arrangements are entered into with the contractor prior to the commencement of any works. Legal Services would advise that an industry standard works contract, possibly NEC, is used, however advice should be sought once a specification has been produced. The Service Unit should continue to liaise with the Procurement Team to identify whether there is a suitable framework available.
55. Prior to installation of the ducting, the Service Unit should seek advice from external legal specialists as to the Council's position under the Electronic Communications Code 2003, any relevant Ofcom authorisation / accreditation, associated membership fees and any other aspects relating to the Telecoms legal position.
56. The Service Unit must also liaise with and seek advice from Highways on the ducting installation to ensure Highways are satisfied and able to grant a licence under s50 New Roads and Street Works Act and the associated fees of obtaining the s50 licence.
57. The Service Unit must also obtain advice from Legal Services on the property elements associated with the works to include considering whether the contractor is a statutory undertaker, the powers under which the works are being undertaken, whether wayleaves and / or easements are required, potential negotiations with third party landowners etc.

Summary of human resources implications

58. It is anticipated that a temporary project manager will need to be appointed. Project management costs have been accounted for within the costings.

Summary of sustainability impact

59. A DIA has already been produced for the overarching draft Smart Place Strategy.

Summary of public health implications

60. There will be a major positive public health impact. Individuals will have better digital access to public services. This will help to tackle health inequalities, typically by enabling people to access more services, including remote GP appointments.

61. The availability of cheaper connectivity will enable the Council and private health providers to deliver more cost-effective services for clients, such as deployment of assistive living technologies and remote monitoring of housing conditions e.g. for moisture or legionella.
62. The widescale deployment of gigabit capability with very high upload and download speeds will have a considerable positive impact upon NHS communications between GP surgeries and hospitals.

Summary of equality implications

63. An Equality Impact Assessment: conversation screening tool (Form 1) has been produced at a programme level. The deployment of ducting for gigabit fibre has no other direct impact upon protected characteristics beyond those benefits outlined in the programme level EIA.

Summary of risk assessment

64. Three immediate risks have been identified.
 - i. Delays in ducting manufacturing supply chain: Ducting is in limited supply with lead times of 10 to 16 weeks being quoted by several suppliers. Mitigation: A source of existing ducting has been identified with near immediate availability, although this will need to be confirmed once funding approval has been given.
 - ii. Delays to the Transforming Travel programme: There is a risk that the addition of the ducting could delay the Transforming Travel programme, which could avoid the ducting being included. Mitigation: Meetings have taken place and will continue to take place with the client manager, programme manager, project manager and procurement. It has been agreed that early engagement will take place with contractors and the provision of ducting will be included in those discussions.
 - iii. Increase in rates for ducting: There is a risk that the rates for the installation for ducting could increase or that additional new excavation is required. Mitigation: Rates for current work along with initial quotes for laying ducting in open trenching have been used in estimating costs. Early engagement with contractors should ensure that ducting rates remain reasonable. An Optimism Bias of 10% has been applied to the estimated costs.
65. *(A Risk Register for the deployment of ducting for fibre will be developed shortly – Appendix 4)*

Background papers

None

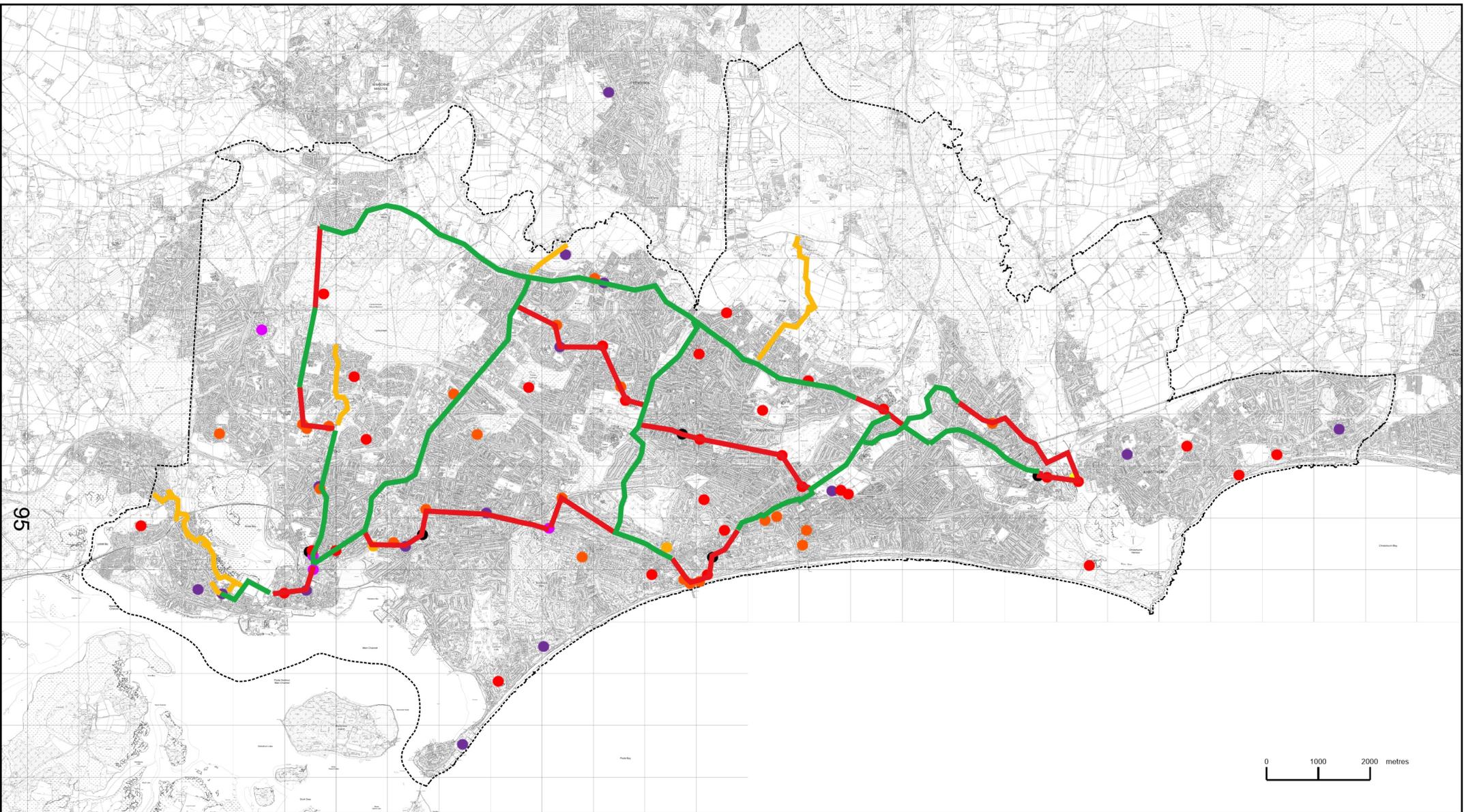
Appendices

Appendix 1: Proposed Core Gigabit Network – Indicative Layout Plan

Appendix 2: Proposed Core Gigabit Network - Delivery Programme

Appendix 3: PWLB Financial Assessment

Appendix 4: Gigabit Fibre Deployment Risk Register



Proposed Smart Place Ducting and Fibre Route

Green line = proposed wide area network (WAN) network following a TCF route.

Red line = proposed WAN network not following a TCF route.

Orange line = proposed WAN network follows a TCF route but does not form part of the network 'core'.

Coloured dots mark Council sites on the corporate WAN. Their different colours denote their varying connection speeds.

Scale: 1:100000 @ A4
 Date: 17 September 2021
 Creator: Smart Place



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Appendix 3 – PWLB Financial Assessment

Prevailing PWLB Rate of 1.95%

Smart Places - Gigabit Fibre

Finances - Prevailing PWLB Rate (1.95%)

10 year detailed summary	Investment Total 5,870,000	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	Years 51-60	Total	Years 1-54
Savings	-	-	(525)	(2,100)	(142,725)	(154,400)	(156,500)	(156,500)	(156,500)	(156,500)	(156,500)	(1,082,250)	(1,565,000)	(1,565,000)	(1,565,000)	(1,565,000)	(1,565,000)	(8,907,250)	(7,968,250)
Operational Expenditure	-	-	58,734	58,734	58,734	58,734	58,734	58,734	58,734	58,734	58,734	528,606	587,340	587,340	587,340	587,340	587,340	3,465,306	3,112,902
Net savings before borrowing costs	-	-	58,209	56,634	(83,991)	(95,666)	(97,766)	(97,766)	(97,766)	(97,766)	(97,766)	(553,644)	(977,660)	(977,660)	(977,660)	(977,660)	(977,660)	(5,441,944)	(4,855,348)
Interest on borrowing	-	3,900	40,708	77,074	112,988	111,587	110,158	108,702	107,217	105,703	104,160	882,196	949,799	758,360	526,137	244,444	11,275	3,372,210	3,372,210
Repayment of debt principle	-	-	2,398	25,105	48,255	71,856	73,258	74,886	76,143	77,627	79,141	528,470	881,454	1,009,232	1,297,013	1,573,319	520,512	5,870,000	5,870,000
(Surplus) / Deficit	-	3,900	101,315	158,813	77,252	87,777	85,650	85,622	85,593	85,564	85,535	857,021	853,594	849,932	845,490	840,102	(445,873)	3,800,266	4,386,862
Cumulative (Surplus) / Deficit	-	3,900	105,215	264,028	341,280	429,057	514,707	600,328	685,922	771,486	857,021	857,021	1,710,615	2,560,547	3,406,037	4,246,139	3,800,266	3,800,266	
Future Fund support		(860)	(34,485)	(81,855)	(132,662)	(139,823)	(168,469)	(168,469)	(168,469)	(168,469)	(168,469)	(1,232,031)	(1,684,690)	(1,684,690)	(1,684,690)	(1,684,690)	(1,684,690)	(5,135,481)	(8,644,667)
Net MTFP (surplus) / pressure		3,040	66,830	76,957	(55,410)	(52,046)	(82,819)	(82,847)	(82,876)	(82,905)	(82,934)	(375,010)	(831,096)	(834,758)	(839,200)	(844,588)	(2,130,563)	(1,335,215)	(4,257,805)
Net Cumulative MTFP (surplus) / pressure		3,040	69,870	146,828	91,418	39,371	(43,448)	(126,295)	(209,171)	(292,076)	(375,010)	(375,010)	(1,206,106)	(2,040,864)	(2,880,064)	(3,724,651)	(5,855,215)	(5,855,215)	-
Asset valuation (inflation method)		5,870,000	6,016,750	6,167,169	6,321,348	6,479,382	6,641,366	6,807,400	6,977,585	7,152,025	7,330,826	7,330,826	9,384,077	12,012,411	15,376,902	19,683,735	25,196,845	19,683,735	

66

Invest to Save – Low Risk Rate of 3%

Smart Places - Gigabit Fibre

Finances - Invest to Save - Low Risk Rate

10 year detailed summary	Investment Total 5,870,000	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	Years 51-60	Total	Years 1-54
Savings	-	-	(525)	(2,100)	(142,725)	(154,400)	(156,500)	(156,500)	(156,500)	(156,500)	(156,500)	(1,082,250)	(1,565,000)	(1,565,000)	(1,565,000)	(1,565,000)	(1,565,000)	(8,907,250)	(7,968,250)
Operational Expenditure	-	-	58,734	58,734	58,734	58,734	58,734	58,734	58,734	58,734	58,734	528,606	587,340	587,340	587,340	587,340	587,340	3,465,306	3,112,902
Net savings before borrowing costs	-	-	58,209	56,634	(83,991)	(95,666)	(97,766)	(97,766)	(97,766)	(97,766)	(97,766)	(553,644)	(977,660)	(977,660)	(977,660)	(977,660)	(977,660)	(5,441,944)	(4,855,348)
Interest on borrowing	-	6,000	62,647	118,789	174,412	172,801	171,140	169,430	167,669	165,855	163,986	1,372,731	1,523,887	1,263,365	913,244	442,711	21,085	5,537,023	5,537,023
Repayment of debt principle	-	-	1,773	18,562	35,895	53,728	55,340	57,000	58,710	60,471	62,285	403,785	735,454	988,388	1,328,311	1,785,139	628,922	5,870,000	5,870,000
(Surplus) / Deficit	-	6,000	122,629	194,005	126,317	190,863	128,714	128,664	128,613	128,560	128,506	1,222,872	1,281,681	1,274,093	1,263,695	1,250,190	(327,653)	5,965,079	6,551,675
Cumulative (Surplus) / Deficit	-	6,000	128,629	322,634	448,951	579,814	708,528	837,193	965,806	1,094,366	1,222,872	1,222,872	2,504,553	3,778,646	5,042,541	6,292,731	5,965,079	6,292,731	
Future Fund support		(860)	(34,485)	(81,855)	(132,662)	(139,823)	(168,469)	(168,469)	(168,469)	(168,469)	(168,469)	(1,232,031)	(1,684,690)	(1,684,690)	(1,684,690)	(1,684,690)	(1,684,690)	(5,135,481)	(8,644,667)
Net MTFP (surplus) / pressure		5,140	88,144	112,150	(6,345)	(8,961)	(39,755)	(39,805)	(39,856)	(39,909)	(39,963)	(9,159)	(403,009)	(410,597)	(420,795)	(434,500)	(2,012,343)	829,598	(2,092,992)
Net Cumulative MTFP (surplus) / pressure		5,140	93,284	205,434	199,089	190,128	150,373	110,569	70,713	30,804	(9,159)	(9,159)	(412,168)	(822,765)	(1,243,500)	(1,678,000)	(3,490,402)	(1,678,000)	-
Asset valuation (inflation method)		5,870,000	6,016,750	6,167,169	6,321,348	6,479,382	6,641,366	6,807,400	6,977,585	7,152,025	7,330,826	7,330,826	9,384,077	12,012,411	15,376,902	19,683,735	25,196,845	19,683,735	

Fibre Core Deployment - Key Risks

v0.1 Draft

Ref	Status	Risk	Date Raised	Raised by	Assigned to	Due Date	Strategy	Management/ Contingency Action	1	1	Residual risk factor (Impact x Probability)	Actual Closure Date	# Days Overdue
									2	2			
									3	3			
									1 = Low	1 = Low			
									2 = Medium	2 = Medium			
									3 = High	3 = High			
01 Key Stakeholder Support													
01-001	Ongoing mitigation	Lack of broader Council support - could make finance, legal, planning, wayleaves more challenging	01-Oct-21	I. Woodgate		Ongoing	Reduction	Positive relationships formed with Council departments. Briefings to wider Council. Formation of Strategic Board	3	1	3	N/A	N/A
01-002	Ongoing mitigation	Lack of support from telcos operating in the region	01-Oct-21	I. Woodgate		Ongoing	Reduction	Engage telcos early	3	1	3		
01-003	Ongoing mitigation	Concerns that the fibre programme could impact upon the delivery timescales of the TCF programme	01-Oct-21	I. Woodgate		Ongoing	Reduction	Engagement and coordination with TCF team to reduce impact of duct laying work on their schedule	2	1	2		
01-004													
02 Finance/Funding													
02-001	Ongoing mitigation	Cost of deployment may be higher than forecast	01-Oct-21	I. Woodgate		Ongoing	Reduction	Length of network branches can be adjusted to manage costs	1	2	2		
02-002													
03 Programme Delivery													
03-001	Ongoing mitigation	May be unable to find sufficient installers to proceed at the required pace of installation	01-Oct-21	I. Woodgate		Ongoing	Reduction	Early conversations indicate that there is sufficient supply capacity. Establish relationships and availabilities of potential suppliers early in the project	3	1	3		
03-002	Ongoing mitigation	Unexpected challenges or delay in obtaining wayleaves, section 50 licences, or other approvals	01-Oct-21	I. Woodgate		Ongoing	Reduction	Detailed design and wayleave/section 50 applications to be completed sufficiently in advance to keep wayleave applications off critical path	3	1	3		
03-003													

101

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CABINET



Report subject	BCP Commissioning Plan for Regeneration and Development and Urban Regeneration Company Business Plan
Meeting date	27 October 2021
Status	Public Report with Confidential Appendix 2
Executive summary	<p>The opportunity to shape a better Bournemouth, Christchurch and Poole in the coming years is a hugely significant one. The BCP area faces a demand for over 2,000 new homes to be built each year over the next 16 years. To deliver these homes, as well as new offices and infrastructure, and realise the vision of a world class city region, as set out in its Big Plan, the Council will need to act at scale, deliver at pace and ensure development and placemaking of the highest quality.</p> <p>This report proposes that the Council should adopt a commissioning model for regeneration working with key partners including its Urban Regeneration Company (URC), <i>BCP FuturePlaces Limited</i>, the Bournemouth Development Company (BDC) and the Boscombe Towns Fund Board to deliver high quality regeneration and development for residents.</p> <p>This report explains the Council's approach, detailing how it will commission services from <i>FuturePlaces</i>; the initial plans for regenerating key sites, and the anticipated outcomes from the approach.</p>
Recommendations	<p>It is recommended that Cabinet approves:</p> <ul style="list-style-type: none"> a) The commissioning approach to Regeneration and the Commissioning Plan described in this report, including the reporting and monitoring arrangements below and attached at Appendix 1. b) The URC Business Plan shown at Confidential Appendix 2. c) That the Council's formal relationship with the URC will be governed through several legal documents including: the Commissioning Contract; Articles of Association; a Shareholder's Agreement; a Support Services Agreement.

	<p>d) That responsibility to finalise the terms of these documents be delegated to the Corporate Property Officer, in consultation with the Monitoring Officer.</p> <p>e) The initial sites and projects to be taken forward for development by the URC as shown in Table 1 and detailed in the Business Plan at Confidential Appendix 2.</p> <p>f) The budget required by the URC to manage its planned programme and deliver the development management services necessary to progress the development of the sites identified in the business plan, subject to the approval of the additional budget by Council.</p> <p>Cabinet recommends to Council that it approves</p> <p>g) The financial recommendations as set out in the 29th September Cabinet report entitled 'Accelerating regeneration and investment in the BCP area' namely:</p> <ul style="list-style-type: none"> i. To approve £3.404m of additional resources to support the regeneration programme in 2021/22 (including £0.380m to fund the first phase of the Seafront Strategy. ii. To note that £3.470m has been requested to support regeneration in 2022/23 and £1.331m annually thereafter which will be subject to formal approval as part of the 2022/23 budget and Medium-Term Financial Plan Update report in February 2022.
<p>Reason for recommendations</p>	<p>The opportunity for investment, regeneration, and development within Bournemouth, Christchurch and Poole is significant. There is a compelling need for the Council to intervene proactively to improve the quality and quantity of development and embrace the best practice and innovation in place-making by learning from industry experts across the UK and internationally.</p> <p>This means hiring practitioners with a proven track record of accomplishment and ensuring plans are put in place for key sites such as Holes Bay, so they do not remain undeveloped for another 20 years.</p> <p>In May and September 2021, Cabinet supported the establishment of an Urban Regeneration Company, and approved the proposal to form the company.</p> <p>In order to service this approach and provide an intelligent client function, the Council needs to move to a commissioning model for regeneration with Officers preparing a Commissioning Plan. This approach is being proposed for the following reasons:</p>

	<ul style="list-style-type: none"> • The scale and complexity of regeneration sites across the BCP area and the need for additional housing is too big for the Council to pursue solely using its existing staffing resources. New expertise and insights are needed. • The proposed approach will allow officers to develop and agree strategy with Members and oversee delivery, in accordance with policy objectives set by the Council. • A 'Commissioning' approach to delivery will bring greater consistency to project and programme governance through an account / contract management model enabling relationships with the URC, BDC and the Boscombe Towns Fund Board to be managed in similar ways, with regular reporting to Members. • Commissioning will reduce delivery risks by providing a consistent framework within which projects may be scrutinised and risk assessed as they progress from conception through to planning and implementation. • The new commissioning model will allow the Council to benefit from subject matter experts in development management with the necessary professional, commercial, and technical expertise to deliver large scale regeneration programmes, while also helping to build capacity and expert knowledge within the Council. • The commissioning model will help the Council to accelerate investment across the BCP area by developing 'investor ready' sites and projects and forming new investment partnerships. <p>The new approach will enable development to proceed at a scale appropriate to an urban context while respecting and recognising the value of our distinctive local communities and smaller settlements.</p>
Portfolio Holder(s):	Councillor Drew Mellor - Leader of the Council Councillor Philip Broadhead - Portfolio Holder for Regeneration, Economy and Strategic Planning and Deputy Leader of the Council
Corporate Director	Graham Farrant
Report Authors	Dave Anderson
Wards	Council-wide

Classification	For Decision
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Background

1. At its meeting on the 26 May 2021, Cabinet supported the establishment of an Urban Regeneration Company (URC), now BCP FuturePlaces Ltd, which aims to achieve a step change in the scale, pace, and ambition of regeneration in the BCP area – the 10th largest urban authority in the UK.
2. BCP Council's *Big Plan* sets the ambition for the BCP area to be world class – one of the best coastal places in the world in which to live, work, invest and play. The Big Plan sets out five key aims that, if achieved, would deliver changes across the whole area supporting the creation of over 13,000 jobs across the local economy, the growth of businesses and prosperity of local communities.
3. One of the aims of the Big Plan is to **act at scale** and deliver more than 15,000 new homes for people of all incomes. This target can only be achieved through a mixture of direct investment by the Council and enabling third parties within the market to build a sustainable mix of housing from affordable homes to high-end, apartments and houses.
4. A commissioning approach combined with a Stewardship Model of regeneration offers the opportunity to provide better outcomes to local residents over the long term, enabling more desirable placemaking and a better place to live. It is also vital that as new developments proceed, they create places that are sustainable, attractive, liveable communities that reflect the best current practice in placemaking.
5. It is equally critical in creating the URC that the principles of long-term stewardship of places, building quality and value through patient capital investment are embedded.
6. In order to support this change, the Council client-side team must also adapt its way of working to support a shift to a commissioning function.
7. This report outlines the detailed approaches contained within the appendices and how the two will interface.

A Commissioning Approach to the Future of Regeneration

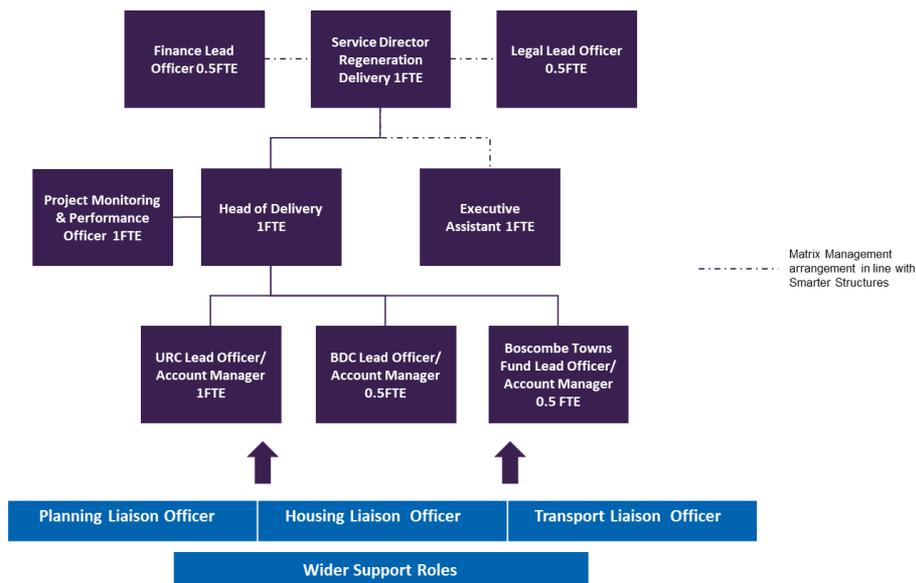
8. In order to ensure that key delivery partners, such as the wholly owned Urban Regeneration Company (URC), Bournemouth Development Company (BDC) and Boscombe Towns Fund Board are fully enabled to work collaboratively with the Council, the Council needs to adopt a commissioning approach to regeneration. This approach will ensure that the Council retains an intelligent client function that minimises risk, facilitates cross-party collaboration and maximises impact for the Council.
9. The Commissioning Plan attached at Appendix 1 provides a framework of strategic guidance and direction that guides and oversees the delivery of placemaking and regeneration services. The Plan sets out:
 - The Council's aims and objectives for regeneration
 - Service standard requirements

- The Council's expectations in terms of project and programme management, reporting and budgetary control.
10. The objective of commissioning is to ensure that the scope and specification of services are clearly articulated and built into agreements and structures from the outset and managed through the life of the programme.

An Intelligent Client Function

11. Effective governance and oversight of regeneration delivery will be necessary to ensure the Council's objectives are being delivered and its duty to ensure best value is being met. This will be achieved by setting up a Client Team within the Council reporting to the Director of Delivery. The Director of Delivery will act as the 'client' for regeneration with support from contract managers who will both support partners and also oversee delivery, holding them to account for meeting targets and achieving performance standards.
12. The team will undertake contract management, performance monitoring, and oversight of the activities of the URC, BDC and the Boscombe Towns Fund Board. However, the governance of the individual relationships will vary according to the constitutional and contractual arrangements for each organisation.
13. The client team will be responsible for ensuring that the intended regeneration and placemaking outcomes are delivered in terms of housing delivery, economic, social, environmental and cultural improvements. They will provide strategic guidance for the Council's key partners, ensuring that there is an appropriate translation from the Council's strategic priorities into the partner's priorities.
14. In order to provide the appropriate level of quality assurance, given the size of the total portfolio across the URC, BDC and Boscombe, the proposed Commissioning Team structure is outlined below:

Regeneration Client Team Structure



15. The role of the Commissioning Team will be to act both as an enabler of regeneration and development – supporting the URC, the Boscombe Towns Fund Board and BDC with their plans, as well as a mechanism for quality assurance and performance monitoring. The team will provide a single point of contact within the Council for resolving any issues that may be creating problems for the regeneration of key sites and ensuring a constructive and positive approach to partnership working. The initial structure will be reviewed within the first two years to ensure its continuing fitness for purpose.

A Commissioning Model Impact on Bournemouth Development Company (BDC), and The Bournemouth Towns Fund (for Boscombe)

16. In addition to the URC, BCP Council has two major regeneration delivery partners: the long-established Bournemouth Development Company (BDC) and the recently formed Bournemouth Town Deal for Boscombe.
17. The Bournemouth Development Company (BDC) was set up as a joint venture (JV) in 2011 by Bournemouth Borough Council. To date, 4 sites have been completed by BDC and 2 are currently in progress: Winter Gardens and Durley Road. There is 10 years to run on the remaining option agreement which includes a further 9 sites.
18. In Boscombe, the Towns Fund Board has received an indicative award of £21.7m from the Government to kick start town centre regeneration.
19. The Towns Fund presents a transformational opportunity to unlock ambitious regeneration plans for this disadvantaged neighbourhood to create new homes, improve public realm, and open spaces, and create new community, skills, and enterprise facilities so that Boscombe can thrive and prosper in the future.
20. The Client Team will manage the relationships with the URC, BDC, and the Boscombe Towns Fund Board in a similar way, ensuring the development and delivery of regeneration projects remains aligned to policy objectives set by the Council, bringing greater consistency to project and programme governance through an account/ contract management model, and reducing risks to delivery by ensuring projects are properly scrutinised and risk assessed as they progress from conception to planning and through to implementation.

A Commissioning Model Approach to the Urban Regeneration Company (URC)

21. The regeneration client team have put together a Commissioning Plan for approval by Cabinet (Appendix 1). The Commissioning Plan offers strategic guidance and direction to the URC setting out service standards and arrangements necessary to ensure effective programme and project management and budgetary control.
22. This Commissioning Plan is expected to be updated on an annual basis, in order to set the strategic commissioning priorities of the Council each year.
23. This Commissioning Plan will form a part of the Commissioning Contract, a formal contractual relationship with the URC, that will set targets specifying the sites to be advanced for development and the outcomes the Council wishes the URC to achieve. These will take account of the Council's service priorities and the needs of

local communities, but they will also be informed by the URC's own research and consultation work on the needs and opportunities within each local area.

24. The URC's Annual Business Plan will respond to and mirror the requirements of the Commissioning Plan and be informed by its detailed knowledge of the opportunities presented in each local site. In effect the Commissioning Plan (Appendix 1) and URC Business Plan (Confidential Appendix 2) are sister documents. The Council will specify the regeneration outcomes it wishes the URC to deliver: the URC will propose how they believe the outcomes can best be achieved. As part of this process the Annual Business Plan will be approved by Council, which will then feed into wider Council planning processes, such as the MTFP.
25. The Regeneration Client Team will monitor service standards, and review and evaluate outcomes in line with the methodology set out in the Commissioning Plan, to ensure that the key deliverables have been provided.

Urban Regeneration Company (URC) – FuturePlaces

26. In May 2021, Cabinet approved an innovative approach to delivering regeneration and development across Bournemouth, Christchurch, and Poole.
27. This saw the creation of the Council's Urban Regeneration Company (URC), *FuturePlaces* which has been tasked with driving the regeneration of sites across the BCP area with a gross development value of over £2bn and the potential to create around 3,500 new homes.
28. *FuturePlaces* has been set up to address capacity and skills gaps in the Council's staff resources by employing people with the expertise needed to bring sites forward at pace. The company will be led and managed by an executive team that will provide dedicated and focussed leadership. Its structure as a separate, Council company will also provide a measure of protection against calls on resources that tend to occur when teams are part of a larger organisation.
29. The proposals arising from this work are covered in the FuturePlaces Business Plan attached at Confidential Appendix 2. It responds to the strategic priorities raised by the Council within the Commissioning Plan and is predicated on the company being able to secure the staff resources and expertise needed to enable the agreed priority sites and projects to be taken forward.

A Stewardship Approach to Regeneration

30. *FuturePlaces* plans to pursue an approach to regeneration based on principles of stewardship. These are founded upon research first identified by the Building Better Building Beautiful Commission and then undertaken by the Stewardship Initiative which has completed a systematic review of high quality, contemporary housing schemes and the commercial conditions under which these have been taken forward. In every case, high quality, residentially led urban development at scale has been shown to be the product of long-term landowner involvement, and of a patient approach to financial returns. BCP Council, as a long-term actor within the area, is well placed to implement a stewardship approach to placemaking within its conurbation, supporting the area now and in the future.

31. Adopting a stewardship-led approach to regeneration offers the opportunity to address these challenges, delivering more plentiful, better homes to local residents, while aiming to improve the quality of life for existing residents in these areas.

A Coastline of Opportunity

32. FuturePlaces will pursue an initial portfolio of 14 development sites across the BCP area undertaking the necessary development management work to bring these sites forward for development. The detailed sites and indicative expenditure are set out in confidential Appendix 2. The sites in question are summarised at table 1 below.

Table 1 Summary of URC Development Sites

	Site	Present Use	Working Hypotheses
1	Beach Road Car Park	Car Park	Asset optimisation
2a	BIC/ARC	Conference centre & surroundings	Redevelopment & regeneration of key site
2b	Winter Gardens Revision	Car Park	Place making input
3	Boscombe	Area Based - High Street; Sovereign Centre; Royal Arcade & surroundings	Area based regeneration
4	Poole Old Town & Quay	Area Based - High Street; Between the Bridges; West Quay & surroundings	Area based regeneration
5	Christchurch	Area Based & Former Civic Centre Asset and car parks	Area based regeneration & asset optimisation
6	Heart of Poole	Council assets: Dolphin Centre; Dolphin Leisure Centre; Seldown Road Car Park & public realm	Area based regeneration & asset optimisation
7	Holes Bay	Brownfield site	Area based regeneration & asset optimisation
b	Carters Quay Design Quality Exercise	Vacant site	Design quality management and place making
8	Poole Civic Centre	Former Civic Buildings & Car Park	Area based regeneration & asset optimisation
9	Turlin Moor	Housing Estate	Place making inputs & development strategy
10	Wessex Fields	Greenfield site	Place making inputs & development strategy
11	Port of Poole	Partnership opportunity	Capacity and connectivity issues; optimisation of asset
12	Constitution Hill	Redevelopment site	Asset optimisation
13	Extra Care Village	Partnership Opportunity	Extra Care provision strategy

14	Cotlands Road ^[1]	Car Park site	Area based regeneration & asset optimisation
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^[1] BDC site, with options and viability to be determined in cooperation

33. In addition to working on the development of the above sites the URC will progress a number of strategic studies and thematic projects aimed at unlocking the place potential of the BCP area. These may include studies in the following areas:

- Retail Vacancy Studies and Gap Analysis
- Hotel Gap Analysis
- Market Study on Future of Conferencing and Events
- Greener Carparks & Landscape Design
- Seafront Pop-up Restaurants
- Seafront Design Coding & Car Parking
- Poole High St level crossing; Poole station etc
- Place Potential Strategy (resort, cultural, sport etc)
- Property Market Performance Report (baseline plus regular update)
- Integrated Transport Study
- Rail Frequency Study
- Land-Use Intensification Study
- Cultural Proposition
- Small Sites Strategy
- Grey Field Sites Strategy
- Design Codes
- Car Parking Study
- Strategic Landscaping Study (gateways; waterfront).

Options Appraisal

34. A systematic review of options for the future delivery of regeneration was undertaken in May 2021 using Treasury Green Book methodology, to consider both service scope and delivery options. The options were set out in the business case that supported the 26 May Cabinet decision to set up the URC. They were appraised against five critical success factors:

- Strategic Fit:
 - Dedicated Leadership and Focus
 - Accelerated Delivery
 - Adaptability and Flexibility
 - Scalability
 - Talent Attraction
- Potential Value for Money
- Affordability
- Supplier Capacity and Capability
- Achievability

35. The following service delivery options were appraised:

- a) In House: Direct Delivery

^[1] BDC site, with options and viability to be determined in cooperation

- b) Special Purpose Vehicle
- c) Joint Venture
- d) Strategic Partnership
- e) Expansion of existing Council Owned Company (Seascape Homes).

36. The options were reviewed against six success criteria: Value for money, Dedicated Leadership and Focus, Accelerated Delivery, Adaptability and Flexibility, Scalability, and Talent Attraction.

37. The comparison concluded that the option most likely to meet the Council's strategic objectives was the formation of a dedicated Urban Regeneration Company (URC) supported and overseen by a client Team within the Council reporting to the Director of Delivery. The Director of Delivery will act as the 'Client' for regeneration with support from contract managers who will oversee performance and manage the key relationships with delivery partners.

38. It is anticipated that the preferred option will bring greater consistency to project and programme governance through an integrated account / contract management model. This will allow relationships with the URC, BDC and the Boscombe Towns Fund Board to be managed in a more consistent way, reducing risks to delivery by ensuring projects are scrutinised and risk assessed as they progress from conception to planning and implementation.

Summary of financial implications

39. While the set-up of FuturePlaces will incur additional expenditure including staffing and running costs, the business case makes it clear that over a 10-year period the focus of expert resources that the URC will bring additional benefits of around £80m through its activities to accelerate and improve the quality of development across BCP.

40. The financial implications for the Council stepping up its regeneration efforts in this way are significant. The setting up of the URC's operations; allied to the residual costs of consulting support from Inner Circle Consulting; the costs of Council commissioning staff and the necessary technical and market studies such as ground Investigations; ecological surveys and transport assessments are anticipated to require a further £3m to be spent in 2021/22 and around £3.5m to be spent in 2022/23 and around £1.3m per annum thereafter. However, by making the necessary investment the Council will be able to accelerate the development of the 11 major sites it owns and achieve the benefits set out in the URC business case which are predicated on delivering over £2bn in gross development value once fully built out.

41. The estimated URC costs are shown in table 2 below.

BCP Regeneration - Corporate Priority		
Budget Requirements	2021/22	2022/23
Inner Circle	431,850	0
BCP Futureplaces Limited - Staff	1,119,692	1,706,126
BCP Futureplaces Limited – Operational costs	424,589	516,876
BCP Client Team – Staff	628,599	660,489
BCP Client Team – Other	495,161	126,353
Contingency	251,767	297,812
Total	3,351,658	3,307,657
Existing Budget		
Corporate priority - Regeneration	(1,750,000)	(1,750,000)
Existing BCP staff base budget	(226,400)	(226,400)
Total	(1,976,400)	(1,976,400)
Additional Budget request 2021/22 – URC and Client teams	1,375,258	1,331,257
Budget Requirements	2021/22	2022/23
Development enabling costs	1,935,440	2,946,405
Existing Budget		
Existing Capital Investment Programme revenue budgets (applied as appropriate)	(286,650)	(807,850)
Additional Budget request 2021/22 – Development enabling costs	1,648,790	2,138,555
Total Additional Budget request 2021/22	3,024,048	3,469,812

42. Council is asked to formally approve the extra £3.024m of additional resources being requested for 2021/22 having already applied £0.287m of existing project resources previously approved by BCP and legacy councils. As this request falls outside the approved 2021/22 budget framework of the council these resources will need to be allocated from the Council's Financial Resilience Reserves.
43. Based on the June MTFP Update report the Council had £20.870m available in its Financial Resilience Reserves not previously committed to either the 2021/22 or 2022/23 budget of the council. Of this amount £4.2m is committed to this and other 2021/22 resource requests through the September 2021 reports to Cabinet. Further requests are likely to come forward as part of the 27 October 2021 reports to Cabinet.
44. Cabinet is also asked to note the additional resources requested to support the regeneration programme in future years: £3.470m in 2022/23, having already applied £0.408m of existing project resources previously approved by BCP and legacy councils and assumes £0.400m of future scheme costs will be capitalised in 2022/23. The £0.400m assumed to be capital will be brought forward separately for approval within each of the individual scheme business cases. Plus £1.331m per annum thereafter. This is on the basis that Council will formally be requested to approve these resources as part of the 2022/23 budget and Medium-Term Financial Plan (MTFP) Update report in February 2022.
45. In considering investing in the regeneration programme set out in this report members will need to reflect on their responsibility to both current and future taxpayers and its

fiduciary duty to be prudent in the administration of its funds. In that regard, members should consider the financial sustainability of the Council in the context of the funding gaps in the MTFP and that any drawdown from the Council's Financial Resilience Reserves will reduce the Council's flexibility in managing future years' deficits. It should also be borne in mind that the funding gaps in the MTFP are subject to a number of risks including an ambitious £42.4m in annual, additional transformation savings in the period before 31 March 2024.

Summary of legal implications

46. It is proposed that the Council should adopt a commissioning approach to regeneration. The Council is empowered to do anything that a private individual may do pursuant to section 1 of the Localism Act 2011. More particularly, the Council is empowered to enter into contracts for the provision to it of services pursuant to section 1 of the Local Government (Contracts) Act 1997.
47. If the approach is approved, the Council would predominantly commission those services from existing vehicles, including a joint venture limited liability partnership, BDC (which was subject to a tender in compliance with the Public Contracts Regulations 2006) and a wholly owned "Teckal" vehicle set up by the Council earlier this year, BCP FuturePlaces Ltd (in compliance with section 4 of the Localism Act, The Local Authorities (Companies) Order 1995 and the Public Contracts Regulations 2015), although further alternative delivery arrangements may be considered and entered into in future subject to compliance with the relevant legal requirements. Further details of the current commissioning arrangements were set out in the relevant decisions taken at the time and are not repeated here.
48. As regards regeneration, the Council is permitted to develop land pursuant to section 2 of the Local Authority (Land) Act 1963 and section 12 of the Local Government Act 2003 provides that the Council is entitled to invest for any purposes relevant to its functions under any enactment. Local authorities also play a pivotal role in housing delivery, as housebuilders via the Housing Revenue Account, through housing delivery vehicles and in the exercise of their strategic planning functions.
49. The nature of the commissioning arrangements are or will be documented by way of formal written agreement and will be overseen as described in this report via the contract management mechanisms provided in the relevant agreement / (s).
50. Pursuant to the shareholder agreement between the Council and the URC (currently in draft, but anticipated to be adopted substantively in that form), the Council's approval of the URC's annual business plan is required. It is noted that the business plan may be approved subject always to the approval of the Council's budget in relation to the relevant period (i.e., confirmation of the Council's financial commitment to delivery of the business plan) in future years. However, the contract management arrangements will facilitate oversight and control by the Council of the expenditure of approved sums and delivery of the approved business plan in each financial year.

Summary of human resources implications

51. Future Places will set its own employment terms and conditions and payroll arrangements. The Company Reserved Matters provide detail on the decisions that remain with the Council in relation to Director appointments. Care will be taken to minimise the prospect of TUPE transfer and Equal Pay considerations. Staff will be

recruited into the company on the open market subject to identifying individuals with the requisite skills, qualifications, and experience.

Summary of sustainability impact

52. As a Council owned company, the URC will be required to provide its operational response to the Council's climate change emergency declaration.
53. The URC will contribute to the Council's Climate Emergency action plan by ensuring new development is resource efficient, adopts low carbon technology and leads to sustainable communities which are resilient to climate change and contribute to Biodiversity Net Gain either on site or through natural capital and landscape strategies.
54. The URC will be tasked, through the Commissioning Contract, with pursuing a low carbon approach to development: minimising the carbon impact of new developments, ensuring walkable neighbourhoods, and providing good access to public transport services.
55. The URC will play a key role in ensuring that opportunities are taken to reduce our city region's carbon footprint by providing sustainable transport choices and delivering low-carbon, energy efficient buildings. They will aim to lead by example developing cleaner supply chains building local capacity to take forward the carbon reduction agenda. Cleaner supply chains and building the capacity to deliver carbon reduction locally.
56. Within the constraints of commercial viability and value for money, the URC will aim to deliver the best possible standards of low-carbon, energy efficient buildings taking account of the established BREEAM classifications.
57. A Decision Impact Assessment (DIA) was completed in relation to the creation of the URC and sustainability feedback from officers across the Council has been used to inform the requirements set out in the Council's commissioning plan. Projects and programmes delivered by the URC will be subject to further assessment as part of the business case development process to ensure that individual schemes meet the required standards.
58. There will be similar provisions in the Council's relationships with the Boscombe Towns Fund Board and BDC to ensure that the response to climate emergency and imperative to decarbonise are carefully considered through sustainability impact assessments.

Summary of public health implications

59. By accelerating regeneration and investment there will be a better prospect of sustaining jobs and prosperity across the BCP area, improving housing and high-quality open spaces, with well designed, walkable, inclusive neighbourhoods that help promote health and well-being.
60. The URC will aim to produce developments that place a premium on quality-of-life considerations including safe, walkable neighbourhoods with good local amenities and access to quality green and open space.

Summary of equality implications

61. An Equality Impact Assessment (EIA) has not been carried for this report. This report's primary purpose is to describe an innovative approach to regeneration which will enable the Council to accelerate investment in the area, rather than change its overall strategy which remains focussed upon tackling those areas within BCP that need regeneration and renewal. Full Equalities Impact Assessments will be undertaken as part of the scheme development process.

Summary of risk assessment

62. The key risks associated with the proposal to approve the URC business plan are as follows:

- Operational risks through failure to achieve delivery targets set out in the Commissioning Contract.
- Financial risks e.g., through engagement in an external investment partnership which could fail.
- Planning risks through failure to achieve consent for proposed projects.
- Market risks through a downturn in the property market affecting local property values.
- Reputational risks through BCP FuturePlaces creating difficulties for the Council e.g., developing a position contrary to planning policy.

63. These risks will be managed through the relationship between the Client Team and the URC guided by the terms of the Commissioning Contract and related agreements including the requirement for the URC to develop and maintain a risk register for its key projects and activities.

Background papers

Published Works:

- BCP: The Big Plan
- Proposed Regeneration Vehicle Options Appraisal – Cabinet Paper 26th May 2021
- The Future of Regeneration in Bournemouth, Christchurch, and Poole – Cabinet Paper 10th March 2021
- The SHMA

Appendices

Appendix 1 - Strategic Regeneration Commissioning Plan

Confidential Appendix 2 – Future Places Business Plan

Bournemouth, Christchurch & Poole Urban Regeneration Company



Commissioning Plan



Table of Contents

1. Introduction	4
1.1. Purpose	4
1.2. Background	6
2. Section One: Council Requirements	7
2.1. Corporate Strategy and The Big Plan	7
2.1.1. Our Big Plan	8
2.1.2. Supporting Strategies	9
2.2. Objectives & Outcomes	10
2.2.1. Smart Growth	11
2.3. Embedding Corporate Goals	12
2.3.1. Finance	12
2.3.2. Place	12
2.3.3. Housing & Infrastructure	12
2.3.4. Economy	13
2.3.5. Environmental resilience and Climate Emergency	13
2.3.6. Culture and Sport	13
2.3.7. Health & Wellbeing	14
2.3.8. Equalities	14
2.4. Scope	14
2.5. Definition of Services	15
2.6. Key Performance Indicators and Outcomes	16
2.7. Programme of Work	17
2.8. Quality Management, Monitoring & Evaluation	18
2.9. Monitoring and Evaluation	19
2.9.1. Baseline	19
2.9.2. Regular Reporting	19
2.9.3. Annual Performance Reporting	20
2.9.4. Evaluation	20
3. Section Two: Organisation & Governance	21
3.1. Contractual Framework	21
3.1.1. Shareholder Agreement	21
3.1.2. Articles of Association	21
3.1.3. Strategic Commissioning Agreement	21
3.1.4. Resource Agreement	21
3.1.5. The Teckal Exemption	22
3.2. Governance	23
3.2.1. Approval Process & Investment Gateways	23
3.2.2. Investment Gateway System Overview	24
3.2.3. Approval Bodies	25
3.2.4. Detailed Guidance for Gateway Stages	25
3.3. The Role of the Regeneration Client Team in Commissioning	31
3.3.1. Regeneration Client Team Structure	31
3.3.2. The PMO Function	33
3.4. Ways of Working	33

3.4.1.	Common Data Environment (SharePoint).....	34
3.4.2.	Continuity of Service.....	34
4.	Section Three: Financial Strategy & Budgetary Control.....	35
4.1.	Overview of Financial Strategy	35
4.1.1.	3rd Party Funding	35
4.1.2.	Treasury Management Strategy	35
4.1.3.	Financial Regulatory Landscape	35
4.2.	Financial Regulations.....	36
4.3.	Scheme of Delegated Authority	36
4.4.	Internal Audit.....	36
5.	Section Four – Communications & Stakeholder Engagement.....	38
5.1.	Communications.....	38
5.1.1.	BCP Council's Media Relations Protocol.....	38
5.1.2.	Pre-election periods	38
5.1.3.	Branding.....	38
5.2.	Stakeholder Engagement.....	38
5.3.	Consultation	39
6.	Section Five: Risk Management.....	40
6.1.	Conflict of Interest / Commercial Sensitivity.....	40
7.	Appendix.....	41
7.1.	Model Documentation (Templates & Checklists).....	41

Urban Regeneration Company Commissioning Plan

1. Introduction

In May 2021, BCP Cabinet supported the establishment of an Urban Regeneration Company (URC), in order to achieve a step change in the scale, pace and ambition of regeneration across the BCP city region – the 10th largest urban authority in the UK.

BCP Council's Big Plan sets the ambition for the BCP city region to be world class – one of the best coastal places in the world in which to live, work, invest and play. The Big Plan sets out five key aims that, if achieved, would deliver changes across the whole area supporting the creation of over 13,000 jobs across the local economy, promoting the growth of businesses and the prosperity of local communities.

One of the aims of the Big Plan is to **act at scale** and deliver more than 15,000 new homes for people of all incomes. This target can only be achieved through direct investment by the Council and by enabling third parties, within the market, to build a sustainable mix of housing from affordable homes to high-end, apartments and houses.

The Council is proposing to move towards a Commissioning Model for regeneration with an internal client team providing strategic direction and support to key delivery partners. The Council recognises the opportunity that the long-term stewardship of regeneration sites provides to provide better outcomes to our residents. As new developments proceed, it will be vital that they create places that are sustainable, attractive, liveable communities and reflect current best practice in placemaking.

1.1. Purpose

Welcome to the **Regeneration Commissioning Plan** for Bournemouth, Christchurch, and Poole.

The purpose of the **Commissioning Plan** is to provide a framework of **strategic guidance and direction** to guide and oversee the delivery of placemaking and regeneration services by the newly formed urban regeneration company, BCP FuturePlaces Limited.

The URC has been established as a Teckal company which is wholly owned by BCP Council. It will drive place making, regeneration and property market transformation to support the aspirations set out in the Council's *Big Plan* – both across sites owned by the Council and across the wider area. The URC vehicle will take a long-term view of value creation. It will use patient financial capital to enhance value across a range of measures and to seek the best outcomes over the medium / long term. This will include looking beyond the creation of new homes to investing in public realm, access to open space and public transport to create sustainable communities for the future.

An internal **Client Team** reporting to a Service Director has been set up by the council to guide, enable and oversee the work of the **URC**, ensuring that its activities are aligned to the objectives of the council's *Big Plan* and its **Corporate Plan**.

The Client Team will be responsible for ensuring that the intended **regeneration and placemaking outcomes** are delivered in terms of housing delivery, economic, social, environmental, and cultural improvements.

The URC will be required to achieve **best value** from the Council's land and property assets (defined broadly across a range of value measures) and to develop enhanced assets and revenue streams to support the Council's core services. A broad aim will be to secure local property market transformation and unlock high quality placemaking with enhanced delivery, measured in terms of pace and quality, across the conurbation.

The Council's Client Team will oversee delivery and fulfil the role of **Intelligent Client**, ensuring the effective programming of work, prioritisation, and appraisal of projects through Gateway **Approval** processes. It will also ensure that high standards of governance and appropriate oversight are maintained. Finally, it will act as a key conduit to relevant council departments to ensure coordination, collaborative working and the ability to unlock blockages to development.

The Council will provide an early warning to the URC of developing policy and strategy initiatives to ensure that the URC's placemaking efforts remain fully aligned to Council goals.

This **Commissioning Plan** sets out the Council's strategic objectives and its requirements in commissioning the Urban Regeneration Company. The plan is divided into five main sections:

1) COUNCIL REQUIREMENTS

The Council's aims and objectives in undertaking the commissioning approach, the scope and scale of the services and the desired outcomes. It also identifies key roles, relationships and interfaces between the council and the URC; Key Performance Indicators (KPI's) and measures for assessing value for money.

2) ORGANISATION AND GOVERNANCE

How the Council's governance and Commissioning team will be structured to support an efficient and effective approach to delivery.

3) FINANCE

The financial strategy and implications anticipated to apply to the Urban Regeneration Company.

4) COMMUNICATIONS

The communications protocols and guidance for the company.

5) RISK MANAGEMENT

The Council's expectations in terms of risk management processes and control of risks.

1.2. Background

The formation of BCP Council in 2019 brought together the land and property assets of the three composite, predecessor authorities. This merger created a pool of land and property assets that are of sufficient size and value to underpin a significant programme of regeneration and growth. This portfolio of sites also offers the opportunity to create valuable income streams that can help to support the medium and long-term funding needs of council services.

In recent history the BCP area property market has been characterised by stalled sites and schemes that often fail to meet the 'place potential' of the setting. The local economy also has a strong element of seasonality and is possibly over reliant on a relatively small number of sectors. BCP Council recognises the need to diversify and grow the economy and to intervene to secure the wider potential of the place, both as a destination and as a high-quality place in which to live and work.

The challenge of growth, and the opportunity to develop a significant portfolio of Council-Owned sites, led the Cabinet at its meeting of 26 May 2021, to support the establishment of an Urban Regeneration Company (URC) which will aim to achieve a step change in the scale, pace, and ambition of regeneration across the BCP city region.

The URC will bring additional placemaking and stewardship investment/development expertise to bear to ensure that we make the most of our City Region's potential. The URC will aim to build strong relationships with local stakeholders, the local property market, and other partner organisations involved in regeneration such as the Bournemouth Development Company and Boscombe Towns Fund Board.

The URC will be wholly owned by BCP Council. Its work will be overseen by a **Regeneration Client Team** whose purpose will be to ensure that the projects progressed by the URC adhere to the scope and specification agreed with the Council; align with its objectives and priorities and achieve value for money.

2. Section One: Council Requirements

2.1. Corporate Strategy and The Big Plan



Figure 1: The relationship between corporate strategy and the Big Plan

BCP Council's Corporate Strategy was created in Summer 2019 following the formation of the new unitary authority. The Corporate Strategy aims to deliver vibrant communities with outstanding quality of life where everybody plays an active role. The strategy focuses on five priorities which are summarised below:

- **Sustainable Environment** - Leading our communities towards a cleaner, sustainable future that preserves our outstanding environment for generations to come
- **Dynamic Places** - Supporting an innovative, successful economy in a great place to live, learn, work and visit
- **Connected Communities** - Empowering our communities so everyone feels safe, engaged and included
- **Brighter Futures** - Caring for our children and young people; providing a nurturing environment, high quality education and great opportunities to grow and flourish
- **Fulfilled lives** - Helping people lead active, healthy, and independent lives, adding years to life and life to years.

The Corporate Strategy also sets out how the Council will contribute to the vision set out in the Council's Big Plan:

“We want our city region to be world class – one of the best coastal places in the world in which to live, work, invest and play. A *coastline of opportunity* where people and businesses want to be.”

The **Big Plan** has 5 key aims: the creation of an iconic **cityscape**; investment in our **seafront**; the rejuvenation of **Poole**; investment in our **physical and digital infrastructure**; and **acting at scale** to deliver more than 32,000, new homes over the next 16 years. This level of housing development is needed to cope with population growth and changes in household structure as forecast by the Council’s strategic housing market assessment (SMHA).



Figure 2: The Big Plan aims

The **Urban Regeneration Company** (URC) will provide strategic advice and development management expertise, supplementing the Council's in-house capability and enabling the Council to accelerate the delivery of key sites, unlocking their full value through best practice in urban design and placemaking.

Drawing on the principles of **sustainability and stewardship** the URC will facilitate a legacy of safe, attractive, well connected, walkable neighbourhoods, low carbon buildings, sustainable infrastructure, and new sporting, cultural, health and education facilities, boosting **jobs, prosperity, and quality of life** for residents, supporting the growth of local businesses, and attracting new investment and visitors to the city region.

2.1.1. Our Big Plan

The key aims of the Big Plan are linked to the delivery of tangible **outcomes** such as new infrastructure, facilities, homes, transport services and public realm improvements.

Together, the **Big Plan** and the Council’s Corporate **Plan** set out the Council’s vision, mission, ambition, and key priorities, and create a strategic framework for our regeneration activity.

The **Regeneration Commissioning Plan** therefore connects directly to the Corporate Plan objectives and especially those concerned with the Environment, Places and Communities.

The broader strategic context for regeneration is set by the **Local Plan** for the conurbation which provides a framework of policies and site allocations to guide future development. A new Local Plan is currently under development and will set out the need for new homes, jobs, infrastructure, natural and cultural amenities, and other supporting services within BCP Council area.

The **Local Plan** will provide a framework of land use and planning policies for the city region supplemented in some areas by **Neighbourhood Plans** which will express the aspirations of local communities.

The new URC will assist BCP Council to deliver the objectives set out in the Local Plan through deploying its skills in land assembly, project delivery and place making. It will also support neighbourhood plans at a local level, by ensuring that community consultation and a placemaking-led response to sites respond to the local needs of the area.

The **Commissioning Plan** sets the framework within which the URC will operate and sets out its operating method and governance.

2.1.2. Supporting Strategies

A '**Golden Thread**' of common objectives links the **Commissioning Plan** to the **Big Plan** and **Corporate Plan** and to related Council strategies for Economic Development, Housing, Regeneration, the Seafront and High Streets, the Local Plan and Local Transport Plan. The Commissioning Plan will be developed to take account of strategy and policy changes in service areas as they occur ensuring that the URC is finely attuned to changes in policy and works in harmony with Council Services through a jointly developed 'Ways of Working' protocol.

There are several Council related strategies that will impact upon and influence the work of the URC. The key ones and their status are summarised below.

2.1.2.1. Economic Development Strategy

The Economic Development Strategy will set out the Council's commitment to enabling economic growth and productivity, whilst also protecting the environment and quality of life and will be published in late 2021.

2.1.2.2. Regeneration Strategy

A Regeneration Strategy will be produced in spring 2022 to set out the Council's priorities for regeneration and placemaking and provide a framework for delivering key elements of the Big Plan.

2.1.2.3. Seafront Strategy

The BCP Council Seafront Strategy, currently under consultation, will be adopted towards the end of 2021 setting out the vision for the future of our coastal leisure and resort offer for the next 20 years, supported by a 5-year investment programme to help establish a world class seafront destination.

2.1.2.4. Destination Strategy

The Destination & Culture directorate is working closely with the Destination Management Board and the Cultural Compact partnership for the BCP area to develop a vision for the potential of our natural, cultural, and human resource assets to provide a year-round quality visitor destination. This strategy will recognise the major impact that COVID 19 has had on the visitor economy and the need to return to growth through the development of traditional and new markets including the move towards 'staycations'. By 2025, the strategy will be targeting a sector valuation of at least £1.4bn a year.

2.1.2.5. Housing Strategy

The aim of the Housing Strategy is to ensure that housing, planning, economic development, and regeneration work seamlessly together to deliver high quality housing at the volumes and types the market needs taking full account of affordability and lifestyle choice. Its vision is “*To provide a safe, secure and sustainable home where it is needed and thereby enabling people the opportunity to live well*”.

2.1.2.6. High Streets Strategy

This strategy will be published in autumn 2021 to support High Streets across the conurbation to recover from the Coronavirus Pandemic and the transition to online shopping. It will aim to rebalance and intensify the occupation of the conurbation’s high streets and district centres; secure new catchments and build upon the distinctive character and quality of local centres to serve residents within walking distance and attract others through the distinctive nature of their offer.

2.1.2.7. Capital Investment Strategy (Non-Treasury)

The Council’s Capital Investment Strategy guides the use of borrowing for residential and regeneration projects and will be an important document in relation to investment in projects that will be developed by the URC.

2.2. Objectives & Outcomes

The **Commissioning Plan** translates the strategic context of the Corporate Plan, the Big Plan and related Council strategies and policies into objectives and targets for the URC, ensuring that the Council commits its limited resources to support agreed priorities.

The URC will be required to produce detailed business plans articulating their contribution to these priorities, while the Commissioning Plan will set out the processes and procedures that will be used to measure their performance and monitor delivery.

The proposed controls will aim to ensure that:

- A robust process for project inception is created that considers the project fit with strategic objectives and value for money
- Projects are consistently reviewed and appraised at each key stage of development
- Audit trails are documented, and the public interest is protected
- Projects and programmes are delivered on time and to budget
- Public money is invested in projects that are aligned to Council objectives and value for money is achieved
- Projects are designed and delivered to a high standard
- Planned regeneration and place making outcomes are delivered.

Major URC projects will be supported by a **Project Initiation Document (PID)** and a **Business Case process**. Smaller scale, or early-stage projects, will be supported by a mini PID and Project Brief that sets out the business justification for the project.

For larger programmes it may be necessary for the URC to develop a **Theory of Change model** in line with HM Treasury guidance to define key issues, specify intended outcomes and the project outputs required to deliver those outcomes, as shown in the example.

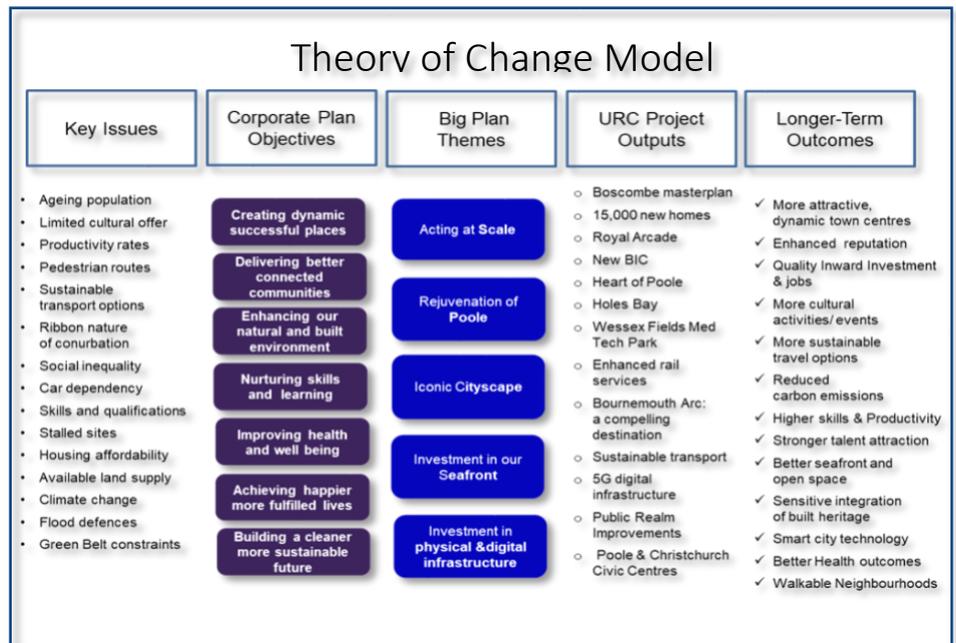


Figure 3: The Theory of Change Model for the Urban Regeneration Company

The **Commissioning Plan** is informed by the Council's commitment to bringing about real and lasting change across our local communities. It will do so by: investing sustainably in the development and stewardship of sites and properties in public ownership; drawing upon best practice in placemaking, stewardship development & investment (patient capital) practices; and delivering 'smart growth'.

2.2.1. Smart Growth

Smart Growth connects social, economic, and environmental aspirations. It creates places that attract investment, and support economic vitality, environmental health, and quality of life by creating:

- Liveable neighbourhoods – safe, convenient, attractive, and affordable places
- Walkability through foot-printing the city to be more self-contained and less dependent on unnecessary commuting
- Better access to public transport and less congestion
- A thriving urban realm
- Shared benefits – jobs, education, healthcare for all social groups
- Economic viability
- Access to gardens; space for growing and high-quality green space
- Cleaner water, waste, and energy solutions
- Fewer environmental impacts arising from growth.

The concept of **Stewardship** which has emerged following the *Building Better Building Beautiful* Commission complements smart growth. It takes a longer-term perspective to placemaking by using patient capital to create enduring value, rather than building developments without the necessary investment in physical and community infrastructure that is needed to create attractive, sustainable places.

By adopting a stewardship-based approach to investment, the URC will enable the delivery of more complex mixed-use communities by: taking a more patient approach to returns on investment; contractually building-in controls on design quality and place making; and applying a sequential/incremental approach to delivery to capture value uplift into the project.

2.3. Embedding Corporate Goals

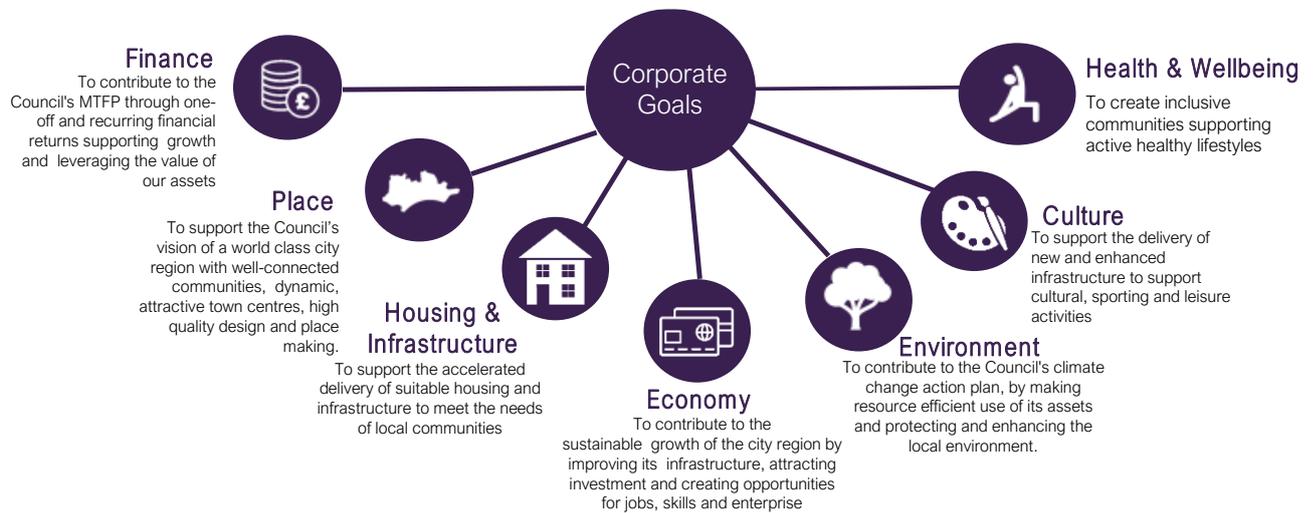


Figure 4: Corporate Goals for the URC based upon the Council's objectives

The URC will be expected to contribute to a range of the Council's corporate goals as highlighted in the above schematic diagram and explained below.

2.3.1. Finance

The URC will unlock value from regeneration sites to create new sources of revenue to support the Council's core services.

2.3.2. Place

The URC will develop schemes that are contextually appropriate to each location in terms of height, massing, and architectural and landscape references, and support the Council's vision of creating a world class city region.

2.3.3. Housing & Infrastructure

The URC will contribute to the Council's aims to provide residents with safe, secure, and sustainable homes where they are needed. It will also invest in the necessary community infrastructure to support attractive, sustainable neighbourhoods.

2.3.4. Economy

The URC will contribute to the city region's economic growth by improving local infrastructure, attracting investment, and creating new employment locations and opportunities for new jobs, skills, and enterprise.

2.3.5. Environmental resilience and Climate Emergency

The URC will contribute to the Council's Climate Emergency action plan. It will ensure new developments are resource efficient, adopt low carbon technology, and lead to sustainable communities which are resilient to climate change and contribute to Biodiversity Net Gain either on site or through natural capital and landscape strategies.

The Council has statutory duties and powers that shape the local area through its buildings, transport systems, waste services and natural environment. The URC will use its role in place shaping to work closely with the Council to support these functions.

URC schemes will be developed with resilience in mind, and layouts and designs will be tested to consider key threats such as flood; drought; extreme heat/cold; security; public health; resilience and to build in robustness.

The URC will play a key role in ensuring that opportunities are taken to reduce our city region's carbon footprint by providing sustainable transport choices and delivering low-carbon, energy efficient buildings. They will lead by example, developing cleaner supply chains and building local capacity to take forward the carbon reduction agenda. The URC will also champion cleaner supply chains and work to build the capacity to deliver carbon reduction locally.

Within the constraints of commercial viability and value for money, the URC will aim to deliver the best possible standards of low-carbon, energy efficient buildings taking account of the established BREEAM classifications shown below:

Mandatory minimum standard:

- New-build projects to achieve as a minimum BREEAM 'Excellent' rating.
- Major refurbishments to achieve as a minimum BREEAM 'Very Good' rating.

Best practice standard:

- New-build projects to achieve BREEAM "outstanding" rating.
- Major refurbishment projects are to achieve as a minimum BREEAM "excellent" rating
- A *Towards Zero* water, waste and energy plan will be adopted for each scheme.

2.3.6. Culture and Sport

Culture and sport play a pivotal role in community life. The URC will work to develop cultural and sporting facilities where there are opportunities to do so. It will also use cultural and sporting activities to support place making e.g., through encouraging 'Meanwhile' uses on sites such as music events, food festivals and art installations. The URC will aim to develop parks and spaces for community recreation, grassroots sport participation and leisure activities.

2.3.7. Health & Wellbeing

The URC will work with the Council to build healthy neighbourhoods that support physical wellbeing by designing places that encourage walkability, cycling and active leisure. Urban design will take account of mental health and well-being by creating opportunities for social contact and community activity. Following the Coronavirus pandemic, access to green space (including balconies, gardens, communal gardens, parks, or open space) is recognised as particularly important to well-being and will be provided for in development proposals.

2.3.8. Equalities

The URC will adopt a conscientious approach to considering how schemes will be used and occupied by a range of user groups and interests to ensure that a diverse range of needs are accommodated, and developments are suitable for groups including the elderly and those with health limiting and mobility restrictions. At the inception stage of new scheme development proposals, there will be systematic stakeholder and community consultation engagement with a view to achieving a good balance of gender, age, ethnicity, and other equalities perspectives. Proposals for emerging schemes will be reviewed against an agreed Equalities Framework.

2.4. Scope

The URC will initially review and aim to accelerate the development of 14 major sites, the bulk of which are in Council ownership. The URC business plan will set out a phased programme for the preparation of these sites for development. In the case of those sites not earmarked for immediate redevelopment, disposal, or alternative use, plans will be developed in conjunction with appropriate BCP Council departments, including opportunities for 'Meanwhile' uses until the local property market can viably support their development.

The 14 sites identified for regeneration are estimated to have a gross development value of over £2bn, and the potential to deliver around 3,500 new homes, together with associated business space, community infrastructure and amenities.

The initial research undertaken by the URC has identified the need for specific research to support the delivery of key council objectives. Areas where the URC proposes to commission work include: research on retail and support for the renaissance of High Streets; a coordinated approach to land use intensification across the BCP area building on the concept of '15 minute neighbourhoods'; and work with the local plan team on the development of a natural capital investment strategy to support carbon and biodiversity offsetting together with a structured approach to Suitable Alternative Natural Greenspace (SANG) and water catchment improvement.

As its programme of work and range of expertise develops, the URC may also offer placemaking support to the Council in other areas of policy development.

The URC will aim to become an exemplar of best practice in urban design and sustainable development; pursuing leading edge placemaking practices; design quality processes; and taking advantage of digital and low carbon technologies to create attractive, liveable, connected neighbourhoods.

2.5. Definition of Services

The services that the URC will provide to the Council will be set out in its Business Plan. Individual work packages will be specified within the Commissioning Contract between the Council and the URC. These may be added to as new opportunities arise when it is agreed that the URC is best placed to manage these projects. The primary services that will be provided by the URC will be **development management** activities such as:

- **Project scoping work** on council owned sites including project inception, briefing, capacity studies, masterplans and project viability testing and financial modelling.
- **Commissioning professional and technical work** from architects, quantity surveyors, civil engineers, planning consultants, master-planners, urban/landscape designers, and other professionals necessary to prepare designs from the early concept stage through to detailed planning and contractor procurement.
- **Preparing business cases** ensuring that schemes are **developer/investor ready** and the necessary market studies, budgets, contractor procurement routes, delivery strategy, design quality management and, if appropriate, exit routes have been clarified.
- **Design and Review of proof-of-concept due diligence process**
- **Providing commercial advice and interpretation to the Council** on market demand and investor appetite across key property sectors and segments e.g., residential, commercial, retail, leisure, industrial.
- **Providing urban development and place making advice** and best practice guidance to the Council to ensure that schemes optimise place potential; have a low carbon impact; provide sustainable returns; create attractive, walkable; liveable communities and are resilient to climate change.
- **Promoting development opportunities** on BCP Council sites to the investment market including Institutional Funders and private investors and developers.
- **Providing advice to the Council on suitable exit routes for sites** e.g., disposal, retention, and direct build., development with a JV partner.
- **Preparing 3rd party funding bids** on behalf of the Council to external bodies such as Homes England and MHCLG.
- **Managing assets on behalf of the Council** in cases where it has been agreed that assets should transfer to the URC.
- **Identifying asset acquisition** strategies in support of regeneration, income generation and other policy objectives.
- **Managing community consultation and stakeholder engagement work** on behalf of the Council to support the advancement of agreed schemes through planning.
- **Representing the Council, where agreed, in meetings with Government and public agencies.**
- **Supporting efforts to attract inward investment to the BCP region** and managing investor relations, where agreed.
- **Contributing placemaking input to departmental strategies** (e.g., Marketing & Inward Investment; Destination Proposition & Hotels Strategy; High Streets Strategy; Green Infrastructure Strategy, Cultural Strategy etc.)
- **Developing thematic place-based projects** to support market transformation proposition - bringing key URC inputs of place making, enabling, collaborative project

definition, design quality management, agile delivery, strategic investment - subject to corporate agreement via PID.

- **Providing urban development and place making advice to the council** to support the regeneration of local areas drawing upon identified best practice.
- Identifying **leading edge planning and development practices** to develop the BCP area as a national centre of excellence in stewardship driven development.

2.6. Key Performance Indicators and Outcomes

An initial suite of key performance indicators and outcomes have been identified below. The nature of built environment interventions means that there can often be several year lead times before tangible deliverables are produced. In the early years of the URC's operations, many of the key proxy indicators that measure progress will be focussed on improving the understanding of the potential of key sites and defining options for development. Progress of the URC will be measured through the achievement of key milestones in the process, such as business cases and design development.

As part of the Annual Business Planning cycle, indicators will be applied to specific schemes and projects along with targets to measure performance and contribution towards the Council's Big Plan ambitions:

- **Site technical studies** completed e.g., ground investigation reports, flood risk assessments, structural engineering studies
- **Site masterplanning and architectural studies**
- **Site feasibility and viability** reports e.g., property appraisals for various use forms – residential, commercial, retail, leisure
- **Site enabling works completed** (Flood defences, new access roads; SUDS etc)
- **Public realm enhancements delivered (by Sq. M)**
- Biodiversity net gain and **landscape** enhancement
- **Hectares of derelict and contaminated land cleared**
- **Other infrastructure improvements completed**
- **Option assessments** and projects briefs
- **Business cases completed for key sites and projects**
 - Strategic outline cases
 - Outline business cases
 - Full business cases
- Stakeholder and public **engagement exercises** undertaken
- Number of Press mentions of "Stewardship", 'BCP', Bournemouth, Christchurch and Poole, Regeneration – in the **national and professional press**
- **3rd party funding leverage achieved**
 - Other public sector investment (e.g., Homes England)
 - Private sector investment
- **Successful site development outcomes**
 - Direct development by £ GDV
 - Joint Venture Development by £GDV
 - Sales to developers by £ purchase price achieved
- **Quantum of new or improved commercial floorspace** delivered (Sq. M)
- Quantum of **new residential units** delivered (number of homes)
- Quantum of **new sporting, leisure and cultural amenities** developed (Sq. M)

- Annual £ Value achieved from **revenue producing assets** developed by URC
- Annual £ value of **capital receipts** achieved from disposals
- Placemaking and **architecture and design awards** achieved.

2.7. Programme of Work

The URC's initial delivery plan will cover three key areas of work: an initial portfolio of sites to support the regenerative development within the BCP conurbation; a series of thematic workstreams which will enable better placemaking across the area; and contribution to the formulation of key strategies to support placemaking and regeneration across the region.

The URC priority projects for the remainder of 2021/22 and 2022/23 are summarised in the table below and detailed in an Appendix to the URC Business Plan along with proposed deliverables and performance metrics:

Table 1: The URC's Initial Workplan

	Site	Present Use	Working Hypotheses
1	Beach Road Car Park	Car Park	Asset optimisation
2a	BIC/ARC	Conference centre & surroundings	Redevelopment & regeneration of key site
2b	Winter Gardens Revision	Car Park	Place making input
3	Boscombe	Area Based - High Street; Sovereign Centre; Royal Arcade & surroundings	Area based regeneration
4	Poole Old Town & Quay	Area Based - High Street; Between the Bridges; West Quay & surroundings	Area based regeneration
5	Christchurch	Area Based & Former Civic Centre Asset and car parks	Area based regeneration & asset optimisation
6	Heart of Poole	Council assets: Dolphin Centre; Dolphin Leisure Centre; Seldown Road Car Park & public realm	Area based regeneration & asset optimisation
7	Holes Bay	Brownfield site	Area based regeneration & asset optimisation
b	Carters Quay Design Quality Exercise	Vacant site	Design quality management and place making
8	Poole Civic Centre	Former Civic Buildings & Car Park	Area based regeneration & asset optimisation
9	Turlin Moor	Housing Estate	Place making inputs & development strategy
10	Wessex Fields	Greenfield site	Place making inputs & development strategy
11	Port of Poole	Partnership opportunity	Capacity and connectivity issues; optimisation of asset
12	Constitution Hill	Redevelopment site	Asset optimisation
13	Extra Care Village	Partnership Opportunity	Extra Care provision strategy

14	Cotlands Road ^[1]	Car Park site	Area based regeneration & asset optimisation
Thematic Projects			
15	High Streets Renaissance (leading to investment proposition)		
16	Hotel Regeneration Portfolio (Initially Poole CC, Christchurch CC)		
17	Greener Car Parks		
18	SuperLoos (architectural competition and delivery)		
19	Natural Capital Investment Fund & Strategy		
20	Railway Station Refurbs and East-West Metro Route		
Cross -Cutting Strategic Initiatives (with BCP Council via Council-led Governance)			
	Place Potential Study		
	Property market & place SWOT/Comparators/GAP Analysis		
	Office & Commercial Proposition		
	Destination		
	Cultural & creative		
	Sport, Leisure & Recreation		
	Food, Retail & Entertainment		
	Economy, Jobs, Skills & Local Economic Capture		
	Balanced neighbourhoods		
	Green Infrastructure & Towards Zero approach		
	Place Branding		
	Property Market Performance - baselining and monitoring; all property categories; supply chain issues & skills		
	Feasibility East-West Rail Service		
	Walkability Movement & Parking		
	Strategic Integrated Transport strategy based on multi modal analyses		
	East-West MetroLink Feasibility		
	Strategic Parking Review		
	Smart footprinting to enhance walkability		
	Smart Growth		
	Integrated Urban & Infrastructure Model		
	Land use intensification mapping and study		
	Small sites search		

2.8. Quality Management, Monitoring & Evaluation

Excellent quality management process will be critical to the delivery of schemes and, ultimately, to the achievement of the Council's objectives for the URC.

Two key areas will enable quality management within the company:

1. Monitoring and Evaluation
2. Clarity over critical success criteria and key performance indicators to be used for measuring success.

^[1] BDC site, with options and viability to be determined in cooperation

2.9. Monitoring and Evaluation

The following section describes how the objectives and outcomes in the URC Business Plan will be measured, monitored, and evaluated to assess the impact of the URC in achieving its stated aims; and considering the extent to which investment provides value for money.

Monitoring aims to review progress against planned targets, by providing information and evidence to check that programme expenditure and outputs are successfully delivered and agreed milestones are met. This is in contrast with **evaluation which assesses effectiveness and efficiency**, during and after the implementation of specific project interventions and aims to measure whether anticipated benefits have been realised.

2.9.1. Baseline

The Theory of Change Model, set out earlier in this document, summarises the key issues the URC Business Plan aims to address, the proposed interventions and projects, and the intended outputs and longer-term outcomes.

Before projects can be monitored and evaluated, there is a need to establish a starting point or baseline against which progress, and the eventual effectiveness of the completed project can be assessed. The baseline for projects will be agreed with the URC in Year 1 of the service.

2.9.2. Regular Reporting

Monitoring and evaluation will support the quality management of day-to-day activities. It will provide the Council with ongoing assurance that the activities being undertaken by its wholly owned company are in line with the Council's priorities and objectives.

The URC will be required to provide a monthly highlight report update on its programme of works in order to inform Council officers and Members of its progress towards the Council's objectives. The format of this report will be agreed between the URC and the Council, however, is expected to contain:

- The key priority projects for the Council
- The progress against forecast timescales
- The progress against forecast costs
- The progress against forecast quality
- Likelihood of achieving expected benefits
- Key risks and issues
- Lessons Learned.

This reporting also enables a systematic, regular opportunity for senior leadership within the URC to raise concerns and request the support of Council stakeholders in removing barriers for individual projects.

2.9.3. Annual Performance Reporting

As part of the ongoing business planning cycle, the URC will be required to compile an Annual Performance Report which outlines the progress made over the last year. It is envisaged that this should be undertaken in conjunction with forward business planning.

2.9.4. Evaluation

There are three main types of evaluation. Process evaluation considers whether an intervention is being implemented as intended; whether its design is working; what aspects are working well or less well, and why. Impact evaluation tests what changes have occurred as a result of the intervention, the scale of those changes, and assesses the extent to which they can be attributed to the intervention, while any comparison of the benefits and costs of the intervention is usually referred to as a value-for-money evaluation. These types of targeted evaluations are important for the Council to undertake as they build a track record of delivery and analysis that is increasingly critical for successful Central Government bidding.

However, it is equally important that the scale and scope of specific evaluation work is pragmatic and commensurate with the scale of the project and the associated level of risk. Undertaking duplicative or unnecessary evaluation will create capacity challenges for both the URC and the Council. Our requirement will be to ensure that any evaluations are useful, credible, robust, and proportionate.

When undertaking impact evaluation work, the Client Team will address questions including:

- What measurable outcomes, both intended and unintended, occurred?
- How much of these outcomes can be attributed to the project /intervention?
- Have different groups been impacted in different ways, how and why?
- How has the local context influenced outcomes?
- Can the benefits of the project/ intervention be reproduced?

3. Section Two: Organisation & Governance

3.1. Contractual Framework

This Commissioning Plan provides a framework that sets out how the URC and Council's Client Team will be expected to work together to advance the development of agreed sites and projects. The plan will be supported by a formal Commissioning Agreement specifying the works packages the URC will be asked to deliver on behalf of the Council. This will provide a framework for monitoring the URC and its performance in delivering the agreed works packages and outcomes.

The Commissioning Plan will be refreshed each year alongside the URC's Business Plan which will set out a forward rolling programme of development.

The contractual arrangements for the URC will be incorporated within a series of formal documents. These will include:

3.1.1. Shareholder Agreement

The Council will be the sole shareholder of the URC. The Shareholder Agreement will set out the Council's expectations concerning the governance and strategic direction of the URC and the development management services and outcomes it requires the company to deliver. The Shareholder Agreement will also set out a series of Reserved Matters covering issues on which the URC will require to obtain approval from the Shareholder (the Council) before progressing.

3.1.2. Articles of Association

The articles of association are a statutory requirement and specify the regulations for the company's operations including the process for appointing directors and the handling of financial records.

3.1.3. Strategic Commissioning Agreement

The Commissioning Agreement is the overarching contract between both parties and will set out the detailed working practices between the parties including key factors for a successful relationship including schedules that cover insurance, work packages, approval process, payment, obligations, etc. The success of the URC will depend upon the parties' ability to effectively co-ordinate and combine expertise, manpower, and resources to accelerate the delivery of key sites and unlock their full value through best practice urban design and placemaking.

3.1.4. Resource Agreement

The Council will provide a range of services to the URC to assist with its operation. The Resource Agreement sets out the obligations of both parties in relation to those services.

3.1.5. The Teckal Exemption

The URC will be a council owned company set up within the terms of the so called Teckal exemption. In general, public contracts are subject to competition in accordance with the Public Contract Regulations 2015 (PCR). However, where a Local Authority undertakes work in-house, it does not have to follow the competition procedures set out within the PCR.

The Teckal exemption extends the 'in-house' principle to entities which meet the relevant criteria, allowing contracts to be awarded without following a tender process, in accordance with the PCR, in circumstances where the entity is utilising the Council's own administrative, technical, and other internal resources.

For the URC to benefit from the Teckal exemption, it must comply with a three-stage test under Reg 12(1) of the Public Contract Regulations.

- (a) the contracting authority exercises over the legal person concerned a control which is similar to that which it exercises over its own departments;*
- (b) more than 80% of the activities of the controlled legal person are carried out in the performance of tasks entrusted to it by the controlling contracting authority or by other legal persons controlled by that contracting authority; and*
- (c) there is no direct private capital participation in the controlled legal person with the exception of non-controlling and non-blocking forms of private capital participation required by national legislative provisions, in conformity with the Treaties, which do not exert a decisive influence on the controlled legal person."*

3.1.5.1. Safeguarding the Teckal Exemption

In relation to Reg 12(1)(a), the test that needs to be satisfied concerns whether the Council will have control over the URC as it would if the URC was one of its own internal departments.

The Council must be able to show it exercises a decisive influence over both strategic objective and significant decisions:

- "(3) A contracting authority shall be deemed to exercise over a legal person a control similar to that which it exercises over its own departments within the meaning of paragraph (1)(a) where—*
- (a) it exercises a decisive influence over both strategic objectives and significant decisions of the controlled legal person, or*
 - (b) the control is exercised by another legal person which is itself controlled in the same way by the contracting authority, and references to "control", "controlled" and "controlling" in paragraphs (1) to (3) shall be interpreted accordingly."*

There are several ways in which the Council can demonstrate that it is exercising control over the URC and thereby safeguarding the Teckal status. These include:

- Utilising an extensive list of Reserved Matters within the Shareholder Agreement. The Reserved Matters are matters which require the company to obtain approval of the shareholder before being in a position to move forward,
- Requiring the URC to adopt the same policies and procedures used by the Council including its Financial Regulations, scheme of delegation, and its Mandatory Training programme.

- In relation to Reg 12(1)(b), it has been determined that the purpose of the URC is to provide regeneration services back to the Council with no intention of completing in the wider market which satisfies the second test.
- Finally, in compliance with the third test Reg 12(1)(c), it is the intention that the Council will be the sole shareholder of the URC, without any external private investors.

Should any of the above change, such as the possibility of the URC providing services to the open market, or seeking private investment, the URC must liaise with the Council's Client Team to instruct Legal Services to consider any implications so that the URC's Teckal status can remain safeguarded.

3.2. Governance

3.2.1. Approval Process & Investment Gateways

The operations of the URC will be governed at varying levels. The work of the URC Senior Management Team will be overseen by a Company Board. In conformance with the requirements of the Companies Act and best practice in corporate governance, this will include independent non-Executive Directors with relevant subject matter expertise.

The Council's Regeneration Commissioning Team will receive regular reports on URC activities and performance to ensure progress is being made in line with the URC's Annual Business Plan and to enable coordination and collaborative working.

Each year the URC's Business Plan will be refreshed and updated, and the URC will bid for resources to be considered as part of the Council's annual budget setting process.

As part of this process, the Council's Regeneration Commissioning Team will undertake an Annual Review of the business plan. This review will validate, and recommend the approval of, the draft URC Annual Performance Report and Business Plan before these progress through Cabinet and Council.

On a day-to-day basis the Client Team within the Council will employ a contract manager who will act as point of liaison and support for the URC. It will also monitor its progress in achieving the objectives set out in its business plan and formalised within the Commissioning Contract.

In addition to the corporate governance of the URC as a company, it will be important to ensure that governance of new projects and investment proposals is properly managed.

A portfolio control system will provide a robust mechanism for the URC and the Council to conduct a balanced evaluation of all projects at key points in their lifecycle and is designed to ensure that the URC meets the objectives set out in the business plan and contributes effectively to the ambitions of the Council's Big Plan.

The system adopted has been based on HM Treasury Green Book guidance and corresponds to the key stages of the Royal Institute of British Architects (RIBA) Plan of Work scheme. This includes a series of **project stages** and decision **gateways** including control/approval points to govern specific investment decisions.

The system provides a control framework through which strategic interventions and negotiations are enabled while protecting the public interest and ensuring there is an audit trail behind key decisions.

The system will provide assurance to the FuturePlaces Board and BCP Council that:

- Projects are carefully and consistently reviewed at key project stages
- Public money is invested in projects that are aligned to the objectives set out in the BCP Council Regeneration Commissioning Plan and the FuturePlaces Business Plan
- Projects and programs are delivered on time and to budget
- Projects are designed and delivered to a high standard, and
- Socio-economic benefits are achieved.

3.2.2. Investment Gateway System Overview

The Investment Gateway System includes six project stages alongside seven control points, of which five are decision points and two (completion and benefits realisation) are outcome points. A decision point is a strategic decision to proceed with an investment; an outcome point is a reporting point to validate outcomes.

BCP FUTUREPLACES INVESTMENT GATEWAYS

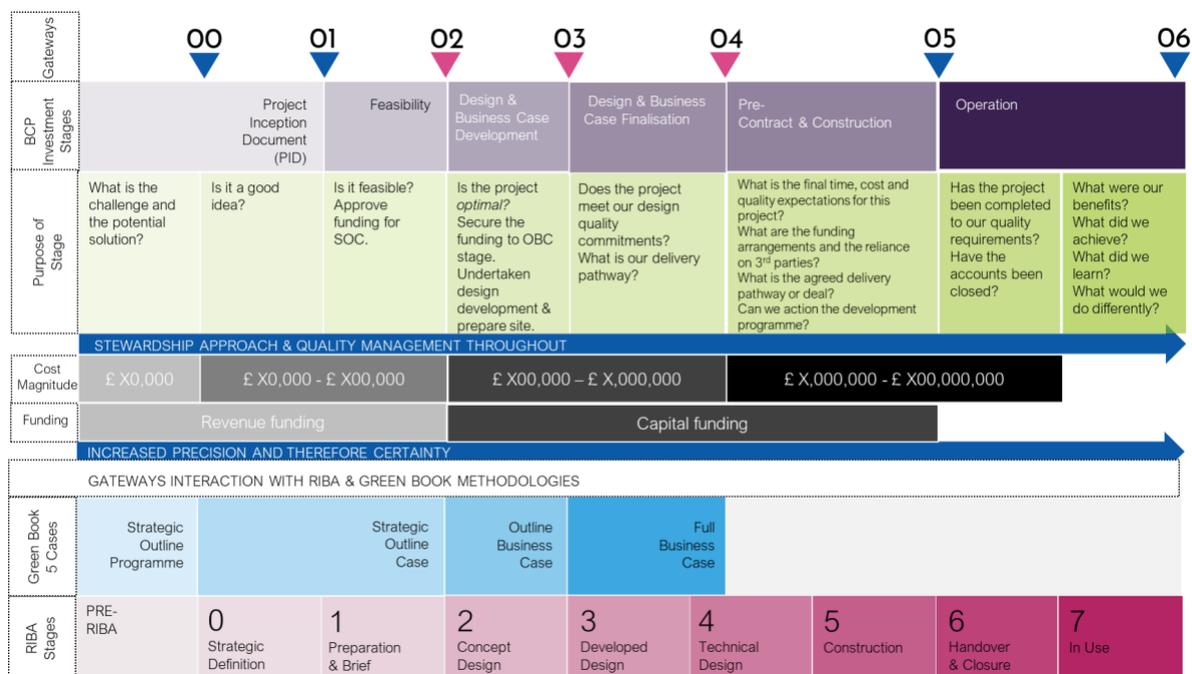


Figure 5: A summary of the Investment Gateway process for the URC

The system:

- Covers the full project lifecycle, from inception, through operation and to completion.
- Provides a level of project appraisal and assurance proportionate to the scale and risk associated with projects and the URC's overall portfolio.

A project must gain approval at each point before moving forward to the next stage. There are various approval bodies depending upon the control point. The process and the various approval bodies who are involved at each point are explained below.

Within the system there is a distinct separation between those who manage projects (such as Development Managers or Construction Managers) and those who approve projects to proceed through a control point (Senior Management).

3.2.3. Approval Bodies

Two Gateway approval bodies are identified in the diagram below:

- **The BCP FuturePlaces Gateway Board**, which is comprised of the FuturePlaces' Senior Management Team.
- **BCP Council.** Depending upon the size and scale of the projects coming forward, it is likely that this will be either the Cabinet or the Council providing approvals at this Gateway.

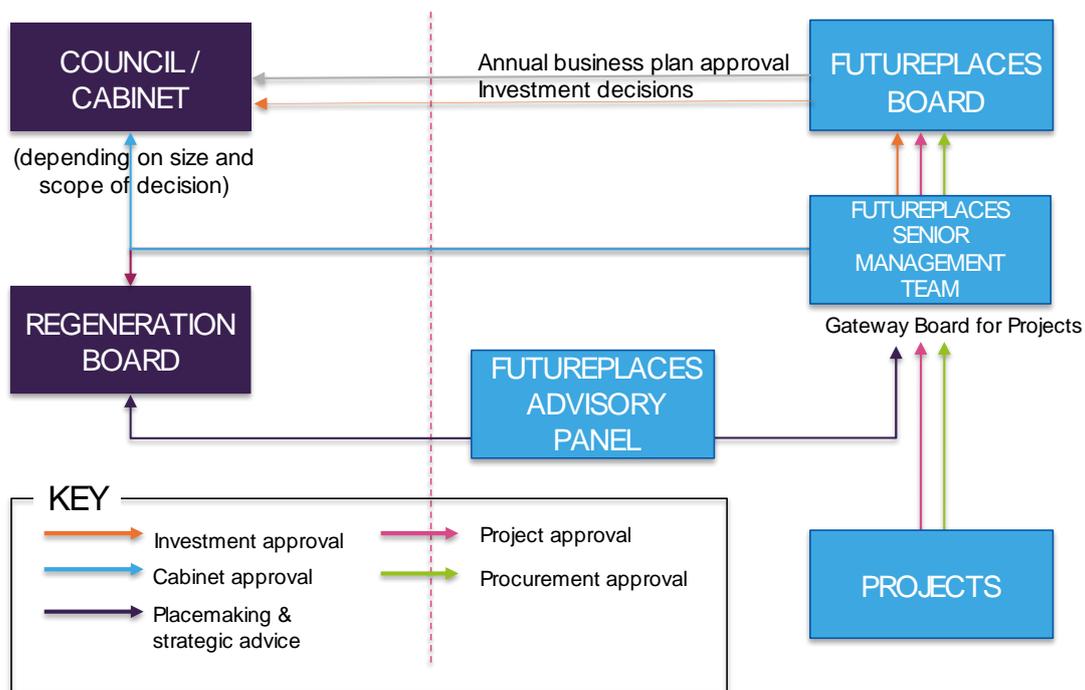


Figure 6: The project approval and commissioning pathways for the URC.

While not part of the formal decision-making process, it is expected that the URC Senior Management Team will undertake early engagement with the Regeneration Commissioning Team to ensure that the Council is involved in the scheme development process. Any report that is taken for Council decision-making will be required to move through the normal Council clearance process, which involves officer review and sign off.

3.2.4. Detailed Guidance for Gateway Stages

This section provides guidance for each gateway stage, setting out in more detail the purpose and procedures for each stage and its corresponding control point. The URC will be responsible for assembling and managing a core project team tasked with the delivery of the development projects. The delivery of each project will require input from both the URC and BCP Council. The process below identifies who will need to be involved in shaping the project and at which stage.

Each section contains guidance on the steps required to ensure successful progression through the relevant control point.

For those on the Gateway Board, further guidance will be provided setting out suggested lines of questioning and the evidence expected to fully appraise each project's progress.

The guidance for each stage includes:

- The purpose of the stage
- Considerations, documents, and other inputs that should be taken into consideration when completing the tasks for the stage
- Control point
- Approval body
- Template(s) to use for the control point review
- Other core information required.

The Investment Gateway process has six key stages, at the end of each a gateway must be passed in order to progress to the next stage.

Table 2: The Investment Gateway Process

Stage	Gate way	Decision-Maker	Key Consideration	Required Product (end of Stage)
Project Inception / PID	0	FuturePlaces Gateway Board	<ul style="list-style-type: none"> • <i>What is the challenge and the potential solution?</i> • <i>What is the triple-bottom line value to the Council?</i> 	
	1	FuturePlaces Gateway Board	<ul style="list-style-type: none"> • <i>Is it a good idea?</i> 	Project Inception Document
Feasibility	2	BCP Council	<ul style="list-style-type: none"> • <i>Is it feasible, and potentially financially viable?</i> 	Strategic Outline Case
Design and Business Case Development	3	BCP Council	<ul style="list-style-type: none"> • <i>Does the project meet our design quality commitments?</i> • <i>Does the financial case meet minimum return and maximum investment conditions?</i> • <i>What is the delivery pathway?</i> 	Outline Business Case
Design and Business Case Finalisation	4	BCP Council	<ul style="list-style-type: none"> • <i>What are the final time, cost and quality expectations for the project?</i> • <i>What is the agreed delivery pathway or deal?</i> • <i>Can we action the development programme (e.g., award contractor; enter JV; etc).</i> 	Full Business Case
Pre-Contract & Construction	5	FuturePlaces Gateway Board	<ul style="list-style-type: none"> • <i>Has the project been completed to our quality requirements?</i> • <i>Have the accounts been closed off?</i> <p><i>For retained assets:</i></p> <ul style="list-style-type: none"> • <i>Is a plan for ongoing operation and asset management in place?</i> • <i>Are sufficient resources in place to allow long term stewardship of</i> 	Completion Ongoing asset management

			<i>the site to retain and increase value?</i>	
Operation	6	FuturePlaces Gateway Board	<ul style="list-style-type: none"> • <i>What were our benefits?</i> • <i>What did we achieve?</i> • <i>What did we learn?</i> • <i>What would we do differently?</i> 	Benefits & Evaluation Report

3.2.4.1. Stage 0 Pre-Project Inception

Given the complexity of the sites and the company’s intrinsic placemaking aims, a Pre-Project Inception stage has been included in the Investment Gateway process. This stage is particularly critical for complex programmes or schemes where multiple projects may exist but may not initially be easily defined. It is the stage where a project is initially expected to define its quality criteria and to develop a sense of the key challenges that the programme is trying to address. It provides the opportunity for a Strategic Outline Programme (in line with the Treasury Green Book process) to be created, if required. It also allows for appropriate studies to be undertaken that inform the later project development process.

Note that for less complex schemes, or schemes where the challenges and requirements are already well understood, the scheme may progress directly to Stage 1 – Project Inception Document, without the need for a Strategic Outline Programme to be created.

Purpose	To ensure that the opportunities and challenges for the area – and potential intervention – are understood.
Considerations	Corporate strategies and objectives, market knowledge, networks, statutory development plan and other material considerations, planning obligations, relevant legislation, funding opportunities, planning applications/monitoring, Portfolio performance data, any available due diligence information affecting deliverability, possible commercial partners.
Control Point	Gateway 1 Project Inception
Approval Body:	FuturePlaces Gateway Board
Template to use:	• Strategic Outline Programme (if required).
Other core information required:	<ul style="list-style-type: none"> • Site Information – strategic and local context, photos, site constraints etc. • Initial Client brief – a short statement setting out what the Council might want from the site or options for FuturePlaces to appraise / discount.

3.2.4.2. Stage 1 Project Inception

Purpose	To confirm that an <i>idea</i> is a good one prior to FuturePlaces investing significant levels of resource into developing the <i>idea</i> with further feasibility work during the next stage.
	This stage should provide an initial feasibility review of the site and provide an answer as to whether the project is worth pursuing by FuturePlaces with its own working capital.

Considerations	Corporate strategies and objectives, market knowledge, networks, statutory development plan and other material considerations, planning obligations, relevant legislation, funding opportunities, planning applications/monitoring, Portfolio performance data, any available due diligence information affecting deliverability, possible commercial partners.
Control Point	Gateway 1 – Approval to Move to Feasibility
Approval Body:	FuturePlaces Gateway Board
Template to use:	<ul style="list-style-type: none"> • Project Inception Document • Site Viability Appraisal, including planning feasibility
Other core information required:	<ul style="list-style-type: none"> • Site Information – strategic and local context, photos, site constraints etc. • Initial Client brief – a short statement setting out what the Council might want from the site or options for FuturePlaces to appraise / discount. • A simple massing and capacity study outlining site, wider context, development principles, indicative heights and massing and resulting development capacity (floorspace and unit numbers). • At least 1 viable development option tested using available cost information to ascertain if a viable development scheme can be achieved on the site. • Initial site review by Planning Consultancy as to site's redevelopment potential in planning, including development principles and guidance on policy implications and planning strategy. • Consideration as to how the scheme might best be delivered (direct delivery, JV, disposal etc).

3.2.4.3. Stage 2 Feasibility & Strategic Outline Case

Purpose	<ul style="list-style-type: none"> • To validate that a project is feasible and worth pursuing into developed design • To obtain commitment to invest and approval to fund the project's pre-development costs to contract award (G4) and starting construction. • This may also include seeking approval to purchase land/property.
Considerations	Gateway 1 Pre - Feasibility feedback/actions, site feasibility information, site constraints, commercial viability, planning policy and other material considerations, planning obligations, planning strategy risks and mitigation.
Control Point	Gateway 2 – Approval to Develop Design and Business Case
Approval Body:	FuturePlaces Gateway Board Full Council / Cabinet (Depending upon scheme size and existing delegations)
Template to use:	<ul style="list-style-type: none"> • Strategic Outline Case, including Site Viability Appraisal (SVA) • Risk Register • Programme (Project Plan / Gantt Chart)
Other core information required:	<ul style="list-style-type: none"> • Project brief • Full Due Diligence Information (Report on Title, initial survey information etc.) • Full Feasibility Study undertaken by Architect and reviewed by Planning Consultant • Feasibility Cost Plan undertaken by a QS

	<ul style="list-style-type: none"> • Scheme valuation information – local sales/lettings info • Scheme viability and funding proposals • Planning Strategy Note prepared by Planning Consultancy • Communications and Stakeholder Engagement Strategy • Heads of Terms and any legal agreements (if purchasing land/property from a third party) • Procurement Strategy and timetable for appointing contractor
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3.2.4.4. Stage 3 Outline Business Case

Purpose	<ul style="list-style-type: none"> • Design a scheme which optimises the site and is acceptable in principle in planning terms. • To validate that the project is optimal in terms of the balance of costs, benefits, and risks. • To approve the scheme be submitted for planning approval. • To approve the procurement strategy and commencement of contractor tender process.
Considerations	Gateway 2 Commitment to Invest supporting documents and comments, planning information, stakeholders and community engagement, site technical information and survey outputs
Control Point	Gateway 3 – Approval of Outline Business Case & Design and to Progress to Stage 4.
Approval Body:	FuturePlaces Gateway Board Full Council / Cabinet (Depending upon scheme size and existing delegations)
Template to use:	<ul style="list-style-type: none"> • Outline Business Case, including a Site Viability Appraisal, • Risk Register • Programme
Other core information required:	<ul style="list-style-type: none"> • Pre- application advice • Planning application and supporting documentation • Procurement Strategy and draft tender documentation (ER's and specifications) • Valuation report • Pre-tender Cost Plan • Statutory approvals / permissions

3.2.4.5. Stage 4 Determination of Planning Application & Full Business Case

Purpose	<ul style="list-style-type: none"> • To assure the Full Business case and verify final commitment to invest from all investors and draw down funds to enable the construction and delivery of the scheme. • To Award Contract to preferred bidder and commence construction period • To secure planning permission
Considerations	Gateway 3 supporting documents and comments, procurement strategy, tender information and supplier engagement, payment schedule
Control Point	Gateway 4 – Commitment to Invest
Approval Body:	FuturePlaces Gateway Board Full Council / Cabinet (Depending upon scheme size and existing delegations)

Template to use:	<ul style="list-style-type: none"> • Full Business Case • Risk Register • Programme
Other core information required:	<ul style="list-style-type: none"> • Pre-tender cost plan • Tender documentation • Post-tender cost plan and evaluation • Final Contract awaiting authorisation and execution • Other statutory approvals required • Planning Decision Notice

3.2.4.6. Stage 5 Handover

Purpose	<ul style="list-style-type: none"> • To review and approve the final account (or equivalent) for a project, confirming that the project is complete and any formal project close and handover activities have been completed and lessons learned documented. • For retained assets, to ensure that a plan for ongoing operation and asset management is in place and supports the long-term stewardship approach to a site.
Considerations	Gateway 3 Sign off supporting documents and comments; Gateway 4 Contract Award supporting documents and comments.
Control Point	Gateway 5 – Completion of Project
Approval Body:	FuturePlaces Gateway Board
Template to use:	<ul style="list-style-type: none"> • Programme • Handover Summary Report • Curation Plan (for retained assets) • Project Closure Report
Other core information required:	<ul style="list-style-type: none"> • PC Certificate • Final account • Defects list and resolution • Warranties and certificates

3.2.4.7. Stage 6 Benefits Realisation

The benefits realisation stage occurs at the end of a project once handover has been completed. It is possible that there may be a time delay between the end of a project and the benefits realisation assessment, depending upon the benefits that were expected to be created through the scheme. It is also possible that a Project Sponsor may request that two rounds of benefits realisation are undertaken: the first as construction and handover is completed; and the second sometime after the project completion to assess the wider benefits of the scheme.

Purpose	To confirm that the benefits stated in the Full Business Case are being / have been achieved, the benefits and outcomes feed into the Portfolio monitoring and project approvals processes.
Considerations	Gateway 5 Sign off supporting documents and comments
Control Point	Gateway 6 – Realisation of Benefits
Approval Body:	FuturePlaces Gateway Board
Template to use:	<ul style="list-style-type: none"> • Benefits Realisation Report
Other core information required:	<ul style="list-style-type: none"> • Resident satisfaction surveys • Defect completion update • Management and maintenance performance review

3.3. The Role of the Regeneration Client Team in Commissioning

The objective of commissioning is to ensure that the scope and specification of services are clearly articulated and built into contract specifications from the outset; and managed throughout the lifetime of the entity.

Commissioning staff need to be skilled in several areas including project planning, financial analysis, communication, stakeholder management, project management, contract management, resource allocation and management, performance monitoring and risk management.

The commissioning team will be responsible for ensuring that:

- The key policy objectives of the council are embedded within each project
- A high standard of project management and performance is adhered to
- A high standard of project due diligence is adhered to
- A high standard of oversight and governance is adhered to through the life of the project
- Risk management is actively put in place and monitored on an ongoing basis
- Key obstacles to delivery sitting on the BCP Council side are positively and effectively addressed.

3.3.1. Regeneration Client Team Structure

The intended client team structure is outlined below.

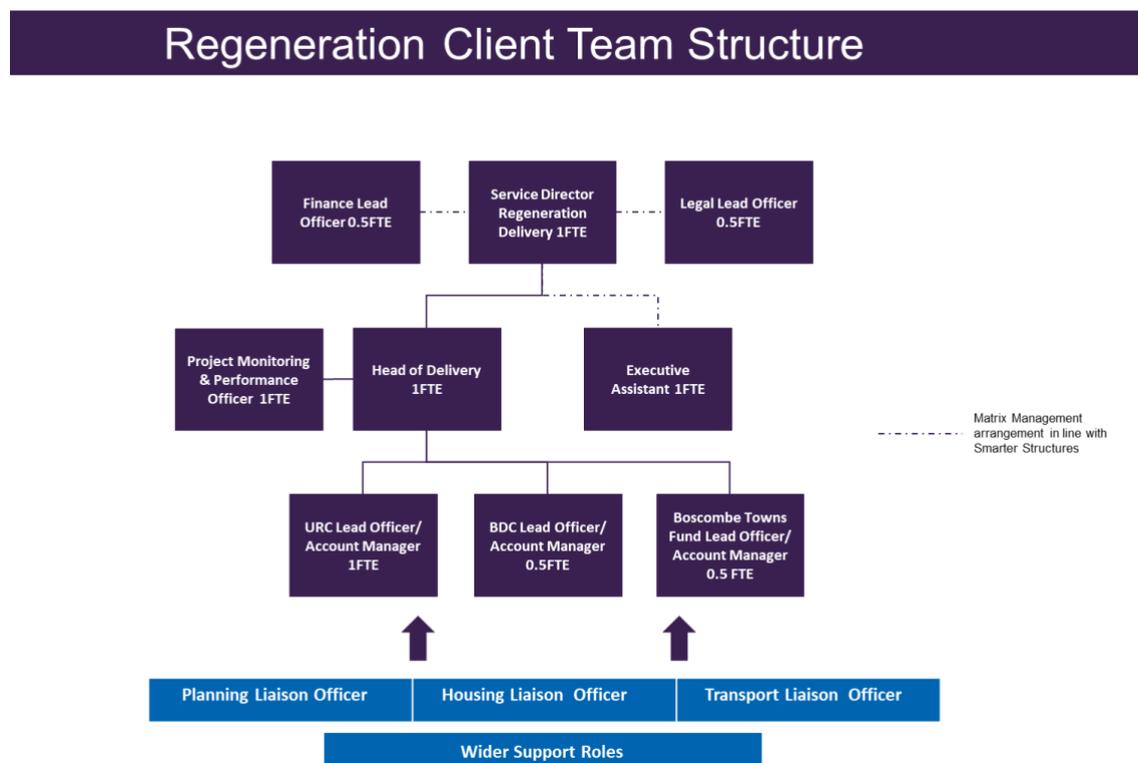


Figure 7: The proposed team structure for the Regeneration Client Team

Role of the Regeneration Client Team

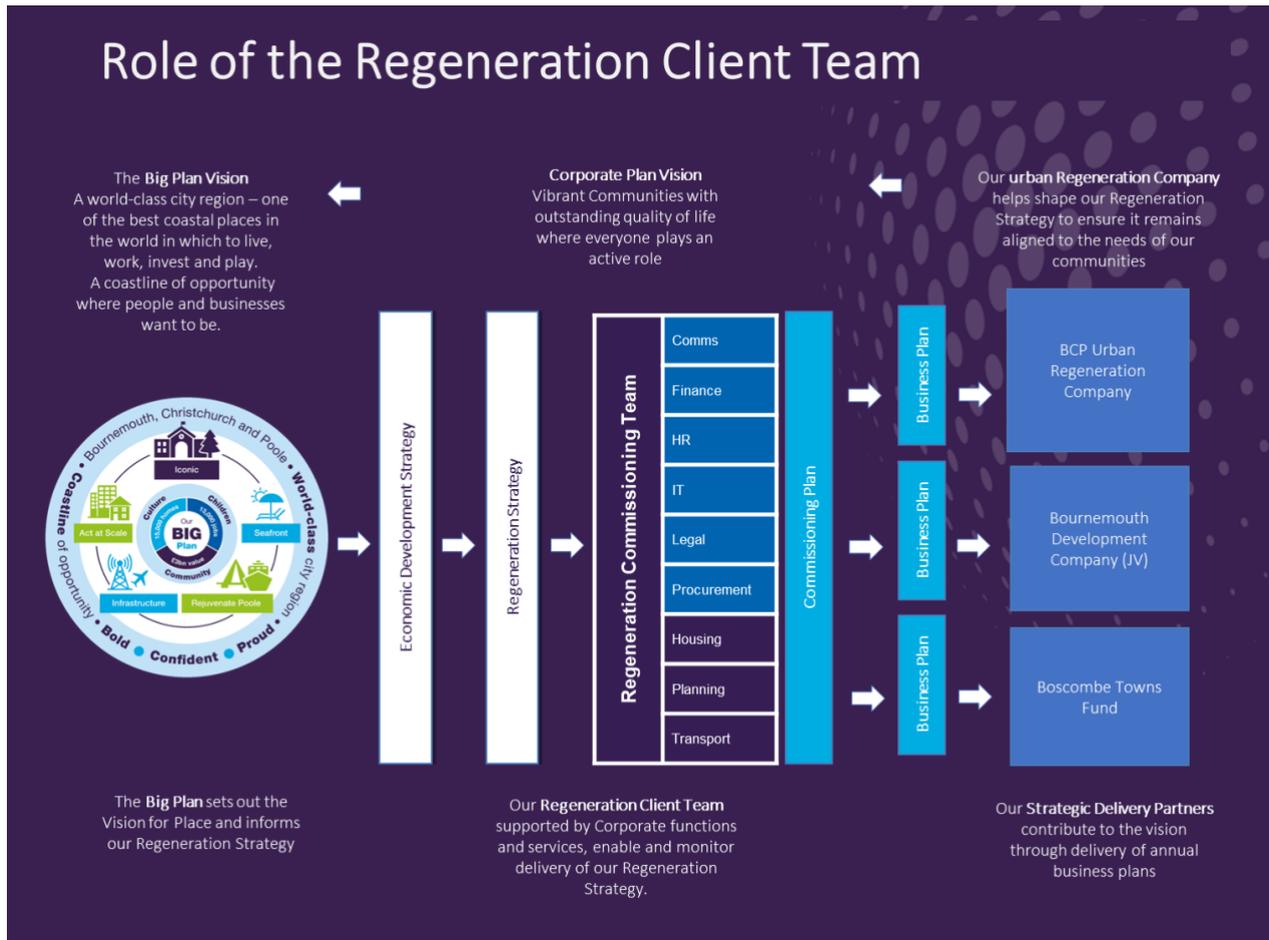


Figure 8: The Role of the Regeneration team and key partners

In the short term there is not expected to be any transfer of assets to the URC. As such, the Client Team will operate as the key interface to the Council's real estate, legal, and finance functions and will ensure that these are adequately resourced to support the deal flow anticipated by the URC programme.

The Client Team will provide the right resources at the right time to ensure project success and to minimise bottlenecks and pressure points occurring across a portfolio of projects.

The team will carry out a variety of monitoring functions including receiving data about project progress; producing performance reports; developing standards and processes; and ensuring the use of agreed standards and processes to:

- Ensure projects are aligned to organisational strategy
- Engage senior leadership and stakeholders
- Develop a culture of collaboration between the client body and its delivery partners, customers, and stakeholders
- Demonstrate the value that the Client Team brings to the organisation
- Simplify project processes
- Remove/negotiate barriers to delivery.

3.3.2. The PMO Function

The Regeneration Client Team, will incorporate a Programme Management Office (PMO) function to guide, enable and oversee the work of the URC, ensuring that its activities are aligned to the council's **Big Plan** and **Corporate Plan** objectives.



PMO duties include:

- Acting as a critical friend to provide independent challenge to the senior leadership team.
- Managing the Gateway process to ensure that projects are consistently reviewed at key project stages and decisions are taken at the right time by the right people to ensure that the public interest is protected
- Establishing regular and accurate project reporting to provide early warning management information that ensures projects and programmes are delivered on time and to budget
- Monitoring monthly Highlight Reports to confirm that key milestones for the period in question are on track to deliver the outputs and outcomes specified in the PID and that adequate mitigation measures are being implemented to resolve issues
- Reviewing Risk and Issue Logs to provide assurance that appropriate risk mitigation is in place and issues are escalated when necessary.
- Monitoring the URC's common data environment which provides a documented project audit trail.
- Compiling a regular dashboard report capturing key project performance information from the URC and other delivery partners
- Recording project change requests and ensuring that associated documentation is updated accordingly.
- Tracking and recording project closures and maintains a Lessons Learned library
- Channelling and mediating issues arising between the URC and key departments to remove blockages and ensure alignment of interest where possible.

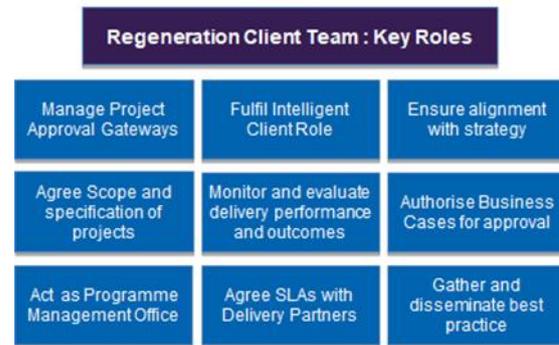


Figure 9: The key roles of the Regeneration Client team.

The PMO will also be responsible for evaluating project success including process evaluation, impact evaluation and value-for-money evaluation. Details are set out in the Monitoring and Evaluation Strategy section.

3.4. Ways of Working

For the URC to be a success, an environment of productive partnership working between the URC and relevant Council Service Departments and the Client Team will need to be established. This will require careful investment in staff induction, team building, and regular communications focused on development sites and desired outcomes. Several measures are being put in place to enhance partnership working arrangements between Council Officers and URC staff and these are summarised below.

3.4.1. Common Data Environment (SharePoint)

The need for commercial confidentiality on the part of the URC is well understood. It is the Council's expectation that the URC will make finalised documents available on a Common Data Environment (CDE), which the Council will be able to access as required to enable efficient, collaborative working between the two organisations.

3.4.2. Continuity of Service

To enable the continuity of service in the event of the termination of the URC or an unforeseen resourcing event, the Council will require the URC to make the following documents accessible for each project as they become available in final format:

- Overall programme management and phasing plans
- Project Inception meeting records
- Project Inception Documents
- Strategic Outline Programme
- Strategic Outline Case
- Outline Business Case
- Full Business Case
- Site Development Plans
- Masterplans and Related Documents
- Project Roles and Responsibilities (e.g., via RACI or project organograms)
- Building Handover Logs
- Post-Handover Activity Reports (e.g., Post-Occupancy Surveys).

In the event of the termination of the URC, or as required by the Council, the company will also require access to all project-based information, including but not limited to:

- Project Highlight Reports
- Project Budget Forecasts and Spend Reports
- Risk Registers and Issue Logs
- Programme Audits
- Change Control Records
- Request for Information Logs
- Project Closure Reports
- Post Completion Reviews / Snagging Reports.

4. Section Three: Financial Strategy & Budgetary Control

4.1. Overview of Financial Strategy

The 2021/22 budget set by the Council is a bold, creative, dynamic, responsible, and robust budget which included £1.75m investment in regeneration, a Council priority. The budget includes revenue resources for the internal client team and development management advice procured via the URC.

The Council's five-year Capital Investment Programme (CIP) represents an ambitious strategic medium-term programme of investment in each of the council's priorities. It includes all capital projects for which funding has been secured, including key strategic and regeneration schemes and will develop further as new capital projects are approved.

Any new capital projects not already included within the CIP will require separate approval in line with BCP Council financial regulations and following the URC Investment Gateway Process set out in the Governance Section of this Commissioning Plan.

The URC's advice and guidance will be key to determining the best course of action for regeneration opportunities, ensuring they are realised and value for money is achieved.

4.1.1. 3rd Party Funding

As noted above, subject to BCP Council approval, the URC will consider the most appropriate source of funding (both debt and equity) for URC projects. Although capital may be available from internal or central government sources, it may be desirable to source external capital, e.g., for relationship reasons, operational expertise, or speed of execution. These options will be considered as part of the business case for all URC developments.

4.1.2. Treasury Management Strategy

Cash levels are likely to be modest, but Treasury Management services will be procured from BCP Council and will be invested in line with the BCP Council Treasury Management Strategy.

4.1.3. Financial Regulatory Landscape

It is worth highlighting the changing regulatory landscape that the Council and therefore the URC will have to abide to when making decisions on capital investments and borrowing. The Chartered Institute of Public Finance and Accountancy (CIPFA) Prudential Code for Capital financing, which governs the system of LA capital financing is introducing the overarching rule that an authority must not borrow to invest primarily for financial return. For this reason, all URC projects have been carefully assessed against a requirement to provide either enhanced public realm, increased dwellings or other public good. All are designed to improve the quality of place and provide badly needed homes or facilities for the community. As such they meet this requirement.

In addition the UK government's rules for access to Public Works Loans Board (PWL) lending at the date of this publication require statutory Chief Finance Officers to certify that their Local Authority's capital spending plans do not include the acquisition of assets primarily for yield,

reflecting a view that Local Authority borrowing powers are granted to finance direct investment in local service delivery (including housing, regeneration and local infrastructure) and for cash flow management, rather than to add leverage to return-seeking investment activity. Again, this is not the primary driver of any of the URC projects – they all meet a social, economic regeneration or housing need for the community. The fact that many are expected to be value-accretive is a measure of the perceived value to the community and not the primary driver for the projects.

The government are also consulting on changes to the Local Authority Capital Finance Framework which will see further regulation of Councils' capital and borrowing plans and the potential introduction of debt caps if authorities continue to operate outside of the regulations. The Department for Levelling Up, Housing and Communities also plan to better constrain the risks associated with complex capital transactions. This includes credit arrangements, such as PFI deals or income strips, and financial derivatives. These types of arrangement can, if not properly managed and understood, carry more risk than traditional forms of financing. The URC has been carefully resourced to ensure it has the right expertise to support effective decisions and risk management should such financing become necessary or desirable in the future.

4.2. Financial Regulations

As a Teckal Company, the URC will adhere to the prevailing BCP Council financial regulations which are defined in Part 5 of the Council's Constitution. This is reviewed annually when consideration can be given to any specific conditions or exceptions the new company may require.

4.3. Scheme of Delegated Authority

The URC will follow the same delegation parameters as BCP Council. The Managing Director will have the equivalent status as a Service Director with the Managing Director's direct reports having the equivalent Head of Service status.

4.4. Internal Audit

The URC has Teckal status and, as such, will be subject to the Public Sector Internal Audit Standards (PSIAS).

The Internal Auditing Function is an independent, objective assurance and consulting activity designed to add value and improve an organisation's operations. It helps an organisation accomplish its objectives by bringing a systematic, disciplined approach to evaluate and improve the effectiveness of risk management, control, and governance processes.

The detailed work of Internal Audit is set out within the risk based Internal Audit Plan (IAP) which is designed to support the Chief Internal Auditor's Annual Internal Audit Opinion and Council's Annual Governance Statement (AGS).

Both the URC and the role of the Client Team will feature in the IAP in the same way as any Council service and may or may not therefore be audited on an annual basis. The IAP is aligned to the financial year so any *planned* audits will be built into the annual business plan for the URC. However, the IAP is a dynamic document, based on risk, so there may be a

requirement for additional unplanned audits. Should this be the case then the Internal Audit Team will liaise with the Client Team as early as possible to prevent duplication and make best use of limited resources.

5. Section Four – Communications & Stakeholder Engagement

5.1. Communications

As part of the Annual Business Plan approved by Cabinet, the URC will produce a Communications and Marketing Strategy to support the delivery of the aims and objectives of the Council's Big Plan and will include:

- Details of its proposed programme of work for the year ahead
- A summary of its achievements over the preceding year.
- Opportunities for joint working with the Council on inward investment and the promotion of place
- any support it may require from the Council's Communications Team to enable it to pursue its business objectives.

The URC will be required to follow the specific requirements below.

5.1.1. BCP Council's Media Relations Protocol

All media enquires received by officers must be referred to the Council's press office via press.office@bcpcouncil.gov.uk.

Officers should always be mindful of comments made when attending public meetings, as these may be recorded by the public or press, attended by the media and legitimately quoted as on the record comment. Likewise, comments made via social media can equally and legitimately be used by the media. Officers should be mindful that there remains scope for these comments to be used out of context by others.

5.1.2. Pre-election periods

During the 'purdah' period between the notice of an election and the election itself, local authorities must not publish any publicity on controversial issues or report views or proposals in such a way that identifies them with any individual members or groups of members.

5.1.3. Branding

A set of brand guidelines for the URC are being developed in consultation with the Council's Communications and Marketing Directorate which will set out the brand hierarchy between the Council and the URC in relation to URC activities.

5.2. Stakeholder Engagement

The Client Team will work closely with the URC to ensure that strategically important relationships with partner agencies are managed in such a way as to optimise strategic alignment and operational efficiency.

The URC will be committed to stakeholder-led engagement on strategic schemes to involve communities and stakeholders in the inception, briefing and design development of projects:

- Where there is a Neighbourhood Forum the URC will work with the Neighbourhood Forum as an ongoing partner in scheme development
- As proposals for individual sites evolve the URC will engage with local communities and stakeholders through a variety of consultation and engagement techniques. (Charettes, 360-degree engagement, design workshops, on-line tools, exhibitions)
- The URC will be able draw on the Research & Consultation team for support in running stakeholder engagement and workshops.

5.3. Consultation

It is anticipated that the URC will provide advice to the Council in relation to any statutory consultation for development projects and sites, as outlined in its business plan.

The URC will be expected to follow the principles of the BCP Council's Research and Consultation Governance Framework which is available on the Council's intranet.

6. Section Five: Risk Management

The URC will be required to maintain an updated risk register for each of the sites it is responsible for delivering and a high-level corporate risk register that deals with those risks which if they were to crystallise could imperil the Company's overall operations. Risk categories should include strategic/existential, operational, financial, external market risks, planning risks, and reputational risks.

Risks should be assessed by the probability/ likelihood of their occurrence and the impact at project and corporate level that would arise in the event that they were to crystallise. The mitigation and management of risks will be pivotal to the success of the URC's operations. A process by which risks are identified and sorted by consequence and probability is a first necessary step. Once this is in hand, then mitigation strategies for those that can be reduced or eliminated can be implemented, and management strategies can be put in place for those that cannot.

The exact form of the URC risk register will be for its Board to determine and set out in its business plan. For projects that proceed through business case development into implementation it is expected that for each identified risk a sensitivity analysis will be performed covering quantifiable outcomes or estimated for non-quantifiable outcomes, considering the break-even magnitude of impact required to reduce project return to zero, and consideration of the size of this outcome relative to the size of maximum likelihood outcome.

6.1. Conflict of Interest / Commercial Sensitivity

The URC and its staff will necessarily have access to commercially sensitive information, which may be of significant value to other market participants. As such, both conflict of interest will need to be appropriately managed.

With regard, to information management, BCP Council IT will be responsible for ensuring that URC systems are secure, and that access can be controlled to strictly authorised staff on a timely basis. All staff will be required to sign an appropriate NDA, reminding them of their responsibilities and obligations on a periodic basis. Although such an agreement could be embedded in an employment contract, the real value is in the "nudge" and "reminder" of re-signing periodically.

All engagement with the press and digital channels will be managed by the URC communications and engagement team, in coordination with the BCP Council Communications Department.

It is recognised that members of the URC team will of necessity and by virtue of their relevant experience have extensive relationships within the developer community. A conflict-of-interest policy will need to be developed in conjunction with the BCP Council's Legal and HR departments (see *Ways of Working*) to address this. Similarly, it is likely that some URC staff will have outside interests in real estate – ranging from family dwellings within the BCP area, to other property interest further afield. Any dealings in property within the BCP area will be strictly controlled, and subject to a requirement to declare interests beyond a family home. The URC Board will be required to include declarations of potential conflicts of interest as a standing item at the start of each Board Agenda. Individual Board members may be excluded from the Board for the purposes of discussing and reaching decisions on items where members have declared such a conflict of interest.

7. Appendix

7.1. Model Documentation (Templates & Checklists)

- Theory of Change Model
- Project initiation Document
- Strategic Outline programme
- Strategic Outline Case
- Outline Business Case
- Full Business Case
- Highlight Report
- Risk & Issue Logs
- Project Change Request
- Project Closure Report
- Post Completion Review
- Annual Review Checklist
- Annual Performance Report

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CABINET



Report subject	Levelling up – Creating a Skills Commission
Meeting date	27 October 2021
Status	Public Report
Executive summary	This report recommends the creation of a time-limited Dorset Skills Commission to oversee an ‘at pace’ response to critical skills issues that have been identified from recent economic research. These require an urgent response if the area is to achieve its economic ambitions and level up our economy. The Commission will be tasked with reporting back on its findings to a future Cabinet meeting in 2022/23.
Recommendations	<p>It is RECOMMENDED that:</p> <ul style="list-style-type: none"> a) Cabinet supports the creation of a Dorset Skills Commission between November 2021 and September 2022; b) For this Commission to facilitate the skills delivery needed for an effective and at pace response to a job-led approach to COVID-19 economic recovery and levelling up across Dorset; c) That the Commission undertakes a review into the Dorset skills landscape – with a particular consideration of the National Skills White Paper, and the levelling up agenda, producing a report that lays out a potential skills journey and opportunities/needs based on 10, 20 and 30-years trajectories; d) That the Commission works closely with the Dorset Skills Board and Panel to support immediate implementation of the wider skills priorities within the agreed Dorset Skills Plan and Dorset Investment Prospectus; e) That the Director – Economic Development in consultation with the Portfolio Holder for Covid resilience, Schools and Skills, and the Cabinet member for Regeneration, Economy and Strategic Planning, be given delegated authority to agree with Dorset Council and Dorset LEP the governance and membership of the Commission for inclusion in the Terms of Reference.

Reason for recommendations	The establishment of a dedicated Commission will oversee an effective and at pace response to a jobs-led approach to COVID-19 economic recovery and contribute to the levelling up of the economy. It would also provide an objective and independent review of the future Dorset Skills landscape, helping to shape a world-class skills and learning infrastructure for all communities, and helping to inform actions in the Brighter Futures and Dynamic Places sections of the Council's corporate plan.
Portfolio Holder(s):	Councillor Nicola Greene, Portfolio Holder for Covid Resilience, Schools and Skills Councillor Phil Broadhead, Portfolio Holder for Regeneration, Economy and Strategic Planning and Deputy Leader of the Council
Corporate Director	Elaine Redding – Corporate Director Children’s Services Adam Richens – Director of Finance
Report Authors	Chris Shephard – Director of Economic Development Sarah Rempel – Director of Education
Wards	Council-wide
Classification	For Decision

Background

1. The importance of a skilled labour market and the link between skills and social mobility has been recognised and embedded across all recent work associated with economic growth and levelling up in Bournemouth, Christchurch and Poole, particularly but not exclusively in the Council's draft Economic Development Strategy which will come to Cabinet in November.
2. A critical focus for Bournemouth, Christchurch and Poole's successful economic future is ensuring an increase in the availability of a local labour market, with the right skills. At the same time, it has to ensure that these people have the ability to live and move effectively across the region.
3. The 'demographic crunch' across our area (i.e., our rapidly ageing workforce) will put significant pressure on our skill base, social infrastructure and economic development potential. This represents one of the biggest challenges to our economic strategy and ambition to level up, with many businesses struggling to recruit the key skills that enable them to meet demand, to innovate and to grow. This has been further exacerbated with the economic impacts of COVID-19.
4. Headlines from the wider-Dorset area economic evidence base show that, out of a total population of some 800k (of which 350k are of employment age):
 - 25% of people working are due to retire in the next 10 years

- 24% of the working population have been furloughed – with a high % risk of redundancy (at the time of writing this the Furlough scheme has just ended)
 - We have seen over 150% increase in claimant count (which rises to 190% for 16-24yr olds) – i.e. a high % of people have already experienced job loss.
5. The evidence base would lead us to infer the following ‘take-away’ points:
- The demographic impact in Dorset is leading to a critical replacement demand issue (i.e. those leaving the workforce to retire are relatively well-qualified/skilled – an equivalent workforce is not ready ‘in the wings’).
 - Hard to fill vacancies are marked in Dorset.
 - Skills levels fluctuate across the area – with the lowest skilled in areas of relative deprivation.
 - Graduates and highly skilled people are leaving the area, with low numbers of those with equivalent skills coming into the area, yet 77% jobs are forecast to require Level 5 or above between 2017-2027.
 - There are widely reported recruitment gaps and lower numbers of Apprentices when compared nationally
 - COVID-19 has created a significant exposure in key industries: Hospitality & leisure, manufacturing, construction, arts/creative, tourism.
 - Dorset has a high % of people in self-employment - many of whom have been unable to access additional support in last 12 months.

We need to act now to address these issues, and identify the most effective responses to help level up our economy.

Proposed action

6. This report recommends the creation of a time-limited Dorset Skills Commission to oversee an ‘at pace’ response to critical skills issues across Dorset. This is one of a series of actions BCP Council is looking to take to address the issues outlined above and contribute to levelling up our economy.
7. Draft Terms of Reference (see appendix 1) are appended to this report. In summary, we would seek high level business leadership of the Commission, by appointment – with an emphasis on independence and objectivity as well as an understanding of the skills agenda in Dorset, the UK and beyond. It should be led by a figurehead skills expert, preferably from outside Dorset, who can claim the national stage on Dorset’s behalf. The Commission will be established in November 2021, with a final report by 30 September 2022.
8. The Commission would report to both Councils and the Dorset LEP Board. It is not proposed to be a Committee or Joint Committee and therefore only has advisory powers, not decision-making ones. It is envisaged that the Commission would focus on 3 tasks.
9. First, to oversee and help shape the most effective response to deal with the immediate implications on skills and learning (for those aged 16 and above) as a result of COVID-19 across Dorset. Whilst partners are already working on recovery and response activity, it is felt that a dedicated, high-level Commission would give

added impetus and focus, helping to 'cut through' barriers to progress. At this stage, it is envisioned that focus will be on:

- Establishing demand-led rapid retraining/reskilling programmes (potentially targeting worst hit areas, sectors and groups, such as 16 – 24 year-olds and the visitor economy).
 - Unlocking bespoke support to the self-employed (e.g., local procurement, supply chain network growth, 'buy local' etc).
 - Identifying support for business to achieve increased vacancy opportunities (e.g., Dorset co-ordination of Kickstart for micro and SMEs)
 - Aligning local and national responses for 'seamless' approach with maximum impact.
10. Second, and the *primary* role for the Commission will be to oversee a review of the Dorset skills landscape, with a particular focus on responding to the Government's [Skills White Paper](#) and on the levelling up agenda, enabling a plan for the future economy (10, 20, and 30-years) based on the future skills needs to improve and accelerate the productivity values of the economy.
 11. The White Paper notes the role of skills as "critical to our future success" noting *'the impacts of the coronavirus pandemic, the commitment for net-zero by 2050 and to embrace the new opportunities that exiting the European Union brings'*. It also supports the delivery of the Prime Minister's commitment to a "Lifetime Skills Guarantee". It is anticipated that the Commission would also seek to identify optimum implementation arrangements, particularly for Further Education, as well as the opportunity to deliver a devolved Adult Skills budget for Dorset.
 12. Finally, to ensure alignment and continuity, the Commission would be expected to work closely with the existing Dorset Skills Board and Panel to support, where appropriate, their implementation agenda across the Dorset Skills Plan and Dorset Investment Prospectus, and with future bids to Government funds including the UK Shared Prosperity Fund. It will also be expected to work with colleagues in the Integrated Care System (ICS) to ensure alignment with work on this subject.
 13. This alignment will then ensure continuity with the Council's work to help young people to Prepare for Adulthood by implementing accredited approaches to developing skills, strengthening the working relationships between adult and children services to improve transitions, widening the apprenticeships offer to increase accessibility for young people into the employment market. And, with the work to develop a broad post-16 curriculum offer, apprenticeships and joint work with local businesses to increase the range of high-quality opportunities for young people reducing local levels of Not in Education, Employment or Training (NEETs) to at or below the national average of 11.5%.

Options Appraisal

14. Option 1: To support the creation of a time-limited Dorset Skills Commission to oversee an 'at pace' response to critical skills issues across Dorset and contribute to levelling up our economy.
15. Option 2: To not support the recommendations and miss the opportunity to address critical skills issues across Dorset and contribute to levelling up our economy.

Summary of financial implications

16. The cost of delivering the work of the Commission is estimated to be approximately £25,000. This includes remuneration for the Chair of the Commission, operating costs and production of final report material. Several organisations, including Arts University Bournemouth and Dorset LEP have expressed interest in sponsoring and/or supporting the Commission. Contributions will also be made from both BCP Council and Dorset Council of approximately £5,000 each, which will come from existing service budgets from Economic Development, Adult Skills and Learning and Children's Services. Officer time will also be provided in-kind in support of the Commission. Actions arising will be delivered through a combination of committed resources, securing external funding and bids for additional funding as and when appropriate.

Summary of legal implications

17. The Council intends to enter into a form of 'research and development' group with Dorset Council, the Dorset LEP, and Arts University Bournemouth, ('the R&D Group') in order to set up an independent, non-decision making Skills Commission. The initiative to set up the R&D Group has arisen as a result of the "Skills for Jobs: Lifelong Learning for Opportunity and Growth" White Paper released January 2021 which aims to guarantee access to education and training opportunities in order to fill an emerging skills gap. The purpose of the R&D Group is to set up and monitor the Skills Commission who will delve into the skills shortage specific to the county of Dorset which is due to worsen over the coming years and propose remedial options. Whilst there is no statutory obligation for the Council to enter into the R&D Group or undertake this piece of work, the Council is bound by s3(1) Local Government Act 1999 which states that Local Authorities "must make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness." By creating and participating in the R&D Group, the Council is complying with its continuous improvement duty by taking pro-active steps to identify and improve the skills shortage within the Dorset area.
18. The members of the R&D Group will consider entering into a Memorandum of Understanding or other such agreement with each other, to include but not limited to, setting out each parties obligations, nominating a member to contract with third parties on behalf of the R&D Group, confirming monetary and time contributions by each member and other such matters.
19. It is understood that the R&D Group will procure consultants who will form the Commission, to then undertake research, produce reports and propose improvements which will be fed back to each organisation. Given the R&D Group is at a very early stage, it is not clear as to which entity within the R&D Group will contract with the relevant consultant(s). The Service Unit has been advised that whichever entity intends to contract on behalf of the R&D Group, it must ensure that an appropriate procurement process is followed (i.e. three quotes procedure). If the intention is that the Council will be the contracting body, the Council must ensure that it has adequate funds to pay the consultant before entering into the contract in order to minimise risk to the Council. The R&D Group must carefully consider any confidentiality clauses when appointing consultants to ensure that the outputs can be distributed to each member of the R&D Group (and their respective employees) and other bodies which the R&D Group intends to work with.

20. This report refers to the R&D Group potentially applying for and obtaining external funding at a later stage. Whilst this is merely an option at this point, the Service Unit has been advised that it must ensure that the terms of any funding are reviewed to ensure that monies can be passed via one applicant through to the R&D Group, whether there are any clawback provisions, whether there are any conditions precedent to draw down and any other risks associated with the funding terms and conditions

Summary of human resources implications

21. Whilst this will be an externally led commission, some officer time will be required to both administer it and support it at a strategic level. This will come from existing resources in Economic Development and Adult Skills and Learning. The Secretariat will be provided by the Dorset LEP.

Summary of sustainability impact

22. The report acknowledges the commitment of the Council to the climate and ecological emergency. The Dorset Skills Plan and Investment Prospectus prioritises 'green and blue skills' which highlight the importance of skills needs and opportunities to support delivery of sustainable and clean growth, achieving progress towards a zero-carbon economy

Summary of public health implications

23. It will be important for Public Health to be consulted as part of the work of the Commission, both in terms of the links between the future health and well-being of the public and their future skills needs, but also in terms of what opportunities might exist in terms of future skills needs to support the public health sector itself. It is recommended that the Commission ensures there is continuity between its work with ongoing within the ICS on this subject.

Summary of equality implications

24. An EIA conversation/screening document has been completed and has been approved by the EIA panel, rated Green. This is attached at Appendix 2. The impact assessment summary is as follows:

The creation of a Skills Commission as set out in this EIA, and in this Cabinet report, will help create a more inclusive and world class skills and learning infrastructure for all communities. Whilst this EIA is focused on the strategy to set up a Commission, such as the procurement or recruitment of its members, further EIAs will be required on the outcome/output and following actions, which will be known once the Commission has published its findings in 2022. It will be important for the Commission to work with different stakeholders and groups to gather local perspectives on the subject and to inform its research. [The Principles of Public Life](#) and [Public Sector Equality Duty](#) are embedded in the Terms Of Reference for the Commission and in the process for establishing it, and will be followed at all times.

Summary of risk assessment

25. Having considered the risks associated with this decision, the level of risk has been identified as:

Current Risk: Low. Residual Risk: Low

Appendices

Appendix 1: Terms of Reference

Appendix 2: EIA conversation/screening document

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Appendix 1: Dorset Skills Commission – Terms of reference

1. Purpose

- 1.1. **The Dorset Skills Commission** (referred to as the ‘Commission’ hereafter) will be established as a time-limited, high-level Commission to oversee an effective and at pace response to achieve a jobs-led approach to COVID-19 economic recovery. It will also provide an objective and independent review of the future Dorset Skills landscape, helping to shape a *world-class* skills and learning infrastructure for all communities.
- 1.2. The Commission will bring together senior representatives from industry, education and public life. It will be led by research and an evidence base from industry and global academic research reports and local information. The Commission will ultimately report to the Cabinets of the Dorset Unitary Councils (Dorset and BCP) and the Dorset LEP Board.
- 1.3. The aims of the Commission are:
 - 1.3.1. To oversee an effective Dorset post-COVID skills and jobs ‘at pace’ **response early 2022.**
 - 1.3.2. To undertake a review into the Dorset skills landscape – with a particular consideration of the National Skills White Paper producing a report that lays out a potential skills journey and opportunities/needs based on 10-, 20- and 30-years trajectories **To report findings by 30 September 2022.**
 - 1.3.3. To work closely with the Dorset Skills Board and Panel to support immediate implementation of the wider skills priorities within the Dorset Skills Plan and Dorset Investment Prospectus, and **to ensure an effective handover at the end of the Commission’s lifetime in 2022.**

2. Status

- 2.1. The Commission is established as an independent Board, not a Committee or Joint Committee and therefore only has advisory powers, not decision-making ones.
- 2.2. Ultimately the Commission will report to the Cabinets of the Dorset Unitary Councils (Dorset and BCP) and the Dorset LEP Board.
- 2.3. All business of the Commission will be conducted in accordance with the Nolan Principles of Public Life (see Appendix 1).

3. Commission membership and structure

- 3.1. The Commission membership is by appointment and drawn from senior and respected individuals from within and external to Dorset. Members have been chosen for their independence and objectivity, as well as understanding of the skills agenda in Dorset, the UK and beyond.
- 3.2. An agenda item of an early meeting will review and finalise the governance structure and membership.
- 3.3. Where required the Commission may co-opt relevant specialists or organisational representatives to serve as members or advisors if there is a clear requirement for additional expertise and experience.
- 3.4. A chair will be appointed jointly by the Dorset Unitary Councils and the Dorset LEP.

4. Core focus

- 4.1. To oversee an effective Dorset post-COVID skills and jobs 'at pace' response early in 2022. Work will be delivered by key agencies and organisations in Dorset – the role of the Commission is to:
 - 4.1.1. Ensure that activity is targeted for most impact.
 - 4.1.2. To unblock issues which are preventing pace or innovation in delivery
 - 4.1.3. To oversee performance of the Dorset-wide response

- 4.2. To undertake a review into the Dorset skills landscape – with a particular consideration of the recent National Skills White Paper – to identify an optimum solution for Dorset's current and future skills opportunities/needs based on 10-, 20- and 30-years trajectories. Core focus on the following:
 - 4.2.1. To assess the optimum solution for delivery of Further Education across Dorset
 - 4.2.2. Develop a strong dialogue with business and industry to future proof emerging markets and talent gaps
 - 4.2.3. To investigate and, potentially, to propose the most effective framework for negotiation of an Adult Skills Devolution Deal with Central Government
 - 4.2.4. To report findings by 30 September 2022

- 4.3. To work closely with the Dorset Skills Board and Panel to support immediate implementation of the wider skills priorities within the Dorset Skills Plan and Dorset Investment Prospectus.
 - 4.3.1. Ensuring alignment with the skills landscape review and local partner priorities as appropriate
 - 4.3.2. Ensuring alignment with the post-COVID response
 - 4.3.3. Offering advice and expertise to drive innovation and future-facing solutions for skills needs and opportunities over the next 10 years in Dorset.
 - 4.3.4. Undertake a comprehensive handover to the Dorset Skills Board and Panel at the end of the Commission's lifetime.

5. Representation and attendance

- 5.1. Commission members are expected to attend not less than 75% of meetings.
- 5.2. Commission members are appointed for their individual expertise and insight – and rigorous approach to independence and objectivity.
- 5.3. Deputies shall not attend Commission meetings.

6. Decisions

- 6.1. The Commission shall operate on the basis of consensus.
- 6.2. In the event that a consensus cannot be achieved on a matter requiring decision, that decision shall be taken by vote and carried if it is supported by over 50% of those present.
- 6.3. In the event of a tied decision, the Chair of the meeting will cast the deciding vote.
- 6.4. There should be a quorum of TBC members.
- 6.5. There will be no Written Procedure decisions.

7. Meetings and papers

- 7.1. Commission meetings shall initially be held on TBC basis. A calendar of future meetings and enquiry days will be established early in the Commission's time, although the minimum notice required for a meeting is two weeks, to ensure that all members are afforded the opportunity to attend.
- 7.2. The agenda and papers for meetings shall be approved by the Chair and issued at least five working days in advance of the meeting by the Secretariat (Dorset LEP).
- 7.3. Meeting minutes shall be approved in draft form by the Chair and disseminated to members no later than ten working days following the meeting. Minutes shall remain in draft until approval by the Commission at the next meeting.
- 7.4. Minutes shall be made publicly available on the Dorset LEP website. Minutes will be redacted were they contain personal information about individuals or commercially sensitive data or for good legal reason.

8. Conflicts of interest

- 8.1. The Commission shall ensure that all conflicts of interest are fully disclosed.
- 8.2. The Secretariat shall maintain a Register of Members' Interests and publish these on the Dorset LEP website. Members shall supply information to the Secretariat for inclusion in the register, or a nil return, on joining the Commission, in response to any request for an update and on becoming aware of any new interest. The Secretariat will circulate a request for information about interests annually.
- 8.3. Should a member's interests change, s/he shall inform the Secretariat at the earliest opportunity.
- 8.4. Should an issue be discussed by the Commission which presents a conflict of interest to a member, the member shall declare the conflict of interest, regardless of whether s/he has previously declared the interest in the Register of Members' Interests. Such declarations shall be minuted.
- 8.5. Members shall not vote or participate in discussions on any issues on which they have registered an interest

9. Review

- 9.1. The Commission shall arrange for periodic reviews of its own performance and review its terms of reference to ensure it is operating at maximum effectiveness.

Appendix 1

Principles of Conduct in Public Life

Selflessness

Holders of public office should act solely in terms of the public interest.

Integrity

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

Objectivity

Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias.

Accountability

Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this.

Openness

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

Honesty

Holders of public office should be truthful.

Leadership

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

Equality Impact Assessment: conversation screening tool

[Use this form to prompt an EIA conversation and capture the output between officers, stakeholders and interested groups. This completed form or a full EIA report will be published as part of the decision-making process]

<p>Policy/Service under development/review:</p>	<p>Dorset Skills Commission</p>
<p>What changes are being made to the policy/service?</p>	<p>BCP Council and Dorset Council, and its partners, are seeking approval from their respective Cabinets to create a time-limited Dorset Skills Commission. This Commission will oversee an ‘at pace’ response to critical skills issues that have been identified from recent economic research. These require an urgent response if the area is to achieve its economic ambitions.</p> <p>It will also provide an objective and independent review of the future Dorset Skills landscape, helping to shape a world-class skills and learning infrastructure for all communities.</p> <p>The Commission will be tasked with reporting back on its findings to a future Cabinet meeting in 2022/23.</p> <p>The Commission will bring together senior representatives from industry, education and public life. It will be led by research and an evidence base from industry and global academic research reports and local information.</p> <p>The Commission will ultimately report to the Cabinets of the Dorset Unitary Councils (Dorset and BCP) and the Dorset LEP Board.</p> <p>The aims of the Commission are:</p> <ul style="list-style-type: none"> - To oversee an effective Dorset post-COVID skills and jobs ‘at pace’ response - To undertake a review into the Dorset skills landscape – with a particular consideration of the National Skills White Paper producing a report that lays out a potential skills journey and opportunities/needs based on 10-, 20- and 30-years trajectories. - To work closely with the Dorset Skills Board and Panel to support immediate implementation of the wider skills priorities within the Dorset Skills Plan and Dorset Investment Prospectus, and to ensure an effective handover at the end of the Commission’s lifetime
<p>Service Unit:</p>	<p>Development Services & Education to establish the Commission</p>
<p>Persons present in the conversation and their role/experience in the service:</p>	<p>Chris Shephard – Director, Development Services Adrian Trevett – Head of Economic Development Sarah Rempel – Director, Education Lesley Spain – Head of Adult Skills & Learning</p> <p>Jon Bird – Dorset Council John Sellgren – Dorset Council</p> <p>Emma Hunt – Deputy Vice Chancellor, Arts University Bournemouth</p>

Conversation dates:	June and August 2021
Do you know your current or potential client base? Who are the key stakeholders?	BCP Council and Dorset Council – specifically relevant teams involved with or who can provide data and insight on the subject. Dorset LEP’s Skills Board and Panel (education providers). Businesses and business groups based in BCP and Dorset. Local groups who will have an interest into the work of the Commission. In all cases this will be to secure involvement, consultation and engagement in the work of the Commission.
Do different groups have different needs or experiences in relation to the policy/service?	The Commission’s work will identify this. The commission is required to help shape a world-class skills and learning infrastructure for all communities. The Commission should use available data and insight to help identify any trends/predict outcomes for particular socio-economic groups. The recruitment of the members of the commission will follow all E&D protocols, to ensure a diverse range of backgrounds will be represented. The Public Sector Equality Duty will be embedded in the procurement/recruitment of the Commission members and the outputs required of them through any contracting documentation and performance framework that is committed to. The Principles of Public Life are embedded in the Terms of Reference and will be followed at all times by the Commission and those creating and monitoring it.
Will the policy or service change affect any of these service users?	This relates to the findings of the Commission. Further EIA’s will be necessary relating to the proposed next steps, which will be in the publication of its findings, presented at a future Cabinet meeting in 2022.
[If the answer to any of the questions above is ‘don’t know’ then you need to gather more evidence and do a full EIA. The best way to do this is to use the Capturing Evidence form]	
What are the benefits or positive impacts of the policy/service change on current or potential service users?	The creation of a Skills Commission to do this targeted piece of work is precisely to set out the steps required to create a world-class skills and learning infrastructure for all communities, now and into the near future.
What are the negative impacts of the policy/service change on current or potential service users?	None currently known. When developing its report, any potential negative impacts will be fully considered against every protected group.
Will the policy or service change affect employees?	There will be no effect on employees as a result of the Commission being created.
Will the policy or service change affect the wider community?	Yes, positively for the reasons outlined above.
What mitigating actions are planned or already in place for those negatively affected by the policy/service change?	If negative impacts are predicted, these will be picked up as part of the consideration of next steps of the Commission’s report
Summary of Equality Implications:	The creation of a Skills Commission as set out in this EIA and in this Cabinet report will help create a more inclusive and world class skills and learning infrastructure for all communities. Whilst this EIA is focused on the strategy to set up a Commission, such as the procurement or recruitment of its members, further EIAs will be required on the outcome/output and following actions,

which will be known once the Commission has published its findings in 2022. It will be important for the commission to work with different stakeholders and groups to gather local perspectives on the subject and to inform its research. [The Principles of Public Life](#) and [Public Sector Equality Duty](#) are embedded in the TOR for the Commission and in the process for establishing it, and will be followed at all times.

For any questions on this, please contact the Policy and Performance Team by emailing performance@bcpcouncil.gov.uk

-
- Commission to speak to commissioning teams inside councils
 - Should the TOR feature equalities specifically in relation to their recommendations?
 - Equality data that predictions can be pulled from – Insights team e.g. census; ONS etc
 - Representation of Commission – diverse: how will they deliver the PS equality duty; and SLA/Performance framework to ensure that they are compliant/delivery
 - Add in hyperlinks – Bmth 2026
 - Links to existing contacts locally to ensure involvement, consultation and engagement with local

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CABINET



Report subject	Children's Services Capital Programme
Meeting date	27 October 2021
Status	Public Report
Executive summary	The report sets out the capital programme for Children's Services, including summarising the available funding and approved projects. It provides a brief summary of the status of projects which have been completed or are in progress, and of projects which have not yet been initiated. A review of inclusion practice in BCP schools and a revised special educational needs and disabilities (SEND) strategy is underway, led by the Director of Education. A programme of capital works to help deliver that strategy will be brought forward as part of the 2022/23 budget setting process.
Recommendations	<p>It is RECOMMENDED that Cabinet:</p> <ul style="list-style-type: none"> (a) notes that a special educational needs and disabilities (SEND) strategy (and associated programme of capital works) will be brought forward as part of the wider children's capital programme for Council approval in February 2022 (b) recommends that Council approves the pausing of the project to create a satellite for Winchelsea School at Somerford Primary School, and agrees to deferring the opening of such a satellite to the school year 2022-23 pending the approval of the SEND strategy and associated capital programme (c) recommends that Council approves the removal of the existing Somerford Primary School capital budget from the approved capital programme. Council approval will be sought for a revised scheme and costings once completed.
Reason for recommendations	<p>This report is intended to inform Children's Services Overview and Scrutiny Committee and Cabinet of the current status of the children's services capital programme, including the steps being taken to develop a new special educational needs and disabilities (SEND) strategy including a programme of capital works.</p> <p>The Children's Services Overview and Scrutiny Committee considered the report on 21 September 2021. The portfolio holder</p>

	drew the attention of the committee to the governance arrangements for the capital programme set out in paragraph 26 of the report. The Children's Services Overview and Scrutiny Committee recommended Cabinet to approve the recommendations contained in the report.
Portfolio Holder(s):	Councillor Nicola Greene (Portfolio Holder for Covid Resilience, Public Health and Education)
Corporate Director	Elaine Redding (Director of Children's Services)
Report Authors	Andrew Hind (Interim Pupil Place Planning, Admissions and School Finance Manager)
Wards	Council-wide
Classification	For Recommendation

Background

1. The Children's Services Capital Programme mainly funds building projects in schools. Funding sources include:
 - a. Department for Education grants
 - b. Resources committed by the Council
 - c. Section 106 contributions arising from new housing development
 - d. Capital receipts from the transfer of surplus school land and disposal of surplus assets on school land
2. Projects include:
 - a. Condition works – maintenance of school buildings for which the council is directly responsible including health and safety works.
 - b. Sufficiency works – the addition of school places in either maintained schools or academies to ensure there is sufficient capacity to meet demand.
 - c. Suitability works – to ensure schools have suitable accommodation
 - d. Special Educational Needs and Disabilities (SEND) works – projects specifically intended to benefit pupils with SEND, whether at mainstream or special schools.
3. Academies and Free Schools are allocated condition funding through the Education and Skills Funding Agency, so maintenance works in academies are not part of this capital programme.
4. The Council may fund sufficiency and SEND works at Academies and Free Schools as well as at maintained schools in order to ensure there are sufficient school places, and sufficient and suitable provision for SEND.

Funding for the Children's Services Capital Programme

5. The full capital programme for the current year is shown in Appendix 1. The columns to the right show the various funding sources and sums available.

Basic Need Grant

6. Basic need grant (sometimes known as basic need allocations) is paid to local authorities (LAs) by the Department for Education to support the capital requirement for providing new pupil places by expanding existing maintained schools, free schools or academies, and by establishing new schools. The allocated sum is based on the annual school capacity (SCAP) survey returned to the DfE, giving details of the capacity of schools and academies in the LA area, and forecast future pupil numbers. The sum currently available for the program is £0.8 million with £0.3 million committed to projects. This is un-ringfenced capital funding that is not time-bound, so that LAs can make the best decisions for their local area. Providing it is used for school-related capital works basic needs allocations are flexible. The full details of the allocation can be seen in Appendix 1.

Condition grant

7. Condition Grant (also known as school condition allocations (SCA)), are funds paid by the Department for Education to eligible bodies responsible for maintaining school buildings and children's centres on a formula basis. In the case of local authorities SCA is for condition works at local-authority-maintained schools, including maintained nursery schools, and children's centres. Academies, voluntary aided and other categories of school receive their SCA via other routes, such as the Education and Skills Funding Agency. The school condition grant as at 1 April 2021 was £1.9 million, and a further in-year allocation of £1.2 million has been received. Of these sums, £1.9 million remains uncommitted and available for future projects.
8. Maintained schools in BCP were the responsibility of the three predecessor authorities with responsibility for Children's Services until the establishment of BCP Council on 1st April 2019. Each of these had its own approach to managing condition works. A rolling programme of condition surveys led by surveyors in the BCP asset investment team is taking place, categorising the priority and timescale of required maintenance works. These surveys provide the basis for prioritising condition works. Urgent health and safety works always take top priority. In addition to planned maintenance works, some funding is reserved for reactive works where repairs are required unexpectedly, such as failure of mechanical or electrical systems.
9. The full details of the school condition allocation can be seen in Appendix 1.

SEND Grant

10. SEND grant is provided by the Department for Education to fund capital works in respect of special educational needs and disabilities. The programme comprises £0.6 million of SEND grant, with the majority committed to current projects

High Needs Capital Grant Funding

11. An in-year allocation of high needs capital grant funding has been made by the Department for Education. The sum allocated to this programme is £2.4 million with £1.3 million currently uncommitted and available for new projects.

Sundry small grants

12. There is a sum of £58k in the capital programme relating to “sundry small grants”.

Housing capital receipts

13. Hillbourne school capital works are to be part funded from the transfer of surplus school land to the Housing Revenue Account (HRA) for housing development. The disposal of surplus school land has been approved by the Secretary of State for Education. The expected value of land transferred to the HRA is £4.7 million. This will not result in a cash receipt. It will instead result in a £4.7 million reduction in the council's general fund borrowing requirement (and corresponding £4.7 million increase in the HRA's borrowing requirement). As explained in paragraph 18, the financial benefit of the school land transfer is ringfenced to reinvestment in the council's school estate.

Section 106

14. Section 106 of the Town and Country Planning Act 1990 (as amended) provides for agreed sums to be paid by housing developers to mitigate the effect of increased numbers of children on schools. This is usually ringfenced to a school or schools, or to a specified geographical area, and is paid on completion of a set number of homes. S106 housing contributions of £0.8 million are included within the capital programme as funding towards Hillbourne School. This represents housing related capital works that are required to be completed within the school build project.

Supported borrowing

15. Supported borrowing is money borrowed by the council, repaid through revenue. The sum currently in the programme is £4.8 million, and relates to a number of projects, usually combined with other funding sources.

SEND Infrastructure Loan

16. The SEND infrastructure loan is a £10 million loan approved by Council for the purposes of delivering capital projects associated with the SEND Strategy. This funding must be invested carefully and in line with the SEND Strategy currently in development. The Medium-Term Financial Plan (MTFP) currently assumes the loan will be taken out in October 2021, with 6 months interest incurred in 2021/22 and repayment of principal commencing in 2022/23. As the SEND Strategy underpinning utilisation of this loan will not now be considered by Council until February 2022, the financial implications of interest and borrowing repayments on the £10 million loan will be similarly deferred within the MTFP. The SEND Strategy will support greater inclusion in mainstream schools, through the creation of new resourced bases for a range of types of special needs. This provision will be co-produced in partnership with the school community. Where required, the accessibility of school buildings will be improved.

Other capital

Devolved formula capital

17. Devolved formula capital are small Department for Education capital grants determined by formula allocated to individual maintained schools. These enable schools to undertake small capital projects of their own choosing. These are determined by governing bodies and headteachers. They do not form part of the council's capital programme.

Capital receipts

18. Where education sites and buildings are sold it is generally a requirement of the Secretary of State for Education that the sum raised is reinvested in the school estate. Such receipts could include the sale of caretakers' houses, and similar ancillary buildings. In the case of the disposal of a school site, including playing fields, the approval of the Secretary of State is required. Such large disposals are uncommon. Other than as listed above, there are no capital receipts in the programme.

Capital projects

Projects completed since 1 April 2020

19. This section briefly summarises larger projects (not including maintenance works) which have been completed since 1 April 2020:
 - a. Two form of entry (2FE) extension of Cornerstone Academy (previously Carter Community School) was completed in February 2021 for £7.2 million. This was completed on revised budget but not on time after the contract with the initial contractor was terminated in early 2020 and new contractor was appointed. It was a complex project and the works started around the time of the first lockdown. The second phase of the work was completed successfully This expansion was agreed by all Poole secondary schools through a series of meetings convened in response to rising pupil forecasts. BCP Council provided extensive support to United Learning Academy Trust through the pre-contract process, with the construction project managed by the Trust. Although the contract with the first appointed contractor was terminated in late 2019, the project was eventually completed to a high standard following the appointment of a second contractor in early 2020. This was a complex project involving multiple extensions to an aging building with the majority of the works taking place through periods of lockdown. The completed building provides a much more cohesive space, with a modern technology block, drama studio, learning resource centre, science labs, general teaching block and outdoor spaces and is an example of positive collaborative working between BCP and a large academy trust.
 - b. Canford Heath Junior School was remodelled in January 2021 to create a satellite classroom for Winchelsea Special School for 12 pupils. This project was arranged at short notice and delivered to a high standard so that pupils could begin to use the facility from mid-way through the school year. This was completed on time and to budget of £75,000.
 - c. Winchelsea Special School has recently completed an extension of a building to provide a Life Skills Base, the opening ceremony of which was on 2 September. This was completed on time and to budget of £130,000, including £50,000 of match funding.
 - d. Longspee satellite at Bournemouth Learning Centre is a 54-place expansion of Longspee School enabling it to provider for secondary age pupils with Social Emotional and Mental Health (SEMH) needs and Autistic Spectrum Disorder (ASD). The intention of the new provision is to reduce the need for places in independent and non-maintained special schools. Practical completion was achieved over the summer holidays ready for full occupation in September 2021. The project was delivered on

time and within the revised budget. The delivery of the proposed multi-use games area (MUGA) awaits resolution of planning issues, and is expected to be delivered later in the autumn term. The potential siting of solar panels on the roof awaits legal agreement between the Council (as freeholder) and the Ambition Academy Trust as lease holder. The school is now known as Longspee Secondary (Ensbury Park Campus) is now operating successfully in high quality remodelled accommodation.

- e. Winchelsea 20 student base (secondary) at Magna Academy completed on time under budget for £0.22 million.
- f. Broadstone Middle School 15 student resource base completed on time under budget for £39,000.
- g. Winchelsea 12 pupil satellite base at Old Town Primary completed on time under budget £45,400

(Note: a resourced base provides necessary accommodation for a mainstream school to provide education to children with a specific category of special educational needs. A satellite school – or base – is accommodation where a special school can provide education at another site, often within the site or building of a mainstream school.)

Project to be completed in November 2021

- 20. A new building for Hillbourne Primary School is due to be completed and handed over in November 2021. The handover of the whole site will take place in stages as the existing school building is demolished and the site made good. The rebuild of Hillbourne Primary School will also release land for housing development. This project fulfils a long-held ambition to replace the life expired existing buildings with a modern 2 Forms of Entry (420 place) Primary School. The new building also provides accommodation for a 35-place pre-school, maintaining an essential service in the area and giving it a stronger link to the school. The modern facilities include two Multi Use Games Areas, one of which will be open for use by the local community, and a Sport England approved sports pitch. The school will be open to pupils from 3rd November 2021, with external works continuing until April 2022. With the new school being developed on a space efficient site, the surplus playing field land will be used by Poole Housing Partnership to provide 109 homes.

Winchelsea School satellite at Somerford Primary School

- 21. In April 2020 Council approved the programme of capital grant funded SEND works including £1 million for SEND satellite provision at Somerford. A decision to create a satellite of Winchelsea School at Somerford Primary School was taken by Cabinet on Wednesday 10 February 2021. This project was paused when a range of issues were discovered on site associated with the condition and structure of the existing Somerford building. In addition, the “2021 Appreciative Inquiry into Inclusion Practice in BCP Schools” led by Anthony Douglas CBE, the recent Ofsted inspection of SEND provision in BCP, and the appointment of a Director of Education has prompted the commissioning of an updated SEND Strategy which will result in a programme of SEND capital works across BCP to improve inclusion practice.
- 22. The pausing of the Winchelsea Satellite at Somerford Primary School project was communicated to both schools in April 2021 to enable the scope of the project

fully to take account of the new strategy. Senior officers led by the Director of Education have had discussions with governors and headteachers about the way ahead. It is important that the project at Somerford fits into the broader SEND strategy, and therefore that it should not proceed until that strategy has been developed, consulted on and adopted. This report therefore recommends that the establishment of a satellite at Somerford is formally deferred and put back to 2022-23 pending a future decision about the overall strategy for SEND and inclusion in BCP.

23. Planned condition and suitability works at Somerford main school campus have similarly been paused until Winchelsea satellite works are confirmed. A new business case for development at Somerford Primary School (including satellite) will be brought forward for Council approval once the SEND strategy is complete and revised costings are understood. It is therefore recommended that the existing approved Somerford Primary School (including satellite) capital budget is removed from the capital programme at this time.

Projects under development

24. It has been recognised that a higher proportion of children with SEND living in BCP are educated in the independent and non-maintained special school sector than in the majority of local authorities. Such provision often requires long journeys to school, or residential accommodation. It is significantly more expensive than special school provision provided through maintained special schools and academies. In addition, a greater proportion of children in BCP are educated in special schools rather than mainstream schools.
25. The Director of Education is developing a new SEND Capital Investment Strategy to develop and improve inclusion practice in mainstream schools. That strategy will underpin a programme of capital works which could include:
 - a. works in mainstream schools and academies to improve accessibility and suitability to cater for a wider range of special educational needs and disabilities
 - b. the development of resource bases in mainstream schools and academies staffed with specialist teachers, support assistants and therapists with expertise in various types of SEND such as speech, language and communications needs and autistic spectrum disorders who work in the base and with mainstream teachers
 - c. improvements to the special school and academy estate – including the potential creation of new “satellite” bases enabling additional capacity to be located in local communities, often within the site and buildings of mainstream schools
 - d. other capital investments that could improve SEND provision
26. The process for the development of the SEND capital investment programme will be as follows:
 - a. The development of a new SEND Strategy, led by the Director of Education, involving close consultation with schools and academies, and other key partners

- b. Detailed analysis of past and forecast numbers of children with different categories of SEND and by geographical area to shape high level plans for the development of new capacity
 - c. Discussion with schools and academies, collectively and individually, to develop specific proposals for capital improvements, including any new resources bases or satellites
 - d. Detailed options appraisal and feasibility studies conducted by or commissioned through the Council's Asset Investment Team of professional surveyors to:
 - i. investigate all relevant estates, site, and buildings issues
 - ii. develop sustainable outline designs in consultation with the schools involved and BCP SEND professionals, and
 - iii. to provide reliable cost estimates
 - e. Develop a proposed programme of projects, each of which has its own business case and supporting information,
 - f. The proposed programme to be approved through the Children's Capital Projects Board chaired by the Director of Education, The High Needs Board chaired by the Chief Executive prior to presentation to Council for approval as part of the capital programme.
27. It should be noted that in 2015 the Department for Education published Building Bulletin 104, "Area guidelines for SEND and alternative provision including special schools, alternative provision, specially resourced provision and units", which sets out recommended standards for SEND accommodation. Whilst these are not statutory, they are recommended as a starting point for the design of new SEND provision. It is intended that any proposals for capital works will have regard to these guidelines.
28. In addition to purely construction considerations, any SEND project will take account of the following:
- a. The willingness and professional capacity of school to manage and deliver inclusive practice and an improved SEND offer and the involvement of the school in developing plans
 - b. Parental and community support
 - c. Evidence of need – by category of SEND and geography leading to a robust business case for individual projects
 - d. Analysis of the revenue implications at school/academy level and at local authority level for the development and long-term operation of new capacity
 - e. Sustainability
 - f. Public health
 - g. Equalities

Options Appraisal

29. Options relating to capital projects consist of deciding what projects to take forward.

30. **Condition projects** are usually driven by condition survey information, and in response to problems that arise, such as boiler failure or the discovery of asbestos. The prioritisation of condition works is guided by condition surveys conducted on all schools whose buildings are the responsibility of the council.
31. **Sufficiency projects** to add new school capacity take into account where the growing demand is arising, parental preference, the capacity of sites to accommodate additional buildings and hence additional pupils, and a range of other factors, such as the willingness of governing bodies, diocesan boards of education, and academy boards to participate in the project.
32. **SEND projects** must be informed by the SEND strategy as set out above.

Summary of financial implications

33. Appendix 1 details the £15.6 million capital funding currently available to deliver the Children's Capital Strategy and programme of works once approved by Council in February 2022. The £15.6 million is stated before capital budget adjustments are made to reflect the postponement of Winchelsea satellite at Somerford School works (to be approved by Council). Of the £15.6 million, £11.4 million capital funding relates specifically to SEND provision, £1.9 million for school estate condition related works and £0.5 million Basic Need Grant funding for the supply of new school places. A further £1.8 million residual unapplied supported borrowing remains allocated to the children's capital programme. No new in-year basic need grant funding is expected in 2022/23.
34. In relation to the £2.4 million High Needs Capital Grant funding (included within £15.6 million overall funding available), the council is required to advise the DfE how this funding is intended to be spent. The service unit has responded accordingly, with reference to development of the longer term SEND Strategy.
35. Clearly the majority of capital funding available to meet future children's capital programme needs is focussed on SEND provision. No significant levels of funding have yet been identified / approved for non-SEND needs that could arise (for example additional school places arising from planned housing development or school condition works arising from condition surveys commissioned). The sufficiency of funding available will be assessed once the children's capital strategy is developed and resulting action plan of capital works required is understood.
36. In addition to the £15.6 million currently assumed, potential further capital funding could be available from the disposal of surplus assets from school premises. As stated in paragraph 18 capital receipts from these disposals are ringfenced to school estate improvements and their planned utilisation must be approved in advance by the Department for Education. The £15.6 million will also increase by in-year school condition grant in 2022/23, which is normally confirmed around February or March.

Summary of legal implications

37. This report sets out the current position of the capital programme. The recommendation to confirm the pause of the Winchelsea satellite at Somerford Primary School is required to defer the delivery of the project until the next school year. Any decision to initiate projects must be taken in accordance with the Constitution of the Council.

Summary of human resources implications

38. The commissioning of Children's Services capital projects rests principally with the Director of Education staff within the directorate. This includes client-side project management. Technical project management is provided by or commissioned through the Council's Asset Investment Team. The ongoing staffing of schools and academies is the responsibility of governing bodies and academy boards, with day-to-day professional leadership and management provided by headteachers and school staff. During the delivery phase of a capital programme additional technical staff, such as surveyors, may be required: such costs are generally capitalised.

Summary of sustainability impact

39. Any new project will take account of sustainability at the design stage as set out above.

Summary of public health implications

40. Children with special educational needs and disabilities often have associated health needs, in some cases lifelong medical needs. The health needs of children will be taken into account as part of the options appraisal and design works for any project. This would include, for example, the provision of hygiene and first aid rooms.

41. The provision of outdoor play space and facilities for physical education will be considered as part of any project, as will the promotion of walking and cycling to school by the provision of appropriate facilities.

42. An approach to SEND which enables more children to attend a school in their local community will reduce journey times and distances, and potentially reduce emissions.

Summary of equality implications

43. All proposed capital projects will be developed in accordance with the Council's Equalities Policy. Children with SEND often have a range of disadvantages, such as economic deprivation. Better SEND provision is a means of mitigating these disadvantages and enabling children to achieve more. Some types of SEND affect either boys or girls disproportionately. Proposals for new SEND accommodation will help to address any such disadvantage.

Summary of risk assessment

44. This report concerns ongoing projects. It also sets out a process for the development of a programme of works associated with the SEND Strategy, however it does not ask for approval of any new projects at this stage. The main risks and mitigations are set out below.

- a. Risk: **project costs exceed the approved budget**. Mitigation: all projects will be based on a professionally conducted feasibility study that takes account of all relevant site and building data, and current market conditions in respect of materials and labour.
- b. Risk: **the project is not delivered on time**. Mitigation: all projects will have a professionally produced project plan setting out the timescale for critical products.

- c. Risk: **the project is not delivered to the quality expected**. Mitigation: all projects will have a clear specification in terms of service outcomes (usually defined within Children’s Services), and technical specifications (usually defined within the Asset Investment Team)
- d. Risk: **the project does not deliver facilities that are required**. Mitigation: all projects will have a business case that clearly sets out the rationale for the project and the results that are expected from it.
- e. Risk: **there is not a clear understanding of the respective responsibilities of the council and academy trusts in the delivery of a project on an academy site**. Mitigation: a development agreement, or memorandum of understanding, or “letter of comfort” will be produced for every such project as appropriate to ensure responsibilities are understood and agreed.
- f. Risk: **an unexpected event such as a major storm or flooding leads to unforeseen capital costs**. Mitigation: some condition funding is reserved for reactive maintenance. In extreme circumstances funds are vired from other capital budgets. Insurance.

Background papers

Building Bulletin 104, “Area guidelines for SEND and alternative provision including special schools, alternative provision, specially resourced provision and units”
[Department for Education \(publishing.service.gov.uk\)](http://publishing.service.gov.uk)

Appendices

Appendix 1: Children’s Services Capital Programme

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CSG

Project Description	Planned capital spend					
	Planned Programme 2021/22 £'000	Actuals 2021/22 £'000	Budget remaining 2021/22 £'000	Planned Programme 2022/23 £'000	Planned Programme 2023/24 £'000	MTFP Total 2022 to 2026 £'000
Capital grant / funding at 1 April 2021						
In-year allocation						
The Bourne Academy	10	0	10			10
The Bishop of Winchester Academy	42	0	42			42
Children's Services - BSF & School Borrowing funded	51	0	51	0	0	51
Avonbourne Academy - phase 1 (feasibility)	177	0	177			177
Avonbourne Academy - phase 2 (delivery)	800	0	800			800
Feasibility Studies - Poole North (£300k less Winch & Lin)	100	0	100			100
St Peter's phase 3C retention	20	0	20			20
St Aldhems - Internal Remodelling £390k and AP £610k	610	287	323			610
Bournemouth Learning Centre	1,063	456	607			1,063
Carter Community College	365	25	340	40		405
Ocean Academy	85	28	56			85
Children's Services - Basic Need Capital Works	3,220	796	2,424	40	0	3,260
Condition Surveys (Children's Strategy)	100	0	100			100
Children's Centres Urgent Works (Children's Strategy)	10	0	10			10
Contingency for Capital Maintenance	31	2	29			31
Feasibility studies Winchelsea and Linwood	200	0	200			200
Feasibility studies Christchurch area	50	0	50			50
Linwood school heating repairs	98	35	63			98
Winchelsea School Improvement Works	5	0	5			5
Hillbourne - New School	5,741	1,787	3,954	510	70	6,321
Access Projects	49	0	49			49
Poole High School - boiler works	50	50	0			50
Health & Safety works (Maintained schools)	42	0	42			42
Children's Services - School Condition Capital Works	6,376	1,874	4,501	510	70	6,956
Malmesbury Park School	2	0	1			2
SEND feasibility	70	7	63			70
Somerford Main Campus	400	0	400			400
Somerford (Winchelsea Campus)	546	8	538			546
Broadstone Resource Base/Satellite	39	0	39			39
Twynham Primary (Woodford relocation)	45	0	45			45
Muscliffe - alternative provision	25	0	25			25
Winchelsea Life Skills	50	38	13			50
SEND provision - Capital Works	1,177	54	1,123	0	0	1,177
Healthy Pupils - Capital Works						
Total Children's Services	10,824	2,724	8,100	550	70	11,444
Capital grant / funding remaining						

Planned funding								
Basic Need Grant £'000	Condition Grant £'000	SEND Grant £'000	High Needs Capital Grant Funding £'000	Sundry small grants £'000	Housing Capital receipts £'000	s106 £'000	Supported Borrowing £'000	SEND infrastructure loan £'000
840	1,862	599	0	58	0	758	4,766	0
0	1,240	0	2,366	0	4,650	0	0	10,000
10								
42								
51	0	0	0	0	0	0	0	
77							100	
							800	
5							95	
20							610	
			963				100	
105							300	
-10							95	
197	0	0	963	0	0	0	2,100	
	100							
	10							
	31							
	200							
	50							
	98							
	5							
	31				4,650	758	882	
	49							
	50							
	42							
0	666	0	0	0	4,650	758	882	0
		2						
		70						
		342	58					
39	546							
		45						
		25						
		50						
39	546	534	58	0	0	0	0	0
288	1,212	534	1,021	0	4,650	758	2,982	0
552	1,890	65	1,345	58	0	0	1,784	10,000

15,695

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CABINET



Report subject	The BCP Appreciative Inquiry into inclusion practices in BCP schools
Meeting date	27 October 2021
Status	Public report
Executive summary	This is the covering report for the Appreciative Inquiry, which took place over the summer of 2021, concluding with a consultation process with schools about its contents. The final version of the Inquiry is attached along with suggested next steps. If the recommendations are accepted by the Cabinet, this will allow for major changes in the services provided by the Council to schools to go ahead in principle, subject to separate business cases being submitted for authorisation when detailed work on relevant individual recommendations have been carried out.
Recommendations	<p>It is recommended that Cabinet:</p> <ul style="list-style-type: none"> a) Agrees in principle with the content and recommendations of the Appreciative Inquiry; b) Agrees to receive future business cases in respect of new capital or revenue spend arising from implementation of the recommendations, on the proviso these are cross-referenced with all other Council strategies for education such as the SEND strategy and the Children's Services Capital Programme
Reason for recommendations	The Appreciative Inquiry has revealed an 'inclusion deficit' in the education of many children and young people with complex needs and challenging behaviour living in BCP. Whilst this is a national issue, local performance needs to improve. Some but by no means all of these children and young people have special educational needs and disabilities (SEND). The Inquiry found that local capability needs to be strengthened to enable many children in these cohorts to be educated in mainstream schools. To do so will require a major transformation programme which can only be agreed at the Cabinet level.

Portfolio Holder(s):	Councillor Nicola Greene (Portfolio Holder for Covid Resilience, Public Health and Education)
Corporate Director	Elaine Redding, Director of Children's Services
Report Author	Anthony Douglas CBE, DfE Advisor, Elaine Redding (DCS) and Councillor Nicola Greene
Wards	Council-wide
Classification	For recommendation

Background

1. Following concerns that a disproportionately high number of children and young people are being excluded from schools in BCP and a similarly disproportionate number are not in education, employment or training (NEET), the DCS, the DfE Advisor and the portfolio holder decided that inclusion practice in BCP schools needed to be understood and, if necessary, transformed, so that fewer children are cast out into the educational wilderness with more limited life chances as a consequence. Higher numbers of exclusions also correlated with other adverse social consequences which were often damaging to the individuals in question, to wider society and to the Council's budget as costs typically escalate when social problems multiply. The dataset underpinning the need for an Inquiry can be found on pages 32 and 33 of the Inquiry report.
2. From the start, the Inquiry was a co-production with schools, parents, children and young people, within the limits of the available time and the methodology used. This is not a full-blown inquiry but a snapshot of the issues. As well as analysis, we decided to profile the lived experience of many children, young people, their families and their schools, as these experiences tell the real stories behind the data.
3. The Inquiry took place over the summer of 2021. The invitation letter to participate can be viewed on page 65 of the report at Appendix 1. The methodology is set out on pages 7 and 8. This highlights the strength of the consultation with schools but the limitations of not speaking to a large number of parents, carers, children and young people. Nevertheless, we feel we spoke to sufficient numbers across the spectrum for our findings to be accurate. Most respondents in the consultation have agreed with the text and the 45 recommendations. Where concerns were expressed, these were minor and all points have been included in the final text.
4. 45 recommendations are a lot yet this shows the scale of transformation needed if the social, educational, human and financial benefits of the Inquiry themes and proposals are to be realised over the next few years. Now the consultation has finished, the next step is to prioritise the recommendations and to decide upon a Year 1 work programme

between now and the start of term in September 2022. In the action plan, Year 1 will conclude in September 2022, Year 2 in September 2023 and the same year to year planning will continue through until the anticipated completion of the programme in 2026.

5. The new Director of Education for BCP will take on the lead role for delivery of the Appreciative Inquiry action plan. She has already begun to merge the recommendations from this Inquiry with the actions needed as a result of the recent critical inspection of SEND services in BCP by Ofsted and the CQC. These actions have to be set out in a formal Written Statement of Action (WSOA) to be sent to Ofsted and the CQC by 30th November. This is a joint responsibility of BCP Council and Dorset Clinical Commissioning Group (CCG). The integration of recommendations and action plans means that by early December of this year, BCP will have one clear action plan with clear milestones and with every action costed.
6. Most of the 45 recommendations require joint working with schools and sometimes with other partners to be successfully delivered. Further discussions will be held with school leaders in October and November before the final action plan is produced.

Summary of legal implications

7. All proposals comply with existing legislation and Regulations. The Government, through the Regional Schools Commissioner, was a co-signatory to the Inquiry starting up and agrees with the framework proposed for the future.

Summary of financial implications

8. With any transformative set of proposals, there will be financial implications, hence asking for agreement in principle at this stage, subject to future business cases for specific recommendations being drawn up and approved.
9. The first business case is likely to be about the overhaul of the current banding system by which top-up funding is allocated to schools to provide the additional support needed to look after children with additional needs in mainstream education or in alternative provision. The Inquiry showed how the current bands used to assess funding entitlement act as a disincentive for schools to educate many children and young people, as they have to subsidise the necessary spend from within their own resources. This in turn leads to BCP spending more on independent provision at a much higher unit cost. This business case will need to be submitted early in 2022 for changes to be in place during the summer term to inform admission decisions for the 2022/23 academic year.
10. The thrust of the Inquiry conclusions and recommendations are to move towards a model of resource pooling within the sector so that the resources used by all providers are understood as a whole and so that collaborative investment and spending decisions can be taken. BCP is a highly academized education system so that any changes in this direction require separate agreements from each academy trust. It is most likely the resources that will be pooled are the time of existing staff and use of existing teaching

resources and buildings. Achieving this shift would be a major boost for the transformation needed.

Summary of human resources implications

11. The Inquiry recommendations propose a restructure of the Council's education services so that all roles underneath the Director of Education support the direction of travel. These include a Commissioner, a Workforce Development Manager and policy capacity. These proposals will need to be discussed with the corporate centre. For example, the place of an Education Commissioner vis a vis the sector and the Council's centre of commissioning excellence will need to be understood properly and the exact role determined. Proposals for a restructure will be brought forward by the Director of Children's Services following discussions with the sector about the possibility of collaborative arrangements going forward.

Summary of environmental impact

12. All changes led by the Council in which the Council is a partner will consider the environmental implication of each proposal. Any new units built are almost certain to be confined to existing school footprints and would be designed and built to modern eco-standards.

Summary of equality implications

13. Implementation of the recommendations can over time make a significant positive difference to individual children and young people and potentially to larger groupings who currently experience educational disadvantage.

Summary of risk assessment

14. Any transformation programme of the scale proposed will inevitably face risks. These might include any consensus in the school community collapsing or the funding required being unavailable. The action plan will be constructed to deliberately avoid or minimise any risks which are predictable in advance. The final action plan produced in December 2021 will have its own bespoke risk register.

Background papers

15. None

Appendices

Appendix 1: The 2021 Appreciative Inquiry into Inclusion Practice in BCP Schools

The 2021 Appreciative Inquiry into Inclusion Practice in BCP Schools

Contents

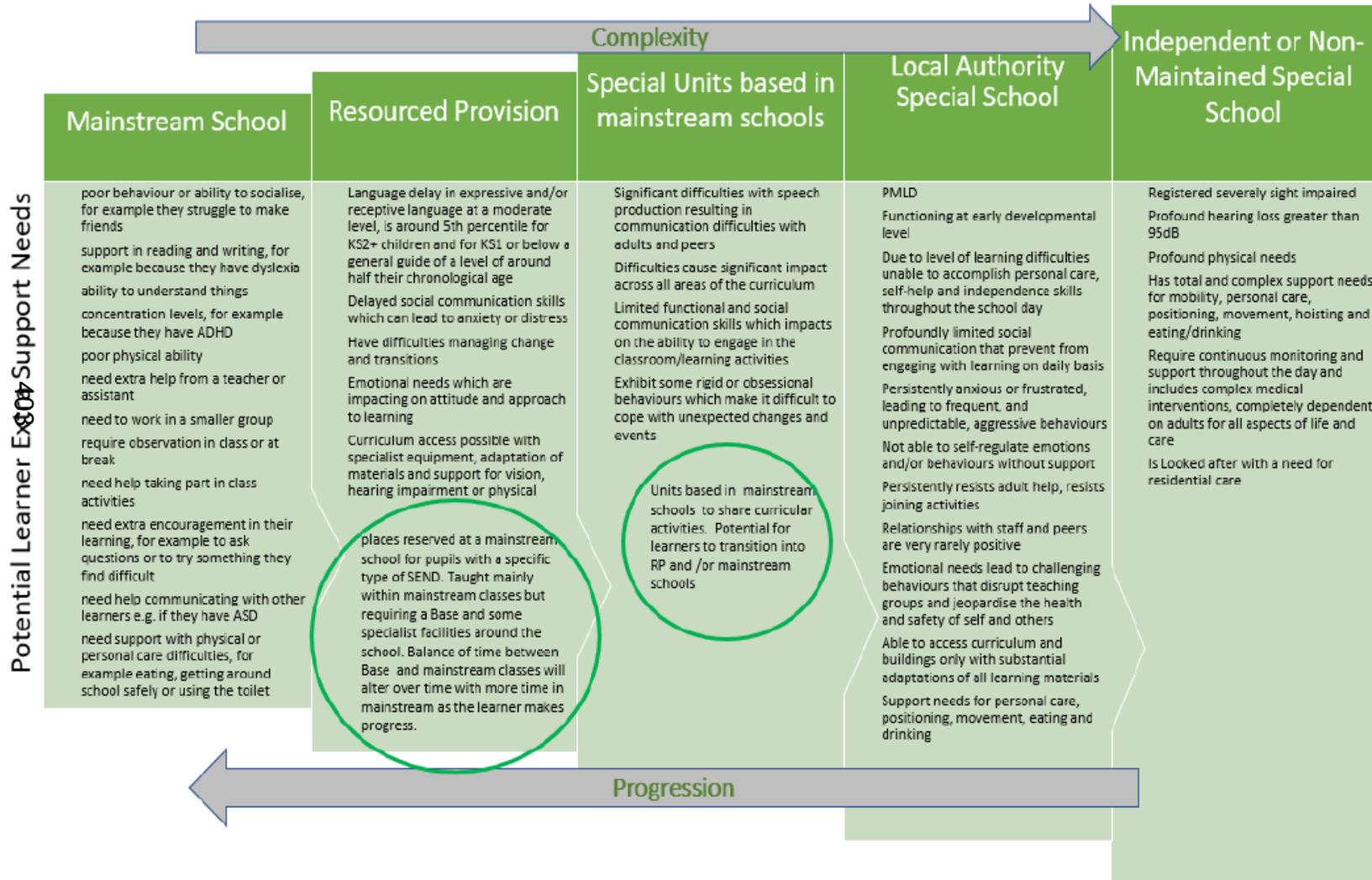
Contents.....	1
1. Executive summary.....	3
Meeting Future Demand: The Provision Required	4
2. Setting the scene.....	5
3. Methodology.....	7
4. The challenge	8
5. Lived experiences.....	11
6. The context	13
Covid	17
7. The current situation	18
Dorset and Hampshire schools	20
8. Inclusive practice.....	21
How a team can build inclusion practice into its daily work: the Virtual School and Colleges	22
Leaning into schools in order to support inclusion practice	23
Extending outreach in mainstream schools to support inclusion	23
The impact of supportive individuals	24
A Lead Accountability model of peer support	24
The team around the school	25
Learning resources and a learning hub to support schools	26
An inclusive environment	27
Inclusive transitions	28
The transition out of school	30
9. Exclusions.....	31
Commentary about exclusion	34
Multi-agency working	35
Behaviour policy	37
Elective Home Education (EHE)	38
10. How the system works.....	41
The In-year Fair Access Panel	42
Consults for placement under s39 (4) of the Children and Families Act	45
Use of professional time	46
Structures	46
11. Leadership.....	49

12. Culture.....	50
Gaming	51
13. Policy	52
14. Funding	54
15. Workforce development.....	57
16. Data, evidence bases and quality assurance	59
17. Resources	60
18. Recommendations	61
Success stories	62
19. Glossary.....	63
20. Appendix 1	64

1. Executive summary

1. BCP needs a vision, a strategy and a 5-year plan for education, including a statement of intent which gives **inclusion practice** equal status with academic results and with keeping children and young people safe in education. We have concentrated on inclusion yet that is only one part of a comprehensive education strategy. At present, the sum of the parts in BCP is much greater than the sum of the whole. Inclusion practice should be a priority for the whole Education community in BCP, not just for a small number of willing schools. Collegiate and collaborative leadership across the sector will be the only way to forge a consensus about how to transform local provision to become more inclusive and ambitious for all children. Such a transformation and culture change will take up to 5 years, so there is no time to lose. A mechanism needs to be established for the entire BCP schools and college network to work together at a leadership level effectively to realise the transformative power of education for all children and young people in BCP.
2. Delivery of an education plan such as the one we propose will need perseverance and determination within a high-trust framework and using a multi-agency improvement plan – all agencies have a stake in getting this right. This may be the last chance to restore the level of trust and confidence needed between all of the relevant agencies. Speed and momentum are crucial if leadership of the sector is to become collaborative with BCP Council and all Academy Trusts having equal status and a shared stake in what happens. School leaders and system leaders should build a learning culture based on ‘unconditional positive regard’. As a CEO of one multi-academy trust said, “We need to build an outstanding universal service”. The Inquiry found this is an achievable goal if the pre-conditions for inclusion and ambitious outcomes are put in place.
3. Innovative strategies like collaborative commissioning and resource pooling are needed to make best use of scarce resources and to enable the system to deliver the policy imperative of educating more children with special needs in mainstream schools. This is the only sustainable resourcing strategy for the education community. The world of education is changing fast. As one Head Teacher said about BCP, “We’re not in Kansas anymore”.

Meeting Future Demand: The Provision Required



- Increase the number of Resource Bases
- Convert the Satellite provision into Resource Bases or SEN Units
- Reduce the overuse of Maintained Special Schools with learners with less complex needs and place them in Resource provision
- Focus the maintained special schools on pupils with the most complex needs
- Increase the number of placements appropriate for SEND learners in the general post 16 provision

2. Setting the scene

4. Inclusion is every school's business. Our Inquiry starts with 3 positive examples. The first is about how a selective school transformed the life of a boy and his family. The second is about how a primary school continued to support a boy with special needs at a desperately difficult time in his life. The third highlights quotes from parents about how a resource base in a mainstream primary school made a positive difference. The examples show that mainstream schools can look after children with the most complex needs and challenging behaviour. Sadly, not every school is committed enough to all children to do this.
5. In terms of inclusion, our Inquiry found that schools can be divided into the following 4 categories in terms of inclusive practice:
 - Those who are able and willing
 - Those who are unable yet willing
 - Those who are able yet unwilling
 - Those who are unable and unwilling

A vision and strategy for education in BCP should have 'able and willing' inclusion practice at its heart.

Alli suffered childhood trauma which left her unable to learn. She went in and out of care. By the time she got to secondary school, she had profound unmet needs. The school provided her with care and support, operating as a therapeutic day service as well as a school. Other agencies rebuffed the school when they requested their involvement and intervention. They feel that agencies failed to appreciate Alli's level of difficulty, especially that 'every day matters' to a child like Alli living in a state of constant fear at home. Professionals took weeks and sometimes months to respond, minimising Alli's complex and painful daily struggle. Alli became more disengaged and made suicide attempts. She also showed more than enough challenging behaviour to have been excluded but the school took the view that the more she challenged them, the more they should identify creative ways to help her. So they bought her a guinea pig – Alli loved animals. They reached out to her when she suffered more abuse and neglect at home, when she started sleeping in parks and when she was at a great risk of being exploited because she was wandering the streets looking for positive affirmation. The Deputy Head said, "this girl broke our hearts in so many ways". They fed her, bought her uniform and bought her presents to give to her brothers and sisters on their birthdays. The school had created a small unit for children who were struggling and in Year 10, Alli started to go in there to support Year 7s. She started to mentor and buddy younger children on the edge of disengagement. Through all this, she clung onto her education, just. The school stayed with her and alongside her through 5 tough years. She is now at College studying animal husbandry which is her dream career given her love of animals. The school concluded that individual children can change services systemically through being understood. Some of the strongest inclusion practice takes place in small and intensively supported units in mainstream schools.

Karim passed a local selective school's entrance exam in Year 6 at his primary school. However, just before the end of his last term at school, he was diagnosed with a brain tumour. He lost part of his vision and experienced hearing loss. Due to brain injury, he was set back to approximately the Year 4 level and was not selective-school-ready. Despite this setback, he started at the selective school. They supported him throughout his school career, including during and after 6 relapses and periods of sickness and stress. When he was in Year 11, he could only manage to take GCSE Design and Technology. This was his favourite subject. He then stayed onto Year 12 and worked on his Mathematics and English Language GCSEs. With one-to-one teaching and the support of a dedicated team of teaching assistants, he achieved good passes in 3 GCSEs. He hopes to go to college in September to take a photography course. He and his family were delighted with his progress and the commitment of his school to stay with him through such pain and recurring difficulties.

Ross started at his 3rd school placement in Sept 2020, in Year 2.

His new school welcomed him and were proactive in contacting his previous schools for information on how to support him, as well as any triggers to avoid. Ross had a high level of support at his previous school, which was possible during lockdown with lower numbers in school.

His new school allocated an adult to him. His behaviours were extreme. He invaded bubbles, smeared faeces on walls, ran out of the building, scaled fences, including into the school perimeter and a pond area, jumped on staff cars and climbed onto sheds, ripping the felt off.

In mid-October Ross was excluded for 2 ½ days, a decision the school found hard to take. He returned on a 2 afternoon a week timetable. The school ensured he had his own space and the same consistent adult to support him during this time. Challenging behaviour and non-engagement continued. The school persisted. Weekly meetings were held between professionals to discuss strategies. A BCP outreach service said they had no further advice or support to offer and that the school were doing all they could to support Ross.

The school wrote an Education Health and Care Plan (EHCP), which was difficult to complete as Ross was only with them twice a week and he was not engaging in any academic work.

Ross was moved out of the local area as his foster carer gave notice and nowhere locally could be found for him. The school continued to keep his place open for him and were willing to have him back when he returned.

He has now returned to school 2 afternoons a week and the length of the sessions has increased. He has been down to his classroom to visit his teacher. Weekly professional meetings continue, with the school liaising with a life mentor to ensure Ross has consistent messages. All are working together to support his needs whilst beginning to introduce academic targets for the first time.

During Ross's time at school, they have continued to focus on his positives, and on small steps, seeing him as a child who has a lot to offer but who is currently unable to access learning. His school remains positive and wishes to support Ross in his internal battle to become more stable.

Impact on Parents and Carers of feeling included in a BCP School

"I didn't think my son would be able to sit his SATs, but he has done so well because of the support given in the Primary Resource Base."

"I just wanted to email and say thank you so much for everything you have done so far for (my child). We have never felt included in anything before and no-one's ever really asked questions about him. His birthday card from everyone was so lovely and thoughtful!"

"I feel like I'm going to manage this whole process much better than I thought because the support and consideration you have already shown has given me confidence."

"My son's confidence in reading has grown so much since joining the Primary Resource Base. He now reads to his brothers, which has never happened before."

"I cannot believe the support I have been given from the staff. They have helped me with new strategies to help him become more independent!"

"I really thought that he would have to go to a special school, but the Primary Resource Base has helped him to regulate his behaviour and now he is focusing for longer to do his work."

3. Methodology

6. Our Inquiry took written submissions in response to our letter inviting participation. The letter can be viewed at the end of our report at Appendix 1. The main evidence to the Inquiry was drawn from structured conversations with school leaders from all types of school across BCP. These were mostly Head Teachers and SENCOs. Discussions were also held with a number of council officers. The limitation of this methodology was that only a small number of conversations were held with children, young people, their families and other agencies. Schools, like any other single agency, do not always know what is best for children. When a child has complex needs, a team around that child consisting of many professionals and family members is needed to understand and plan well for that child.
7. Early years services were out of scope. This would have been another important dimension to include had time allowed. For example, some young children need specific equipment in order to access a pre-school or nursery which is not readily available and more strategic joint-funding partnerships with Health need to be established. We encourage the Director of Children's Services to satisfy herself that inclusion practice in early years provision is in line with the best practice we showcase in our Inquiry (**Recommendation 1**).
8. Similarly, we did not inquire deeply into special schools, for two reasons. Firstly, they are rated good or outstanding, they are popular, and we heard no significant concerns or criticism about them. Secondly, our focus quickly moved to what we thought was the main issue at stake – how to educate children with special needs safely and positively in mainstream schools – the SEND offer. Our time was taken up with how to achieve this.

9. We have deliberately not mentioned individuals or schools by name. We came to the view early on in our Inquiry that as the culture in BCP is so competitive, it would fuel competition to say x is good and y is poor or that x is better than y. An open transparent culture more able to acknowledge shortfalls and less keen to blame others needs to be driven through by stronger sector-wide leadership over the next few years.
10. We also decided against suggesting there is best practice outside of BCP. There is of course. No local area can claim exclusive expertise. However, we wanted to maintain a focus inside BCP, both about what is happening and what needs to happen next. We wanted this to be done without creating any sense that inclusion is handled better somewhere else. Inclusion practice in BCP is as good in pockets as it is anywhere else, and this is a platform to build on.

4. The challenge

11. We found almost complete agreement that the only sustainable resourcing strategy for the future is to reduce the use of independent and non-maintained schools for children and young people with special educational needs and disabilities and for those who show complex and challenging behaviour. We think this can only be achieved by limiting the capacity of special school places to the existing level of provision; by increasing the quantum of alternative provision (AP); and by increasing the ability of mainstream schools to educate children with special needs and challenging behaviour up to a much higher threshold before the need for a special school place or AP is unavoidable or where it is clearly in the child's best interests.
12. In truth, this has been the policy objective of BCP Council since it was established in April 2019, but it has never been set out as a vision, as a strategy or with a plan. The only strategic dialogue with the sector seems to have been discussion in the Schools Forum about increasing the percentage of Government Grant going into the High Needs Block to manage both demand and the deficit. This percentage has remained at the 0.5% agreeable locally. It has not gone higher given the need for the Secretary of State's agreement which it has been assumed – probably correctly - would not be forthcoming.
13. Despite the difficulties associated with this strategy, the only option is to accelerate progress towards its delivery. In our view, this can only be done by all education providers working collaboratively and inexorably towards this policy objective. This will not be easy – see below.

This year we have supported 3 children who cannot access the classroom – we have had to fight from day one to get the EHCPs. Funding does not go beyond band B. We have requested support and we still get nowhere. BCP has no behaviour service for schools to access. There are no youth workers who can come and AP is being used as a sticking plaster. Exclusion will only be reduced if BCP works with schools and families and supports them with the right provision, funding and access to training.

This year we have had 8 children in one cohort with EHCPs. All but 2 were significantly delayed. Funding doesn't cover the support in place. 5 of these children need to go to special schools. Funding is not adapted to recognise this or to help the school. The BCP team should be going over and above to ensure these children get the provision they need until they move to the specialist setting.

14. The absence in BCP of a vision, a strategy and a long-term plan for education is constraining the ability of system leaders to work together across BCP with a common purpose. As a result, despite many examples of outstanding inclusion practice, the sum of the parts is greater than the sum of the whole. The pre-conditions for good to outstanding inclusion practice are not in place. As a result, performance on inclusion lags behind teaching outcomes and results whereas they should be part of the same strategy and practice. A coherent vision and strategic plan for an outstanding and universal education service in BCP would attract support from all education providers. The plan should emphasise educational quality and the creation of effective learning environments for all children (**Recommendation 2**).
15. Too many schools avoid taking responsibility for inclusion. This means children with additional needs are nudged towards certain schools who are seen to be 'inclusive'. Children report being told, "You're not going to get on very well here" as opposed to the opposite message if they have high scores - "*if you want to go a school that is outstanding, come here*". This takes us back to the days when teams were picked according to perceived merit in the school playground. A more inclusive model of selection is needed.
16. Parents are sometimes manipulated to go to certain schools by other schools who game the system with tactics such as 'capping practice' in order to minimise the number of students with additional needs they take. Capping is a crude attempt to outwit and circumvent the statutory admissions code and leads to 'selection by stealth'.
17. The voices of children, young people and their families are close to being absent in the entire process. They should be given space on centre-stage. Periodic skirmishes between schools and the local authority must give way to a collaborative culture which gives more space to children and families to influence policy and practice (**Recommendation 3**).
18. Front line agencies like the Council, the NHS and the police should put in place a Single Point of Contact (SPOC) within their organisations for all providers, in order to restore the trust and confidence that has been put on hold by schools because of confused pathways or an excessive churn of staff which has meant that accessing support has become either too hard or impossible. All front-line agencies need to be more agile and responsive to

children with complex needs and challenging behaviour and to work together with schools and the College less bureaucratically and more pro-actively (**Recommendation 4**).

19. With dynamic collegiate leadership, inclusion outcomes could be transformed within 2-3 years. The case for change is compelling. Paradoxically, the pandemic has helped by demanding and generating a higher level of co-operation amongst education providers. Some schools have the best attendance levels ever, including the attendance of vulnerable children and young people. There is much to build on. Most children and young people in BCP go to good or outstanding schools and most disadvantaged children go to improving schools. If the joined-up approach across and between schools, settings and council teams was equally impressive, then exclusions would virtually disappear.
20. The biggest challenge is resources. Demand, need, complexity, rights and expectations are all increasing. Budgets in all agencies are under severe pressure. Government allocations are insufficient to meet new demand, hence agencies have to find ways of working smarter or managing demand down within the resources available. This too often means reducing the resources for early intervention and prioritising the needs of the most complex – and the most expensive – children and young people. Inevitably delays in the provision of services result. Two parents described the impact of delay on them.

Parents called a review for their child who had an Education, Health and Care Plan (EHCP). His diagnosis was Autistic Spectrum Disorder (ASD). This was in November 2020. Paperwork was sent to the SEN team. It took 2 months for an Educational Psychologist to contact them. The parents and school found the assessment to be spot on but when it went back to the SEN panel, the school were asked to submit additional information before a decision could be taken. This extra information included more behaviour logs which the parents and school thought was unnecessary as they had submitted many months of logs already. In May 2021, a decision on future provision was still to be taken. The parents and the school remain convinced that the delay is a disguised attempt to manage resources and demand rather than the system acting in the child's best interests. As a result, the parents and the school have lost confidence in the integrity of the system.

21. The resources challenge is another factor in inclusion policy and practice. Resources need to be pooled wherever possible to go further. Where value for money can be shown in one part of the sector, the rest of the sector needs to learn from it. Economies of scale can only be understood and realised if all spend across a system is transparent. A move to collaborative resourcing is the only way of maximising value for money (**Recommendation 5**).

5. Lived experiences

22. The lived experiences of all concerned in the education system are as variable as you would expect with around fifty thousand children and several thousand professionals involved. However, lived experiences and the pupil voice are given scant recognition. They should be understood and built into policy and quality assurance across the education system in BCP. Some examples below illustrate why and they shape our sixth recommendation (**Recommendation 6**).

Example 1: *"We don't have bullying at our school. If it was to happen the teachers would take this very seriously and there would be serious consequences. Even if the bully has something going on in their life, it is not acceptable to take this out on others. Both the bully and the victim would be supported by our teachers and the Head."*

Example 2: *"She feels that the teacher makes fun of her when she feels short of breath when she has an asthma attack as well as ignoring her complaint that she felt too cold in an outdoor activity. It was 2 degrees C and she had forgotten her sweater. When I went to get her, she was pale with pain in her body and crying a lot. Not being used to the cold, it was a torture session. I don't understand the purpose of this methodology."*

Example 3: *"I followed Policy during the School enrolment process and spoke to the Medical Administrator in June. Over the following weeks I couldn't understand why myself and the Epilepsy Specialist Nurse were not getting anywhere with school and the plan that was needed for Kris. We got lots of vague reassurance that there was always 'lots of adults around' and 'always a first aider' near him. School advised that no staff would be undertaking the highly recommended Epilepsy Awareness Course because there was no training budget available. Having an emergency mobile phone with him at all times was also advised to be against Policy."*

Whilst Kris' school had some experience with some types of Epilepsy, they did not have an understanding of Focal Seizures and continued to refer to Absence Seizures for quite some months. As a parent who understands these present very differently, I had no faith that Kris' school were able to take care of my son and therefore he did not start school as expected.

I was put in touch with the Senior Inclusion Officer at Children's Services by my Local Councillor. It was soon realised that Epilepsy was not included in the school's Medical Conditions Policy, nor was it in the First Aid Policy. The Senior Inclusion Officer got the right people together. We were advised by the school management team that the Medical Conditions and the First Aid Policy were now being updated to include Epilepsy. The staff who would see Kris daily, including lunchtimes, would now receive Epilepsy Awareness Training. The mobile phone policy was again challenged and Kris' potential need for immediate medical assistance was deemed to justify an exception to the current policy and a phone was purchased.

Now Kris has a new teacher there is a huge change in him. He's now extremely keen to learn, and doesn't want to leave school for the weekends."

Example 4: “What’s helping me is the shorter, smaller concise lessons in smaller groups. The school now supports my needs.”

Example 5: “It’s been good. I trust the teachers.”

Example 6: One parent said of their junior school - ‘They helped me to see the problem from my child’s perspective.’

Example 7: A group of children comment

- School finds my behaviour hard to manage
- I’m on a part-time timetable
- I might get permanently excluded because of my behaviour
- I can’t go to school because I’m so anxious
- I’m being electively home educated and it’s going really well
- My attendance at school is really low
- I’m being electively home educated but it’s not working
- I care for my dad at home
- My Mum doesn’t know how to help me manage my behaviour
- I go to an alternative provider but I’m ready to try mainstream again now
- School doesn’t work for me so I’m not going
- I’m nervous about my new school – I haven’t been at school for ages

23. Few children on the edge of exclusion have their story collated, understood and used as the basis for future planning in conjunction with the child’s family. Helping a child to tell their own story should be the starting point for an inclusive intervention. The lack of structured preventative work with a child can lead the child to lose faith in the school and to distrust school leaders.

24. Colleges, with their proportionately larger cohorts, may understand children even less. As one Principal said, “Often colleges have a limited understanding of disability and expect our young people with SEND to ‘fit in’ to existing systems. Cases reach crisis point before staff are aware that a young person is struggling. This is usually related to emotional well-being or mental health issues or when young people are unable to attain the standards necessary to complete their course”. On the other hand, the College’s bespoke provisions with alternative providers like Thrive and Onwards and Upwards are person-centred services and are tailor-made around the needs of the young person. We think that the need for alternative provision could be reduced if the colleges were more able to recognise and respond to the needs of SEN young people at an earlier stage. This points to the need for a far more joined-up transition pathway and service.

Example 6: PB's Story: the impact on his family

PB's family say his additional needs were under-recognised by services since he was 2 years old. They feel a response of 'we'll keep an eye on him' meant he did not receive the services he needed at an early age. By 4 his behaviour was increasingly and severely challenging, including violence, inflexible thinking, ritualistic behaviour and difficulties in sensory processing. The family were told nothing could be done without a diagnosis. They were told that 'you'll have to battle first'.

The family say the school took a Year Zero approach rather than practising co-production with the family. When Mum advised that he would need one to one support she was told by the school 'we don't provide that kind of support here'. By now, PB was in reception and there were incidents on most days of him attacking other children and damaging his immediate environment. Some other children were terrified of him. The family asked for risk assessments to be carried out but they weren't. They say referrals were of a poor quality and that no attempt was made to give PB a school plan so that all who came into contact with him knew what they should do and what they shouldn't do in order to minimise his difficulties and the adverse repercussions on others. Consequently, he has been excluded from school numerous times although he is not yet 5.

The family say some individuals gave them strong support, like SENDIASS and a specialist nurse, but that their experience is of a few brilliant individuals working within a 'shocking system'.

Finally, an outreach worker from a special school came to see him and recognised his needs, reinforcing that he should carry his sensory bag around with him to help him regulate his emotions. She reinforced that he needed an EHCP which is now due to be arranged.

25. These examples show the importance of understanding lived experience by making efforts to understand the meaning of a child's behaviour and their needs, however complex those needs might be. Inclusive practice takes time. It is a statutory responsibility. It is also a moral purpose of educators.

6. The context

26. An important context to bear in mind is that nationally about 0.1% of children and young people at school are permanently excluded, so 'one in a thousand' – although 2.4% receive one or more suspensions (last published figures in 2018/19). The infographic below is in the form of a dashboard about the lives of children and young people living in BCP.

If the BCP area had 100 children



51 would be male
49 would be female



92 - 95 would be attending schools or early years providers that are rated as good or outstanding



75 would go on to higher education



51 would achieve a strong pass in GCSE English and Maths (grades 5-9)



24 would have experienced some form of bullying in the last 6 of months



15 would have a special education need or disability, 3 of them have an Education, Health and Care Plan



11 would live in poverty



11 would be regularly absent from education



8 would have a mental health problem



5 would not be in any form of employment or training at age 16



1 would be in care or have a child protection plan



1 would receive targeted Early Help Family Support



1 would be a young carer

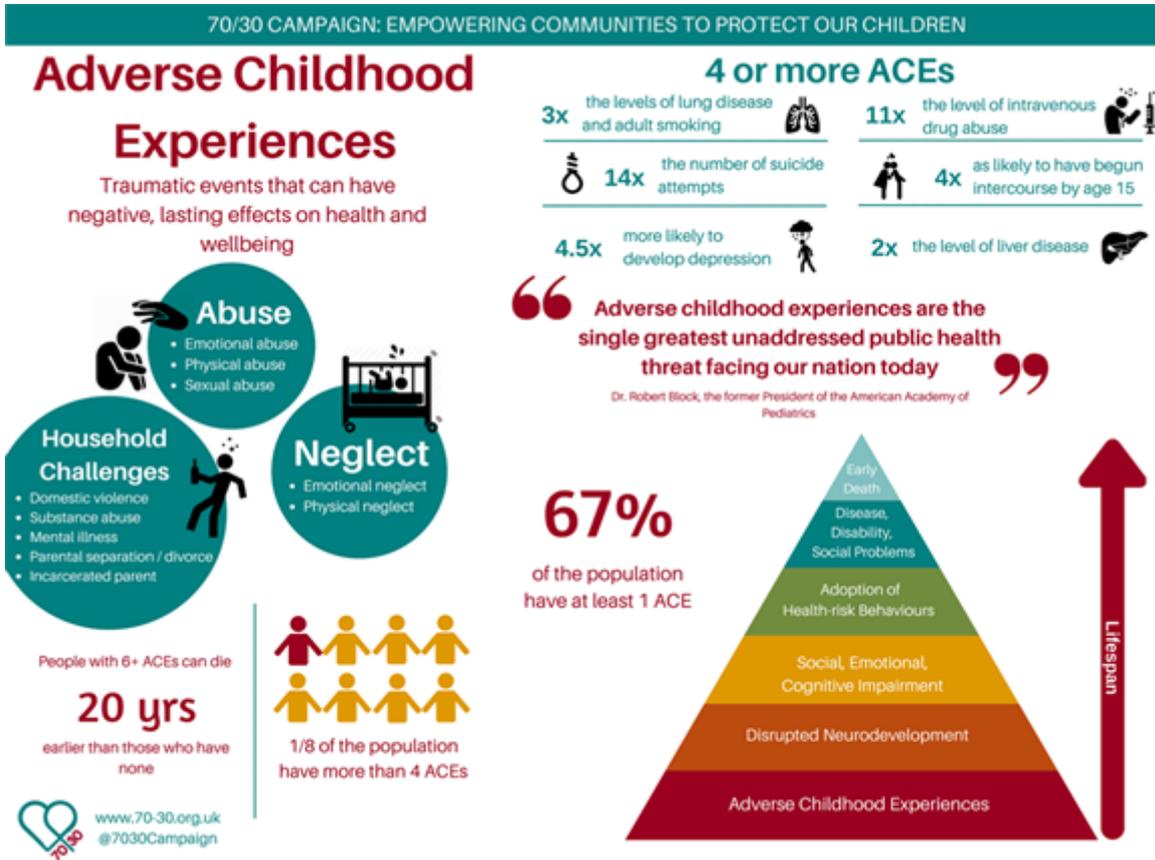


1 would be living with parents where domestic abuse, substance misuse or mental health concerns impact their daily lives



1 would get into trouble and need support from the youth justice service

27. Difficulties at school usually correlate with adverse childhood experiences (ACEs). The first question a school should ask when a child starts to attract concern is ‘what has happened to her or him?’ (see below)



28. The next context to be aware of is the correlation between difficulties in school and social and economic disadvantage. This is neither an automatic nor is it a universal link because poverty and problems in school do not always go hand-in-hand. However, poverty and deprivation are ACEs and make it harder for many children to participate in learning (see below):

THE CYCLE OF POVERTY

DRIVERS OF GENERATIONAL POVERTY AND MATERIAL DEPRIVATION



What are the biggest childhood predictors of poverty?

- 1) Low educational attainment
- 2) Growing up in a workless household

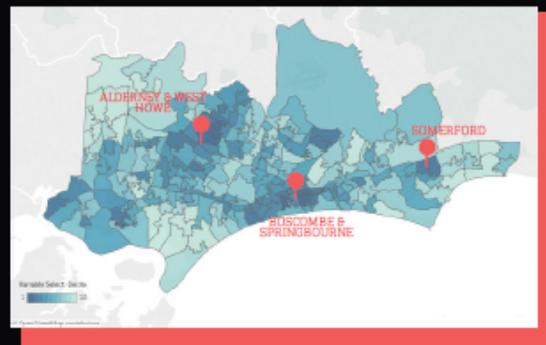


What are the biggest childhood predictors of future material deprivation?

- 1) Low educational attainment
- 2) Growing up in a single parent household
- 3) Growing up in a household with 4 or more children
- 4) Parental unemployment

So what are the biggest childhood predictors of low educational attainment?

- 1) Father's level of education
- 2) Mother's level of education
- 3) Growing up in a household with 4 or more children
- 4) Growing up in a household with 3 or more adults
- 5) Growing up in a single parent household
- 6) Growing up in a household with 3 or more children



Deprivation in BCP
(Indices of Multiple Deprivation, 2015)

Taken from "Intergenerational transmission of disadvantage in the UK & EU". Office for National Statistics, 2014

Covid

29. Finally, the impact of the Covid pandemic on the local education system cannot be underestimated. Helping children to recover and restore their learning trajectory is likely to be a continuing challenge in the next few years. (See below for a summary of the inclusion-related impacts, to go alongside the academic impacts).

COVID implications



There is a hidden impact for children on the affects of COVID:

- More children have started to self harm
- Children are deeply anxious
- Increase in children having panic attacks
- Children losing motivation for the future
- 67% children have said the lockdowns have had a negative impact on their mental health

"All of my work is overshadowed by the outside world and whether any of it matters anymore. I see no future."

"The first few lockdowns, whilst emotionally taxing and anxiety inducing, felt time-limited with a taste of freedom to look forward at the end. This one feels unrelenting, time moves slowly and nothing captures my attention/interest. I am relying on binge eating and alcohol a lot more this time."

30. These impacts on children are because of the wider impacts of the pandemic. In BCP, schools stayed open and the majority of their staff stayed on site. Attendance in BCP schools for many vulnerable children was good. The impacts on children were not all negative. Many children loved being in year group bubbles and it created mini-schools for some pupils in transition. This huge variation in lived experience is illustrated by a BCP Equality and Impact assessment in the summer of 2020 carried out during the Covid pandemic, found the following:

- Just under half of those surveyed said that their views were fully included when their child's support was planned. More than half said they weren't;
- Just under half said their child had achieved the outcomes set out in their support plan;
- 38% said the support their child had received over the previous year has made their life worse

Findings using the POET tool (Personal Outcome Evaluation Feedback tool), Summer 2020

7. The current situation

31. Demand for inclusion services is steadily rising, a trend intensified as a result of the Covid pandemic. Some schools are over-subscribed. Others have falling rolls, more due to parental choice than demographic trends. Special schools are full and mainstream schools are often stretched to the limit, especially those who are more open to taking children with complex needs and challenging behaviour.
32. Many schools and the College have continued to expand their pastoral care and special needs services which is enabling higher levels of inclusion. Schools buy in their own extra support if statutory services cannot assess or intervene in time. This includes emotional literacy support assistants (ELSAs), educational psychology advice, play therapy, art therapy, music therapy and Occupational Therapy support. This is easier for multi-academy trusts as they have a larger combined budget and infrastructure. Some are self-contained educational eco-systems.
33. The lack of resources in the community for children needing an inclusion service is always limited by agencies who are facing either a short-term crisis, a longer-term crisis or both. The shortage of SEN caseworkers in BCP council, community paediatricians and CAMHS means that the team around the child is often incomplete and the professionals and the skill sets needed to make a difference to that child are just not there when they're most needed.
34. A worrying trend is that many Tier 1 prevention services are looking after children with Tier 2 or even Tier 3 (much more severe) needs, because of the absence or shortfall of services at lower tier levels. Schools often fill the gap. "Saying a school is just a school is like saying Amazon is just a book company" said one Head Teacher. Another head said his school has become like a 'mini-NHS'. A third said, "schools are becoming a mixed bag of social care, counselling, housing and mediation which ultimately squeezes on capacity in all areas". Some schools provide services to their local community such as food banks. Schools have always been rooted in their local communities and this is becoming even more important as other caring professions are less visible on the ground.
35. Another important context is Local Government Re-organisation (LGR). In the 2 years since BCP formed, it has not been able to deliver the economies of scale including greater quality that was a main objective of the merger. The well-catalogued difficulties BCP has faced are common to all new merged organisations, yet the length of time it is taking to deliver meaningful change has dismayed partner agencies who look to BCP for leadership and for a range of skills such as brokering the support they need. BCP now needs to quickly win the confidence of agencies on the ground. As one Head Teacher said, "a burning platform means you have got to do something about it". Constant change is of course a fact of life. The development of the new Integrated Care System (ICS) covering all aspects of the health service in Dorset is a new transition underway which will inevitably present new challenges even before existing challenges have been met and overcome. Restructuring often weakens inclusion services as they are often seen to be preventative services which can be cut, unlike statutory services. Cuts to the BCP Council Early Help Service in 2020 are an example of this.

36. BCP's academic results continue to out-perform the national average on nearly all measures. That in itself makes a tremendous contribution to inclusion, as many children and young people have the choice of better futures because of better results. For example, children with special educational needs and disabilities (SEND), as well as children with no identified need, attain and progress better than their peers throughout England.
37. However, BCP also has more school exclusions than the national average, more young people not in education, employment or training (NEET), and a higher use of external specialist provision which is extremely costly. These are all indicators of the systemic as well as the economic need for a greater level of inclusion within BCP schools and communities. BCP sends a 'vulnerable list' to schools twice a month. These are children who are either open to children's social care, open to early Help, have an EHCP (see below for the definition) or an assessment in the pipeline or who are young carers. 6,412 0–25-year-olds were on that list in May 2021. This approximates to 5% of the 0-25 population. Scaled up for the 51,751 children in schools suggests that any one time there are around 3800 vulnerable children in BCP schools at any one time. Many of those children will have been subject to adverse childhood experiences, sometimes with lifetime consequences.
38. An even distribution of those children and young people would mean each school in BCP would take 40 vulnerable children. Of course, vulnerable children are not evenly spaced out geographically and they tend to live in clusters in areas of higher socio-economic need. However, even allowing for geography and a matching process, a number of individual schools could and should show much more commitment to the most vulnerable children, including children with SEND, not just those on EHCPs: children in care, children subject to child protection plans and children at risk of being exploited.

What is an EHCP?



An Education, Health and Care plan ("EHC plan") is a legal document which describes a child or young person's special educational needs, the support they need, and the outcomes they would like to achieve.

The special educational provision described in an EHC plan **must** be provided by the child or young person's local authority .

This means an EHC plan can give a child or young person extra educational support. It can also give parents and young people more choice about which school or other setting the child or young person can attend.

An EHC plan can only be issued after a child or young person has gone through the process of an [Education, Health and Care needs assessment](#).



Dorset and Hampshire schools

39. A small number of schools in Dorset and Hampshire, close to the conurbation's borders, are educating a significant number of BCP children and young people in their schools. BCP children are disproportionately subject to suspensions compared to Dorset and Hampshire children in those schools. A secondary school in Hampshire made the following suggestions to us which we print in full in the interests of transparency.

- Strengthening of processes to prevent frequent systemic off-rolling of low-achieving children ahead of commencing Year 11, presumably with the motive of manipulating performance data;
- Working sympathetically with parents who feel their children are being bullied rather than refusing to acknowledge reasonable concerns and treating them as troublesome;
- Addressing the culture prevalent in certain BCP schools whereby it is seemingly acceptable to coerce parents and carers to electively home educate children to circumvent proper processes in relation to permanent exclusion;
- All schools engaging equitably with managed move protocols;
- Challenging all governing bodies and academies to work collaboratively and with integrity in relation to in-year and fair access admissions;
- Recognising school leaders who act with conspicuous professionalism placing the needs of vulnerable children ahead of personal or institutional reputation;
- Making full and proper transfer of comprehensive educational records in a timely manner to ensure continuity of welfare and academic progress.

40. Whilst these comments come from outside BCP, they echo comments made by many we spoke to inside BCP.

8. Inclusive practice

A BCP-wide inclusion standard (suggested from within the sector)

Outreach	Whole class reading	Nurture groups	Special provision within Mainstream
Visuals for all	Carefully thought out individual timetable	Team working	PACE
Adapting room for a child's physical needs	Signalong	Safe spaces	Co-production
BOOST	ELSA	Speech language & communication – ELKLAN resource	Reasonable adjustments for SEMH
Provide easy read documents	PEIC-D	Adoption of whole class delivery (ie gap fill rather than expecting students to take notes)	Visual household – cleaning schedule for a family with LD
Total communication approach	Classroom support to encourage inclusion with peers	Flexible provision to support needs	Study skills groups
Adapt and respond based on speech and language need	Play based learning	Staff training	Dual placement with specialist school into our mainstream environment (child now attends)
Key worker- child-parent relationships	Mixed age group non-curriculum weekly sessions	Supporting SEN TAs working together with outside agencies	Total communications approach – visuals
John Thomton charity	Creating sensory area for children to have sensory breaks	Listen to voice of child	Using resources
Advice and support from educational psychology	Social stories for learning about situations or context	Preparing for adulthood from the earliest years	The guidance of specialists and specialist outreach teachers in developing mainstream
Being included in decision making	Staff CPD on SEND areas of need and inclusion	Residential trip planning for blind student (outdoor adventure)	Use of social stories to help prepare for things
	Spell framework	Knowing the children and building relationships	Differentiation
		Teacher differentiating lessons (resources & level of questions) so all children can access	The John Eggings Trust

41. Most schools and colleges provide a great number of opportunities for their students. They go out of the way to make their life in school as rich and fulfilling as possible. Many involve children and young people in decision-making and give them a stronger voice within the school, promoting their rights.
42. However, for the most vulnerable students, there is no single clear and accepted definition of inclusion for BCP schools. The strategic and policy void in BCP about inclusion has adverse consequences for children. The view below from one school is typical of the view of schools who contributed to the Inquiry:

When we were part of Dorset, we were considered a highly regarded school. SEND/Inclusion/Attendance teams knew we didn't ask for resources we didn't need. As a school we did problem-solve and we worked with students inclusively and equitably. Our permanent exclusion rates were negligible.

Since joining BCP and sitting on IYFA (in-year fair access) meetings we have on occasions been surprised by how easily some schools move students out, often without a personal support plan being in place and how easily children are pitched into a cycle of suspensions and a pattern of moving from school to school. I now realise that this is often because structures, systems and processes for accessing support are not always clear and equitable. Some schools are doing this simply because they are unable to cope.

43. We recommend the adoption of a BCP-wide Inclusion Standard. This would be stronger than the voluntary Inclusion Quality Mark (IQM) being planned with some schools though the principle is the same and much of the material can cross over. The Inclusion Standard should set out a clear accountability for the Head Teacher and the Chair of Governors in each school, in the same way that diversity champions often need to be the people at the very top of an organisation when a culture change is required. We recommend co-producing an Inclusion Standard and negotiating a sign-up from all education providers in BCP, building on the sign-up to date for the IQM (**Recommendation 7**).

How a team can build inclusion practice into its daily work: the Virtual School and Colleges

44. The Virtual School and College (VSC) is responsible for overseeing the education of all children in care in BCP, care experienced children and young people (care leavers) and previously looked after children who are now adopted or subject to a Special Guardianship Order (SGO). From September 2021, the VSC's responsibilities are being extended by the Government to include oversight of the education of all children with an allocated social worker. How this will work in practice is yet to be decided but it will need to be a collegiate and collaborative endeavour across the sector.

Impact of the BCP Virtual School and College

A PEP (Personal Education Plan) meeting was held for a young man in Year 11 and the following issues became evident. School was not communicating with his carer. There had been no additional support put in for the young person to help him catch up with his learning ready for his GCSEs. The young person was disengaging with education and school was not utilising any of the funding available to them. During the PEP meeting the above issues were discussed and a plan was put in place to address them. As a result, tuition was arranged to allow the young person the opportunity to catch up. The young person is now re-engaged and is making good progress. The school now regularly communicates with his carers and funding is being used directly for the young person, with school having the confidence to secure this level independently.

Leaning into schools in order to support inclusion practice

45. We found that a number of services were widely seen as helpful in promoting inclusion. Here are some examples.

The impact of BOOST-funded training

- I identified children in my Reception class who have speech and language difficulties and pinpointed which sound I would need to focus on in the first instance. I used the knowledge gained from the course and the very helpful notes, including the notes from a speech and language assessment from one child in my class, to help me plan an intervention. Progress was made and I could also share with parents what they could work on at home with their children.
- Since the training was completed in September, staff have shown an increased awareness of the needs of children with ASD and are seeking to understand the underlying needs that children are trying to communicate, rather than focusing solely on their external behaviour. It has also raised the importance of other strategies in school. Staff are more consistently using visual strategies such as visual timetables and social stories. All staff are more aware of traits that they notice in children who do not have an ASD diagnosis and are more sensitive to these needs.
- We found this training to be extremely valuable because it improved the understanding of all staff with children who have an autism diagnosis. It was interesting to be introduced to the different children and adults who have autism and the way they felt about having autism. We have ensured that language is clear and concise without any jargon or idioms. We have worked on our classroom environments to ensure they are not too distracting. The impact is very positive on those children and young people who have autism.

Extending outreach in mainstream schools to support inclusion

46. If the strategy of increasing the use of mainstream schools and decreasing the use of special schools is to be realised, all mainstream schools must be able to tap into outreach services at the point of need. The two case studies below illustrate the importance and impact of a targeted and responsive outreach service.

Example 1: A student with ASD and high-level sensory needs was well below average reading age. He could not access the curriculum alongside his peers. He found the classroom environment overwhelming and would shout, cry and run out. The school already had a good level of supportive strategies in place. The student had sensory circuits, frequent breaks and his own work area set up at the back of the classroom. As the outreach worker, I identified areas to change. For example, they were using 'brain breaks' as his 'reward time' after he had completed his work, rather than as a

structured part of his timetable for movement and sensory input. He needed a more visually, consistent reward system. He needed a structured, visually based work system to foster some independence skills. The class teacher, TA and SENCO visited my (special) school with me to see first-hand some of the strategies and suggestions I was making in action. They all reported that this visit was invaluable. The SENCO has used strategies that we put in place for this student during the outreach input with other students across the school and has reported that it has been very successful.

Example 2: A very able student with ASD and high anxiety levels frequently went into a 'shut down' mode in school when overloaded. This student would frequently run away from class and be in shut down for several hours. During our outreach planning meeting, which included the parents, we established the key elements that contributed to her overload and subsequent shut down such as her struggle with perfectionism, low self-esteem and sensory overload from noise. We were able to address these issues in a range of ways and to set up a number of strategies for her to use which are scripted out on an emotional regulation scale. She can now identify when she needs to work outside of the classroom and will take her work out to a space in the corridor and work there if she needs to. She also has a place to run out to in the playground where she can go to and use calming strategies if she gets too overwhelmed indoors. The flexibility of the class teacher and SENCO have enabled this student to be able to engage in whole class learning again as she has a range of strategies in place that she can use when she feels the classroom is too much for her.

The impact of supportive individuals

47. Many schools we spoke with mentioned the same names over and over again when we asked them whose support they valued. Sitting in different agencies but united by their responsiveness, these individuals excelled at relationship management, in that they were described as unfailingly and unstintingly reliable, helpful and supportive – “she will act on anything immediately”. The churn and periodic chaos outside of schools – “I’ve never seen the same person twice” and “she was the go-to person but then she disappeared” - contrasts with the stability inside most schools. About other less responsive professionals, they say “all the heads would like him to return an e mail” – though we found that ‘he’ was usually not given this feedback. The problem with excellent individuals is that everyone wants them to solve their problem. The risk is they become exhausted with the demands made upon them. Teamwork and distributed leadership is the only way to successfully manage increasing demand and complexity.

A Lead Accountability model of peer support

48. We were struck and impressed by the untapped potential across the BCP education system. Some schools and some school leaders have spent years honing their skills and developing projects and programmes that would benefit children and young people in other schools, not just their own. We think that identifying these champions and ambassadors and creating an environment in which they can help and support other schools without any negative or competitive undertones, would be one way of rolling out

proven inclusion initiatives across BCP. An example is the Duke of Edinburgh Scheme. This is extensively used already as an engagement opportunity for young people at risk. In fact, one BCP school is the leading provider in the South West and would be happy to use their knowledge and experience to support other schools to offer more places. Other schools would be happy to take the lead, using their proven expertise, for issues as diverse as working with gypsy traveller children, dyslexia screening, complex communication difficulties and speech and language support. Establishing a lead accountability matrix for peer support would be another example of positive network management supporting the sector (**Recommendation 8**).

The team around the school

49. The Team Around the School (TAS) model in BCP is only as good as the team around the highest priority children in schools. The expectation of schools is that TAS can lever in the right resources to help an individual child stay in mainstream schooling at the point of crisis. Schools' experiences so far are mixed. Some TAS meetings have been experienced as supportive. Others were perceived to leave schools with the same problems they started with, despite them having spent time preparing for the meetings and having their hopes raised. Too often the agencies who need to be at the meeting do not turn up, despite the model being a positive one which if run better, could be scalable. For the Heads with the latter experience, one said "No one gives me a solution. I'll kill the next person who tells me I'm doing a good job and there is nothing else they can do".
50. To be effective, the Team Around the School needs to be able to bring the multi-agency team in to support the highest risk children. This would mean children's social care, CAMHS, community paediatricians, the mental health teams in schools, to name just a few. Decisions like stepping up or stepping down a child in need from one level of support and intervention to another, should be shared with schools in advance so there is a dialogue, even where there is disagreement. Direct access to specialist health professionals without the need to refer to the community paediatrician could speed up access to appropriate support. For example, SENCOs have to make referrals to the Child Development Centre yet GPs are able to refer into the right department directly. For other situations, GPs can't make referrals and every concern is routed through the SENCO. Referral pathways between agencies should be clarified and simplified. The MAISEY model in Early Years provision is a good example to learn from (**Recommendation 9**).
51. Concerns about the Team Around the School model are expressed by one school below. We also heard during the inquiry that BCP Council was planning to change the model again. We urge them strongly to do this through a consultation process with schools and not to make decisions on their own, telling the sector afterwards.

We understand that TAS meetings have their place and are vital in enabling effective support and communication for families. However, in our experience, information is just not being relayed well enough to be able to share at these meetings. Inclusion workers often attend without being able to offer much more than services to signpost us to. School staff are continually expected to chase and follow up information that would previously have been easily accessible through family outreach workers. It is proving to be a time-consuming process for all concerned, often with little positive impact. We believe that the best people to be able to attend these meetings are the professionals who have been into the family home or who have built a trusting relationship with the families concerned. Due to the time constraints of their roles, they are often unable to do so. The current system in place does not provide a joined-up approach.

52. Another plea from those schools who do not have the level of problems faced by schools in areas of social and economic disadvantage was that they still need help sometimes. They asked that programmes such as Mental Health Teams in schools operate through a locality hub model, not just in a single school. This would allow schools with occasional problems to make contact for occasional support rather than all the support going into one school. This is also a resourcing challenge for the Mental Health in Schools programme. We agree that such pilot programmes should use a locality hub and not a single school model (**Recommendation 10**).
53. We think that multi-agency locality hubs could be the organising principle for collaborative commissioning and collaborative casework, including some existing services provided BCP-wide at the moment. BCP is a large conurbation with a need to plan carefully which services should be centralised and which should be delivered from an accessible local base.

Learning resources and a learning hub to support schools

54. Including all children through the inclusive teaching of an inclusive curriculum within an inclusive classroom needs a discrete skill set. We were struck by the number of separate individual approaches and initiatives about this which could usefully be brought together into a single taught and supported model about positive inclusion practice. In different schools, the 4 pillars of practice, differentiation, THRIVE, trauma-informed practice and whole school approaches, to name just a few, are taught passionately and intensively to a single school's workforce. We see an opportunity to develop a BCP-wide method of inclusive teaching, through a collaboration between the sector, the teaching hub for the South West (operational from September 2021) and other specialist providers including charities. For example, support for specific cohorts of children can become stronger through evidence-based approaches to teaching and learning. Dyslexia and dyspraxia are good examples (see below). Understanding how to be inclusive with children with dyslexia can be deepened through working with charities like *Made by Dyslexia*. They offer a free

two-hour training programme with dyslexia experts that aims to raise awareness and change the predominant narratives about dyslexia. Standards for supporting children and young people with autism produced by the Autism Education Trust (AET) are free to download. Resources could be brigaded by a BCP-wide Learning Hub though this would need to be resourced (**Recommendation 11**).

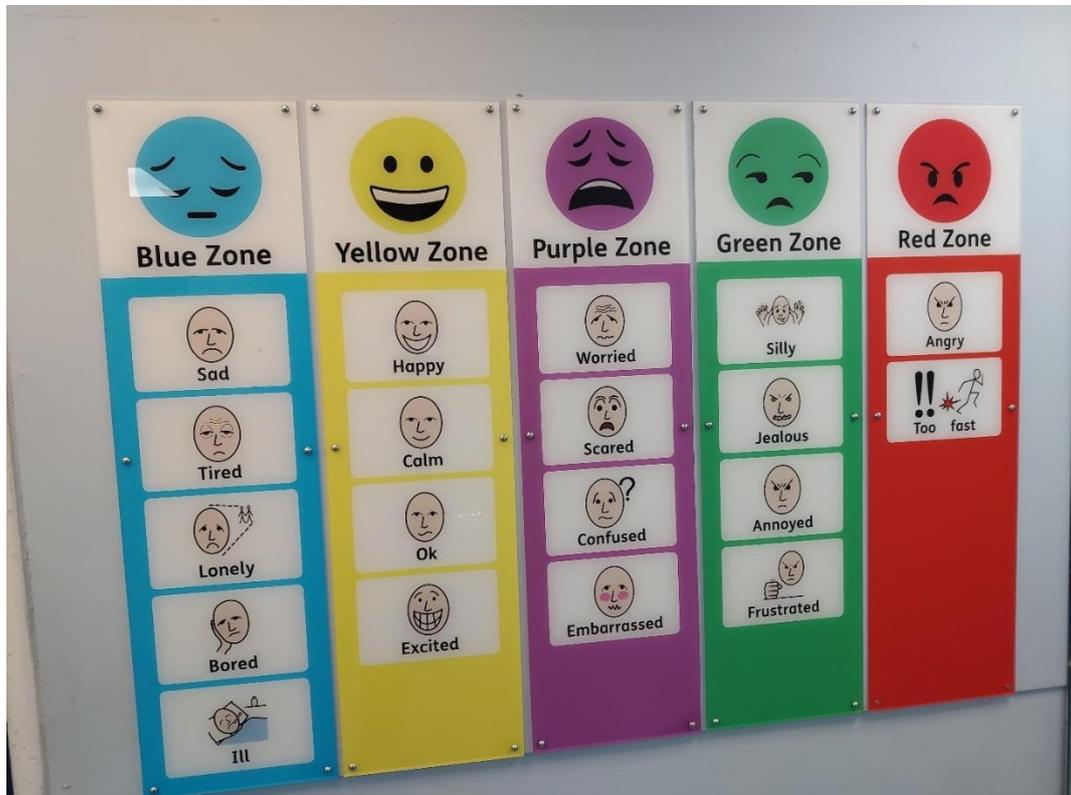
A child with dyspraxia will need more time to complete tasks, including in exams – ‘Dee has dyspraxia. This affects her hand-eye co-ordination. It also impacts on her ability in fine and gross motor tasks, including writing. She cannot produce legible handwriting so we must support her with a laptop. Sadie wants her teachers to know that when she does not maintain eye contact, she is not being rude, she just finds it easier to concentrate that way. She likes to be given therapy putty when she is struggling to concentrate. She likes to sit on a wobble mat, so we have one she can use in every class’

55. We heard about a great number of inclusive initiatives which schools, families and indeed other organisations could learn from. There are too many to list but here are two. The first is a primary school which gave the whole school a theme to think about and develop each term, like Where did we all come from? (Term 1): Fascination (Term 2); and Expressing (Term 3). Each class pursued a different aspect of the common theme. The second example is where children becoming disengaged worked in a small group and were tasked with being secret agents in order to carry out ‘acts of random kindness’ throughout the school. Their parents were informed, of course, the objective being re-engagement.
56. It is not only teachers who can inspire children. A local man with bushcraft skills has worked in a BCP school for years, calming down many distressed children and teaching them an unusual set of skills like how to keep a pond in good order, which has helped them to stay in school. Inclusion has to be approached creatively. ‘SoundStorm’ and ‘Wave’ are the brand names for the BCP Music and Arts team which works in 95 schools from KS1 to KS5 to support music and art classes. There are countless programmes like this which need to be brought together coherently into a ‘BCP Inclusion Offer’.

An inclusive environment

57. Schools work hard to design, build, renovate and adapt child-friendly spaces in their buildings and to make ‘reasonable adjustments’ when needed as they are required to do by law. This extends to the design and layout of sensory rooms, break out spaces, auditory improvements in classrooms, dyslexia and dyspraxia-friendly classrooms, the presence of therapy dogs, measures to support children on the autistic spectrum to carry autism awareness cards, use of welcome language screening toolkits, aids and adaptations like fully accessible handrails and ramps plus wheelchair access and welcoming arrangements. The visual below from a special school, designed by the Head Teacher, shows how messaging throughout the school can influence attitude and behaviour positively. More could be done about this, so we make 2 recommendations. The first is to make design and layout in all BCP schools a lead accountability, to be allocated to the school who is ‘best in

class' at it. This would be part of the proposed lead accountability matrix. The second is to develop a team of Young Inspectors who are trained and supported by BCP's participation team to inspect school buildings for child-friendliness against a set of standards co-produced with the sector. (**Recommendations 12 and 13**).



Inclusive transitions

58. Children and young people must go through several transitions during their journey through education, each of which they might need help to negotiate. Transitions include starting in nursery or reception: moving between academic Key Stages: moving into junior (Year 2 to 3): moving into secondary (Year 6 to 7); and moving into the sixth form or going to college (Year 11 onwards). Children face other transitions during the 12 – 15 years of their life they spend at school. The adults around children will also be going through their own transitions or rites of passage. During their time in school, children can move house, they can have siblings, their parents might separate or divorce, they may have to move schools and they can experience events in their life which either bring joy or cast a long shadow. We say this in order to emphasise the importance of handling multiple transitions well – and inclusively.



59. Best practice in transition includes supporting the child either side of the transition. For example, a secondary school engages with its local partner primary or primaries from year 5 onwards to support transitions into their school. The model used is 'warm handovers'. They have a Transition Co-ordinator with a small staff team to support this work (see below). Children with EHCPs are offered tailored support with a specific member of the school team. A parent said how valuable a tour of the school was to her child with ASD who needed to become familiar with any environment she was going into in advance, in order to avoid becoming overwhelmed. Another secondary used a big brother and big sister buddying system for new Year 7s.

One secondary school has a Transition Co-ordinator with a small staff team who in-reach to primary schools for those children in Year 6 about to join them. They make sure each child with SEND has a named teacher to support them during their transition. Individual tours of the schools are offered to children and parents in Year 5. They aim to continuously improve their transition practice. All staff in the school are seen as ambassadors for inclusion. They have replaced the role of TA with learning coaches and introduced specialisms for speech and language, ASD and for physical disability and a child's medical needs.

60. Transitions frequently bring with them major issues. For example, many services children receive in a smaller primary cannot be reproduced in secondary so are not sustainable. A warm handover means avoiding a cliff edge between Year 6 and Year 7. We heard of a great number of children who went over this cliff edge with the primary and secondary schools then blaming each other. Sometimes the consequences of a poor transition were not understood until Year 9 or 10 in terms of challenging behaviour. By then it was often too late to effect a change. Parents have very strong views about the impact of major transitions at school on the lived experiences of their children (see below).

I hear far too often the concept that a child does not need an EHCP in primary school yet will need one in secondary school. I think this makes a mockery of our education system. BCP secondary schools sadly are just not doing enough to welcome and cater for SEND children. Simple adaptations made in primary schools (fiddle toys, uniform adjustments, safe spaces) are deemed inappropriate in secondary schools - why?? Better and safer transitions from KS2 to KS3 could really help reduce the number of EHCP applications. I suspect this comes down to a combination of perception of the school alongside a feared lack of funding to help support EHCP children. If primary schools are funding voids like the one in my example above (finding not just the £6k base funding but adding another £7k), if secondary schools then lower their investment to follow the EHCP funding pound for pound, these children will fail in Year 7 and drop out of the system - either off rolled, moved to specialist provision or permanently excluded. Another perspective on this issue is that primary schools often fail to prepare children for secondary school.

The transition out of school

61. BCP has around twenty small 6th forms, some of which may not be viable over the next few years. A clearer post-16 strategy would help students to plan ahead. Provision would be increased with a clearer offer to 14–16-year-olds, many of whom would prefer accredited courses in motor manufacturing, bike maintenance, engineering or hairdressing which give more employability skills “than learning Spanish”- a Head Teacher. An increase in Applied Stage 4 provision would undoubtedly lead some young people to remain engaged with education (**this is already covered by Recommendation 2**).
62. Some schools told us they would worry that doing this would compromise their Progress 8 results. However, the young people we have in mind will probably not be doing well academically so we think this anxiety is misplaced. We spoke to one school about a small cohort of Year 10 children who are on the edge of suspension and who might be re-engaged with a tailored curriculum more geared to life and employability skills, based on work experience, supported internships and traineeships plus continuing to study essential subjects like English and maths. We think that Keep On Track programmes or their equivalent should be delivered to year 11 pupils who are at risk of becoming NEET (not in education, employment or training). Students could be identified by their schools and participate in a series of workshops to explore issues around self-esteem, mental health, rights and responsibilities, interview skills and CV development. Another outstanding service is the Classroom in the Heart of Industry provision developed by a special school, which has led to a high level of secure employment for participants. To build on these positive programmes, we recommend the Director of Education leads on the development of an Apprenticeship Strategy for BCP, including T levels, linked into the proposed Learning Hub and aligned with the Local Enterprise Partnership. We think this should use a 13-25 age banding, not the current post-16 framework, starting with the early identification of the need for a vocational pathway for a particular young person: then varying the curriculum to support this pathway: identifying a pathway co-ordinator who can support the young person through transitions using the ‘warm handover’ framework when transitioning; and continuing with supported internships and

apprenticeships. This is a 'team around the apprentice' model. All agencies should play their part in this strategy. At present some agencies are missing from the table, usually because they say the work or the young person does not fit within their eligibility criteria. This is immature multi-agency practice which needs remedying. (**Recommendation 14**).

9. Exclusions

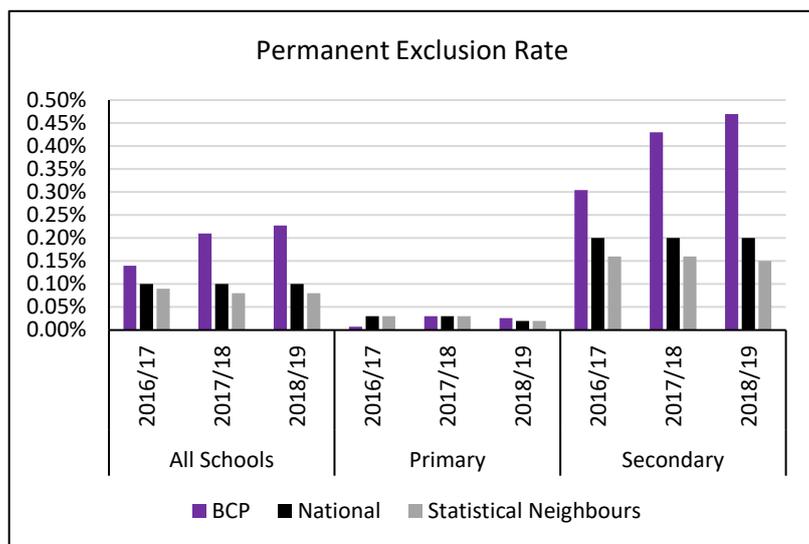
63. Exclusions from school can have serious and preventable consequences. For example, there is a correlation between permanent exclusions and the marginalisation of young people, subsequent gang affiliation and the fact that young people create gang associations because they don't seem to matter otherwise in their communities. Permanent exclusion dramatically increases the risk of a child or young person becoming exploited by predators.
64. The data and analysis below sets the scene about exclusions and absences in BCP schools. Nationally, exclusions are likely to be highest in the groups who receive the pupil premium grant; who are children with SEND (boys especially); who are usually boys in primary schools; and who are both boys and girls for persistent disruptive behaviour, the major reason for excluding children and young people.

EXCLUSIONS & ABSENCE IN BCP SCHOOLS – 01/09/16 to 31/12/20

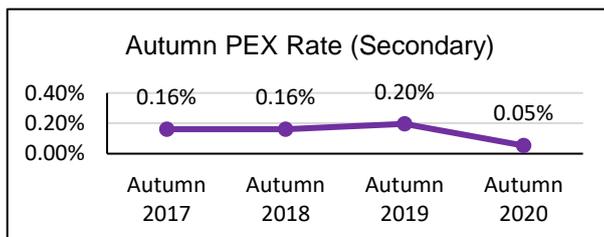
The following information has been produced from the school census. Any figures for the 2019/20 and 2020/21 academic year are for the Autumn term only. Statistical neighbours are those assigned to BCP in 2021.

Benchmarking

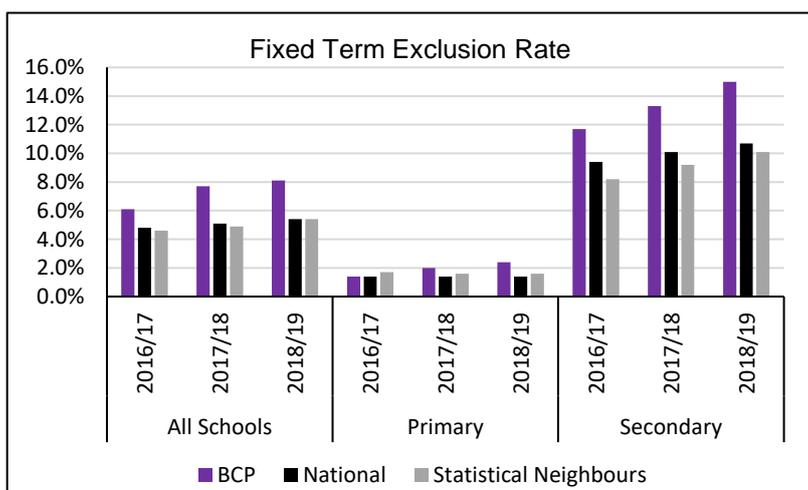
Data for the three academic years prior to the covid pandemic shows that BCP has historically had both a higher than average permanent exclusion rate and a significant increase each year which has not been mirrored in that of the national or statistical neighbour rates. The permanent exclusion (PEX) rate in BCP more than doubled in the three years going from 0.14 to 0.23 in all schools, 0.01 to 0.03 in primary and 0.30 to 0.47 in secondary.



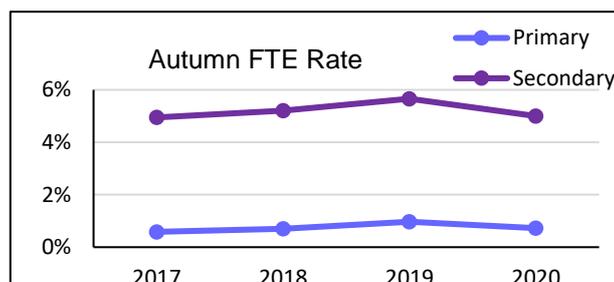
Due to the pandemic there is limited comparable data available that can be used to identify the more recent trend. So by using the Autumn 2020 term data only and looking at the biggest contributor to exclusion numbers, the secondary schools, it can be seen there is a significant decrease in the percentage from Autumn 2019 to Autumn 2020 with the number of permanent exclusions in secondary schools falling from 46 to 13.



The fixed term exclusion rate – now called the suspension rate - has increased nationally from 2016 to 2019. The BCP rate has remained both higher and increased at a steeper rate than that of national or statistical neighbours. The increase has been universal across both primary and secondary schools. The primary FTE rate in BCP of 2.4 is over two-thirds higher than the national at 1.4. The secondary rate in BCP is 15.0 compared to the national rate of 10.7.

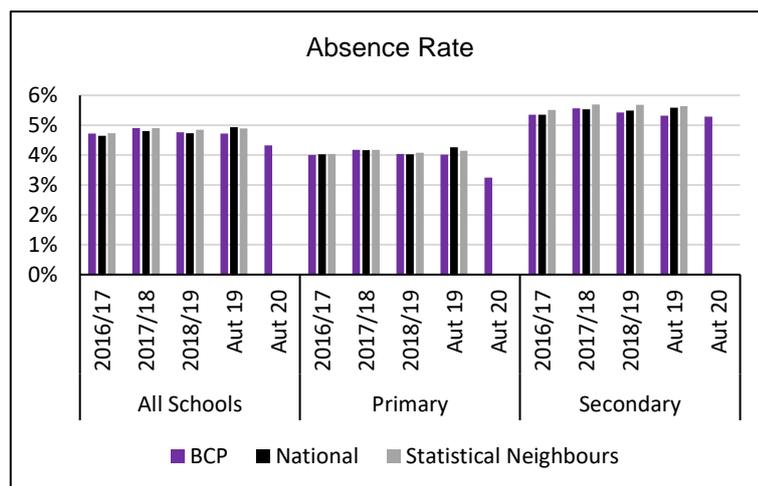


Taking Autumn 2020 figures as an indication of this years' whole year exclusion trend then this may be the first year over the last four that will show a decrease in the FTE rate. Autumn 2020 primary exclusion rate is 0.72 and secondary is 5.9 compared to 0.97 and 5.7 in Autumn 2019.



BCP has been consistently lower than national in the percentage of enrolments who are persistently absent over the last 3 whole years academic data. This is across both primary and secondary schools.

The absence rate across BCP schools went up a little in the 2017/18 academic year but returned to their previous level again in 2018/19. Using the Autumn data from 2019 and 2020 it is probable that the absence rate would have continued to drop if the pandemic had not occurred. In the 2018/19 data BCP was only 0.03 higher than national but when split by phase the primary was the same as national and secondary was 0.06 lower as the increase was due to special schools.



What does the data show?

It is clear that permanent exclusions are a greater issue in secondary than in primary. When looking at permanent exclusions in primary schools there are no schools that have been consistently above national with their exclusion rate over all three years, showing that there are no specific primary schools that have a more pronounced culture of permanent exclusion. A small number of primary exclusions has a large impact on whether an LA is above or below national. For BCP to be in-line with national they would need to drop from 7 exclusions to 5. The culture of permanent exclusions seems to be more prevalent in certain schools when you get to secondary age with 6 (23%) of BCP secondary schools issuing 58% of the permanent exclusions. So what does looking at the situations of these 6 schools show?

Suspensions are significantly high across both school phases. There are 6 primary schools who between them issued 54% of the primary FTEs in 2018/19 despite only being 9% of the schools in BCP. With suspensions in secondary schools, there are 6 schools who issued 59% of the 2018/19 suspensions.

Although there are a small number of schools who are responsible for the majority of the BCP suspensions, it cannot be ignored that there are nearly 40% of primary schools and 42% of secondary schools who had higher than national exclusion rates in 2018/19 suggesting that the frequent use of suspensions is widespread across BCP.

When looking at what behaviour is resulting in the issuing of these exclusions, it is clear when using the 2018/19 data that both suspensions and permanent exclusions have similarities. The reason for persistent disruptive behaviour (PB) is the most prevalent (PEX 52%, FTE 48%) followed by physical assault against a pupil (PEX 9.6%, FTE 13%). Nationally the most prevalent is also persistent disruptive behaviour but the percentage is lower than BCP with 35% in permanent and 31% in suspensions but higher than BCP with physical assault against a pupil with permanent at 13% and FTE at 16%. With permanent exclusions, a drug and alcohol related reason is second most common in BCP (20%) however they don't feature so high in fixed terms. Verbal abuse/threatening behaviour against an adult was the third largest proportion of fixed terms (12%).

Significantly, not all schools have had increased exclusion rates in the last three years and more recently there have been improvements in the autumn term data over the last four years up to and including this current academic year. Four secondary schools have shown significant decreases in the PEX rate. The highest contributor to the BCP FTE rate has actually reduced their rate from 61.3 in Autumn 2019 to 19.0 in Autumn 2020. This shows that regime change can produce a strong impact. We will need to wait for the first set of post-lockdowns figures to note any changes to underlying trends but this shows that historic practice is reversible with strong leadership and support.

Commentary about exclusion

“Permanent exclusion (PEX) can be a life-changing event for the worse” – a Head Teacher

65. It is widely accepted that PEX has a detrimental impact on pupils’ mental health as well as their life chances and can lead to a disengagement from civic society as well as from schooling. PEX also puts additional strain on families, sometimes pushing them to breaking point.
66. Some children are ‘pushed-out learners’, pushed out because they are seen as too much trouble. Schools who do this need a check and balance in place to stop an unfair exclusion. There are still far too many children being excluded by some schools who would remain on roll in other schools.
67. BCP Council has 6 days to place a PEX in Alternative Provision (AP). There is not enough AP in BCP. Many excluded children do not get the 25 hours a week provision they are entitled to.
68. Thresholds for exclusion vary from a minor misdemeanour in some schools to serious physical assault in another. Internal or concealed or unofficial exclusions are also common practice in BCP. Excluding a child can be part of a gaming strategy (see more in the section of our Inquiry about culture) - “I had to exclude him to get him into the specialist provision he needed”, said one Head Teacher. A social worker asked a school to exclude a child in order to open the gate for support. “A permanent exclusion opens up more opportunities” she said.
69. Unofficial exclusions in BCP are not measured. A number of children are missing out on their education (CMOE). Some are being educated at home, either through parental preference or because the school has pushed the parents to do this – see below. Other children are scarcely in school at all – perhaps in for lunch one day or to sit in occasional lessons or they may be receiving some home tutoring. Whilst these arrangements can be exclusions by another name, for some children it is the only way they can be prevented from dis-engaging completely. They may be off-rolled but they are not abandoned which is better than the situation when some schools let children drift away without reporting it, leaving them to become the ‘educationally disappeared’. A drop in attendance is often the first sign of difficulty and this needs far more sustained attention that it receives. Schools who do not adhere to the pupil registration regulations may be acting unlawfully. Ofsted defines off-rolling as the removal of a pupil from the school roll when this is done without a formal exclusion and when it is in the interests of the school and not the pupil. We heard of a number of situations clearly falling within this definition.

A parent's concern

My son is in year 10. We have had a lot of problems with him within the school setting. There have been different things that have been tried and failed. We have been told this morning he is probably looking at being permanently excluded. During the meeting with his head teacher today, we discussed about home schooling. The headteacher actually thinks this maybe a better option for my son. My son has confirmed ADHD and ODD. Could someone contact me please? I would like some help, support and information regarding how I start the process of home schooling, what support is there, what I need to be able to provide etc?

NB EHE has been subtly suggested as the best option but unless this is set up properly, the learning outcomes are usually poor.

Multi-agency working

70. We found that exclusion has such potentially adverse consequences that a formal model of early intervention is needed once a child reaches the threshold for permanent exclusion. This threshold would need to be carefully managed so that schools do not apply it as a device to gain more support for children who in reality are below that threshold.
71. We think that a formal pre-exclusion conference should be established so that those agencies who might have to pick the pieces after an exclusion become involved beforehand and commit to a package of support for the child and if necessary, for her or his family, aimed at preventing the exclusion. Multi-agency pre-exclusion conferences are mandatory in the SEND code of practice for children with SEND but this is not happening in practice. A pre-exclusion pathway could also define how a graduated response in respect of an exclusion should work in practice across BCP.
72. An example where this could help is with the number of children for whom the underlying cause of aggressive or challenging behaviour is a speech, language or communication disorder which is not recognised by their school. Since the pan-Dorset Youth Justice Service has recruited two speech and language therapists, paid for by Dorset CCG, they have supported a number of schools to work differently with particular young people, thereby preventing exclusions (**Recommendation 15**).
73. This model could be rolled out across all schools to good effect. This is one of many examples where an individual agency could help by exporting its specialist skills. For example, the police could play a part in a number of ways such as training teaching staff in de-escalation strategies and mentoring particular young people about the risks they are running (**Recommendation 16**).
74. Some packages of support will be expensive but this will still be a fraction of the costs that would be incurred later on if the young person in question enters the criminal justice

system, the mental health system or if she or he needs a specialist care placement (see below).

Rohan's story (so far)

Rohan was last in school fully in Year 8. He has average ability but became involved with the wrong crowd and disengaged completely from education. His attendance during these 3 years was around 20%, 1 day a week. Outcomes were dropping. In Year 11, he went into alternative provision in BCP, but this quickly broke down. He was heading towards being NEET – not in education, employment or training. A package of support was identified for him on a construction course with academic input in English and maths plus mentoring so he would be apprenticeship-ready. He wanted to do this but the Council would not fund the 40K a year package. At the time of writing, the young man is on his own, at risk of re-offending and criminal exploitation. He says, 'I don't care anymore. I'll hurt anybody'. It seems like we have lost him and lost the chance of connecting with him in a 'reachable or teachable' moment.

E's story

E was traumatised after his brother was killed in a police chase, having stolen a car. The whole family was traumatised and has not received sufficient help for a variety of reasons. All of E's siblings are in specialist settings because of extreme behaviours. E is only in school for 'social time' at lunchtime. When he is in, he is 'baby-sat' by 2 Teaching Assistants. The arrangement could be criticised for failing to give E a proper education and not spending limited resources but the school feel there is no alternative. The longer E is out of school, the harder it will be to get him back in.

E's distress upsets other children. Whilst he is being re-traumatised, others are being traumatised for the first time through being in school with him and not understanding why he is behaving as he is.

Many children need a highly skilled Level 3 TA and support from other specialists in school who are trained to practise therapeutically. E's school assess that a realistic package to keep him and others safely in school would cost circa 30K. But then what would the alternative costs following an exclusion amount to?

Behaviour policy

75. We found that behaviour policy ranged from zero tolerance to unconditional love. The best policies and their application in practice are based upon understanding the meaning of behaviour and responding with trauma-informed and attachment practice, to name just two. On the other hand, we found that some behaviour management regimes crossed the line between tough love and unwarranted punishment. Tough love produced examples where children have been turned around by a strict regime with high expectations which motivated those children to develop ambition and a confidence about their education for the first time.
76. The creation of a clear rules-based behaviour policy can contribute to meeting the needs of the most challenging children and young people in the school setting. Their ability to learn or even function can be radically compromised by the ambiguity or disorder they have in a school without clear boundaries. Constructive use of discipline creates expectations and sets limits for all children. It plays a vital role in maintaining fidelity to schools being fundamentally a place to learn, develop and thrive personally.
77. However, we also heard examples where children were humiliated by the school publicly advertising their academic performance in rank order by displaying league tables on the classroom wall. Whilst rank order assessment is common practice and, done properly, can produce a striking effect on achievement, some children are unduly and unnecessarily wounded by the practice. Another child was suspended for wearing trainers when he was sofa surfing through no fault of his own and could only get to school on time wearing the shoes he had with him. Another example was putting children with communication difficulties in isolation expressly forbidding them to speak for an entire day. One parent told us, 'My son spent a day in isolation. For a child with poor memory and organisational skills, to be treated like this for forgetting a pen and a particular sized ruler was so unnecessary. And for a child with anxiety and sensory difficulties, a day in isolation is cruel' – a parent responding to a survey about inclusion (BCP Educational Psychology Service, 2020). Some children who find themselves in this position have problems with cognitive overload, pathological demand avoidance (PDA) or emotional dysregulation which means their condition needed to be understood before a rule-based behaviour policy can be applied.
78. If punishment is to be used for children, it should follow rehabilitative or restorative principles. A good behaviour policy achieves positive outcomes, including a reduction in bullying, a reduction in sexual harassment or other important social or educational outcomes. It should not push children and their families into desperate measures.
79. We heard that in general terms, primary schools fit in with the child, whilst secondary schools expect the child to fit in with them. Although this is a generalisation, it is worth schools reflecting on.
80. Before it is adopted, a behaviour policy needs to take into account the impact it will have on children's mental health as well as their conformity and academic performance. It should also have an accompanying equalities impact assessment to make sure that BAME

children and young people and other minority groups are not further disadvantaged as a direct result. We recommend that system leaders put in place three model behaviour policies which schools are encouraged to adopt – one for primary, one for secondary and one for special schools. The model policies should emphasise the need for contextual and customised responses to children’s behaviour and not to be excessively concerned with rules, uniformity and consistency. This can best be achieved through a child-centred policy which becomes part of the school’s fabric – ‘the way we are around here’
(Recommendation 17).

Elective Home Education (EHE)

81. 675 children were being electively home educated at March 2021, a 29% increase since April 2020. Covid has been cited as the reason for 10% of children. The local area has strong and active EHE communities that offer parents support, advice and guidance and organise activities for families.
82. Current legislation states that parents are under no obligation to inform the local authority that they have elected to educate their child other than at a school. LAs can only make informal enquiries. Parents are also under no obligation to provide details about the education they are providing. BCP council is made aware of children being home educated through the school admission process, from enquiries made by the council when a child is due to start school, on changing school and when schools adhere to their statutory duty of informing the local authority that a parent has written to them stating their intention to home educate and asks for their child to be removed from the school roll.

I've been called up to my son's school so many times over the years, I'm really fed up with it all. I feel the school have left me with no choice. It was either pull him out or have him permanently excluded! At primary school my son was diagnosed with speech, language and communication difficulties. He can't read very well and finds writing hard. He was supported very well at primary, but when he went to on secondary school, he didn't get the same support and he fell further behind. He's now in Y9 and doesn't get any help.

He hates going to school now and I've now been told he doesn't turn up for lessons. He's told me he doesn't care anymore. He couldn't understand what he has to do and if he asked for help, he's often told '*I've already shown you. Get on with it*'. I know he's no angel, but like any child, he got fed up, bored and he messed about. He was constantly being sent to isolation. I kept having meetings with the school and lots of plans for extra support were put in place, but nothing happened. He even missed his speech therapy sessions at school because he wasn't there as he was home on a part time exclusion.

Every year I hoped things would get better, but they didn't. Enough is enough. I've just had another meeting with the school and they said they've done all they can. During this meeting I felt they didn't want him there any more they've had enough too. They kept saying his attendance is very low and due to his behaviour, he will be permanently excluded next. I don't want this for my son. I want him to be happy and to be learning. He's not and he's just in trouble all the time. It's like he is a square peg and they are trying to squash him into a round hole. What choice do I have when he doesn't fit ?

I've decided to pull him out. What other choice do I have? Please can you help with what I need to do now.

83. Lifestyle choice remains the most common reason cited for EHE (63%). However, when the LA has been able to explore this with parents, many have stated that they felt they had been left with 'no choice' and chose 'lifestyle choice' as a way of describing how they were helping their child, or to illustrate a combination of reasons.

We are about to elect for our son (Y8) to be home educated and to be enrolled with an on-line school due to the challenges he has experienced over the last two years at school with social anxiety. This specifically relates to being unable to physically attend his current school. There's a lot more background to his circumstances. Please could someone contact us as it would be easier to speak with someone to talk this through and to help us with our next steps.

Discussion log:

During a meeting with the school, the mother said she was told that the school has no further support available for her son and that they have tried everything. They also told her that they don't have 'specialist anxiety professionals' and didn't have any provision for anxiety or counselling that they can offer her son.

The mother said she felt pressurised into making the decision to EHE. School insisted that a decision to take him off roll had to be made by the end of the week otherwise they would need to fast track an attendance penalty notice if he doesn't start attending.

School told the child's mother that she has had plenty of time already to make her decision. The mother felt the school put words in her mouth about making a decision and by a set date, so she didn't agree to it.

The mother said she had contacted the school every day about his absence and had sent notes made by a psychiatrist to explain his absence, so felt the school knew all about his struggles. Previously the school were understanding, but she said that they have suddenly started putting her under pressure.

Mum said she told the school she felt very alone and that there is no book to tell her how to cope with a child with severe social anxiety. She has tried CAMHS services but the waiting list for appointments is so long, her son won't get to see them for many months. Her GP can't help either. She is trying to source a private psychiatrist, but there are delays in this too.

It was suggested to the school that as he struggles with large class sizes, perhaps the school could find a different place on site for him to work. Their reply was that it would drain their resources to provide a teacher to separate him from other classes.

School suggested that with CAMHS reports he could possibly go to AP. Mum said she told the school that she didn't want that type of environment for him.

Eventually mum said she felt that she had no choice but to do as they wanted. No one was helping her, only adding to the pressures that she was already under.

Her son has very recently become EHE and is now using a private online provider. The parent said her son seems more relaxed in himself and she is happy with the tuition. It is not what she wanted for her son and she said that if doesn't work out she will contact the EHE team again to ask for support from an Inclusion Officer for a return to mainstream school.

84. In both case examples, the decision made by the parent to opt for EHE appear to have been made under pressure and as the last resort. EHE is a parental choice and unless BCP has sufficient factual evidence that describes it is unsafe for a particular child, or unless

the child is being kept at home for nefarious reasons, the Council has little control over the practice. During the last year, 158 children have returned to a school from EHE. 93% of these children returned to a mainstream school. However, the number of EHE children known to BCP Council remains high and is increasing.

85. Increased public health awareness and advice is needed to remind parents that a child of compulsory school age must by law receive an efficient and full-time education. If not, then the life chances and opportunities of a child who is poorly educated, or not in receipt of an education can decrease. The actual education provision and subsequent life chances and opportunities remains a parental responsibility to judge and determine. By opting for EHE, parents take full responsibility for their child's education provision and for all the financial costs this may incur.

86. School and system leaders should work with parents and they should support any child who needs to be in school to make a smooth, successful and permanent transition from EHE to mainstream school. This would minimise the 'school-hopping' and brokered managed moves so prevalent in BCP. Leaders should also recognise and consider trends in home education in a wider strategic context, such as identifying shortcomings in local school provision and alternative provision settings, as well as failures by schools to manage attendance and behaviours properly.(Ref: page 8 DfE EHE guidance for LAs -April 2019).

10. How the system works

First quote: *"If I don't understand BCP systems, how can anyone else?" - a CEO of a MAT about the wider system.*

Second quote: *"I am punished for being inclusive. Other schools divert parents my way because we have a reputation for being inclusive" – a Head Teacher*

Example 1: A Head Teacher talks about Marie who is 15. "She has an EHCP for ADHD and was wrongly taken off roll in Year 7 at secondary school. She is now in Year 10 and has spent 4 years failed by the system. She used to receive a couple of hours maths and English tuition per week in a coffee shop but craved attending school like other children her age. Feeling desperate to be normal, she sadly attempted suicide 3 times within 6 life-critical months. When she previously applied to return to school, those BCP secondary schools selected responded saying they could not meet her level of need.

I decided to personally advocate for her. In the space of a few weeks she is now attending her Secondary school every Friday, supporting her old Junior School as an unofficial apprentice TA in the morning Monday to Thursday and receiving maths and English tuition in the afternoon in a safe space at the primary school. This is costing a fraction of a full-time place in specialist provision. She is happy and she has a career path as a future Teaching Assistant. She is so happy and since this has been in place has made no further suicide attempts. It shouldn't take a Head Teacher who sits completely outside of this child's normal loop of stakeholders to come up with a creative, budget-friendly and child-centred solution"

The In-year Fair Access Panel

87. Fair Access Panels allocate school places to those children who do not get places through normal admission arrangements. The Fair Access Panel is an important formal means of operating inclusivity for children whose behaviour is challenging. We heard a lot about how the Panels operate. One of us observed a Secondary Panel. We heard many concerns that some schools take a disproportionate number of children with extra needs, whilst other schools sit on their hands and cite reasons why they cannot take a particular child. Schools which do take more could, we were told, equally cite reasons why they couldn't. The current system is unfair to those schools who are more open to supporting vulnerable children. This risk is they become overwhelmed whilst others take little responsibility.
88. These concerns were expressed much more intensely about the operation of the independently chaired Secondary Panel.
89. Most children get the places their parents seek for them and parental preference is at the heart of the statutory system. The numbers of vulnerable children about whom there are concerns are statistically small but significant in terms of impact.
90. Turning to the Secondary Panel, we have three main concerns. Firstly, the paperwork we saw about individual children was nowhere near good enough to inform evidence-based decision-making about a vulnerable child. At worst it was a 'rap sheet' of bad behaviour. At best, it set out the child's circumstances but did not focus on what was in her or his best interests. This was not the fault of participants as often they were not given an assessment of need with an analysis of options and a rationale for the suggested school.
91. Moving a child has at least equivalent risks to maintaining the status quo. A child who is moved and then runs into a completely different behaviour system will often fail. We heard about many moves that were made with the full knowledge they would almost certainly fail. Some moves didn't survive the first meeting with the Head Teacher. One school told BCP Council that if they insisted on sending a particular child in Year 10 to them, they would appeal to the Secretary of State for Education and that by the time this was determined, the young person in question would be in Year 11 with little that could then be achieved. This example illustrates the Panel's lack of teeth without a values-led consensus.
92. The Secondary Panel should be run as a 'best interests' meeting or review about the child in question. Moving children between schools needs to be thought about with the same strength of thinking applied to moving children between foster homes and primary carers. The child's best interests have to be paramount in an inclusive education system. We sensed too much horse-trading or bartering, though some schools were willing again and again to take vulnerable children, even when they were over-PLAN.
93. We think the existing Panels need to be overhauled, introducing a child-centred reviewing template. The child's story and the meaning of their behaviour should be routine in the paperwork as well as what they have done wrong. The matching of a child to a school

should be approached from a starting point that every school is inclusive and willing to take – or keep – every child.

94. We also think a SEND Fair Access Panel should be established to improve the quality of decision making for these children. Schools are too often not being consulted about children whose needs they could meet. All Panels including the SEND panel and the Special Admissions Panel need to ensure the alignment of the placement decision and its cost (see the 2 examples below). It would support the achievement of the main policy objective if the current system of Panels is rationalised and overhauled **(Recommendations 18, 19 and 20)**.

Changing the threshold between mainstream and special schools through extra support

Outreach support has helped a primary school with their inclusion strategy this year. From September, they wish to offer places to three children with EHCPs who would normally go to a special school. To do this, they need £20,000 worth of outreach support. This is about one quarter of the cost of using special schools. A SEND Fair Access Panel with Head Teachers and SENCOs involved, operating within a revised banding system, could make this happen.

An opportunity to invest in mainstream schools (the view of a SEN case officer)

A BCP school set up an extra class within the main school offering specialist provision. Children from the main school have been able to access this provision when they have struggled in classes. For all pupils this has had a positive impact. In some cases, it has highlighted the need for a more specialist provision and for others it has acted as more of an intervention/turnaround type provision. The parents of one child were on the verge of requesting a special school but having been placed in the school's pod for part of this year they now feel she is able to return to her mainstream class in September with enhanced support.

Wouldn't it be great if we could do more of these intervention/re-integration groups within our mainstream schools by temporarily putting in place a more specialist type provision with a view to reintegrating children into their mainstream class?! Not exactly a base but an inclusive group for those children who are borderline mainstream/specialist or perhaps school refusing/highly anxious and heading towards specialist/AP.

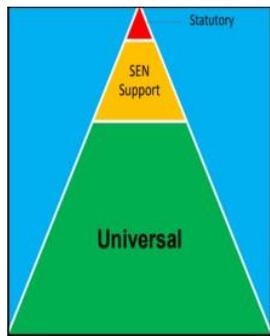
Anyway, I know it's probably utopian, but I did want to flag how well it has worked this year. Sadly, funding will not allow for this to continue next year.

95. Another reason for change is that many schools have little faith in the Fair Access process so that the only way they think they can transfer the child to another school is by permanently excluding them. This is one of many examples of 'gaming the system'. Another is when the SEND graduated pathway is rushed through by a school without following any of its stages in order to exclude a child. Yet another is the 'capping' argument in which capacity is cited too readily as the reason why a child cannot go to a particular school. Of course, every school has to be aware of the potential risks to other children and indeed to staff from a child who has been violent. The education of other

children is always an equal priority. However, this is an argument for a more robust child-centred process than we have at the moment.

96. Gaming behaviour is only possible where the system allows it. It shows a lack of system leadership and compliance with acceptable inclusion standards. This is why an inclusion standard outlawing gaming is so important. Another example of gaming we are concerned about is advice being given to some parents by some schools and by some agencies to request an Education, Health, Care Needs Assessment (EHCNA) in order to bypass the graduated response process which should be followed by schools – and which is mostly followed (see below) This leads to more unplanned use of valuable Educational Psychology (EP) hours as the EP’s input is an indispensable and statutory input to every assessment.

BCP Graduated Response



National average is 3.1% with an EHCN (2019)

Statutory: (EHCN) Only a small percentage of children with SEND will require the support of an Education Health and Care Plan. When a child’s needs are complex, severe and long term and an education provider cannot meet their needs from within their own resources, and they have exhausted all SEN support options, a statutory assessment of the child’s needs will be undertaken.

SEND Support: (Universal Plus) Where quality first teaching approaches have not been sufficient to meet the child’s needs and they now require more focused, targeted support, they will be identified as having SEND: ‘A pupil has SEN where their learning difficulty or disability calls for special educational provision, that is provision different from or additional to that normally available to pupils of the same age.’ Quality first teaching, including evidenced, robust use of the assess, plan, do, review cycle, rigorous early years practitioner/teacher oversight, and close liaison between the setting and family will continue.

Quality First Teaching: (Universal) Quality First Teaching and the use of personalised, differentiated approaches form the universal offer for all children and young people in educational settings. This will include the robust use of the ‘assess, plan, do, review cycle’, rigorous early years practitioner/teacher oversight, and close liaison between the setting and family

Claire O’Brien June 2021



97. Another adverse impact is that it undermines the strategy to support children in mainstream schools rather than special schools. Whilst this often gets played out as a conflict about parental choice, which has legal backing, and local system priorities, it is not the way to prioritise the needs of the most vulnerable children in BCP. Parents understandably fight for the rights of their child, but this always has to be balanced with the needs of all children in a local area where individual parents are not in position to reconcile conflicts and address priorities. All advice to circumvent the graduated response process is rogue advice. We recommend strong guidance is issued to prevent the practice (**Recommendation 21**)

Consults for placement under s39 (4) of the Children and Families Act

98. Effectively, this allows BCP to place a child with an EHCP in a school. The school can object but only if it sets out precise adverse impacts of the proposed admission. Schools have raised two issues. The first is the absence of dialogue. They feel a formal letter out of the blue from BCP Council is poor partnership working and that a phone call should come first. We heard countless criticisms of BCP failing to contact someone individually but instead sending fairly blunt standard letters which were often perceived as uncaring. The second is the time it takes to respond to a 'consult' or a 'direct' from the local authority. One SENCO told us that it takes her four hours to read and write a response to a 'consult'. She says there is no regard for when the consultations are sent and received. She often receives multiple consults in the same week and has to drop everything else to meet the statutory deadline for a response. She says that saying no to a proposed placement results in a lengthy and combative process, not a mature discussion about what is in the best interests of the child. She also says that multiple case officers consult with the same setting, seemingly not having an overview of what pressures the settings are placed under as a direct result.
99. We mention this in some detail as it shows why the low-trust culture in BCP cannot be allowed to continue unchecked by system leaders. Where a child is placed could be determined in a faster, less bureaucratic way and with more trust, even though the process is legally defined. Of course, BCP Council has to act on behalf of the child, and the parent/s, to make sure the child goes to the best school possible. We have already set out why schools feel that the better they perform at inclusion, the more likely they are to be allocated a disproportionately high number of children compared to another school that is barely ever contacted. We suspect these tensions are heightened because of the rise in referrals causing much more pressure and the fact that the system has not developed a culture of inclusivity in all schools over the last 5-10 years so it is neither ready nor is it resilient enough to manage demand fairly and equitably across the system. We recommend that the process for consultations under s39(4) of the 2014 Children and Families Act is reviewed by the new Director of Education and the Head of SEND **(Recommendation 22)**.

100. A positive example of supporting a child to stay in situ is set out below.

The hardest people to convince are sometimes the parents

One of many BCP schools that is completely committed to not giving up on a child took in a girl with autism as a standard admission. She quickly became violent with property. Children and teachers were sometimes hurt by collateral damage. Parents of other children campaigned, saying 'the girl must go'. Sometimes, those parents were angry and threatening. The girl did nearly 'break the school' (the words of the Head Teacher) but they stuck with her, worked intensively with her including to help her with her language and communication difficulties. By half-term, they had turned her around and all of the problems had disappeared. The Head had the support of the Governors and in turn supported his staff group. Parents were also reassured. As a direct result of this experience, the school created break-out spaces and smaller specialist provision within the school to support other children with special needs. The Head Teacher said 'Our school changed for the better as a result of this child'.

101. We also heard of many child-centred approaches to school admissions. For example, a child in care who went to live in another part of the country, possibly but not necessarily on a permanent basis, remained on-roll at his school in BCP as well as at another school in the area he had moved to. Dual registration was maintained to allow for both future scenarios.

Use of professional time

102. Systems and processes in BCP are traditional and have never been systematically reviewed for effectiveness. This is now a priority because increases in demand and complexity mean that resources are over-stretched. Each service needs to think how it can operate more effectively with less bureaucracy. For example, the Educational Psychology service wished to feed into EHC assessments rather than to always send in written advice. This would be a much more economic use of their valuable professional time. However, lawyers expressed concern that if the advice was not written with a clear audit trail, it would be hard to show it had happened, particularly if the parent/s went to a SEND Tribunal. Much more use could be made of video reviews, as takes place in many other sectors. At times, the system is characterised by defensive rather than defensible decision-making. Working practices in BCP have not changed as a result of the pandemic as much as in some other local systems where a united leadership has driven through change, aware of the cost savings it can bring

Structures

103. We have emphasised the importance of moving to a local education service based upon collaborative leadership between all key players – the Council which has a clear leadership role for some functions in law; all schools, whatever their type; and the College and

Universities.

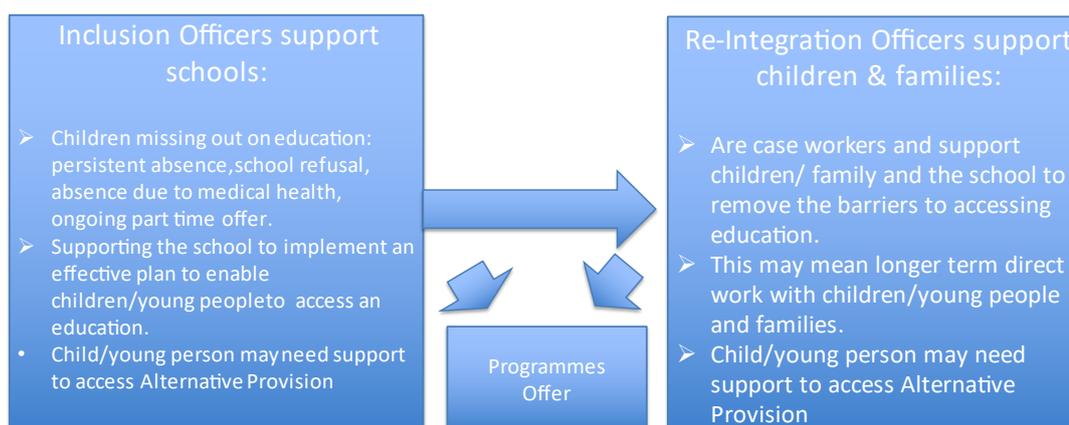
104. This means an end to top-down approaches by the Council – the Council still tends to announce changes it is making rather than consulting and agreeing on them with the sector; an end to some Trusts regarding themselves as superior to others; an end to gaming behaviour which divides schools – and children – from each other; and an end to blanket policies like forced academisation – at least locally. Collaborative working means respecting, allowing for and promoting diversity and treating each child, each school and each situation on its merits. It may well be that some single academy trusts would be better off in a multi-academy trust (SATs into MATs), but this should never be a blanket policy. It might well be that some maintained schools should change status, but this should only ever be because it is in the interests of that particular school at a particular point in time and into the future.
105. BCP Council needs to restructure its education service to facilitate strong and collaborative system leadership. Where local authorities are in ‘enabling’ or ‘convening’ mode, or where they are delivering a particular service to clearly agreed standards, they have the capacity to add significant value. Where they try to determine and impose a strategy on an area with multiple providers, there is a risk they do the opposite.
106. The introduction of a BCP Director of Education role is a positive first step as until now leadership was distributed in a bewildering way with a lack of clarity about who was leading any aspect of the service. We think that another pillar of the council’s structure should be to facilitate collaborative commissioning. The Council is developing a Centre of Excellence for Commissioning. This is a useful model to replicate in the education sector. For example, we have seen aspects of school improvement that would best be led by the council and aspects that would best be led by a particular MAT, SAT or a maintained school. Developing lead accountabilities for specific aspects of improvement would in our view lead to stronger improvement outcomes. This could be through a maths hub linked to the Jurassic Maths Hub, a lead responsibility for speech and language support, supporting and understanding autism in boys, and so on. Mechanisms like an Alternative Provision Commissioning Board, using collaborative commissioning principles, could take steps over time to increase the amount of AP in BCP. (**Recommendations 24**).
107. The local authority role in commissioning would best be provided through a new role of Education Commissioner. A new structure should be built around the two roles of Director and Commissioner. Some functions must remain with BCP Council because it has the statutory responsibility to provide them, such as school finance and capital spend; admissions; pupil place planning and fair access arrangements. We also recommend a small education policy team is part of the core structure in the council - see the section on Policy below (**Recommendations 24 and 25**).
108. We recommend that as well as the BCP structure, in which its statutory functions are put under a single command, a matrix structure is developed for school improvement which makes use of the skills and resources in the sector. Deciding whether the Council, a MAT or a SAT should be responsible for specific areas of improvement should be decided through a collaborative commissioning approach. The Council, through the Director and Commissioner, would have a clear leadership role and co-ordinating responsibility. The structure should be

built around an outcomes framework. Existing specialists should work within this framework
(Recommendation 26)

109. The Council also has a key role to play in promoting the inclusion and re-integration of children in mainstream schools. The teams responsible for these crucial functions should in our view remain under the control of BCP Council as this is part of the Council's community leadership role and its leadership of place. It should inspire the sector to be inclusive. To do this it needs the active involvement of inclusion specialists in the sector. The responsibilities of the two teams within the Council are set out below. These teams should manage a network of inclusion officers from across the sector into a powerful and much more impactful inclusion network, available to all schools and which works through dialogue with those schools with a clear inclusion deficit. Another potential network supporting the changes recommended in our Inquiry is an Education Officers network, which could be supportive to education officers in the multi-agency safeguarding hub (MASH), the Youth Justice Service and the Education Safeguarding Advisers. A third is a SENCO network, extending the current SEN leadership network **(Recommendation 27)**.



Inclusion Officer & Re-Integration Officers



11. Leadership

110. We have emphasised the importance of a single point of leadership in BCP Council; the importance of collegiate and collaborative leadership across the sector; use of a lead accountability matrix for school improvement; and giving more recognition to inclusion leaders within school leadership teams.
111. Some Academy Trusts have reporting lines outside of BCP, either regionally or nationally. The regional and national leaders of the Trusts concerned need to be included and consulted about the proposed changes. They should be invited to be equal partners in the development of collaborative leadership locally. Some local Trust leaders already operate outside of BCP to good effect. One Trust CEO is currently leading on the setting up of a CEO/SAT leaders' network for BCP and Dorset. This has come about as she sits on the South West MAT Leaders Development group and BCP lacked an up-and-running network for cascading purposes across the South West. Given the amount of work that BCP is now doing across many areas, she thinks it would be useful to explore how developments in BCP can influence the South West and vice versa.
112. Significant changes in leadership in any sector benefit from leadership coaching. The changes we recommend to develop stronger BCP-wide approaches would benefit from a leadership development programme, accessible to all school leaders. This would have to be a targeted programme designed for experienced local leaders about the local context, not a generic programme. We recommend this is developed as part of the transformation programme recommended by our Inquiry (**Recommendation 28**).
113. Leadership by BCP Council needs to be strengthened. One service manager told me she had never been asked how her specialist service could best be used to support the widest possible level of inclusion in BCP schools and colleges. As a result, she determined which initiatives she would develop and put time into. The failure to structure the work of those supporting the education system has resulted in 'a thousand flowers blooming' but no single coherent system and structure in which everyone knows the part they play in a model of inclusion. It is a failure of leadership when priorities are not set. Leaders must work with those they manage to help them to determine priorities. Too many people we spoke to during this Inquiry talked about unproductive meetings, wild goose chases trying to arrange help for a child and time spent in recounting the child's story to different people in the same team or service as if previous conversations had never taken place. These are all examples of leadership failure or the failure to set up a coherent BCP-wide education service with clear priorities.
114. The view we formed during our Inquiry is that a number of changes can be made in each school to give inclusion more status and significance. The first is to always give the Head Teacher the lead role for inclusion in the school and to advise that this should only be delegated when inclusion practice is embedded in the school. The second is to always make the SENCO a member of the Senior Leadership Team in the school. The third is to designate a Governor as the school's Inclusion Governor in the same way governors are designated as the SEND Governor or the Safeguarding Governor (**Recommendations 29, 30 and 31**).

12. Culture

A youth justice manager's view

I have had significant concerns about inclusion for some time - children excluded and set adrift from school with no apparent adequate provision in place for months, sometimes years. A lack of inclusion for us as a service makes a difficult task even more difficult in trying to help children develop positive future plans that will steer them away from offending.

A child without a stake in the community, a child not invested in and valued enough to have a decent education is a child that may well struggle to find where they fit in. A knock on of this can be anti-social behaviour and offending. From my perspective the alternatives to mainstream education are often very limited. Part-time timetables with no aspiration to support the child to excel and continue to have 25 hours a week of education input. Put bluntly some of these children are given up on.

115. The 2014 SEND Code of practice gave parents meaningful rights for the first time, especially the right to request an Education, Health and Care Needs Assessment for their child. The Code of Practice was never resourced properly, so it raised expectations far above the ability of local systems to meet justifiable expectations and demands. The public clamour for greater transparency in society is also having an impact. For example, the advice from educational psychologists about a child subject to an EHCNA is being increasingly challenged by parents, either when they want changes to the text or want to request a full EP assessment or a cognitive assessment, which objectively may not be needed. Increased demands by parents are also a feature of some other services like community paediatrics. We think opening up professions to more scrutiny and expectation is positive, despite the extra pressures this brings with it.
116. The SEND Code of Practice plus the greater transparency expectation means that professionals need to become more open about what they are doing, both with parents and with each other. The dominant culture can only be 'unconditional positive regard' for everyone with each other, given the pressures, the stresses, the disappointments and the fact that at any one time, one part of the system will be unable to do what it should do and this will hold everyone else up. Resource deficits and a lack of inclusion competence are the main reasons for breaks in the chain. Unforeseen or even unforeseeable events are another. At these times, relationships in BCP have sometimes broken down, giving way to aggressive behaviour borne out of frustration, or negative stereotyping and 'unfair reputational tails' – said by one Head Teacher.
117. We could find little if any training or mentoring about 'outstanding partnership behaviours'. We think this would be of great benefit, especially if it leads to agencies helping each other out more in a crisis and not hiding behind rigid eligibility criteria and reasons why flexibility is impossible. Of course, flexibility cannot mean anything goes but we did not find sufficient flexibility in the BCP system for it to be able to deal competently with mounting pressure. We recommend training is organised through the proposed

Learning Hub (**Recommendation 32**).

118. As these quotes illustrate, BCP can descend into a low-trust, high-criticism system at times. At other times, we came across examples of outstanding partnership working. The inconsistency was notable. BCP needs to take active steps to become a ‘high trust, high support and high challenge system’ all of the time.

“In a low trust system, everyone feels ‘second class citizens’” – a Head Teacher

“Stop e mailing, just make a phone call” – requested by several Head Teachers. In particular on this point, it would be relatively easy to set Communication Standards. Some of the standard letters we have seen are stiff and cold. Some written requests come to schools during the school holidays still expecting a response within fifteen days. Lengthy written referrals are demanded instead of brief referrals backed up with a phone call. Amending existing templates to show more warmth and humanity in the tone, even when difficult messages are being conveyed, is an easy step to take. It is the difference between being official and officious. An overhaul of processes to be more like contacts and less like processes would help to build more reliable channels of communication (**Recommendation 33**).

119. The BCP education community still has its clubs and cliques, some of them left over from the structurally separate Bournemouth, Christchurch and Poole eras. Some were stronger than we have now. Many Head Teachers have their own friendship groups. Others, especially women, feel isolated at times and raise their eyebrows about a ‘rugby club culture’. Legacy cultures, legacy clubs and legacy cliques survive and prosper because BCP has not yet developed its own strong and inclusive culture and identity as a more attractive proposition for local school leaders. Whilst a culture takes time to build, strong and effective leadership based upon making the system work well for everyone involved could speed up the process. We should remember that ‘culture eats strategy for breakfast’.
120. The absence of a strong positive culture means that insiders go outside for support. Head Teachers’ support systems are sometimes in their own Trusts but often outside of BCP in regional or national professional groups or friendship groups of ex-colleagues. Whilst this is quite normal, we were worried by the absence of strong formal support networks inside BCP across the 100 schools and colleges. One Head showed me 15 posts in a morning before 9 o’clock about grade inflation on a regional WhatsApp Group of which he was an active member. I think BCP could develop its own local, managed network amongst Head Teachers, Inclusion Leaders and SENCOs which would help to keep the network up to date and up to speed with inclusion issues across BCP and more widely (**Recommendation 34**).

Gaming

121. Gaming behaviour has a multiplier effect, increasing the quantum of gaming in a system. For example, hand-offs and demand management by one professional group encourage the same in others. We heard that a GP had told one parent, who was concerned about her child’s mental health, that “I don’t deal with mental health issues”. Paediatricians do not

accept referrals from GPs even though they work in the same service. Too many parents in BCP report being told to go somewhere else, a somewhere else that often doesn't exist. Too many schools spend and waste time chasing support. Inevitably in a culture like this, parents and agencies 'up the ante' to try to secure the service they think their child needs and deserves.

13. Policy

122. This Inquiry is not about the politics of inclusion. That may disappoint some readers, given the importance of politics to inclusion practice. We are satisfied that local politicians are committed to inclusion and are keen to understand how best to move forward with improving inclusion services and balancing budgets. It is crucial that the proposals we make will make a positive difference and that they are affordable. There is always room for campaigning. Inclusion is only becoming more prominent now because of past and present campaigning. One of many examples of policy issues to take up suggested during the Inquiry, is a request for more flexibility from Ofsted for children and young people with SEND, in terms of age-appropriate rather than stage-appropriate progress measures.
123. We think it is the role of the BCP Children and Young People's Partnership Board to identify public-sector wide policy issues relevant to inclusion practice and to take those forward collaboratively. This includes the major policy issues about SEND. A Government review of SEND was launched in September 2019 but is yet to report. The national High Needs Block overspend stands at over a billion pounds. The National Funding Formula for Schools needs re-working. In fact, most aspects of education policy remain under continuous review. BCP needs to play its part in this. Our view is that a collaborative model between all schools, their Trusts and the Council could break new ground if the outcomes we propose for children and young people are delivered (**Recommendation 35**).
124. Our Inquiry suggests that local strategy should be to use all available resources to support vulnerable children being educated in mainstream schools and for the threshold for entry to a special school to move to a much higher level of need than it is now. At present, there are a number of perverse incentives which have resulted in a shift to more specialist provision. Policy should be to create the conditions for a greater level of inclusion. The starting point has to be to develop a Joint Strategic Needs Assessment (JSNA) which as well as demographic planning through public health and through pupil place planning builds an inclusion model into the JSNA (**Recommendation 36**).
125. Few schools in BCP have an inclusion policy setting out commitments in detail though inclusion is often mentioned in more general policy documents. There are more behaviour policies but most concentrate on how the school will react to persistent disruptive behaviour (PDB), not how it will try to prevent it and how it will seek to understand the meaning of a child's behaviour. One of the recommendations we have made is for the development of BCP-wide model behaviour policies. A focus on inclusion will require the following changes in policy to be written and agreed:
 - Inclusive admissions;

- An inclusive curriculum;
- An inclusive school culture between staff and with children and young people;

To upgrade all policies in this way and to produce a suite of model policies for use BCP-wide will need a full-time policy specialist to be built into the recommended matrix structure for education.

126. Many schools have policies relating to SEND but less to social, emotional and mental health needs (SEMH) which is relevant as most children on the edge of exclusion are experiencing difficulties with their social, emotional and mental health. Commendably, BCP's Educational Psychology Service is trying to embed the Sandwell Whole School Approach to well-being across BCP. This is currently being delivered in a small number of BCP schools, based upon developing SEMH provision at a whole school level. Participating BCP schools have seen a reduction in staff sickness, a small increase in pupil well-being and increases in staff well-being. These schools had above 25% increases in emotional processing promotion, social participation and staff self-esteem. If staff are happier, children tend to follow suit.
127. Small changes to policy are important, as issues arise. For example, tutoring is used increasingly, both for catching up and for children at risk of being off-rolled. Some children are being tutored in community locations like cafes as the only way to engage them. Access to tutoring without requiring an EHCP can build confidence as a bridging service to a return to school. For all of these reasons, a policy for tutoring featuring safeguards and best practice is overdue. This is another reason why a small policy team will be a crucial in a new BCP education structure (**Recommendation 37**).
128. There is a lot of good work for a policy team to build upon, including the following documents:
- Well-written and informative papers produced by the BCP Educational Psychology Service such as Covid 19 Advice on Transition and Return: and surveys gauging the views of children like 'Staying Connected';
 - The BCP Early Help, Family Support and young People's Strategic Framework: 2020-23;
 - The BCP Children and Young People's Plan (2021-24);
 - The 2021-24 SEND and Inclusion strategy. This was co-produced by BCP Council with Dorset CCG, Parent Carers Together and Community Action Network. The strategy is being delivered as part of the SEND learning and improvement plan, which is being monitored by the SEND Improvement Board for BCP;
 - The SEND graduated response toolkit (2019, updated in 2020). This drew heavily on the Poole Graduated Response and toolkit developed in 2018. Compliance with the Graduated Response needs to improve which is why as much attention needs to be given to the implementation of policy as developing it in the first place
129. There are other significant policy developments underway which support inclusion practice. For example, an Inclusion Quality Mark (IQM) is being developed for BCP, based upon similar work in Portsmouth which has been successful. This work started with a conference and workshops in November 2019. Its progress has undoubtedly been slowed down by the pandemic. The work programme includes a quality assurance programme to

audit and review levels of inclusion. In respect of this development, more account needs to be taken of related work underway in BCP outside of the council, such as the development of an Inclusion Charter by one of the MATs. This Trust has thirteen schools within BCP so is a sizeable provider.

130. Children and young people are rarely asked to jointly lead developments. Involving children and young people in all aspects of a service makes a profound contribution to changing the culture of that service for the better. There are almost no child impact measures in place – nothing about the impact of an exclusion, a managed move or the regime within a school. At any one time, 50,000 children are being educated in BCP schools. They are a policy workforce in waiting. The proposed policy team could begin to involve children and young people more in policy, for example in a SEND young people’s network, helped to do so by BCP Participation Officers. **(Recommendation 38)**.
131. Finally, and most importantly, inclusion practices and policy need to be brought together in a vision, strategy and plan for education across BCP. Two years after LGR, this should now be a political and a corporate priority. During our Inquiry, we found a clear appetite amongst providers to do this, especially a vision which focuses on high expectations for all children and young people, including standards of conduct and behaviour; the best academic results possible for all children; and the highest support possible for all children in a high trust system based on equal status between all providers. We recommend a strategic plan for education covering the next 5 years is developed in time for decisions to be taken for the 2022/23 financial year **(this is already covered by Recommendation 2)**.

14. Funding

132. Base funding for schools has not changed since 2008. Many schools find that the per pupil grant and the additional funding from BCP council for children with SEND falls well short of what is needed. First, the school has to find a notional £6000 out of its general grant (the Schools’ Block of the Designated Schools Grant (DSG)). This is a national funding formula, not a local one, although the size of the notional budget is set locally. If approved by the SEND Panel, BCP then tops up the notional budget of £6000 by up to £5000 giving a maximum of £11,000. It is rare for a child to attract the top level (Band D) and it is usual for the top-up to be one of the lower bands between £1000 and £2000.
133. When banding was reduced for mainstream schools to make savings in the High Needs Block, it was obvious this was going to reduce the ability of mainstream schools to meet that need. It is clear that policy direction needs to be reversed. Schools need to feel able to meet children’s needs with the resources they have available to prevent further use of specialist provision and increased exclusions.
134. If a school has a high number of EHCPs, then the notional SEN budget will not be sufficient to cover the £6000 for all of their children on EHCPs and for all needs below the EHCP level. A budget of £60,000 for ‘exceptional funding’ is available though in the last year it was only

paid to 5 schools, hence it only meets a fraction of the need. This methodology was put in place for 1 year only when BCP was formed. By now it is extremely overdue for review. We think that a model of collaborative commissioning using a cash-limited budget would be a better distribution model for funding than the current banding system.

135. Other bandings are set out in a schedule, e.g. for alternative provision, for special schools and for resource bases. The experience of two schools set out below is typical.

The structural budget shortfall: one school's numbers

Our notional SEN funding is £138,000. £96,000 (the first £6000 of each) is committed to existing EHCPs or those in process, which is 70% of our budget. This leaves only 30% of the budget to meet the needs of other SEND children (50) and children attracting the pupil premium (61). With complex needs, there are additional staffing requirements that are not fully met by the £6000 or any top-up.

A primary school head-teacher and his budget

I have a child in Year 4 with global delay. He is a wonderful boy but many years behind his peers. He requires 1:1 TA support throughout the day to help with all aspects of his daily life, including intimate care. Where he is now in Year 4, the academic gulf between himself and his peers is significant and beyond reasonable adaptations to the timetable. For the past two years his funding has been cut to just £7,925 including a top up on the schools £6k. This does not even come close to covering the cost of his TA (£21,000), let alone the other services he requires to access our school. We have spent 18 months trying to get the LA to address his funding gap to no avail. His family are now looking at specialist provision for September 2021 to give him the education he really deserves.

Plans are apparently being considered to cut other LA services like speech and language. Speech and language provided by the NHS is so poor that I already invest £20,000 of school funds annually on our own private speech and language therapist. This is being seen as best practice, but in reality it is deploying already scarce school resources to plug LA and NHS gaps. Cutting back on these resources will further exaggerate the challenge of keeping children in mainstream schools.

136. At present school resources are often having to be used to support these highly vulnerable children at the expense of others because no funding can be allocated until an EHCP plan is in place. Many children are either waiting for an assessment, waiting for the SEND panel to agree to an EHCP or else the child is slightly below the threshold for an EHCP but still has complex needs requiring specialist help. One Head Teacher told me 'I feel very much on my own if a child doesn't meet the threshold'. As one school said, *'We are currently supporting 5 children who are agreed specialist on the highest band of £5,000 + notional. This is a significant difference to how much a specialist school would cost for the LA. This has been for a whole academic year and for many of these children funding was not agreed until a*

final EHC plan was issued. The LA should be supporting schools to meet this need whilst they await placement. It should not be at the loss of resources and the efficient education of other children. At present, school resources are often having to be used to support these highly vulnerable children at the expense of others. Schools receive no funding until a final draft is in place, so they continue to support high needs on minimal budgets. It would be great if funds were made available to schools once EHCPs are agreed and draft plans are being finalised and once agreed, that funding is based on the provision needed, not a banding’.

137. We have made a series of linked recommendations about incentivising mainstream schools to educate a significant number of children who currently go into special schools including independent non-maintained provision. We have also recommended this should be at the heart of a new education strategy. Any strategy needs to be funded. We are clear that the current banding system needs to be overhauled and a new structure for funding special needs in mainstream schools put in place. Whilst this is urgent, it is clear to us that changes on the scale needed cannot be put in place until the start of the academic year starting in September 2022. There is a huge amount of work to do, in consultation with the sector and with the Schools Forum, to arrive at the best commissioning framework possible and to identify where the money will come from. We believe such a system is viable financially but it will need a lot of work within the sector and a lot of goodwill to pool resources, including how overheads are treated by providers, how services are traded with a common approach to charging and how existing resources can be used to best effect, including in-kind resources (**Recommendation 39**).
138. Decisions about funding also need to be made transparently. At the moment, how the council distributes discretionary funding is treated with suspicion within the sector – why them and why not me? We heard disturbing stories about how schools had offered low-cost value for money schemes to the council and had been ignored. One secondary offered BCP 8 extra places at low cost in an inclusion unit the school had built in its grounds with its own money, which had a proven track record. The school did not receive a reply. Another secondary had offered BCP ten places in an inclusion unit in the school, for children from other schools to access, and offered to do this with no extra revenue cost apart from the cost of ten computers. Their offer was turned down. We are convinced that if such offers are treated positively with open arms, many more vulnerable children across the conurbation can be included in mainstream schooling and that Inclusion Units and services can become a standard service in all schools.

139. Finally in this section, an example of a school that used its resources to become more inclusive and to prevent exclusions. Our vision as a result of this Inquiry is for this practice to become universal across BCP.

A small group of children were struggling to cope 3 years ago, showing disturbing behaviour, including being curled up under the stairwell, shouting and swearing at staff and showing major attachment issues. This led the Head Teacher to spend 70K turning a run-down building in the grounds into a Learning Centre. Prior to developing this provision, the children would have gone to a stand-alone learning centre eleven miles away. The Centre works with 8 students with 2 teachers. They now have the capacity to take on students from other schools who are at the edge of exclusion (for a 6–12-week stint, though one original student is still there). The purpose is for children to return to mainstream school and education. Students still have the same broad curriculum plus some add on classes like mindfulness (English, Maths, History, Science, Geography plus horticulture). The Head Teacher is in part influenced by his parents' Salvation Army background. He worked in a night shelter whilst at university and teaching has been his lifelong passion and commitment

15. Workforce development

140. 'We're all trying to do our best' (words spoken by a senior council officer). The challenges to staff at the moment, especially teachers, are considerable. This has been heightened by the growing complexity of the teaching and learning environment because of the Covid pandemic. The rise in child mental health problems like anxiety since the return to school has placed extra pressure on children and young people, their families and on schools. This is another reason to spend time on developing and maintaining an inclusive culture. Mental health difficulties are often invisible and do not always lead to challenging external behaviour. Often the challenging behaviour and thinking is inside the child. An inclusive culture puts a team around the child and those directly responsible for the child, to maximise the chances of helping the child. Staff need training to be able to do this.
141. Techniques such as non-violent resistance (NVR) and conflict resolution strategies can also support inclusive teaching and an inclusive classroom and could be taught in BCP more systematically. The Council should make its training programmes available to schools. At present, some courses, like motivational interviewing, are only available for Council staff. Similarly, MATs could make some of their programmes more widely available.
142. Whole-school approaches to inclusion like the Sandwell Whole School Approach can support stronger inclusion practice. Only a small number of schools have signed up to this development. This is an example of a fragmented approach to the development of the BCP teaching workforce. Teachers are trained in different behaviour management approaches, different teaching styles and different methodologies, about differentiation for example. Individual schools buy in different people or companies to deliver their learning and development offer. We do think the Learning Hub we have proposed could put together a coherent training offer to all schools. If it became good enough, we think the vast majority of schools would buy into it. In the same way that we think school improvement should be

commissioned collaboratively, we think that a Learning Hub could be hosted by a school or a Trust or by more than one hub e.g., a BCP-wide primary learning hub and a BCP-wide Secondary Learning Hub. The learning hub/s could also be a resource base and could perhaps be co-created with a local University or a consortium of providers led by the Teaching Hub whose role is specifically to build a stronger teaching workforce (**Recommendation 40**).

143. Working inclusively cannot easily be defined as taking a day or 2 days a week, whether for a Head Teacher, a SENCO, a DSL or even an Inclusion Leader. It has to be a way of working and approaching the professional task throughout the working week. However, responsibility for inclusion could be written into job descriptions for those operating across the system. Given multiple roles and multiple employers, a standard clause could be inserted into every job description by agreement between employers, along the lines of

'You will be expected to comply with the BCP-wide Inclusion Standard, based upon each child being unique and each child having a unique and changing set of needs which will be supported through inclusivity'.

144. Workforce development also means seeing children and young people as the workforces of the future. We heard about a number of children, now 15 or 16, who had been out of school and out of meaningful education for 2-3 years, who were supporting younger children in the same way TAs or learning coaches do. One young person who was helping out in such a way at a primary school was also being re-integrated into a secondary school so as to gain as many qualifications as possible even at a late stage. We commend both schools for their inclusivity.
145. Specific inclusion-related roles could be prioritised in terms of workforce development. The role of Consultant SENCO was suggested to us in which a small number of experienced SENCOs would mentor and advise unqualified or inexperienced SENCOs. This role would support high quality SEN practice through which it would indirectly support many children with special educational needs and disabilities in those schools whose numbers are low but who nevertheless need advice and help from time to time. We recommend a Workforce Development Manager should be a core role in the new BCP structure for education. Part of this postholder's responsibility should be for developing the education workforce of the future in BCP through developing policy alliances with local universities and the new local Teaching Hub. Some schools could play a crucial role in this, especially the many schools who have retained and internally promoted their own leaders over the last 10-15 years and who understand talent management and succession planning. These schools have also extended the skill-set of their staff to be 'teachers plus', with skills and confidence in many aspects of child development, not just academic performance. Another development area is the role of Teaching Assistants or Learning Coaches, on whom so many vulnerable children depend for support (**Recommendation 41**).
146. The new Director of Education for BCP has a key role to play in taking the workforce development aspect of inclusivity forward. One clause in her job description is 'to promote inclusion, including through the development and delivery of an authority-wide model for inclusion and to challenge schools where pupil exclusions are unreasonable, identifying mechanisms to keep permanent exclusions to the irreducible minimum'. This is a clear mandate to do what needs to be done.

16. Data, evidence bases and quality assurance

147. Using data can prevent exclusion by helping to identify those children who need early intervention. Predictive analysis can be used to look at children who are at increased risk of permanent exclusion and those at risk of NEET. This can prompt discussion with schools to arrange packages of support to protect children from educational disengagement. This is one reason why it is so important to develop the capability across the BCP education system to collate and analyse data and metrics. A positive example of the importance of data is the BCP Management Information Teams system to track the destinations of students from GCSE onwards so that schools can report at a pupil level the destination of each young person who has learnt in their setting.
148. Improving performance on inclusion requires accurate data which measures change in the right variables over time. BCP council is the only agency able to do this and to collect and collate the requisite management information. Currently, there is very little data about inclusion so the first step is to develop an Inclusion Dashboard (**Recommendation 42**). This would be for schools to use internally, not to be used externally for purposes of comparison. This would risk sparking competitiveness and denial in our view. Initially, proxy measures will have to be used. Existing measures collected like the number of disadvantaged children compared with the national average or the number of children eligible for free school meals do not tell enough of a story about inclusion. The measures will be difficult to define but doing so is in our view an essential task for data analysts across the sector.
149. All schools should make their data available to BCP Council so that it can produce an Inclusion Dashboard and a Strategic Plan to inform future planning and action. All schools should sign up to automatic imports from their pupil management information system (MIS) into Synergy. Automatic imports will provide BCP council as the co-ordinating body with up-to-date information about pupils on roll, new starters, leavers, sessional attendance (attendance registers) and data on exclusions. This enables the accurate recording of pupils moving on and off roll and 'real time' attendance data. 70% of schools share information in this way. However, many information-sharing agreements with individual schools were signed years ago, hence the need to produce a detailed and up-to-date Information Sharing Agreement by all schools with BCP Council. Data-sharing would help to make the important school workforce census more accurate (**Recommendation 43**).
150. In a similar vein, we recommend that a standing Data Group is formed, including data specialists from within Trusts as well as the local authority e.g., from the regional or national MATs, so that whole-system data is more readily collected and analysed (**Recommendation 44**).
151. More work is needed to improve the interface between software systems, so that recording can be uploaded and shared more readily, e.g. by the Inclusion Team into the workflow on Mosaic (the main case management system in children's social care).
152. Quality assurance needs to be strengthened across the system so that the system is supported to 'know itself' (**Recommendation 45**).

17. Resources

153. A Deputy Head told us about a boy with special needs: “Today, I met with a mother who is sending her child to us in September. He is a wheelchair user with very limited mobility. I have had a list as long as my arm of all the adaptations we will have to make, including buying three chairs at a cost of £3500 each. His total EHCP is £3,600 per year! So the school will have to find the additional £25,000 to fund the TA and all of the equipment. These are all normal things that we deal with – we have never turned a student away!”.
154. We have already recommended an urgent review of the banding system so in this final section of our Inquiry, we wanted to end with expressing the strong view we reached that the only way to fund inclusion properly and sustainably is to develop and transform the informal matched funding that is taking place in every school every day of the year into a formal resource pooling strategy. Maintained schools, single academy trusts, multi-academy trusts, selective schools have needs to meet and resources to deploy. As well as cash, they have access to a huge amount of potential in-kind support where expertise, not money, could change hands. We repeat our view there is huge untapped potential in BCP which needs stronger leadership to bring the total aggregated resource together for a common purpose **(this is already covered by Recommendation 5 above)**.
155. Moving to collaborative commissioning and resource pooling would be a major piece of work in its own right. Our Inquiry ends with the recognition that our recommendations will need to be prioritised and that some will need extra funding. This will not be easy. It is extremely hard to base an investment strategy on delivering savings in a few years’ time as those future savings can never be guaranteed. The first step is to put a 5-year plan together, worked up collaboratively with the sector, in time for 2022/23 budget decisions to be made. Within this process, the resources needed to deliver the highest priority objectives for Year 1 of the plan should be identified, aiming to build momentum from there.

And finally, we hope our Inquiry report gives the Director of Children’s Services and the Director of Education, working with the sector, a clear mandate to transform inclusion practice across BCP. Our recommendations are in line with major programmes in public policy such as the development of Integrated Care Systems in the NHS, with its emphasis on strengthening collaborative government on the ground.

18. Recommendations

1. Be assured about inclusion practice in Early Years provision;
2. Write, through a co-production with the sector, a vision, strategy and plan for Education in BCP covering the next 5 years, including a clearer post-16 strategy;
3. Enable children and young people to have a say in the way the education system in BCP is run;
4. Front-line agencies should give each school in BCP and the College a single point of contact (SPOC) to facilitate access to support and for general communication purposes;
5. Move to collaborative resourcing;
6. Incorporate the lessons from lived experiences into policy and practice, through practice guidance;
7. Co-produce then negotiate sign-up to a BCP-wide Inclusion Standard;
8. Develop a lead accountability model for peer support between schools;
9. Clarify and simplify referral pathways;
10. Use a locality hub and not a single school model for piloting inclusion initiatives;
11. Develop a Learning Hub to build a BCP method of inclusive teaching;
12. Promote best practice in inclusive design and layout of schools;
13. Recruit, train and support a team of young inspectors to inspect schools for being child-friendly environments;
14. Develop a BCP apprenticeship strategy;
15. Introduce a formal and mandatory pre-exclusion case conferencing system;
16. That all front-line agencies consider how they can best support pre-exclusion practice;
17. That model behaviour policies are developed: one for primary, one for secondary and one for special schools;
18. That the current Fair Access Panels use a 'best interests of the child' Terms of Reference;
19. That Fair Access Panel paperwork is changed to be more child-centred;
20. Establish a SEND Fair Access Panel;
21. Issue advice to prevent 'gaming the system' behaviours;
22. Review the workings of s 39 (4) of the 2014 Children and Families Act;
23. Establish an Alternative Provision Commissioning Board;
24. Restructure education services in the Local Authority, basing the structure around the roles of Director of Education and Education Commissioner;
25. As part of the new Education structure in BCP Council, establish a small education policy team;
26. Extend the school improvement function in BCP Council into the sector and run it on collaborative principles using a collegiate leadership model;
27. Establish 3 managed networks – one for Inclusion Leaders, one for Education Officers and one for SENCOs;
28. Develop a leadership programme with coaching input for the sector as part of strengthening a collaborative culture;
29. Give Head Teachers the lead role for inclusion in their school;
30. Ensure school SENCOs are always on a school's Senior Leadership Team as core members;
31. Each Governing Body to have an Inclusion Governor;
32. Offer a training package on 'outstanding' partnership working and behaviour, organised through the Learning Hub;
33. Review the templates for communication with partner agencies and families to ensure they are user-friendly;

34. Offer Heads membership of a local managed network for Head Teachers if one can be established which adds value for them;
35. Develop a collaborative model of provision between all schools, their Trusts and BCP Council;
36. Update the JSNA to say more about the education component, referencing inclusion needs;
37. The proposed policy team to co-produce a policy on tutoring, featuring safeguards and good practice;
38. Via the BCP Participation Officers, involve children more in developing local education policy and establish a SEND young people's network;
39. Change the current banding system so that mainstream schools can afford to educate the maximum number of children who would otherwise need to be educated in a special school;
40. Incorporate workforce development into the Learning Hub Terms of Reference and offer;
41. Establish a role of Workforce Development Manager in the new BCP education structure;
42. Develop an Inclusion Dashboard;
43. Share data without exception between all schools and BCP Council;
44. Form a Data Group across the sector to make best use of data and to provide the sector with insight, intelligence and analysis on a commissioned basis;
45. Strengthen Quality Assurance across the whole system.

Finally, we end with some success stories. We have tried throughout our Inquiry to combine praise and constructive criticism. We hope we have succeeded. Only time will tell. We would like to thank all those who contributed to this Inquiry. We hope we have done justice to the issues you raised and the experiences you shared.

Success stories

Amy was out of school for virtually the whole of Year 7 and Year 8 but was successfully re-integrated in Year 9. She was never abandoned by her school, who kept in touch with her throughout and gradually encouraged her and supported her back in.

Malak was permanently excluded in Year 8, moved into Alternative Provision and is now hoping to attend university to become a teacher.

Luke was moved between secondary schools after carrying out a violent assault on another young person in Year 9. His life was spiralling out of control. However, with the wrap around support of his new school, he is now in Year 11 and he is about to go to horticultural college to study gardening.

In Year 9, **Robert** punched a boy, leaving him in a coma. After the inevitable permanent exclusion, he spent most of year 10 disengaged but he was re-integrated into a new school in Year 11 and is now working hard to become an apprentice. The new school and his re-integration worker have helped him to make one of the hardest transitions – to get back into the mainstream after having left it psychologically.

Anthony Douglas CBE

Councillor Nicola Greene

DfE Improvement Adviser to BCP Council

Portfolio holder for Covid resilience, schools and skills

19. Glossary

AP	Alternative provision
ASD	Autistic spectrum disorder
BCP	Bournemouth, Christchurch and Poole
EHCPNA	Education, health and care plan needs assessment
EHE	Elective Home Education
JSNA	Joint strategic needs assessment
LAC	Looked after child (a child in care)
LGR	Local Government Re-organisation
ODD	Oppositional Defiant Disorder
PDA	Pathological demand avoidance
PEP	Personal education plan
PLAC	Previously looked after child
SEMH	Social, emotional and mental health
SEND	Special educational needs and disabilities
TAS	Team around the school
VSC	Virtual School and College

20. Appendix 1



1 April 2021

To everyone with an interest in inclusion practices in BCP schools and colleges

An appreciative inquiry into inclusion practices in BCP schools and colleges: to be carried out during April and May 2021

In April and May, we will be conducting an inquiry into inclusion practices in all BCP schools and colleges. Our vision is to see best inclusion practice in all BCP learning institutions. We are keen to hear all views and to understand and showcase best practice examples. We will also be focusing on the problems to be solved. We hope our inquiry will have an immediate application in BCP and that it will also support service improvements across the South West.

I am leading and co-ordinating this Inquiry in my role as independent Chair of the BCP Children and Young People's Partnership. We have recently produced a strategic plan covering 2021/24 aimed at improving the life chances and well-being of all children and young people living locally.

Here are the 7 issues we will address in our Inquiry:

- 1) The voice of the child, their story and their lived experiences is not always being heard or understood;
- 2) Inequalities widened during the pandemic and gaps need to be narrowed;
- 3) Too many children and young people are being avoidably allowed to dis-engage from mainstream study or training, either through a passive acceptance of disengagement: by actively pushing a child away; or by a failure of other agencies to get involved and to play a part in problem-solving;
- 4) At times, we see a focus on attainment without an equivalent focus on well-being, when both are vital to outstanding education provision today;
- 5) Data shows BCP has more than the national average for school exclusions - we are unashamedly aiming to secure a signed agreement by all schools and colleges to keep exclusions in the future to the irreducible minimum and to create a BCP-wide pathway to support that;
- 6) There are significant local barriers and disincentives to schools and colleges being inclusive – our intention is to put in place a change programme to dismantle them;
- 7) We will aim to identify extra benefits from our Inquiry for children and young people with special educational needs and disabilities (SEND).

We have all come through a difficult year which is unlikely to get much easier during the coming months. We think this is a good time for our Inquiry, as we can build on the greater openness and collaboration which was present throughout the year of the pandemic.

We are mindful of related reviews taking place simultaneously, such as the High Needs Block Review which aims to create a better future for children with special educational needs and disabilities (SEND). Given the over-representation of children and young people with

SEND in the problems we are addressing, we need to co-ordinate our programme of work with that of others working to the same end in the same space.

We do not want our Inquiry to be burdensome, yet we do want to give everyone with a view the chance to contribute. This letter - which will be widely circulated - serves to open our Inquiry and also to act as a call for evidence. By evidence, we mean proposed solutions to the 7 issues in focus. Submissions can take any form. Whilst we will read and note all submissions, ours is a solution-focused Inquiry so inevitably we will give more consideration to suggested ways forward. The problems are sufficiently well-known and well-evidenced for us to take them as read. Sometimes children's stories or a family's story can tell you the way forward in the sense of not making the same avoidable mistake again, so our ears and eyes will be open for that.

We will be talking to children and young people directly affected, their parents and wider family members as well as professionals. We will also be looking at other local systems with a positive reputation for being inclusive like Portsmouth, Bridgend and Halton. Considerable work has been undertaken already in BCP about strengthening inclusion practices which we intend to acknowledge and build upon. We will be showcasing existing best practice in BCP which I have seen already at schools I have visited. I have seen programmes and support for individual children and young people which is of the highest quality.

We hope you feel able to contribute to our Inquiry by one means or another. We completely understand the pressures you are under at the moment whatever your role in the system – as children, young people, parents and professionals. We promise not to take up anyone's time gratuitously.

We aim to publish our findings in June and then to roll out the lessons through the BCP Children and Young People's Partnership Board.

Please contact us directly at appreciativeinquiry@bcpcouncil.gov.uk (Live from 6 April 2021)

Best wishes,

Review team

Anthony Douglas CBE (lead reviewer)

Independent Chair of the BCP Children and Young People's Partnership and DfE improvement adviser to BCP Council (leading and co-ordinating the inquiry)

and

Councillor Nicola Greene

Portfolio Holder for Covid Resilience, Schools and Skills, BCP Council

Supported by

Elaine Redding, interim Corporate Director of Children's Services

Genevieve Cox, Department for Education, South West Region

Terry Reynolds, consultant to BCP on educational policy and practice

CABINET



Report subject	Adult Social Care Commissioning Strategies
Meeting date	27 October 2021
Status	Public Report
Executive summary	<p>Cabinet recently approved two commissioning strategies, the Care Homes for Older People Strategy, and the Extra Care Housing Strategy.</p> <p>The strategy documents have been updated to give greater visual impact, no other changes have been made to the content, but in the interest of transparency the updated versions require Cabinet approval.</p>
Recommendations	<p>It is RECOMMENDED that:</p> <p>(a) Cabinet approves the updated Care Homes for Older People Strategy</p> <p>(b) Cabinet approves the updated Extra Care Housing Strategy</p>
Reason for recommendations	Cabinet adopted both strategies at its meeting on 1 September 2021 in the format previously presented. Updated versions of the two strategies with greater visual impact are now available and for the purposes of transparency are before Cabinet for final approval.
Portfolio Holder(s):	Cllr Karen Rampton, Portfolio Holder for Adults
Corporate Director	Graham Farrant, Chief Executive
Report Authors	Phil Hornsby, Director - Commissioning for People
Wards	Council-wide
Classification	For Decision

Background

1. Cabinet received two reports at the 1 September meeting setting out the future strategic commissioning approach for Care Homes for Older People and the Extra Care Housing Strategy.
2. Both strategies were formally approved with the recognition that the style and layout of the documents was being reviewed and more visually appealing and impactful documents would come back to Cabinet for final approval.

Care Homes for Older People Strategy

3. The updated version attached at Appendix 1 now includes photographs and graphics to highlight key points and give the document a better visual appeal and readability. Some minor typographical errors have also been corrected, but no other changes made to the text of the version considered by Cabinet previously.

Extra Care Housing Strategy

4. An updated version of the strategy is attached at Appendix 2 with photographs, graphics and key points being highlighted, giving the document greater visual appeal. Again, apart from some minor typographical corrections, no changes to the text have been made.

Options Appraisal

5. Not applicable.

Summary of financial implications

6. There are no financial implications.

Summary of legal implications

7. Legal implications were considered in the original reports to Cabinet on 1 September 2021.

Summary of human resources implications

8. There are no human resource implications.

Summary of sustainability impact

9. Summaries of the sustainability impact of the two strategies were given in the reports to Cabinet on 1 September 2021.

Summary of public health implications

10. Summaries of the public health implications were included in the reports considered by Cabinet on 1 September 2021.

Summary of equality implications

11. The two strategies considered and approved by Cabinet on 1 September 2021 had equality impact assessments completed and approved by the EIA panel

Summary of risk assessment

12. Not applicable to this report.

Background papers

None

Appendices

Appendix 1 – Care Homes for Older People Strategy

Appendix 2 – Extra Care Housing Strategy

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2022-30



Care Homes for Older People Strategy

Bournemouth, Christchurch and Poole Council



bcpcouncil.gov.uk



Contents



Introduction	03
Background	03
1. Context	05
→ Care Home – definition	05
→ Care Homes – legislation	05
→ National context	06
2. Local context	07
→ Demographics and demand	07
→ Indicators of need	08
→ Demand	08
→ Demand from the NHS	09
→ Commissioners	10
→ Providers	10
→ Workforce	11
→ Current care home provision commissioned via BCP Council	12
→ Complex care	13
→ Fees for care homes	14
→ Equal opportunities	16
→ Contractual arrangements	16
3. Consultation	17
4. Strategic statements	18
5. Objectives	20
Conclusion	21



Introduction



This commissioning strategy sets out the future approach and intentions of BCP Council and NHS Dorset Clinical Commissioning Group (CCG) with regard to the commissioning of care home placements for older people.

It covers residential care, funded nursing care and fully-funded NHS-Continuing Care where this takes place in a care home. It does not include other types of care.

This strategy seeks to set out the approach and intentions over the coming years. However, we expect to review and up-date this strategy on a regular basis.

Background

The council's Big Plan is to make the Bournemouth, Christchurch and Poole city region world class – one of the best coastal places in the world in which to live, work, invest and play; developing our vibrant communities, with an outstanding quality of life, where everyone plays an active role. This means clean, safe and affordable housing, the wellbeing of all age groups, from our youngest to our oldest, with good health and care and good local services, and good jobs for working-age residents, to provide financially sustainable livelihoods for their families.

As a council, our values, priorities and objectives are orientated around a sustainable environment, dynamic places, connected communities, brighter futures and fulfilled lives.

Drawing from this, our Adult Social Care Strategy sets out our intention to:

- support people to live safe and independent lives
- engage with individuals and communities to promote well-being
- value and support carers
- enable people to live well through quality social care
- deliver services that are modern and accessible.

Councillor Karen Rampton, Portfolio holder for Adults.

Phil Hornsby, Director – Commissioning for People.

David Vitty, Director of Adult Social Care Services.

We want to ensure that the future market for adult social care reflects these priorities and is focussed on achieving them successfully. We will use a range of performance measures to understand whether these priorities are being delivered. They include:



INCREASING

the proportion of adults who use social care services who say they have control over their daily life.



INCREASING

the proportion of carers who receive information and advice or another service after an assessment.



INCREASING

the proportion of adults who say they find it easy to access information and advice about services.



INCREASING

the proportion of people who reports risks have reduced as a result of a safeguarding enquiry.



MAINTAINING

the percentage of Care Quality Commission registered services rated as 'good' or 'outstanding'.



REDUCING

the numbers of new admissions into care homes.

The review draws upon the findings of a review of residential care and extra-care provision in Bournemouth, Christchurch and Poole that was carried out during the course of 2021. Whilst the scope of the enquiries made were restricted due to the impact of the COVID-19 pandemic there has been consultation with regard to the contents of this strategy.





1. Context



Care Home – definition

The Care Quality Commission (CQC) describes a care home as a place where personal care and accommodation are provided together. People may live in the service for short or long periods. For many people, it is their sole place of residence and so it becomes their home, although they do not legally own or rent it. Both the care that people receive and the premises are regulated. Nursing care homes provide qualified nursing care to ensure that the full needs of the person using the service are met.

Care Homes – legislation

Care home provision funded by the local authority falls under the Care Act 2014. Provision funded by the CCG falls under the National Framework for NHS Continuing Healthcare and NHS-funded Nursing Care October 2018 (Revised) Published March 2018. Care homes are regulated under the Care Standards Act 2000 and the Care Homes Regulations 2001.

National context

The focus of this review is very much on Bournemouth, Christchurch and Poole and the local approaches being followed. However, there are some national factors that impact everywhere that need to be taken into account. They include COVID-19, that has impacted upon the scale and nature of the demand for places and the demand placed upon older people's services (including care homes).

Some of the changes introduced out of necessity to help cope with the pandemic may also be helpful in the longer-term.

Public finances, which at a local authority level have gone through a long period of austerity have been further affected by COVID-19.

The **effect of Brexit** upon adult social care is the third significant factor and is likely to have national and local consequences (for example, with regard to the labour market).

Finally, **Dementia** is a major issue for the older people's care home population. The Alzheimer's Society estimates that there are 850,000 people with dementia in the UK.

In terms of the overall state of the care home market, a major national market survey¹ identified:

- normal occupancy rates were in the high 80%, but then in the second quarter of 2020 (at the onset of the pandemic/lockdown) this fell to some 79%
- fee levels increased in every region
- generally, fee increases were 5.5% with residential fees up 4.9% and nursing care fees up 5.9%. Self-funder fees went up 4% while local authority fees went up 5.5%
- there was a reported 3.7% increase in staffing costs raising them to an average of almost £27,000 per annum per resident
- property costs rose by 3.7%, reaching an average of £2,399 per resident per year.

The report also said that profitability in care homes has been on a downward trend for the last decade, more so in nursing homes than residential care homes.



¹ '2020 UK Care Homes Trading Performance Review', Knight Frank, 2020, <https://content.knightfrank.com/research/548/documents/en/care-homes-trading-performance-review-2020-7621.pdf>



2. Local context



Demographics and demand

Information from POPPI² shows that the older population in the local area is going to grow significantly over the next 20 years.

There are 86,900 people aged 65 and over living in Bournemouth, Christchurch and Poole. Of these 13,900 are aged 85 and over. This will grow to 115,000 by 2040.

The Bournemouth, Christchurch and Poole area has a higher proportion of older people than the national average. This applies to both the 65+ and 85+ populations.

There is a current spike in the population in their early 70s and by 2025 this large birth cohort will reach their late 70s and will significantly impact on older people's needs and support in the short to medium term (to 2030).

The higher proportion are women, particularly from age 85 onwards. A large proportion of older women are living on their own following the death of their partner.

Some key facts about the older population in Bournemouth, Christchurch and Poole are:

- most older people in Bournemouth, Christchurch and Poole own their own home with 80% of older person households owner occupied

² 'POPPI – Projecting Older People Population Information System'; IPC, <https://www.poppi.org.uk/index.php?pageNo=314&areaID=8658&loc=8658&mdvis=1>

- between 15% to 30% of older people in Bournemouth, Christchurch and Poole may benefit from some form of adapted or specialist housing, on account of their day-to-day activities being limited a lot as a result of being long term sick or disabled
- a significant proportion of older people rate their health as 'good' despite having a disability that limits their day to day activities. This may limit older people's inclination to move to specialist housing or to seek help and support
- older people in Bournemouth, Christchurch and Poole are not universally well off: the percentage of older people living in relative poverty varies across neighbourhoods from 2% to 44%. Income Deprivation Affecting Older People Index (IDAOPI) – IMD 2019.

Indicators of need

A number of factors are likely to influence the need for older people's services, including health and dependency levels.

BCP Council estimates suggest that 13,800 people aged 75+ may have a long-term illness that significantly limits their activities by 2031 this could rise to around 17,000³.

Further information from POPPI shows that the numbers of people with a life-limiting illness whose day to day activities are limited a lot will rise by around 30% by 2035. However, POPPI also shows that the health of older people in Bournemouth, Christchurch and Poole is generally better than for England as a whole.

Demand

Adult Social Care Services receive a large volume of request for support each year, with people aged 75+ accounting for over 75% of all requests.

The most important figures in terms of demand and residential care is the number of people aged 65+ and upwards who need long-term support.

In 2019/20 BCP Council received some 1,100 referrals for people aged over 65 who needed some form of long-term support. The figures for 2020/21 suggest that overall this will reduce by around 100 over the full year.

In March 2020 the total number of people aged 65+ receiving services was over 6,000 and just over 5,000 at December 2020, reflecting the impact of COVID-19.

Identified changes may be somewhat untypical and not representative of either a planned change or a longer-term trend. Indeed, there may be a post COVID-19 increase in due course.

³ These data are calculated by applying 2011 Census prevalence rates to 2018 base sub-national population projections.

Demand from the NHS

There is a range of information from the CCG that is relevant to this strategy, most of it relating to NHS Continuing Care funding. In 2019/20 some 3,000 people had Continuing Health Care (CHC) assessments of whom some 1,500 were found to be eligible.

Dorset CCG commissions nursing care for those individuals registered with a Dorset GP and eligible for continuing healthcare. Commissioned care varies from nursing homes who can offer standard nursing care to those which are more specialist and can offer care for those individuals with more challenging complex care needs. The CCG may also commission additional support to take place in the home to enable an individual to remain and for the home to be supported in the care it is able to offer.

There is a greater demand for those homes who are able to offer care for more complex needs and for which there is less capacity in the market.

Since June 2019 the number of CCG commissioned residential packages in the Bournemouth, Christchurch and Poole footprint has decreased by 52% but the spend on residential care has only decreased by 15%. The lowest weekly cost has increased by 36% and the highest weekly costs by 44%.

The CCG spot purchases residential care but utilises the local authority contract for the terms and conditions, other than price. Prices paid by the CCG vary from £950 – £8,710 per week.



³ These data are calculated by applying 2011 Census prevalence rates to 2018 base sub-national population projections.

Commissioners

Most of the social care services for older people are provided by the independent sector. Only some of these are commissioned by the local authority and NHS Dorset CCG. Some are commissioned by other local authorities (especially residential care places), and some by local residents themselves without recourse to the local authority. BCP Council has developed a corporate approach to strategy⁴ that identifies its values, priorities and objectives. The council has also developed an Adult Social Care Strategy that focusses upon the ‘fulfilled lives’ priority and sets out an intention to:

- support people to live safe and independent lives
- engage with individuals and communities to promote well-being
- value and support carers
- enable people to live well through quality social care
- deliver services that are modern and accessible.

One of the measures of success identified is reducing the numbers of new admissions into care homes. In terms of the NHS, Dorset CCG is responsible for the commissioning of services in Bournemouth, Christchurch and Poole, including those for older people in care homes. The Dorset Integrated Care System Phase 3 Recovery Plan (September 2020) set out their aims, that include establishing sufficient, and maintain, critical care demand and service infrastructure to meet future COVID-19 demand and non COVID-19 demand. NHS Dorset have also outlined a number detailed programmes and schemes/initiatives. One of these is the ‘Independent Care Sector Support’. These approaches both reflect and inform the development of this care homes commissioning strategy.

Providers

As indicated above, most providers are in the independent sector. As in most places the number of care homes in Bournemouth, Christchurch and Poole does not remain static. In total there are around 160 care homes in the locality that break down as follows:

Care homes by category	Bournemouth	Christchurch	Poole	Total
Dementia	41	8	21	70
Other older people care homes	25	5	13	43
Other (not OP)	27	6	13	46
Total	93	19	47	159

⁴ ‘BCP Council Corporate Strategy’ BCP Council, 2020.

Some 139 residential homes have 'good' or 'outstanding' ratings from CQC. This is a large proportion of the total.

In addition to self-funders and the place commissioned for Bournemouth, Christchurch and Poole residents there are also places commissioned for people who live outside of the Bournemouth, Christchurch and Poole area.

Workforce

The care sector in Bournemouth, Christchurch and Poole is a major contributor to the local economy and employs some 13,000 people⁵. There are around 6,000 people employed in care homes.

Turnover is high, running at 34% per annum in the non-nursing home element and 44% in the nursing home element. These figures rise to 37% and 51% respectively when considered for direct care staff only.

BCP Council has done significant work, through its Proud to Care initiative, to support recruitment into the care sector with a range of media campaigns and distribution of the Government's Workforce Capacity Fund grant.

Apply now

**We urgently need carers
– apply now!**



be a carer – make a difference



Current care home provision commissioned via BCP Council

Bournemouth, Christchurch and Poole ranked 94 in England on the numbers of people aged 65+ who entered residential or nursing care⁶, with a score of 631/100,000 population compared to 519 regionally and 584 nationally. Compared to the regional average Bournemouth, Christchurch and Poole might have had some 240 fewer admissions, or around 135 fewer on the national figures.

Numbers of older people receiving residential or nursing home care	Age Band	Total	YTD
		2019/20	2020/21
People in residential care	18-64	202	193
	65-74	147	124
	75-84	303	238
	85+	679	507
	Total	1,331	1,062
People in nursing care	18-64	21	17
	65-74	38	24
	75-84	89	65
	85+	190	123
	Total	338	229
People in dementia care home	18-64	51	44
	65-74	55	43
	75-84	48	34
	85+	55	39
	Total	209	160

At the beginning of March 2021 there were 200 vacancies recorded by the council in care homes in Bournemouth, Christchurch and Poole, a figure affected by the pandemic.

⁵ This and all other data taken for the Skills for Care National minimum Data set returns analysis for Bournemouth, Christchurch and Poole available at <https://www.skillsforcare.org.uk/adult-social-care-workforce-data/Workforce-intelligence/publications/local-information/My-local-authority-area.aspx>

⁶ ASCOF Measures – Numbers of people entering residential or nursing home care aged 65+ per 100,000 population. digital.nhs.uk/data-and-information/publications/statistical/adult-social-care-outcomes-framework-ascof/measures-from-the-adult-social-care-outcomes-framework-england-2019-20

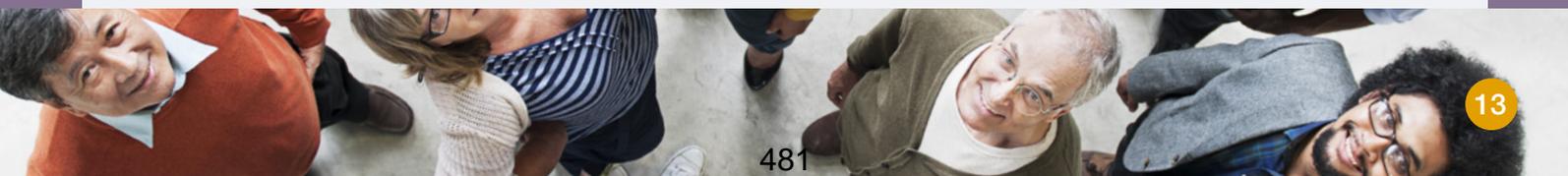
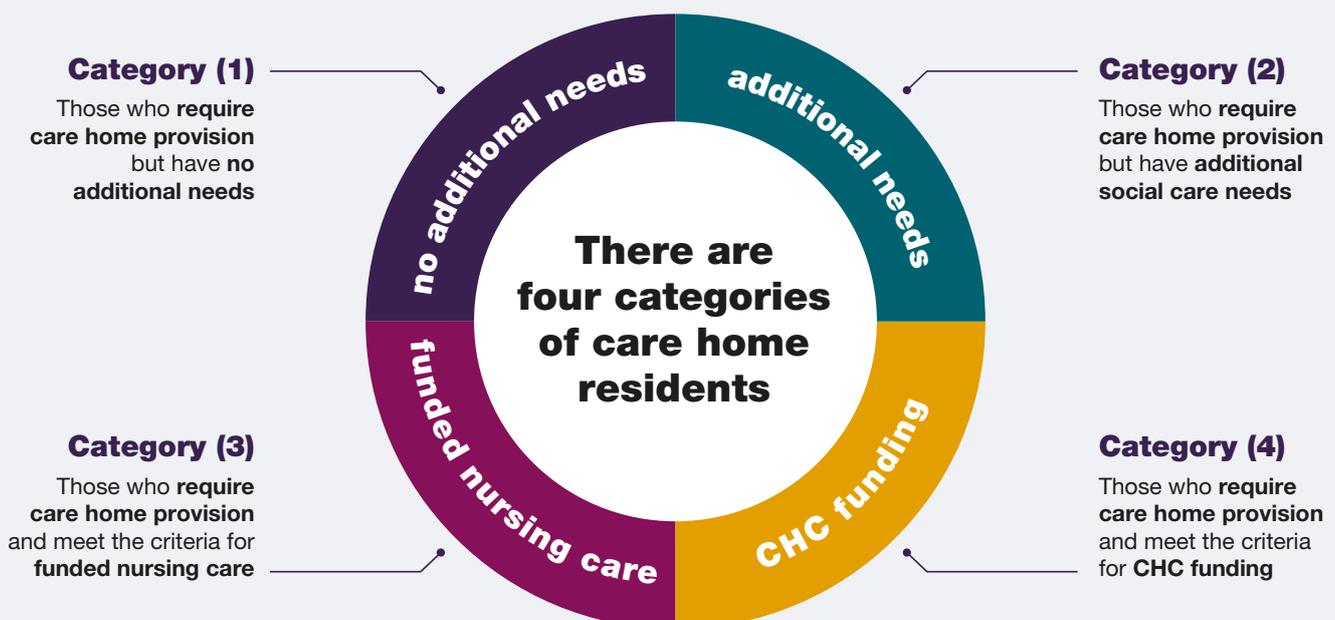
A particular area of concern is that of those people who present as having ‘complex needs’ and require high levels of care and support due to the level of needs that may arise from their physical or mental health condition or a combination of reasons. Often, someone’s condition can change once they have entered residential care. Moving people from one home to another can in itself have a detrimental effect on their well-being and coping with increasing needs in the existing setting can be problematic. However, it is acknowledged that there will be circumstances where a change of home is needed.

This issue creates a number of problems for commissioners:

- ensuring there are sufficient placements for people with complex needs
- ensuring care homes are able to meet existing, changing and emerging needs when they occur
- determining which commissioning agency should be financially responsible for each resident with complex needs
- determining appropriate fee rates for people with complex needs.

To some extent, the NHS Funded Nursing Care and Continuing Care Funding criteria does provide some guidance as to what constitutes complex care, certainly in terms of health needs.

Pragmatically, there is a need to identify four categories of care home residents:



Once the local authority has criteria by which to assess and cost additional needs it will become more possible both to identify the scale of that need and to ensure it is met. Also, there needs to be a clear separation between the payment of higher fees to meet additional needs and the payment of higher fees to meet the exigencies of the market and/or avoid moving someone from their existing placement.

In terms of care homes being able to meet existing, changing or emerging additional needs there is an established evidence-base that identifies:

- building design and environment
- approach and quality of care
- staffing levels
- staff training and skills
- specialist advice and support.

There is a raft of guidance on what constitutes good design. In particular design for those with complex needs, particularly those associated with dementia.

Specialist advice and support, especially from health professionals is seen as a vital aspect of good residential care. The British Geriatric Society have produced a helpful list of recommendations⁷.

The recommendations very much accord with the NHS Dorset/ICS workstream focused upon developing strategies around care homes, extra care, supported living and home care support.

There are recommendations below that seek to address these different aspects with regard to dealing with complex care/additional needs.

Fees for care homes

BCP Council and NHS Dorset CCG have a Framework Agreement for care homes and make all placements through this agreement. Most but not all care homes in Bournemouth, Christchurch and Poole are on the framework agreement and access to it is open to all care homes in the area, subject to them agreeing to the terms set out in it.

There are also supplemental terms and conditions to accompany this agreement and a service specification for the provision of care for adults in a care home with and without nursing care in Dorset. Placements made outside of Bournemouth, Christchurch and Poole by the council are made using a separate contract which is for the council only.

The Adults Brokerage team collects information about vacancies and presents options to social workers and service users and their families. The choice of care home rests with the resident and their family, although this can be limited by the rates fixed by the council and the availability or otherwise of third party 'top ups' from families or others.

⁷ 'Effective healthcare for older people living in care homes. Guidance on commissioning and providing healthcare services across the UK'; <https://www.bgs.org.uk/resources/effective-healthcare-for-older-people-living-in-care-homes> – Accessed 4 June 2021.

However, problems occur when the rate previously being charged by the care home is in excess of the levels set by the council and there is no-one willing or able to pay a top-up charge. At that point an impasse can occur between the council and the care home, which potentially could lead to the person being required to move from that placement to another one. In practice such negotiations can be fraught and difficult and often result in the council feeling obliged to pay a higher fee than if the person were moving into a care home from the community.

The established base rate for care home payments by BCP Council (as at June 2021) is set at £565 per week per person and £630 per person per week for those assessed as having dementia. In addition, Funded Nursing Care payments, currently £183.92 per week, are made by the CCG where assessed as appropriate by the NHS Continuing Care team (who have a member of staff present in the Brokerage team). Continuing Care funding rates are negotiated by the CCG.

Whilst the rate of £565 per week is the official one set by the council sometimes care homes will not accept placements unless paid at a higher level. As part of this process the Brokerage team may also enter into negotiations with the care homes as to the price of the service.

The mean average placement costs £872 per week. The median fee (the middle one(s) of all the fees paid) is £791 per week.

Overall, with some 1,800 placements, the total cost overall is £1.6m per week, or £86m per annum.

The council does pay higher fees where the care assessment process identifies that there is a higher level of needs that require additional support beyond that which might reasonably be expected in a care home setting.

Any increased level of payment made on this basis is the subject of negotiation in individual cases and the council does not have a fixed-scale of additional payments (for example, there is no 'dementia rate').



Equal opportunities

The focus of this strategy is upon older people, but we recognise that it will affect and needs to take account of a number of other different aspects of equal opportunities. We do recognise that some people with long-term conditions can effectively 'age early' and that in such cases we would not seek to exclude them from this form of provision.

This strategy will inform the sector of the commissioning intentions of the council and CCG and this may be particularly helpful for those older people with mental health problems who need a residential placement, ensuring that the market is able to respond effectively to the changing patterns of demand.

The ethnic minority population element of Bournemouth, Christchurch and Poole is less than 6% of the total and significantly less than that for the older population. Nevertheless, we recognise that for older people of any ethnicity language, culture and religious belief can be very important contributors to their wellbeing and need to be properly recognised and taken account of in care plans and the support that flows from them.

Similarly we recognise that there are other aspects of a person's life and identity that remain important to them as they get older and we do expect these to be picked up as part of each resident's care and support plan, as required in the care homes contract. These aspects of a person's life can include things such as and their cultural and food preparation preferences or their marital or relationship status (and their sexual orientation). Wherever possible (and where they choose it) we would look to place couples who both need residential care in the same care home.

Contractual arrangements

The monitoring of contracts for BCP Council is undertaken by a combination of the Service Improvement team and the Contracts team. The former engages with care homes (as with other providers) with regard to standards and safeguarding, working with the homes where standards are not being met or safeguarding issues have arisen. These issues may include those in areas such as general advice and support or more specific aspects such as infection control. The approach is described as one of partnership and working together. Prior to the pandemic care homes were visited at least annually by the Service Improvement Team, with additional visits in response to specific concerns be raised or monitored subsequently. Standard monitoring visits consist of a general inspection of the home and also examination of documentation such as Medication Administration (MAR) charts, rotas and care plans.

The council has been much more involved with care home providers in response to the pandemic and dealing with issues such as securing adequate Personal Protective Equipment (PPE) and supporting vaccination programmes. The Service Improvement team in the council maintains contact with partner agencies such as the CCG, CQC, neighbouring authorities and the police and also meets weekly with the Safeguarding team to review issues and cases. Where these are significant to the point of becoming a contractual issue the Service Improvement team will then engage the Contracts team in taking the necessary steps.



3. Consultation



Consultation on the strategy has been limited by the COVID-19 pandemic but there was a Market Engagement on-line workshop held with providers in June 2021 that provided valuable insight into what the strategy could helpfully address. Only a small number of providers were able to attend, but they provided valuable insight and feedback.

Amongst the main themes raised were:

- attendees agreed the broader direction of travel was the right one despite objectives 1-3 to reduce demand for care home placements. Providers in the workshop understood/accepted that there will always be a need for residential care for people with higher care needs/appropriate placements
- providers want to align their business plans to future local needs and felt that the strategy was being written at the right time
- the objectives feel right, subject to some specific feedback on objectives (primarily that the desire to reduce the number of placements may run contrary to the sustainability plans of some providers)
- providers were receptive and keen to work with the council and NHS DCCG to coproduce action and implementation plans to meet objectives going forward
- providers were positive about having a transparent effective partnership with BCP Council, with regular (monthly) key topic discussions to be arranged in the first instance
- acknowledged gap in current provision for people with emerging or new predominant need of frailty or age-related conditions (previously learning disability); recognising the major challenge for care homes for older people who may in future be supporting people from 50 years to 100+ years in the same setting.



4. Strategic statements



In light of the above, we are clear about the direction that we wish to take with regard to the commissioning of care homes and is summarised in the following strategic statements:

- we recognise that Bournemouth, Christchurch and Poole has a distinctive population profile with higher levels of older people than the national average and higher levels of homeowners/self-funders
- moreover, there is a high number of older people in the conurbation and this proportion will grow by 20% by 2040. Although the older population is relatively healthy, there are significant numbers of people with long-term limiting conditions
- relatively few people out of the total population go into residential care in Bournemouth, Christchurch and Poole, but they cost a significant proportion of the overall budget of the two statutory agencies
- we recognise the growing ethnic diversity of the population in Bournemouth, Christchurch and Poole and the need to ensure providers are aware of this and able to respond appropriately
- nevertheless, given the severe financial constraints and the evidence that we have high numbers of publicly-funded placements we wish to reduce the numbers of people we fund in care homes and the numbers of admissions
- we need to be aware of the four main issues in the national health and social care economy which are COVID-19, Brexit, Public finances and Dementia

- technology is likely to have a large and wide-ranging part to play in all forms of care from now on, including in residential and nursing care. It needs to be built into all aspects of thinking from this point on
- in 2020/21 there are features of the national market that may have a lasting effect in Bournemouth, Christchurch and Poole;
 - i) occupancy levels** were well-down in the first quarter of 2021 (possibly below sustainable levels), but pent-up demand following the pandemic may lead to a rebound in due course
 - ii) fee levels** have increased (4-5% in 20/21)
 - iii) costs** have increased also (3.7% in 20/21)
 - iv) profits** have slowly declined over the last decade but remain higher in residential care than nursing care
- quality is not currently a major issue of concern in care homes in Bournemouth, Christchurch and Poole
- the range of other commissioners in the market and the large number of self-funders mean that the council and DCCG control only a portion of the market and this does limit room for manoeuvre
- the council and the DCCG have a Framework Agreement for procuring care home placements within the area (not all care homes in the Bournemouth, Christchurch and Poole are on it) and a different one for placements secured outside of the area. The 'internal' framework needs to be re-negotiated
- there is a standard council baseline fee set for care home placements, but this is set low and very few placements are made at that level, although it does sometimes mean that top-ups cover the difference
- the 'spread' of fees paid is wide and needs to be narrowed and better structured. There needs to be greater clarity in how fees are arrived at for individual placements
- the council and DCCG could look to reduce demand for residential and nursing care placements and to do so by developing and implement a range of measures, loosely based-upon the 'six steps'⁸ approach outlined by IPC elsewhere
- information collection and analysis regarding placements needs to be improved
- these approaches could dovetail into wider actions pursued by the two authorities to both develop asset-based approaches more generally within the borough and specifically to address the hospital route into services as set out in six steps⁷

⁸ 'Six Steps to managing demand in adults social care – A performance management approach', IPC, 2017.

<https://ipc.brookes.ac.uk/publications/six-steps-to-managing-demand-in-adult-social-care-a-performance-management-approach-executive-summary>

5. Objectives



Objective 1

- to reduce the demand for care home placements funded by BCP Council and DCCG through a range of initiatives across the health and social care economy

Objective 2

- to reduce the number of care home admissions made through the council and the NHS

Objective 3

- to reduce the number of unnecessary care home admissions by self-funding residents

Objective 4

- to review and revise the Framework Agreement

Objective 5

- to regularise the process for setting fees to make them fairer and more equitable, with the introduction of 'bandings' that reflect the level of need, including those relating to 'complex care'

Objective 6

- to ensure there is a match between need/demand and the available care home provision

Objective 7

- to support care homes in developing and maintaining the workforce

Objective 8

- to develop a more evidence based and 'intelligent' approach to commissioning care home placements through better collection and usage of information about placements

Objective 9

→ to promote and improve the use of technology in care homes

Objective 10

→ to improve partnership working with care home providers

Objective 11

→ to better support care homes as they continue to provide safe, effective care and high quality care

Objective 12

→ to ensure that the placement process and all care homes take full account of all aspects of equality and diversity



Conclusion

Bournemouth, Christchurch and Poole has an extensive care home sector with high numbers of people accessing placements both via the local authority and directly as self-funders. The size and robustness of the market means that commissioners need to have a clear strategy and to take that forward through detailed and time-tabled action.

This information is issued by BCP Council

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Extra-Care Housing Strategy

Bournemouth, Christchurch and Poole Council



Contents



Introduction	03
Background	03
1. Context	04
→ Extra-care housing – definition	04
→ National context	05
→ Equal opportunities	05
2. National context – extra-care housing	06
3. Extra Care Housing; market overview	08
4. Optimum size for extra-care housing schemes	10
5. Funding extra-care housing	12
6. Current provision in Bournemouth, Christchurch and Poole	13
→ BCP Housing Strategy	14
7. Future demand	15
8. Consultation	16
9. Strategic statements	17
10. Objectives	19
Conclusion	21



Introduction



This commissioning strategy sets out the future approach and intentions of BCP Council and NHS Dorset Clinical Commissioning Group (CCG) with regard to the commissioning of extra-care housing provision. It follows on from an in-depth review of extra-care provision and commissioning carried out in 2021 and builds upon the vision and aims set out in the Market Position Statement issued in 2021.

The council's Big Plan is to make the Bournemouth, Christchurch and Poole city region world class – one of the best coastal places in the world in which to live, work, invest and play; developing our vibrant communities, with an outstanding quality of life, where everyone plays an active role. This means clean, safe and affordable housing, the wellbeing of all age groups, from our youngest to our oldest, with good health and care and good local services, and good jobs for working-age residents, to provide financially sustainable livelihoods for their families.

As a council, our values, priorities and objectives are orientated around a sustainable environment, dynamic places, connected communities, brighter futures and fulfilled lives.

Drawing from this, our Adult Social Care Strategy sets out our intention to:

- support people to live safe and independent lives
- engage with individuals and communities to promote well-being
- value and support carers
- enable people to live well through quality social care
- deliver services that are modern and accessible.

Background

The review draws upon the findings of a review of residential care and extra-care provision in Bournemouth, Christchurch and Poole that was carried out during the course of 2021. Whilst the scope of the enquiries made were restricted due to the impact of the COVID-19 pandemic there has been wider consultation with regard to the contents of this strategy.

Councillor Karen Rampton, Portfolio holder for Adults.

Phil Hornsby, Director – Commissioning for People.

David Vitty, Director of Adult Social Care Services.



1. Context



Extra-care housing – definition

In 2015, the Housing Learning and Improvement Network (LIN) offered the following:¹

“ Extra-care housing is housing with care primarily for older people where occupants have specific tenure rights to occupy self-contained dwellings and where they have agreements that cover the provision of care, support, domestic, social, community or other services. ”

Housing LIN also make the point that they characteristic of this provision is that it is centred around accommodation, although other elements of support can and will be added.

Extra-care housing can be for people of all types and ages of people and needs. It tends towards accommodating older people, but this is not as pronounced as with care homes. There is significant scope for developing extra-care housing that can accommodate people with a range of needs and for bringing together people from different categories and age groups.

¹ 'Extra-care housing – What is it' – Housing LIN, 2015, https://www.housinglin.org.uk/_assets/Resources/Housing/Housing_advice/Extra_Care_Housing_What_is_it.pdf

National context

The focus of this review is very much on Bournemouth, Christchurch and Poole and the local approaches being followed, but there are some national factors at play, including COVID-19 and the wider workforce issues affecting social care. Public finances, which at a local authority level have gone through a long period of austerity have been further affected by COVID-19. Both in the short-term and the long-term public finances represent a major challenge for all local authorities with adult social care responsibilities and the NHS. These factors are reflected locally in BCP Council's Medium Term Financial Plan (MTFP).

Finally, Dementia is a major issue for the older people population, with over 850,000 people with dementia in the UK (One in six people aged 80 and over), rising to 1 million people by 2025. Overall, each of these national elements adds considerably to the challenges faced by the social care sector in the BCP Council area.

Equal opportunities

We recognise that this strategy can have a positive equality impact and will improve accessibility, availability and affordability of accommodation for some of the most vulnerable people within our communities and allow them to retain a higher level of independence. We have undertaken an Equalities Impact Assessment. As a means of keeping people in the community, making available extra-care housing will have a positive impact upon carers as we hope that more people will be able to stay in their own homes longer.

The minority ethnic population within the BCP Council area is less than 6% of the total population and significantly less within the older population. Nevertheless, we recognise that for people of any ethnicity, language culture and religious belief can be very important contributors to their wellbeing. We expect services commissioned to support people in extra-care housing to be aware of this and able to respond accordingly. We are aware of schemes elsewhere and of guidance relating specifically to extra-care housing for people from black and minority ethnic groups² and will draw upon these as new schemes are developed. We will need to ensure that proper consideration is given to the needs of people from ethnic minority communities as schemes are developed.

People with physical disabilities, learning disabilities and mental health problems have all been identified in the past as those who can benefit from living in extra-care housing accommodation and we know there are schemes around the country where this has been done successfully³. Similarly, we recognise that there are other aspects of a person's life and identity that remain important to them, especially as they get older or develop a long-term condition. These aspects of a person's life can include things such as their marital or relationship status. As BCP council looks to develop further extra-care villages there may be opportunities to go into partnership with specialist housing providers who look to meet the needs of minority groups.

² 'Meeting the sheltered and extra care housing needs of black and minority ethnic older people'; Jones, A, & Bignall, T Race Equality Foundation, 2011, <https://www.raceequalityfoundation.org.uk/wp-content/uploads/2018/02/housing-brief19.pdf>

³ 'Extra-care housing with no lower age limit' <https://www.housinglin.org.uk/Discuss/General-Housing-Topics/Extra-Care-Housing-with-no-lower-age-limit/796/>



2. National context – extra-care housing



The government has recognised the requirement to ensure supply of appropriate housing for older people and those who require care and support in their local communities, and has set a series of recommendations for local authorities to consider in their spatial planning functions.

These are detailed in the Planning Practice Guidance⁴ issued by The Ministry of Housing, Communities and Local Government and they prompt local authorities to make provision for specialist housing in their planning strategy and planning decisions.

In 2018 the Kings Fund reported that:⁵

- there is a significant undersupply of housing designed specifically for older people – less than 1% of retirees live in housing with care, which is one tenth of that in the United States and Australia
- nationally, there is a potential requirement for an additional 725,000 housing with care units by 2025, which would equate to nearly half of all new homes being built.

⁴ Planning Practice Guidance 2019, <https://www.gov.uk/guidance/housing-for-older-and-disabled-people>

⁵ 'Key Challenges Facing Adult Social Care Sector in England'; Kings Fund 2018, <https://www.kingsfund.org.uk/publications/key-challenges-facing-adult-social-care-sector-england>

ARCO ('The Associated Retirement Community Operators') identify the benefits of housing with care as:

- fixing the social care funding crisis
- boosting health and the NHS: By improving the physical and mental health of residents
- freeing up family homes: nationally, 562,000 bedrooms could be released to the market for all generations
- efficient use of land (Apartments for older people are built using up to six times less space than family homes).
- tackling loneliness (Residents are five times as likely as non-residents to participate in social events, and four times as likely to get together with friends).

One area identified in the Dorset Joint Strategic Needs Assessment (JSNA)⁶ that could be positively impacted by an increase in extra-care housing is the morbidity due to hip fractures (often caused by falls).

The properly designed accommodation and availability of support provided by extra-care housing could lead to a reduction in these figures.

The provision of suitable accommodation through extra-care housing can help address health issues, especially if used imaginatively.

A report on the Planning System⁷ identified the low (or slow) rate of approval for planning applications for older people's housing schemes and also the barriers that need to be overcome.



⁶ Dorset JSNA, <https://www.publichealthdorset.org.uk/jsna/data-repository.aspx>

⁷ Planning, Clarity and Certainty: The View from the Sector' ARCO, 2021, https://www.arco.uk/sites/default/files/ARCO_Carterwood%20-%20Planning%2C%20Clarity%20and%20Certainty.pdf



3. Extra-care housing; market overview



The latest data from the Elderly Accommodation Council (EAC), shows that there are over 166,938 private retirement units in the UK, provided by 4,666 schemes. Since 2008, the housing with care market has continued to grow and housing with care now represents around 60% of all new retirement housing built since 2008.

A minimum of 3,000 units have been added every year since 2008, with a highpoint of almost 6,000 new units in 2015 and a low of 3,000 in 2013. Between 2008 and 2017 the total number of housing with care units grew from under 40,000 to almost 80,000. The EAC estimates that 2018 will see another 6,000 new units – ‘Building’.

What stands out here is the concentration of provision in the top three providers.

Knight Frank⁸ identify that some 25% of over-55’s would consider downsizing or moving into some sort of retirement, or purpose-built, accommodation.

⁸ ‘The case for Retirement Housing’ Retirement Housing Insight Series 2018, Knight Frank, <https://content.knightfrank.com/resources/knightfrank.co.uk/case-for-retirement-housing.pdf>

Skills for Care identify that there are approximately 500 extra-care services in England.

In 2015, the Housing LIN estimated that there were some 47,000 extra-care housing places in England. Both the older population and therefore demand is likely to rise greatly, everywhere.

A Housing LIN tool indicates that there will be an estimated shortfall of 61,000 units of extra-care housing in England by 2030, without significant further growth.

There will be a significant increase in the number of people with dementia by 2025 and growth also in the older population of people with physical or learning disabilities.

The further development of prevention-based and other innovative approaches in adult social care could reduce demand for extra-care housing.

The Housing LIN comment that:¹⁰

- with extra-care housing being seen as a direct lower cost alternative to both residential care and use of intensive packages of domiciliary care for older people living in mainstream housing
- to widen housing choices for older people and people with long term conditions e.g. dementia
- to promote development of long term housing capacity for older people aimed at the self-funder market i.e. to facilitate market retirement housing expansion to enable older people to 'right size' and better manage their own housing and care/support requirements as they age.¹¹

In terms of estimating future demand The LIN has set out a consistent methodology for calculating extra-care future demand,¹² based upon the demand for extra-care being required at 25 units per 1,000 population aged 75 plus.



⁹ Skills for Care 2017, ibid

¹⁰ Housing LIN 2019, Ibid

¹¹ Housing LIN, 2019 ibid

¹² Housing LIN 2015, ibid



4. Optimum size for extra-care housing schemes



As we develop our strategy we need to give consideration to scheme size as a key variable in extra-care housing schemes.

Extra-care housing schemes come in a variety of shapes and sizes and can range from small six-person units up to large ‘extra care village’ schemes accommodating 600 people or more.

On the whole, smaller schemes are relatively more expensive as they still require a range of features such as communal areas, that impact upon the cost.

When considering ‘optimal unit size’ in terms of care service provision it is helpful to break it down into components elements – risk, quality, and ‘viability’ or ‘efficiency’ (in terms of cost/resident). Some schemes do also operate by providing a service to people in the surrounding community and this sort of approach can be used to create a critical mass of care staff.

Optimal unit size can be affected by a number of factors which are inter-related:

- the physical location, design and layout of the unit
- the dependency levels and care needs of the residents (often seen as the most important factor)
- the model of care adopted; and
- the staffing model adopted.

The Housing LIN also look at what ‘Optimal cover’ might include, and identify:

- an allowance of ‘floating time’ which is not tied into individual care packages
- minimum day time presence
- waking night staff
- management presence.

Two further points are worth noting:

- given the variables involved the ‘optimum size’ is likely to be a range rather than a point, and this does provide some helpful flexibility
- with the possibility of ‘doubling up’ in terms of size (which might bring some small further efficiencies around overheads) there do emerge ‘no go’ sizes that fall between the optimum size range for one unit and that for two, and so on. These sizes will be either risky, poor quality or unviable economically.

An un-published IPC report in 2014 identified that for extra-care housing to be cost effective and achieve good outcomes for residents it needed to be a minimum of 45 units of accommodation. It also confirmed that the provision of care on site in a small scheme is likely to be more expensive than in larger schemes where efficiencies of scale can be brought into play.

It is not just the costs of the care component that might determine what size unit is built. There is a growing consensus, for example, that 40 units of accommodation is the absolute minimum size that would be economically viable in terms of capital and housing costs.

The Housing LIN arrive at a figure of 400 hours contact time as a reasonable basis for a contract for that unit.

Overall then, there seems to be a consensus that 40 units is the absolute minimum sized unit possible, because of capital and other costs.



5. Funding extra-care housing



The funding of extra-care housing is a critical consideration for this commissioning strategy. There are a number of issues and requirements around extra-care housing.

There are three main components to the funding of extra-care housing:

- housing Capital costs
- housing Revenue/operating costs
- care and support costs.

All three need to be fully considered when seeking to develop new schemes.

Capital finance was and remains in short supply and comes from two main sources – subsidy funding and non-subsidy funding. Subsidy funding includes that available from national schemes, local authority subsidies, free publicly-owned land and section 106 planning agreements.

The availability of money from national schemes is currently very limited.

Other subsidy sources are from the local authority through the free (or reduced cost) provision of land, direct subsidies or the use of planning legislation to require developers to make provision for extra-care housing as part of wider schemes. We do not anticipate there being any direct subsidy available for the foreseeable future given the current financial situation.

Non-subsidised funding comes primarily from housing providers of one type or another. Local authorities can use their own housing revenue account to provide investment in new schemes. Alternatively private sector developers can be encouraged to invest in schemes, accessing their own finance.

The overall cost of capital development and operating costs do have to be covered over a period of time either through subsidy or on a revenue basis. Proper income modelling is critical in this regard and needs to cover any void costs and any costs factored in for facilities for the housing provider and care provider such as office space for care staff.



6. Current provision in Bournemouth, Christchurch and Poole



Bournemouth, Christchurch and Poole currently has a limited number of extra-care housing schemes and also some enhanced support housing schemes that are able to meet a lower level of needs.

Overall there are 12 schemes identified as being extra care housing (including two also labelled as 'retirement'). 398 units are identified as being extra care places and 162 units are identified as being enhanced care placements.

They have varying age thresholds, which for the majority is identified between 50+ and 70+ and they vary in size from six units to up to 144 units.

Overall council systems report that at the end of 2019/20 the council was supporting 243 people in extra-care housing, but by February 2021 this had fallen to 218.

In addition to this, there is a large swathe of retirement housing that is to be found in all three former local authority areas. Mostly it is described as 'retirement housing' or 'age exclusive housing'. There are approximately 1,500 units in Christchurch, 2,300 units in Poole and 2,300 units in Bournemouth. There are around 35 providers overall, varying in size (some are very large social landlords or private developers, others very small local organisations).

In March 2021 the council published BCP homes – our commitment to our communities, 2021-26.¹³ The document is the focus of consultation for the council’s planned new housing strategy.

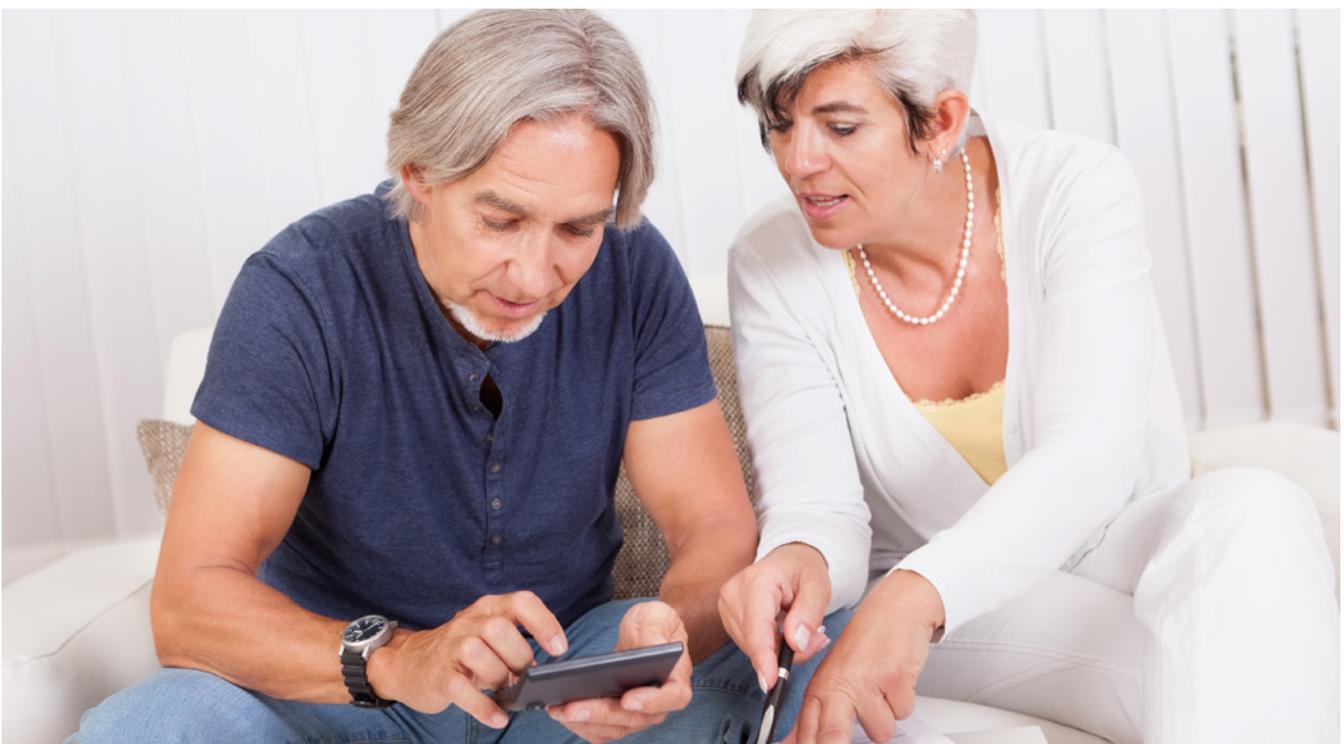
The key features of the new strategy will be:

- the new strategy will replace the legacy strategies from the predecessor councils
- it will reflect the overarching corporate strategy (see above)
- the strategy will be for five years and reflect national legislation and priorities and the local context.

The issues document references a number of associated strategies and policies, but that list does not include the proposed extra-care housing strategy.

Affordability is a key issue, with both house prices and rents high in Bournemouth, Poole (more so) and Christchurch (even more so). Clearly this also affects the likely cost of all housing schemes, including extra-care housing. The document does acknowledge the issues associated with the older population and references the Housing LIN demand model referred to above (BCP Homes – ‘Our commitment, our communities’).

In addition to the possible current un-met need identified above, there is also the council’s stated desire to reduce the dependency upon care home provision, adding further to the identified pressure for extra care housing provision.



¹³ ibid



7. Future demand



Using available figures on the local population projections and the Housing LIN formula shows that to meet that standard Bournemouth, Christchurch and Poole should have 1,075 units of ECH accommodation now, rising to 1,312 in 2030 and 1,577 by 2040.

Guidance issued by the Race Equality Foundation¹⁴ identifies that:

- people from minority groups may be more likely to require supported housing services, but also more likely to experience difficulties in service access and use
- while good practice can be identified in meeting the supported housing needs of culturally and ethnically diverse communities, meeting the needs of these groups within general provision remains an issue that must be addressed.

We will need to hold these points in mind as we seek to increase our stock of extra-care housing.



8. Consultation



Consultation on the strategy has been limited by the COVID-19 pandemic but there was a Market Engagement on-line workshop held with providers in June 2021 that provided valuable insight into what the strategy could helpfully address.

Key questions addressed were:

- do providers feel the direction of travel as set out in the draft strategy is the right one?
- do providers agree with objectives as they are, or would further expansion to existing objectives or new objectives be beneficial?

General themes to emerge from the workshop were:

- the strategy is being written at the right time, and in conjunction with Care Home Commissioning Strategy it means that providers need to align their business plans accordingly
- providers are receptive and keen to work with commissioners to co-produce action and implementation plans to meet objectives going forward
- providers are keen to develop partnerships with extra-care housing and supported living services peers and BCP Council
- there is a lack of visibility and understanding of services offered in extra-care housing and supported living schemes amongst professionals and the wider community and there could be an objective reflecting the need to address this (one has now been included)
- workforce issues (recruitment etc.) impact upon extra-care housing and supported living schemes as much as other parts of the sector e.g. care homes and community care and there could be an objective reflecting the need to address this (again, one has now been included).

Feedback on specific objectives emphasised:

- the review of existing schemes could address tensions between the percentage of space allocated to communal areas and the number of individual properties being created, which can make the financial viability difficult to achieve
- the review could be expanded to include clear pathway for people who will need ongoing care
- process to plan for future needs as well as current suitability
- a key feature of extra-care housing is the onsite care and support provider, not catering and social options
- appropriate transport links should be considered when identifying potential sites to support independence and community connection.



9. Strategic statements



In light of the above we are clear about the direction that we wish to take with regard with extra-care housing.

That direction is summarised in the following strategic statements:

- we define extra-care housing as specific tenure rights to occupy self-contained dwellings and where they have agreements that cover the provision of care, support, domestic, social, community or other services
- we wish to expand our extra-care housing provision significantly as we believe this reflects prevailing and future levels of need
- care and housing provided together can meet the needs of a range of people and groups, including older people but also some younger people with disabilities and people with mental health problems who can benefit from living in extra-care villages and enhance the communal aspect of living in such schemes.

The ethnic diversity of Bournemouth, Christchurch and Poole is increasing and we need to ensure this is properly reflected in the schemes we develop.

- we believe that the quality of an extra-care housing scheme depends upon the quality of the accommodation, the quality of the other facilities available within the scheme and the quality of the care and support provided, including that available from the NHS
- we will work to clear standards and good practice guidance in all our developments
- we will work with our internal housing partners and look for new partner organisations to develop new extra-care housing provision and schemes.

We believe that extra-care housing schemes in Bournemouth, Christchurch and Poole will take a variety of forms and may be part of wider schemes that have a range of facilities on-site.

- we also recognise that younger people with disabilities and people with mental health problems can benefit from living in extra-care villages and enhance the communal aspect of living in such schemes. We will expect our extra-care housing schemes to accommodate people of all ages
- whilst we will expect schemes to be able to accommodate people with significant care needs, we recognise that for a scheme to have a positive living environment it is likely that it will accommodate people with various levels of need
- we will ensure that we have fair and equitable procedures for the allocation of tenancies in extra-care schemes
- we recognise that some people who may need extra-care housing may wish to continue to own their own home and we will seek to ensure that there are opportunities for people to own properties within extra-care housing
- technology is likely to have a large and widespread part to play in all forms of care from now on, including extra-care housing. It needs to be built into all aspects of thinking from this point on
- extra-care housing does not have a high profile in Bournemouth, Christchurch and Poole and further work to promote it as an option is needed.

In light of the above, BCP Council has identified a number of objectives we intend to pursue through this strategy, in partnership with other stakeholders.



10. Objectives



Objective 1

- To develop and open over the next five years schemes to bring us up to the target number of units of 1,312 by 2030 and 1,577 by 2040

Objective 2

- To ensure that the development of extra-care housing is fully incorporated into the Housing strategy

Objective 3

- To have in place a clear policy and procedure in place regarding the allocation of tenancies/available places in extra-care housing schemes and to monitor demand and allocation of places

Objective 4

- To have a clear assessment of the suitability and viability of currently identified provision and to develop plans for each scheme accordingly

Objective 5

- To compile (via a survey) and maintain an up-to-date register of existing local schemes that can be categorised as extra-care

Objective 6

- To identify potential sites for extra-care housing schemes within Bournemouth, Christchurch and Poole

Objective 7

- To identify and retain contact with potentially interested developers of extra-care housing schemes

Objective 8

- To develop and maintain a policy/checklist for balancing risk and opportunity in developing extra-care housing schemes

Objective 9

- To ensure all developed schemes meet the minimum size of 45 places

Objective 10

- To all monitor the availability of subsidised sources of funding

Objective 11

- All extra-care provision will make use of the latest and most effective technology to support the well-being of residents and the efficiency of service provision

Objective 12

- To ensure there is a range of extra-care provision that meets the needs of our population including older people and also those younger people who would benefit from that form of provision

Objective 13

- To ensure that the provision of extra-care housing takes full account of those people who fall under the various identified characteristics set out in equalities legislation

Objective 14

- To increase visibility and understanding of services offered in extra-care housing and supported living schemes amongst professionals and the wider community

Objective 15

- To ensure that any work to develop the social care workforce in the Bournemouth, Christchurch and Poole area takes full and proper account of the skills and competencies required in the operation of extra-care housing schemes



Conclusion

The development of extra-care housing in Bournemouth, Christchurch and Poole is a necessary measure to deliver on the Council's commitments to both promote greater independence and to reduce the numbers of people entering residential care. There are a variety of shapes that extra-care housing provision can take and BCP Council needs to ensure that it has a good range and span of schemes and options.

This information is issued by BCP Council

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