

# Notice of Overview and Scrutiny Board

Date: Monday, 19 July 2021 at 6.00 pm

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



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## Membership:

### Chairman:

Cllr S Bartlett

### Vice Chairman:

Cllr V Slade

Cllr L Allison

Cllr M Cox

Cllr L Dedman

Cllr B Dion

Cllr M Earl

Cllr J Edwards

Cllr D Farr

Cllr L Fear

Cllr S Gabriel

Cllr M Howell

Cllr D Kelsey

Cllr T O'Neill

Cllr C Rigby

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All Members of the Overview and Scrutiny Board 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?MId=4867>

If you would like any further information on the items to be considered at the meeting please contact: Claire Johnston - 01202 123663 or email [claire.johnston@bcpCouncil.gov.uk](mailto:claire.johnston@bcpCouncil.gov.uk)

Press enquiries should be directed to the Press Office: Tel: 01202 454668 or email [press.office@bcpCouncil.gov.uk](mailto:press.office@bcpCouncil.gov.uk)

This notice and all the papers mentioned within it are available at [democracy.bcpCouncil.gov.uk](https://democracy.bcpCouncil.gov.uk)

GRAHAM FARRANT  
CHIEF EXECUTIVE

9 July 2021



Available online and  
on the Mod.gov app



## 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 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 are advised to leave the room during the debate

Local Interest

Yes

Declare the nature of the interest

Applying the bias and pre-determination tests means you may need to refrain from speaking and voting

You may also need to leave the meeting. Please seek advice from the Monitoring Officer

No

Do you have a personal interest in the matter?

Yes

Consider the bias and pre-determination tests

You may need to refrain from speaking & voting

You may also need to leave the meeting. Please seek advice

No

You can take part in the meeting speak and vote

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](mailto: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 Members.

## 2. **Substitute Members**

To receive information on any changes in the membership of the Committee.

Note – When a member of a Committee is unable to attend a meeting of a Committee or Sub-Committee, the relevant Political Group Leader (or their nominated representative) may, by notice to the Monitoring Officer (or their nominated representative) prior to the meeting, appoint a substitute member from within the same Political Group. The contact details on the front of this agenda should be used for notifications.

## 3. **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.

## 4. **Public Speaking**

To receive any public questions, statements or petitions submitted in accordance with the Constitution, which is available to view at the following link:

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

The deadline for the submission of a public question 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. **Project Management - Expansion of the Longspee Special School at the BLC Review**

To consider matters of project management in relation to the Expansion of the Longspee Special School at the Bournemouth Learning Centre.

The report on the Expansion of the Longspee Special School at the Bournemouth Learning Centre which was taken to the Cabinet meeting in April is included with this agenda to aid consideration of this issue.

Portfolio Holder invited to attend for this item: Cllr N Greene, Portfolio Holder for Covid Resilience, Public Health and Education.

## **6. Scrutiny of Homes Related Cabinet Reports**

15 - 36

To consider the following Homes related reports scheduled for Cabinet consideration on 28 July 2021:

- Housing Management Model Review

The O&S Board is asked to scrutinise the reports and make recommendations to Cabinet as appropriate.

Cabinet member invited to attend for this item: Councillor Robert Lawton, Portfolio Holder for Homes

The Cabinet report for this item is included with the agenda for consideration by the Overview and Scrutiny Board.

## **7. Scrutiny of Finance and Transformation Related Cabinet Reports**

37 - 60

To consider the following Finance and Transformation related reports scheduled for Cabinet consideration on 28 July 2021:

- 2020/21 End of Year Performance Report

The O&S Board is asked to scrutinise the reports and make recommendations to Cabinet as appropriate.

Cabinet member invited to attend for this item: Councillor Drew Mellor, Leader of the Council and Portfolio Holder for Finance and Transformation.

The Cabinet report for this item is included with the agenda for consideration by the Overview and Scrutiny Board.

## **8. Future Meeting Dates 2021/22**

To note the following meeting dates and locations for the 2021/22 municipal year:

- 23 August 2021
- 20 September 2021
- 18 October 2021
- 15 November 2021
- 6 December 2021
- 3 January 2022
- 31 January 2022
- 28 February 2022
- 4 April 2022

All meetings will be held at Poole Civic Centre and via video conferencing until further notice.

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.

# CABINET



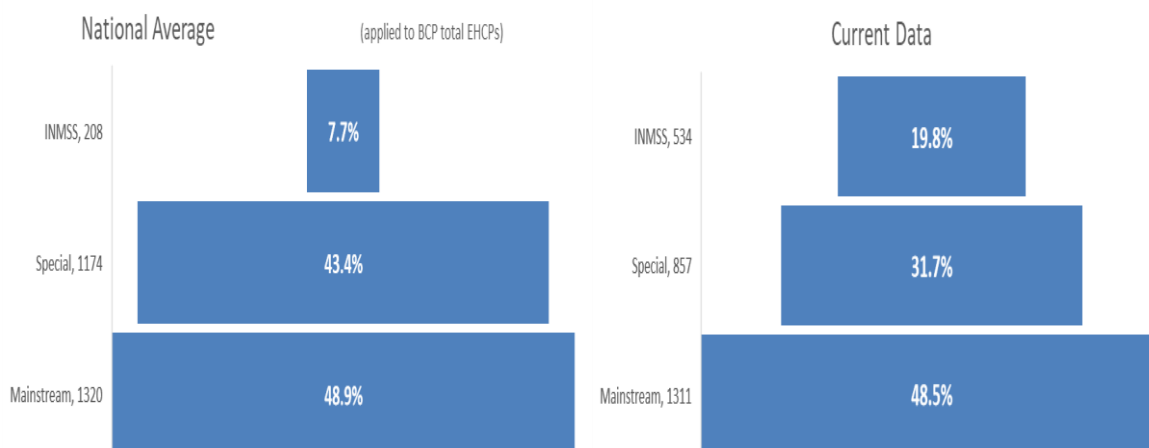
Report subject	<b>Special Educational Needs and Disability Capital Investment – Expansion of Longspee Special School at the Bournemouth Learning Centre</b>
Meeting date	14 April 2021
Status	Public Report
Executive summary	<p>As part of the Council's commitment to pupils with special educational needs and disabilities (SEND), Cabinet in June 2020 approved £500,000 to re-purpose the former Bournemouth Learning Centre (BLC) building as a satellite site for Longspee Special School. The Council has a duty to ensure a sufficiency of school places in its area under s14 of the Education Act 1996.</p> <p>After that original cost estimate, and as a result of the procurement process carried out by the Council's partner, the Ambitions Academies Trust, the total cost of the capital works amounts to £1,250,000, leaving a shortfall of £750,000 which the Council intends to meet in order to ensure the extra places are available for September 2021. Funding is available to meet the shortfall.</p> <p>The reasons for the shortfall, set out in the report, include unforeseen works due to the poor condition of the building and the need to increase the specification in order to be able to take on roll children and young people with the broadest range of needs.</p> <p>The project still represents exceptional value for money as the cost of each place will be more than 40% below the national average and as a result of not needing so many independent placements, the council will make a revenue saving in the region of £1.2 million annually.</p>
Recommendations	<p><b>It is RECOMMENDED:</b></p> <ol style="list-style-type: none"> <li>1. That Cabinet approves the further allocation of £750,000 to complete the conversion of the Bournemouth Learning Centre;</li> <li>2. That Cabinet requests the Chief Executive to use the urgency powers delegated to him under Part 3.15 of the BCP Council Constitution to approve the combined spend on this project of £1,250,000 in advance of the next available Council meeting, scheduled for 2 June 2021 and that he report this decision to Council at that meeting, in</li> </ol>

	order for the additional school places to be available for eligible children by September 2021;.
Reason for recommendations	To enable the completion of the project at the BLC site to create a high quality special school satellite provision for Longspee Special School, meeting local need and reducing pressure on the high needs budget.
Portfolio Holder(s):	Councillor Nicola Greene, Portfolio Holder for Covid Resilience, Public Health and Education
Corporate Director	Elaine Redding - Interim Corporate Director, Children's Services
Report Author	Simon McKenzie, Head of Service, Special Educational Needs and Disability
Wards	All
Classification	Decision

## Background

1. As a Council we have high aspirations for children and young people with special educational needs and disabilities (SEND), striving to ensure children and young people achieve their potential. We are committed to ensuring children and young people experience inclusion in every aspect of their lives.
2. The Council is ambitious for all children and young people living within the BCP area. Children with SEND can be vulnerable and the Council intends to make the strongest possible contribution to improving the lives of vulnerable children and young people. The Council wishes to champion the needs of children with SEND and their families and to create a local environment for them which meets their needs.
3. To deliver this vision, the Council is investing in children and young people with SEND through the provision of up to an additional £10 million capital investment in our schools, from April 2021, funded from borrowing, to ensure that children and young people in BCP have the best environment and settings to maximise their learning potential. This is in addition to the funds received from the Department for Education and previously committed funds.
4. Many Councils are struggling to contain spend within the dedicated schools grant high needs budget allocated by central government. Within BCP Council we are facing similar challenges with a funding shortfall estimated at £6 million in 2020/21 and £9.7 million projected for 2021/22 and likely to continue in future years. Schools are also concerned that in order to promote inclusion in a mainstream school, an increasing number of children and young people require costly support.

5. Within BCP a high proportion of the high needs budget (circa £15 million) is being spent on independent and non-maintained special schools (INMSS) and colleges. This is significantly higher than the national picture with 19.8% (534) of pupils with education, health and care plans issued by BCP attending education in the independent sector compared to 7.7% nationally. The diagram below outlines this difference.



6. SEND sufficiency plans have identified the need for additional special school places in the local area to meet demand. Through the provision of high quality local special school provision, the goal is to avoid more expensive placements in independent schools as well as meeting the council's duty to ensure a sufficiency of places in its area under section 14 of the Education Act 1996.
7. This approach will form part of the development of a more robust high needs budget recovery plan with BCP schools and other stakeholders. The aim is to change the profile of the locations where BCP children and young people are educated. The plan is to increase the numbers of pupils with education, health and care plans (EHCPs) attending our mainstream schools and increase the numbers within our local special schools, with schools being able to provide quality provision to meet greater needs. The impact will be a reduction in the use of independent schools and colleges with a resultant reduction in overall expenditure within the high needs budget, This approach will support our goal of ensuring our children are educated within their local community in high quality education provision with their peers.
8. Our sufficiency analysis of specialist school places for children and young people with an EHCP maintained by BCP Council shows that the need for places continues to increase. Local special schools are already at capacity, and as a result some children and young people are needing to be placed in Independent and Non-Maintained Special Schools (INMSS) placements.
9. Based on this analysis, and following detailed work with local schools, some initial plans have been developed and further work is being undertaken to develop further a set of proposals to increase capacity in the local system. Cost effective and tried and tested approaches are likely to include the creation of

new 'satellite' provision located in mainstream schools but operated by a local special school, expanding existing specialist provision, and creating 'resource bases' in mainstream schools to provide for pupils with additional needs.

### **Longspee Satellite at Bournemouth Learning Centre**

10. As part of addressing the lack of special places locally, initial funding of £500,000 was agreed in June 2020 by Cabinet to develop further provision at Bournemouth Learning Centre with Ambitions Academies Trust (AAT). Initial plans anticipated places being created to accommodate 40-50 pupils. The proposal which followed was to create that provision as a satellite of Longspee Academy (graded Outstanding by Ofsted February 2020).
11. The proposed Longspee satellite at the Bournemouth Learning Centre will now offer 54. Initially 12 places will be available from April 2021 and this will increase up to 54 places from September 2021. This is a larger number of pupils than initially anticipated and will help meet local needs. The satellite will offer provision for secondary phase pupils who have a diagnosis of social emotional mental health (SEMH) / autistic spectrum condition (ASC) / complex needs.
12. Initially a budget of £500k was identified to deliver both phase 1 and phase 2 of the project. This was based on the expectation that a limited scheme of works would be needed to restore the building for use as a special school, reflecting that the layout of the building remained largely unchanged since its previous use as a special school. The information considered at the time suggested that the cost of the building and the facilities would support the school in meeting the needs of pupils.
13. Further detailed planning work has since been undertaken with AAT in liaison with the Council. This has shown that, in order to fully meet the needs of the widest cohort of children, additional facilities and specialist teaching spaces will be required. This has included the provision of a multi-use games area (MUGA) a sensory room, a music room, suitable indoor hall, and IT suite. All classrooms will also allow access to outside areas. These enhancements will ensure that the pupils attending have access to a high-quality environment and an enhanced curriculum offer. This provision will be an attractive option for parents who will be comparing with alternative and more costly independent school options.
14. Following the building being vacated and detailed surveys, additional unanticipated costs were identified due to the poor condition of the property. These have included the removal of some asbestos, work relating to the electric supply and the wiring and cabling, additional ICT equipment and suitable wall coverings being required. These essential works were included in the tender specification.
15. As a consequence of Covid 19, additional requirements and costs have been incurred to ensure compliant safer working procedures as well as meeting additional costs relating to supply chains and/or ensuring staffing capacity.
16. A full procurement process for the work was completed by AAT, who are leading in the delivery of the project. Following a value engineering process, the total cost of the project, including an appropriate level of contingency, is now £1.25 million. This reflects the expanded scope set out above and



increased costs relating to condition issues and the need to deliver during the Covid-related restrictions.

17. This increase has led to the need to re-visit the business case for the project. National benchmarking data shows that the average cost for the delivery of a SEND refurbishment project was £42,500 per place. For a new build this increases to £84,000 per place. The revised cost of the project set out above equates to £23,000 per place for 54 places, so still represents good value for money.
18. The business case also shows that savings of up to £1.2 million per annum could be delivered through the provision of these additional places, based on the avoidance of need to access costly INMSS places. These figures are based on the average cost of a BCP special school (£25,000) in comparison with an independent school placement (£48,000).
19. An options appraisal undertaken at the time of developing the BLC proposals identified only one alternative that would have delivered a similar number of places. This was a new build on a BCP owned site that, due to site restrictions, was estimated to cost circa £100,000 per place.
20. Taking all of this into account, it is concluded that the BLC project remains the most cost-effective way to invest resources to provide additional special school places to meet local need, but it requires a significant additional capital contribution to be agreed.
21. Capital funding is available through the DfE Basic Needs Grant, some residual SEND grant and the recently announced SEND grant allocation.
22. To ensure due diligence, proposed costs and plans have been reviewed and a site visit has been undertaken by the Director of Children's Services, Cllr Greene and key BCP Officers. Significant work has been carried out on the site such that the school will be able to open for 12 pupils after this Easter break. The second phase of the work to provide classrooms and facilities for the additional 42 pupils has commenced but completion is dependent on the additional funding.

It was evident that work and plans in place would provide a high-quality special school meeting the needs of pupils with special educational needs as well as providing a suitable alternative to an independent school.
23. The visit, plans and evidence of work completed indicate that Longspee at BLC special school satellite will offer a high quality environment and curriculum offer to meet the needs of pupils with SEND.
24. A breakdown of costs is included in the following table 1 identifying the difference to the new revised cost. Contingency funding and additional costs relating to Covid 19 have been included with the budget for professional fees also increased as the scope of work has expanded.

**Table 1: comparison of original and revised budget**

	Initial budget	Revised budget	Difference
Refurbishment Contract	£432,500	£475,600	£43,100
Additional facilities-(see below)	£0	£505,900	£505,900
Additional place capacity (from 45 to 54 (see below)	£0	£110,000	£110,000
Contingency	£50,000	£117,600	£67,600
Project and professional fees	£17,500	£40,900	£23,400
<b>Total</b>	<b>£500,000</b>	<b>£1,250,000</b>	<b>£750,000</b>

25. A breakdown of the additional facilities/ budget extras costs is provided in table 2 below:

**Table 2: breakdown of the additional facilities and additional places costs**

Description	Cost
Covid-19 inflated costs estimated at 15%	£163,710
MUGA BB104 recommends for sports related curriculum	£88,000
High fencing to secure grounds	£45,500
Indoor hall/gym for PE, assemblies	£28,220
Rectifying historic electrical issues, increase number of toilets to BB104 recommended ratio, upgrading inadequate existing drainage, repairing leaking roof, FF&E, ICT, Fire- and Intruder alarm upgrades, plastering areas of old BLC.	£290,469
<b>Total</b>	<b>£615,899</b>

26. The ongoing revenue costs of operating the new provision, including future repairs and maintenance to the building, will be met by the academy trust from the dedicated schools grant allocations paid by BCP for commissioned places and as places are filled.

27. As Longspee Special School is an academy, within the AAT, a revised funding agreement to include these additional places is being put in place.

## **Summary of legal implications**

28. Councils have a statutory duty to ensure there are sufficient school places available for children in their area. The Children and Families Act 2014 requires councils to keep provision for children and young people with SEND under review including its sufficiency.

## **Summary of financial implications**

### **Capital outlay - £1.25m**

29. Revised project cost estimates are £1.25 million. This consists of £1.09m academy managed build costs and separate £0.16 million BCP capital budget for professional fees and contingency. Build cost estimates are based on independent contractor estimates, include 2.8% contingency within the academy managed budget, and have been reviewed by the Council's in-house capital client project management team for completeness and reasonableness. Structural and asbestos surveys have been undertaken, as well as an internal fire strategy assessment.

### **Academy managed budget - £1.09m**

30. The £1.09 million academy managed spend will be subject to a formal funding agreement with the trust. The funding agreement will cap BCP financial commitment and clearly define expected project outputs. The academy will also be expected to adopt a procurement approach that is consistent with BCP's requirements.
31. Spend incurred by the academy under the funding agreement will be reimbursed by BCP in arrears. In anticipation of a formal funding agreement and subsequent reimbursement from BCP, the academy has already committed £500,000 of spend. No invoices for reimbursement have yet been received from the academy and there is not yet a formal funding agreement.

32. Academy managed costs are below:

	£
Building <b>Contractors Quote</b> (internal refurb/ remodel)	894,739
Outside Fencing	35,100
Media (ICT/ e-boards etc)	33,618
Goal Ends with Basket Ball	10,132
External ground works & MUGA	87,500
2.8% Contingency (to cover some professional fees – added by AAT)	30,310
<b>Total costs managed by Academy</b>	<b>1,091,399</b>

33. In addition to direct costs managed by the academy, BCP has earmarked a further £158,500 capital budget to cover overall 10% contingency (to over unforeseen costs that may arise) and project and professional fees. This budget is BCP specific and will not form part of the main funding agreement with the academy. Of this budget, £7,000 has been spent to date on architect's fees. No further orders or commitments have been made.

#### **BCP managed budget - £0.16m**

<b>BCP managed budget</b>	£
Contingency	117,600
Project and professional fees ( <u>including £7,000 incurred to date on architect's fees</u> )	40,900
<b>Total costs managed by BCP</b>	<b>158,500</b>
<b>TOTAL (academy managed budget + BCP managed budget)</b>	<b>1,249,899</b>

#### **Funding implications**

34. £0.50 million of the £1.25 million capital budget needed has already been approved, funded from basic need grant. The supply of new school places is in line with the grant conditions.

35. It is proposed that the additional budget requirement of £0.75 million is funded from high needs capital allocations for 2021/22.

### **Financial risks**

36. The academy has already committed £500,000 for building works in anticipation of a formal funding agreement and reimbursement from BCP. This work will facilitate the supply of 12 new school places from Easter and is expected to complete on time. There is a risk that alternative provision (at BCP cost) will be required for the 12 school places if the project is not completed as planned as the operation of the site as a special school would be unviable.
37. Spend incurred by the academy to date is in line with capital budget estimates and contractor quotation. Whilst build costs are expected to complete within the £1.09m budget, BCP will retain project contingency of £118k for any unforeseen costs that may arise. The project will result in the provision of 54 new school places (12 from April 2021 and 42 from September 2021). There is always an inherent risk that not all of the places will be taken up or be required, but current projections of pupil numbers suggest this risk is low.
38. The capital investment will reduce ongoing revenue budget funding pressures within the high needs block. Similarly, all direct building operational spend (including maintenance and running costs) will now be met by the academy. A formal lease specifying terms and conditions of academy use of the building is also required. There is a risk that once the building becomes operational that further remedial works will be identified. The council must provide a building to the academy in a suitable condition for use and the proposed contingency is considered sufficient to manage this risk.

### **VAT implications**

39. The property will be leased to the academy trust on a 24-year peppercorn lease (FRI lease). The effective date will be backdated to 1 February 2021 when their occupation started.
40. Based on the proposed heads of terms the academy trust will be responsible for any internal and external refurbishment works. The Council can passport the funding via a grant funding agreement and the academy will be entitled to reclaim any VAT charged on capital works under Section 33B (as long as they are incurred solely in relating with provision of education).

### **Value for Money assessment**

41. National benchmarking data shows that the average cost for the delivery of a SEND refurbishment project is in the region of £42,500 per place. The revised cost of the BLC project will equate to £23,000 per place.

### **Summary of environmental impact**

42. As part of the planning application consideration is being undertaken as to any environmental impact.

## **Summary of equality implications**

43. The provision of additional special school places within BCP will have a positive impact ensuring children and young people attend local schools within their community.

## **Summary of risk assessment**

44. There is an evident need for special school places within BCP with the Longspee at Bournemouth Learning Centre providing an opportunity to provide a cost-effective solution creating 54 places. There is a low risk that the places will not be needed for the foreseeable future.
45. Significant work has been completed on site with a view to opening for 12 pupils in April and an additional 42 in September. Failure to provide the additional funding at this point would result in the building not being completed and only 12 pupils able to be admitted. This would be poor value for money for the capital budget already spent and likely make the building operationally unviable for the academy as noted above.

## **Background papers**

46. BLC Cabinet report - June 2020.

## **Appendices**

47. None.

## CABINET



Report subject	<b>Housing Management Model Review</b>
Meeting date	28 July 2021
Status	Public Report
Executive summary	<p>The council's housing stock within the Housing Revenue Account (HRA) is situated within the Bournemouth and Poole neighbourhoods and comprises 9,592 owned properties (5,080 in Bournemouth and 4,512 in Poole) and 1,139 leasehold properties (as at 1 April 2021).</p> <p>Council housing within the Bournemouth neighbourhood is managed in-house within the officer structure of the housing service unit. Poole Housing Partnership (PHP) is an Arm's Length Management Organisation (ALMO), a wholly owned company, and manages the council housing in the Poole neighbourhood whilst BCP Council retains ownership and ultimate responsibility.</p> <p>This report sets out the national policy context for council housing and proposes some core objectives to guide future delivery.</p> <p>This report presents the council's strategic key drivers for service delivery in this area and, measuring these against the various governance options, proposes a preferred model for housing management in the future.</p> <p>It is recommended that the council should align and create a new combined hybrid service, the 'best of both worlds', within the council.</p> <p>It is recommended that the new combined in-house hybrid service has a robust 'advisory board', providing oversight, expertise and informed advice. A number of other councils, including some which have recently changed from an ALMO model, have similarly set up or are considering setting up an advisory board to ensure robust visibility and monitoring for continued good service delivery.</p> <p>The report requests approval to commence extensive consultation with residents and other stakeholders over summer and autumn 2021 to help determine implementation.</p>

<b>Recommendations</b>	<b>It is RECOMMENDED that Cabinet approves:</b>
	<p>(a) The proposed objectives of a new combined service within the council:</p> <p>(b) The preferred governance model for a new combined hybrid service within the council overseen by an advisory board:</p> <p>(c) The outline principles of governance arrangements for the advisory board: and</p> <p>(d) The commencement of extensive consultation with all council housing tenants/leaseholders and other stakeholders on the preferred model and the future nature of services to be delivered.</p>
Reason for recommendations	The alignment of the housing management services is necessary to meet the council's overarching alignment agenda and emerging transformation strategy, with the outcome of delivering excellent services for our council housing tenants and leaseholders.
Portfolio Holder(s):	Councillor Robert Lawton - Portfolio Holder for Homes
Corporate Director	Kate Ryan – Chief Operating Officer
Report Authors	<p>Lorraine Mealings – Director of Housing, BCP Council</p> <p>Su Spence – Chief Executive Poole Housing Partnership</p> <p>Seamus Doran – Head of Neighbourhood Management, BCP Council</p>
Wards	Council-wide
Classification	For Decision

## Background

1. The council's housing stock within the Housing Revenue Account (HRA) is situated within the Bournemouth and Poole neighbourhoods and comprises 9,592 owned properties (5,080 in Bournemouth and 4,512 in Poole). 33 of these are shared ownership whilst the vast majority are rented. There are a further 1,139 leasehold properties (as at 1 April 2021). There is no council owned housing stock in the Christchurch neighbourhood as the stock was transferred to a housing association several years ago.
2. There is council housing across multiple wards of BCP although there are certain wards with high concentrations e.g. Kinson, Hamworthy. Council housing constitutes approximately 6 percent of all households across BCP Council geography, just over 1 in 20 homes.
3. Council housing within the Bournemouth neighbourhood is managed in-house within the officer structure of the housing service unit.



4. Poole Housing Partnership (PHP) is an Arm's Length Management Organisation (ALMO), a wholly owned company, and manages the council housing in the Poole neighbourhood. BCP Council retains ownership and ultimate responsibility for the homes, whilst PHP manage the homes in line with a Commissioning and Performance Management Framework overseen by the housing service unit and with formal input from the Chief Operations Officer, Director of Housing and the Portfolio Holder for Homes.
5. ALMOs were created by some councils in 2002 and numbers have since fallen to 27 now in operation, with several of these remaining in the process of being brought in-house by the council. There are approximately 165 councils who own their own Council Housing stock, the majority of which are managed in-house.

### **The Housing Revenue Account (HRA)**

6. The HRA is a ring-fenced account within the council and records the income and expenditure associated with the landlord function in respect of the council's housing stock. The account is separate from the wider General Fund budget.
7. The council's HRA was formed on 1 April 2019 when BCP Council was created and combined the former HRA's of Bournemouth and Poole Councils. BCP Council can only operate one HRA legally but continues to maintain two separate neighbourhood accounts within it, one for the Bournemouth neighbourhood and one for the Poole neighbourhood.
8. The HRA is a sizeable and significant account within the council involving an annual rent roll of £43.2 million in 2021/22.
9. In 2018 the Government removed the HRA borrowing cap. Total borrowing within BCP Council's HRA is forecast to be £16.5 million in 2021/22, £23.1 million in 2022/23 and £23.8 million in 2023/24.

### **National policy context**

10. In the context of the Grenfell tragedy in June 2017, national policy around social housing has gained significant focus over the last few years. This has culminated in a White Paper published in November 2020, 'The Charter for Social Housing Residents'. The key principles embedded within this include increased resident voice and empowerment to shape services, increased redress for residents, increased regulation across the whole social housing sector including in-house council housing services, improved quality of homes, improved fire safety and an increased focus on new build with options for home ownership.
11. A Building Safety Bill was published in July 2020. There is clear guidance within the bill about the direction of travel – greater accountability for fire safety, improved standards and greater regulation.
12. Further national developments focus on the review of the Decent Homes Standard that sets the minimum standards for council owned homes. This is expected to report in 2022 and to focus on how councils' impact on wider "place" and community across its stock and the delivery of measures to improve energy efficiency across all council owned stock.
13. Council owned stock will also be subject to the wider national policy statements around energy efficiency as well as the local declaration of the climate emergency. To meet national carbon targets all housing, including council housing, must meet net zero carbon levels by 2050, with the local target for BCP Council being 2030, as

declared in 2019. There are ongoing national discussions regarding how this will be funded as well as whether the technology is available to deliver this.

14. The White Paper and the focus on regulation is also being supported by an enhanced role for the Housing Ombudsman. The development of thematic reviews, 'naming and shaming' providers with poor standards and taking a more aggressive approach where the benefit of the doubt no longer rests with the landlord suggest a time of greater focus on the quality of experience of the resident than has been seen for the past 10 years nationally.
15. The future of our council housing stock across both neighbourhoods clearly needs to embrace these agendas more proactively and innovatively to make sure we deliver excellent services for our residents.

### **Review of the housing management model**

16. In light of the need to align policies and practices across BCP Council, it is necessary to review the future housing management model which is currently based on the two different models for Bournemouth and Poole.
17. There are a number of policies which remain significantly different for the two neighbourhoods, including the tenancy types granted. The tenancy management procedures, systems and ways of working are also quite different across both areas.
18. As with many alignment discussions since local government reorganisation and the creation of BCP Council, the discussions around the housing management model are contentious and sensitive and need to be handled very carefully with engagement of all parties. The existence of an ALMO as a company with separate governance to the council, although wholly owned, makes the governance and communications for this project complex.

### **Proposed core objectives**

19. In considering a model for the housing service, it is necessary to set out the objectives that this service will meet. These will in themselves be partly driven by national and local considerations as well as best practice elsewhere and linked to the council's corporate objectives. The following are proposed as core objectives to be refined further in consultation with residents:
  - To provide new homes that are energy efficient and improve the efficiency of existing homes to tackle the climate emergency.
  - To engage with residents to reduce fuel poverty and raise awareness of climate friendly actions.
  - To manage our external communal areas and green spaces well so that residents can enjoy these areas and be proud of where they live.
  - To develop and provide affordable housing in a range of tenures and types to the highest standard of construction.
  - To maintain and manage our homes to deliver the best outcomes for those living in them.
  - To provide homes that are safe and healthy to live in by ensuring that all building safety standards are met, and residents can easily raise concerns.
  - To support skills development through a programme of apprenticeships.

- To deliver services that are influenced by and reflect the needs of local communities.
- To work in partnership with many agencies to promote social inclusion and support residents to be involved and thrive in their local communities.
- To deal effectively with complaints of anti-social behaviour and ensure there is appropriate support for victims.
- To work in partnership to support the needs of vulnerable residents to enable them to lead safe and independent lives.
- To work in partnership to reduce poverty wherever possible and to promote financial inclusion.
- To provide support for residents so they can manage and maintain their tenancies.
- To make the best use of technology and deliver new ways of working that benefit our residents.
- To ensure staff receive appropriate training and development to enable them to provide a high standard of service.
- To ensure that our services are responsive to diverse needs and that residents can access these in ways that are most convenient to them.
- To continually benchmark service delivery and ensure cost and performance outcomes are upper quartile.
- To promote resident involvement in service development and review by providing support, information, and resources to individual tenants and community organisations.
- To robustly measure resident satisfaction and provide services that are shaped by the views of our residents.
- To provide transparent information to residents about how well we are performing including how we deal with complaints.

#### **BCP Council's strategic key drivers for council housing delivery**

20. It is suggested that the following are the key drivers for BCP Council against which to measure the most appropriate governance model and consider the best way forwards:

Driver	Detail
<b>Direct residents voice heard by the council as landlord</b>	<p>The White paper is very clear that tenants and residents should have a greater voice with the landlord.</p> <p>The changing national policy context with the White Paper and the transformation journey for BCP Council presents an opportunity for positive change.</p>
<b>Accountability - the council as the accountable body irrespective of management arrangements in place</b>	<p>The council's accountability for resident services is high profile in light of fire safety, the White Paper and the increasing regulation coming for council's with social housing stock.</p>
<b>Clear line of sight – need for oversight, scrutiny and full visibility of services and issues</b>	<p>The council needs a clear line of sight in light of accountability, White Paper direction and increasing regulation.</p> <p>The Building Fire Safety agenda is high profile nationally and there is a clear expectation that the council needs to have a clear line of sight on all issues and holds ultimate accountability.</p>
<b>Control over resources and outcomes for residents</b>	<p>The council will want to have control over its valuable 10,000 council home assets to deliver its strategic drivers in the best way which mitigates risks and delivers the local and national agendas.</p>
<b>Deliver value for money with savings reinvested into resident services</b>	<p>There are opportunities for removing duplication and driving inefficiencies that can ensure all funds are reinvested in delivering even better services for residents.</p>
<b>Joined up service delivery to improve resident outcomes</b>	<p>Housing management needs to join well with other council services such as anti social behaviour, housing delivery and housing options to create seamless services to its residents. The council's Smarter Structures project is key to making sure services operate seamlessly across teams.</p>
<b>Maximise ability for council Housing services to be fully part of the council's transformation programme to modernise</b>	<p>The council's emerging transformation journey importantly needs to embrace all services to help maximise best use of resources and ultimately ensure we deliver consistently excellent services for our many customers.</p>

<b>and deliver the right outcomes for our customers</b>	Council housing tenants and leaseholders clearly need to benefit from this too.
<b>Deliver equity of service delivery for our tenants</b>	There is a need to deliver fairness with the same services to all of our tenants. Possible risk of challenge if services remain unaligned.
<b>National reputation and credibility of new BCP Council</b>	Need to consider national context on these issues and what other councils are doing.  Need to consider credibility of BCP Council two years on from Local Government Reorganisation with unaligned services. Council housing and the Local Plan are the two key areas that still remain unaligned.

### **Financial considerations and securing efficiencies**

21. Whilst the HRA is ring-fenced, there still needs to be a focus on gaining efficiencies across all services to make sure services deliver the very best value for money to our customers. It is critical that we maximise the opportunity to reduce inefficiencies and duplication of spend within the HRA so that we can reinvest funds in the right service priorities for our tenants. This housing management model review is key to help us to do that.
22. We know from the alignment of the multiple other services over the last two years since the creation of BCP Council in 2019, that the joining of services into one combined service creates significant financial savings. These savings can be secured, whilst retaining and enhancing service delivery for our customers. The business case for alignment based on securing net savings is clear and will be subject to greater due diligence as the project moves forwards. It should be noted that potential savings will need to be considered against the additional costs of implementing this change.
23. As a ring-fenced account, the reinvestment of these savings and efficiencies back into tenant services is key – the funds would be reinvested back into the HRA to deliver the right service priorities for tenants. The savings will benefit our residents and would help fund the following activities, plus more, depending on evolving priorities:
  - Enhanced housing management and estate management services provided for the benefit of tenants (e.g. additional resource to address anti social behaviour, additional support for vulnerable tenants).
  - Improved maintenance of existing homes.
  - Increased new build activity to increase the number of much needed affordable homes.
  - Increased programme to retrofit existing stock and meet the national climate emergency target of being zero carbon by 2050, with the added benefit of lowering fuel bills for tenants.

24. Whilst the HRA sits outside of the General Fund there is a direct connection with the General Fund in terms of recharges. As such, it is again important that the HRA is as efficient as it can be. For example, the HRA contributed £1 million from each neighbourhood in 2020/21 towards the transformation agenda. There are also ongoing annual recharges in place back to the council's General Fund where the HRA pays for services it receives.

### **Governance model options appraisal**

25. In order to address the alignment issues, BCP Council commissioned an independent review in 2019 which was completed in summer 2020. This review considered the various options going forwards and presented related issues.
26. The review presented two decisions, firstly whether to align the two neighbourhoods into one (Option 1).
27. Secondly, if aligning into one, then which model to implement as one aligned model (Option 2). The four options for the one aligned model were set out in the independent review as follows: -
- Option 2a collapse PHP into the existing inhouse Bournemouth service
  - Option 2b collapse the Bournemouth service into a (renamed) PHP ALMO to cover the whole area
  - Option 2c disbands both existing services and creates a new local authority company, with a board of directors, distanced, and branded differently from either of the two predecessor services
  - Option 2d disbands both existing services and creates a new entity, as a distinct stand-alone service within the council, with an advisory board, clearly distanced and differently branded from either of the two predecessor services.
28. The independent review did not recommend a particular option but suggested that BCP Council should now consider the options against its strategic key drivers to determine the best way forwards.
29. Since the independent review, a Councillor Working Group (CWG) has been convened from February 2021 to advise the Portfolio Holder for Homes in the development of the housing management model review and help move any change through to implementation. The CWG is chaired by the Portfolio Holder for Homes with five cross-party councillor members, together with officer support.
30. The CWG has shaped the proposals presented in this report. An approved governance framework is in place which includes the CWG as well as additional officer, resident and staff groups to ensure the right expertise, information sharing and decision-making as the review moves forward.
31. A staff 'sounding board' is proposed to be convened on a regular basis to help shape the project from here as part of ongoing consultation with the teams delivering the services.

### **Considerations to retain different governance models**

32. Consideration has been given as to whether we should retain the two neighbourhoods as separate services or create a single aligned service covering all council housing tenancies across the BCP area. Table one in Appendix 1 sets out the advantages and disadvantages of these in detail.

33. Retaining the two current models of delivery causes little service disruption, both neighbourhoods deliver good services and they could work to align policies and practice. However, this is not in line with the council's transformation programme, does not deliver savings for reinvesting in the service, will still result in different cultures and ways of working and is inequitable for tenants and leaseholders across the two areas.

### **Considerations to align different governance models**

34. If aligned into one model, either service could be collapsed into the other which would cause minimal service disruption. This could however be perceived as a "take over" and reduce impetus for fresh thinking and service redesign.
35. Alternatively, the independent review presented two further aligned options involving creating a new branded service with a new identity - a new single service which would be distinct from either of its predecessors. The creation of BCP Council has involved the creation of new combined services across many teams as a result of the new organisation. For many, a new service was created with a new identity, picking the best of the legacy services to create something combined which is even better. There are two clear options for consideration here:
- Option 2 (c): A single new 'best of both worlds' service, set up as a local housing company, clearly distinct from either of its predecessors
  - Option 2 (d): A single new 'best of both worlds' service, clearly distinct from either of its predecessors, set up as a hybrid service with a form of 'advisory board', providing oversight, expertise and informed advice

Table two in Appendix 1 sets out in more detail the advantages and disadvantages of each option.

### **Recommended governance model**

36. The CWG, with officer support, considered the independent review and measured the options against BCP Council strategic key drivers set out above. On this basis, it was recommended to progress with Option 2 (d) above, involving a single new 'best of both worlds' hybrid service within the council, clearly distinct from either of its predecessors, set up with a form of 'advisory board', providing oversight, expertise and informed advice.
37. The advantages and disadvantages of each option are set out in Appendix 1. In summary, Option 2d has the following advantages:
- the 'tenants voice' is closer to the landlord.
  - clear line of sight/transparency and accountability for the council in the context of increasing regulation, accountability required by the landlord and an increased focus on safety.
  - connect, re-integrate and join-up with other council services to achieve better customer outcomes.
  - enable better delivery of the council's transformation journey to modernise and improve services.
  - greater control for the council of its assets.
  - no additional company overhead costs.
  - scope for securing further savings with economies of scale from operating in the wider council.

38. It is recommended that the new combined hybrid service within the council has a robust 'advisory board', providing oversight, expertise and informed advice as described in more detail later in the report. A number of other councils, including some which have recently changed from an ALMO model, have similarly set up or are in the process of considering the set-up of an advisory board as above e.g. Exeter, Gateshead and Kirklees.

## **Scope**

39. The recommended hybrid model within the council clearly needs to operate in the context of the council's organisational wide operating model and transformation. In terms of establishing the scope of a new service, this needs to give due regard to the Smarter Structures project which sets out the way in which teams and services across the council should/could be line managed and structured going forwards. The new way of working brings teams together in different ways to help create efficiencies, provide resilience and build centres of excellence and specialism. The aims of Smarter Structures are:
- Reducing the duplication of work and roles.
  - Grouping like work into 'job families' and creating 'centres of excellence'.
  - Reducing structural layers across the organisation.
  - Increasing spans of control for managers.
  - Delivering savings in the short and long term.
40. The application of the Smarter Structures principles needs careful consideration to help define the operational structure for implementation. This will define what falls within the direct line management of a new team and what might be provided as part of the council housing service offer, albeit line managed in a different specialist team within the council. Further discussion is needed on this as the review progresses. However, it is important to note that the proposed consultation needs to focus on the service offer to be delivered, irrespective of the operational arrangements and future line management arrangements within the council yet to be determined.

## **Governance**

41. A proposed outline governance arrangement, to be firmed up over the period of consultation, is described below. This is proposed to involve an advisory board composed of council members, resident representatives, and independent members with expertise in the field to oversee performance, contribute to strategy and operating plan/budget, as well as consider policy or service changes before formal approval through the council's established decision-making routes as per the constitution.
42. The purpose of an advisory board can be summarised as overseeing the activity of and offering advice, expertise and insight to the council, in the delivery of services to residents.
43. In greater detail, the advisory board would:
- Assist the new combined service to meet the objectives set by the council in consultation with residents.
  - Oversee and monitor the performance of the new service against its targets, annual operating plan and the strategy for the new service.
  - Offer advice, expertise, and insight in seeking continuous improvements and innovation in performance and service delivery.



- Assist the council to develop a strategy for the new service to be reviewed from time to time, and an annual operating plan to deliver that strategy.
  - Within the budgetary envelope set by the council for the HRA, and subject to the expectations of the new service strategy, assist and support in the development of the annual HRA budget report and associated operating plan.
  - Ensure that the new service and the council as landlord meet the revised and enhanced landlord expectations embodied in the housing White Paper.
  - Ensure that the new service meets the new enhanced regulatory expectations in respect of safety, compliance and the consumer standards.
  - Ensure that principles of resident involvement and engagement are fully embedded in the work of the new service, that the views and needs of residents are clearly taken into account in delivering and improving services and that 'Together with Tenants' commitments are delivered as anticipated by the White Paper.
  - Receive and act on reports from resident scrutiny panels.
44. It is recommended that the advisory board would comprise residents (i.e. tenants/leaseholders), council elected members, and independent individuals selected for their skills and expertise in the field. It is suggested that exact numbers from each constituent group should be determined following consultation. The board would be chaired by the Portfolio Holder for Homes and be supported by BCP Council officers as appropriate.
45. It is proposed that there should be consideration of wider supporting resident engagement structures that could feed into the board's work.
46. Further consideration should be given as to where the advisory board sits within the established governance arrangements of the council and its relationship with existing scrutiny committees, the Cabinet and the Council. This would need to ensure clarity on roles, responsibilities and reporting lines.

## **Consultation**

47. The recommendations in this paper will be subject to extensive consultation.
48. Initial consultation has already commenced with a new Joint Resident's Group with involved tenants/leaseholders from both neighbourhoods. This consultation commenced in June 2021 to help shape the project including finalising how we undertake the consultation and the group is intended to continue throughout the project into implementation.
49. It is anticipated that an extended period of consultation will commence in August and last for approximately 12 weeks ending in October 2021.
50. Engagement will take various forms with residents, staff, housing register applicants and councillors during the consultation period, and will focus on the following key issues:
- The proposed objectives of the new service.
  - The nature of services to be delivered.
  - The recommended governance model including the role and composition of an advisory board.
51. The consultation plan involves extensive engagement as set out in Appendix 2. This will include a paper survey mailed to all tenants and leaseholders on the above issues, as well as asking tenant and leaseholders their thoughts on the current

service and what is important to them. A full residents survey is felt necessary to make sure engagement is as inclusive as possible. The opportunity will be taken through the household survey to improve our knowledge of our customer base, including demographic data, preferred means of contact, contact details etc. to better enable us to understand customers and tailor services for the future.

52. Engagement will be further facilitated by encouraging feedback through the council's online engagement website, face to face roadshows and resident meetings. The methodology for this will be reviewed to make sure practices are safe and in line with COVID19 guidance.
53. The consultation content is drafted and will be finalised subject to Cabinet agreeing the recommendations within this report.
54. A comprehensive equalities impact assessment has been undertaken to ensure that the consultation is as inclusive as possible and encourages wide engagement by residents and the many other stakeholders.

### **Summary of financial implications**

55. BCP Council can only legally operate one HRA although in practice this is managed through two separate financial accounts, one for the Bournemouth neighbourhood and one for the Poole neighbourhood. Both finance teams have been working together since the creation of BCP council to move towards more consistent accounting across both neighbourhoods.
56. The recommendation for one combined model for all council housing tenants and leaseholders of BCP Council will generate efficiencies by removing duplication where resulting savings can be reinvested in enhanced services for tenants and leaseholders. The business case for aligning based on securing net savings is clear and will be subject to further due diligence as the project moves forwards.
57. The next stage of the project will be to work through in detail the financial implications including the potential efficiencies as well as any costs related to implementing the proposed changes.

### **Summary of legal implications**

58. The preferred model will require ceasing trade within Poole Housing Partnership (PHP) which will require legal due diligence in due course. Formal notice will also need to be served by BCP Council to PHP to end the management agreement in place.

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

59. The staffing implications of creating one combined service will require a restructure of staffing into one team in due course. HR colleagues will help guide this process as part of the implementation. The recommendation for one new combined hybrid service within the council will need to have due regard to the council's Smarter Structures project with some staff expected to be supporting service delivery from complementary specialist 'centres of excellence'.

### **Summary of sustainability impact**

60. The recommendation for creating one combined new service will realise savings which can be reinvested in services for tenants. One key spending priority here is to ensure that council housing is environmentally sustainable and meets the local and

national climate change targets. This will involve retrofitting the existing housing stock and building new sustainable homes.

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

61. The effective management and maintenance of council housing stock brings clear public health benefits to residents. Good health outcomes can be achieved by good housing provision. The housing management model review is aimed at ensuring excellent outcomes for residents.

### **Summary of equality implications**

62. Council housing stock involves approximately 10,000 households, comprising residents with the wide range of protected characteristics. The housing management model review is aimed at ensuring excellent outcomes for residents, catering for a wide range of needs and vulnerabilities, delivering services which are inclusive and supportive to help build communities.
63. An equalities impact assessment (EIA) has been undertaken and has continued to evolve over the last few months as the project has moved forwards. The key focus within the EIA has been to ensure that engagement with tenants and leaseholders during the consultation phase is as inclusive as it can be and that any issues likely to have an impact on protected groups are considered. The initial consultation will not only seek views on the preferred model, but the outcome and the other information gathered from it will also help design the service and any future equality impact assessments that are required.
64. The Councillor Working Group (CWG) advising the Portfolio Holder for Homes importantly includes the Cabinet Lead Member for Equalities to help ensure that these issues remain central to the considerations throughout.

### **Summary of risk assessment**

65. The housing management model review is a complex project with many issues and risks which will be managed through effective project management as the review moves forwards. Specialist support will be required from areas such as Finance, HR and Legal to ensure effective project management where risks are identified and mitigated. A robust risk log will be further developed as part of the project plan.

### **Background papers**

- Cabinet report : Housing Revenue Account (HRA) Budget Setting 2021 to 2022 – 10 Feb 2021
- Equality Impact Assessment

### **Appendices**

Appendix 1 – Governance Model Options

Appendix 2 – Consultation Plan

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## Appendix 1 – Governance Model Options

**Table One – Advantages and disadvantages of aligning models**

<b>Advantages of retaining two models</b>	<b>Disadvantages of retaining two models</b>
Little service disruption	Not in line with the BCP Council alignment strategy and could affect <b>long term credibility of the council</b> if two service models remain
Reduce staff anxiety (although may assume alignment will still come but at a later date)	<b>Value for money</b> - Not realise opportunity to <b>remove duplication and secure financial efficiencies</b> which could be reinvested back into services for tenants e.g. senior and middle management, duplicate contracts, duplicate systems – we will need to make significant spending choices within the 30 year business plan
Both models deliver good services to residents and there are no vocal tenant concerns with the current differences	<b>Separate</b> systems, contracts, cultures and ways of working are likely to continue to some degree even if key policies and strategies are aligned over time
Could still work to align policies and practices within the two models	<b>Duplication</b> of effort and resource overseeing two governance structures
	The opportunity of <b>fresh thinking and innovative service redesign</b> in the context of the national White Paper would not be fully realised with two separate structures and systems
	The <b>transformation agenda for the council would be difficult</b> to apply with two separate structures and systems
	<b>Separate resident engagement structures</b> would not be helpful in the context of greater regulation on this area and an increased focus on the tenants voice
	<b>Not equitable</b> and many residents would expect consistency as part of the wider journey of integrating services into one BCP council offer

**Table Two – Advantages and disadvantages of a combined company model (2c) or an in-house model (2d)**

<b>Advantages for option 2 c</b>	<b>Advantages for option 2 d</b>
Expert scrutiny of an independent board	Direct tenants voice to the landlord – the 'tenants voice' is closer to the landlord (White Paper)
Ability to trade and sell services to others	Clear line of sight/transparency and accountability for the council in the context of :- <ul style="list-style-type: none"> <li>• increasing regulation and accountability required by the landlord, as set out in the White Paper. (The council is the accountable body)</li> <li>• an increasing focus on safety, as evidenced by the White Paper ('To be safe in your home')</li> </ul>
The council is familiar with wholly owned companies as the ALMO model would sit alongside other wholly owned companies overseen by housing	Connect, re-integrate and join-up with other council services to achieve better outcomes (e.g. community safety team, housing delivery, communications, legal, procurement housing options)
Potential for more rapid decision-making within delegated authorities provided by the council	Enable better delivery of the council's transformation journey to modernise and improve services to all completely in line with the council's vision and culture
	Advisory panel (operating well elsewhere) would provide independent expert input and tenant representation and ensure good governance and oversight
	Greater control for the council of its assets to meet strategic short, medium and long term strategic priorities
	No additional company overhead costs incurred and no need to resource the internal 'clienting' of a stand-alone company and independent board
	Value for money - scope for securing further savings with functions gaining economies of scale from operating within the wider council organisation

## Appendix 2 – Consultation Plan

### Consultation Plan

This project form is to help you plan any public or stakeholder consultation. The form will be completed by a member of the Consultation and Research, but we will need information from the officer commissioning the consultation. Please note

It is important that you contact the [Consultation and Research Team](#) before undertaking any external consultation. The team can offer free advice and guidance to help ensure that the Council's consultation activities are carried out to a consistently high standard. If you are commissioning an external research agency to carry out the consultation for you, please let us know so that we can avoid duplication with other research activities.

Each section identifies the information needed, key objectives and also recommended actions in order to meet those objectives.

### Project Details

31 Project Name: Housing Management consultation

Key Contact: Lorraine Mealings, Director of Housing

Name of person(s) given permission to consult: Cabinet

## What are you consulting about?

- What are the objectives for this consultation?

Find out Tenants, Leaseholders, Stakeholders, Staff, and the wider public views on

- The preferred model for housing management for BCP Council and any positive and negative impact
- Objectives of the new housing management service

Tenants and Leaseholders only

- Importance and satisfaction rating of the current service
- What works well and what could be improved with the current service
- Communication and involvement preferences and collection of email addresses for future service delivery and communication.

- What is the consultation needed for?  
What decision are the results influencing?

To inform the decision on the new housing management model for BCP Council and to inform what the new housing service will look like.



## Who do we need to consult?

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>Who will be affected by the proposals if a decision is made to implement them? (e.g. residents, service users, will any protected characteristic groups be disadvantaged by this proposal? Particular ward/geographical areas?)</li> </ul> | <p>Current Tenants and Leaseholders<br/>Future Tenants and Leaseholder<br/>BCP Council and PHP housing staff<br/>Contractors<br/>PHP Board</p>  |
| <ul style="list-style-type: none"> <li>Who are your stakeholders? (e.g. community voluntary sector, community groups, MPs, businesses)</li> </ul>   | <p>Joint Tenant resident groups<br/>PHP Board<br/>Councillors<br/>Businesses with contracts with Housing/PHP<br/>Community and Voluntary Sector including DOTs disability and Dorset Race Equality Council.</p> |

## Methods for Consultation

- What methods will be used to carry out this consultation, e.g.
  - online/ hard copy open questionnaire
  - control sample questionnaire (face to face, postal, telephone)
  - engagement hq tools
  - focus group
  - meetings with stakeholders
  - events/drop-in sessions/roadshows

### **All consultees**

#### **Engagement website**

An Engagement HQ webpage will be set up to host all online information about the project including

- Key information about consultation
- Question and Answer function (residents can sign into engagement hq to ask a question and the council will post a response)
- Dates and sign in for residents' events (if virtual)
- Online questionnaire (for wider public)
- Consultation document
- Decision making timeline
- Telephone number for further information and requests for hard copy information
- Recording of the Tenant and Leasehold presentation
- Ideas and comments board
- Calendar of roadshows

All Council communications will share the link to Engagement HQ through a press release, email newsletter and social media channels.

A poster will be displayed in all Council libraries, sheltered/ independent living and communal housing notice boards promoting the consultation.

#### **Current Tenant and Leaseholders**

- A postal survey and information letter delivered to all current tenant and leaseholder households which will include an alternative format request form.
- Free prize draw included to help improve response rate (suggested by the Joint Resident Group)
- Large print version and alternative language version will be available on request
- Roadshows run by housing staff at key locations in Bournemouth and Poole where we have a lot of housing stock. –The purpose to promote the postal survey and answer any questions. Collect ideas for the future housing service.

- Resident meetings virtual and in person (COVID compliant) presentation by Lorraine Mealings with support from Seamus Doran and Su Spence. Opportunity for Question and Answer session.
- Throughout the consultation period housing staff will be asked to use opportunities as they go about their normal work duties to promote and encourage people to complete the survey. We are currently exploring the option of using text messages to remind tenants to complete the survey.

#### **Joint Tenant residents' group**

- Joint tenant group to run throughout the project involvement and updates at various milestones to be agreed.

#### **BCP Council and PHP Housing staff**

- All Housing staff to be provided with a briefing/ note on the consultation and should be able to promote the consultation and assist tenants and leaseholders throughout the consultation period. (This will also be shared with Customer Service Team, Libraries and Community Engagement Teams)
- Set up a staff intranet page so that staff are able to ask anonymous questions
- Staff meetings to provide information on proposal and consultation from a public and staff viewpoint, question, and answer session.
- Staff workshops to look at future delivery of service.

#### **Stakeholders**

- Community and voluntary organisations and businesses can be emailed the link to the engagement hq information and asked to complete the survey.
- The council has a disability consultation contract with DOTs disability who undertake discussion groups on our behalf with people with a disability. We will ask DOTs to run a discussion group with its members and provide a report on what a future housing management service should look like from the point of view of people with a disability.

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## CABINET



Report subject	<b>2020/21 Quarter 4 Performance Report</b>
Meeting date	28 July 2021
Status	Public Report
Executive summary	<p>This report provides an overview of performance against the priorities set out in the Corporate Strategy for the financial year 2020/21.</p> <p>It has been informed by the basket of measures agreed as part of the creation of the delivery plans for 2020/21, for each of the council priorities.</p> <p>Year one of BCP Council was used to collect baseline performance data and this has been used to set performance targets and intervention levels.</p> <p>Quarter 4 performance has been reported against these and informs the RAG ratings for each of the measures. It is presented across interactive performance dashboards for each of the council priorities.</p> <p>Performance against the priorities is generally strong with only eight of the performance measures requiring action. These are addressed in more detail in exception reports, attached as appendix 2 to the report.</p>
Recommendations	<p><b>It is RECOMMENDED that Cabinet:</b></p> <ul style="list-style-type: none"> <li><b>(a) Note the end of year performance</b></li> <li><b>(b) Consider the attached exception reports relating to areas of current adverse performance</b></li> <li><b>(c) Advise of any amendments, deletions or additions to the performance indicator set that informs corporate performance</b></li> </ul>
Reason for recommendations	An understanding of performance against target, goals and objectives will help the Council understand and manage service delivery and identify emerging business risks.

Portfolio Holder(s):	Leader of the Council
Corporate Director	Graham Farrant, Chief Executive
Report Authors	Graeme Smith, Policy Officer
Wards	Council-wide
Classification	For recommendation

## Background

1. The BCP Council Corporate Strategy which was adopted by Council on 5 November 2019, is the key component of the Council's performance management framework.
2. The Big Plan sets the ambition for the BCP area and together with the Corporate Strategy, is the basis for prioritisation and the allocation of resources and the beginning of a golden thread which links service, team and personal performance to BCP Councils agreed priorities and objectives.
3. The performance management framework, which is being updated to reflect the Big Plan, was approved by Cabinet in September 2020. This explains the council's planning and performance reporting processes.
4. Performance was not reported at quarter 1 and quarter 3 in light of the council's position in responding to Covid however the latest edition of the performance dashboards do include all this data, where the performance measures lend themselves to quarterly performance reporting.
5. Detailed delivery plans were developed for each of the priorities set out in the Corporate Strategy and approved by Cabinet in February 2020, for the 2020/21 financial year. These included the measures of success that were to be used to measure performance.
6. The process of identifying systems of measurement, collecting baseline data, setting targets and intervention levels with service units led to some changes in the original set of measures as they did not all lend themselves to regular performance reporting.
7. The Covid-19 pandemic has also affected some performance outturns detailed in this report. For some measures data collection has been impossible, for others targets have needed to shift to reflect the new reality. The council will need to continue to consider how it adjusts performance monitoring to reflect the move from covid response to recovery and the establishment of a "new normal" for residents, businesses and the council.
8. The performance measures used are not a finite set of measures. They can, and should, be reviewed and enhanced to ensure they continue to reflect council priorities and emerging risks and issues.
9. The data gathered for quarter 4 is displayed in [interactive performance dashboards](#), which breakdown the performance measures by corporate strategy priority. By

clicking through the dashboard you can view information at increasing levels of granularity, down to individual measure level.

10. The performance dashboards along with a brief headline performance summary based on progress with performance measures, is presented in Appendix 1.
11. These dashboards are hyperlinked to the live interactive tool where more detail behind each performance measure is displayed.
12. Exception reports have been prepared for all the performance measures that are RAG rated as red.
13. The exception reports presented in Appendix 2 explain the reasons for the level of performance, the associated risks and equality implications and the mitigating actions.
14. Through this report, Members are asked to consider what additional performance information they would like to see included in the performance dashboards.
15. Going forward, the ambition remains to fully automate performance reporting processes and to replace written performance reports with the interactive dashboards.
16. This will help to reduce the time between the end of a quarter and the actual reporting. Work is underway to understand performance measurement systems and to write the workflows that will facilitate this.
17. Members are asked to note that the revised Corporate Strategy, which will be presented to cabinet on 29 September 2021, includes a summary of the council's achievements up to the end of 2020/21.
18. This 'Journey so Far' part of the strategy makes up the Council's end of year report and is part of the end of year performance reporting process, together with this Quarter 4 update.

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

19. This performance report has not identified any financial implications.

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

20. This performance report has not identified any legal implications.

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

21. This performance report has not identified any human resources implications.

#### **Summary of sustainability impact**

22. This performance report has not identified any environmental implications.

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

23. The performance report has not identified any public health implications.

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

24. The report has not identified any significant equality implications. This dashboard has identified a number of equality measures and progress against these is generally good.

**Summary of risk assessment**

25. Any risks identified and mitigating actions are as shown in the commentary provided in the Exception Performance Reports at Appendix 2 and in the interactive performance dashboards.

**Background papers**

Corporate Strategy

BCP Council Performance Management Framework

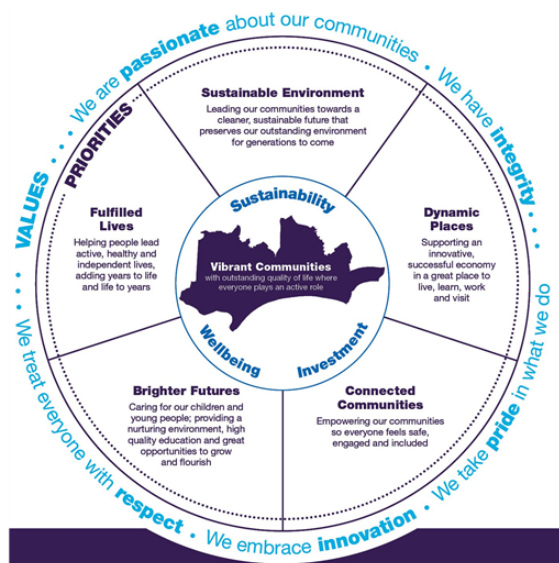
**Appendices**

Appendix 1: Performance Dashboard

Appendix 2: Exception Reports



## BCP Council Performance Dashboards



Sustainable Environment

Fulfilled Lives

Dynamic Places

Modern, Accessible and  
Accountable Council

Connected Communities

Equality and Diversity  
Measures

Brighter Futures

Welcome to these interactive performance dashboards for BCP Council.

There is a performance dashboard for each priority in the Corporate Strategy which will be updated on a quarterly basis, in line with the Council's performance management framework.

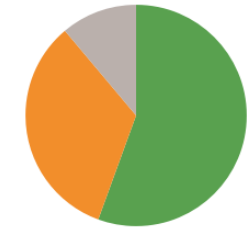
They are informed by a range of performance measures being collected and reported across the council. Year one of BCP Council was used to collect baseline data, to set targets and intervention levels, which RAG rates performance as updates are provided. Trend data will build over time and highs, lows and seasonal trends will be easily tracked.

Performance measures should be reviewed to ensure they continue to reflect council priorities and emerging risks and issues.

Click on a council priority below to view 2020/21 Q4 performance.

## Sustainable Environment

Measure	Q1	Q2	Q3	Q4
Beaches: Number of Blue Flags awarded	9	9	9	9
Fleet: Number of BCP Council vehicles replaced with cleaner and greener vehicles	4	6	6	13
Parks and Open Spaces: % of Sites of Special Scientific Interest in favourable condition owned by or which the Council has management control over	25	25	25	25
Parks and Open Spaces: Number of Green Flags awarded	23	23	23	23
Street Scene: Standard of cleanliness achieved in line with the Environmental Protection Act 1990				0.69
Sustainability: Number of households receiving energy efficiency advice and guidance	0	117	380	547
Waste: % of total household waste recycled, re-used or composted	51.61	52	51.68	50.59
Waste: Household waste per head of population (kg)	108.74	226.03	336.12	437.27
Waste: Residual household waste per household (kg)	111.41	229.91	344.25	459.27



## RAG rating

- On Target
- Monitoring Required
- Action Required
- No Data
- No RAG Set

## Summary of Performance

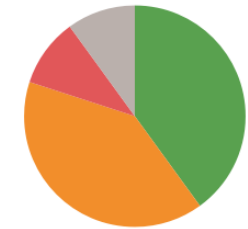
Performance in the sustainable environment priority has declined slightly since quarter 2.

We have achieved all the Blue and Green flags awards that we have applied for and despite restrictions from the Covid-19 pandemic managed to meet the targets for households receiving advice and guidance.

More people working from home during the pandemic led to an increase in household collection rates and a reduction in the commercial waste collection. As a consequence the household recycling rate has fallen compared to previous years. It is expected that it will return to previous levels in 2021/22 but we will need to monitor this if people continue to work from home. It is important to note that this data is unverified and reported performance may change.

## Dynamic Places

Measure	Q1	Q2	Q3	Q4
Development: Gross development value generated by Bournemouth Development Company				12.6
Economic Development: Business stock (number of businesses)	15115	15115	15115	15115
Economic Development: Footfall in the three town centres		8744895	5737275	4139958
Economic Development: Number of businesses receiving support/quarter		632	965	1528
New Homes: Completed homes on Council Owned land year to date	0	0	0	49
Planning: Major applications determined on time	85.7	72	62.5	81.8
Planning: Minor applications determined on time	73.3	69	75.1	77.5
Planning: Other applications determined on time	80.4	60	70.5	79.9
Skills: % of higher-level qualification (NVQ4 and above)		39.4	39.4	39.4
Smart Place: Jobs created as a result of the programme		0	3	9
Smart Place: Number of enquiries relating to business investment through the programme		4		



## RAG rating

- On Target
- Monitoring Required
- Action Required
- No Data
- No RAG Set

## Summary of Performance

Performance against the Dynamic Places priority requires further monitoring.

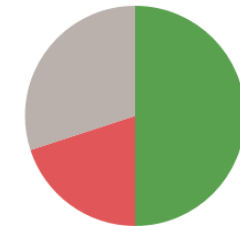
Good progress has been made with the timeliness of planning determinations with performance trending upwards from its lowest point in Q2/Q3.

Targets have been met for Gross Development Value, businesses receiving support and higher-level qualifications.

However, delays, driven by Covid-19 have led to missing targets for delivering new homes on council land. Many smaller housing schemes are being worked on across multiple surplus Council owned sites. These schemes are at various stages of the development process and they are expected to come to completion over the next few years.

## Connected Communities

Measure	Q1	Q2	Q3	Q4
Engagement: Number of BCP clients supported by Citizen's Advice BCP	2038	4524	6730	10946
Engagement: Number of community and voluntary sector organisations supported by Community Action Network	60	192	244	305
Engagement: Number of issues supported by Citizen's Advice BCP	4059	6887	6699	8580
Engagement: Number of new community and voluntary sector organisations supported by Community Action Network	4	15	25	33
Libraries: Engagement in events and activities held	21925	37290	24054	7449
Libraries: Number of events and activities held	426	788	93	64
Museums: Number of visits	0	20242	9106	0
Safety: Completed actions to reduce the risk to most vulnerable victims of domestic abuse				99.7
Safety: Levels of anti-social behaviour	5638	9992	13830	17641
Safety: Levels of serious violent crime	763	1784	2533	3164



**RAG rating**

- On Target
- Monitoring Required
- Action Required
- No Data
- No RAG Set

### Summary of Performance

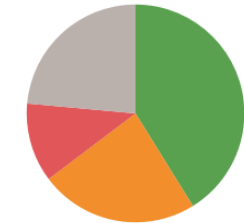
Performance, as shown by the measures, is generally good. This has mainly been driven by the increased contact with residents through the response to Covid-19.

We are on target with all measures relating to engagement with residents, and whilst access to libraries and museums have been heavily impacted by Covid-19 lockdowns these services have been able to engage with residents virtually.

Whilst levels of serious violent crime remain on target, levels of anti-social behaviour remain a concern. Analysis of the increases in ASB reporting show that between 25-33% of reports relate to actual or perceived breaches of Covid regulations and guidance. This accounts for the vast majority of the increase in reports received during 2020/21. We are establishing groups under the Community Safety Partnership to strengthen our focus on violent crime and anti-social behaviour.

## Brighter Futures

Measure	Q1	Q2	Q3	Q4
% of 16-19 year olds not in education, employment or training (NEETs) and unknowns	6.8	12.2	8	5.4
% of two year old children benefitting from funded early education	79.5	79.5	81.6	81.6
Care: % of care leavers aged 19-21 in suitable accommodation.	95	98.9	97.5	93.1
Education: % of children with Education, Health and Care Plans in mainstream & special schools	88.4	88.4	90.2	89.2
Education: Early Years: % of children attending a setting rated Good or Outstanding by Ofsted	99.1	99.1	99.3	99.3
Education: Permanent Exclusions as a % of all Primary school children	0	0.05	0.01	0.01
Education: Permanent Exclusions as a % of all Secondary school children	0	0.2	0.08	0.1
Education: Primary: % of Children attending Good/Outstanding Schools	94	94	94	94
Education: Secondary: % of children attending Good/Outstanding schools	89	89	89	89
Education: Special Schools: % rated Good/Outstanding	100	100	100	100
Number of children and families accessing family support early help services	1048	1266	1121	838
Number of children who are missing out on education	635	456	685	672
Social Care: % of assessments to identify children's needs made in a timely fashion	80.1	84.7	82.9	77.7
Social Care: % of children in care placed over 20 miles from homes	15.7	16.8	17.5	21.2
Social Care: % of children in care with long-term stability	54.7	71.3	74	77.4
Social Care: % of repeat referrals in 12 months	29.7	26.1	29.3	32.1
Social Care: % of timely decisions for children who need a social worker	76.2	66.4	67.3	93.4



RAG rating

- On Target
- Monitoring Required
- Action Required
- No RAG Set

**Summary of Performance**  
Performance as shown by the measures is generally good.

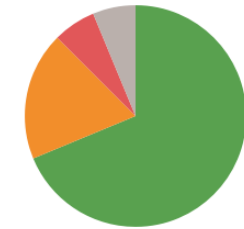
The vast percentage of children are in a good or outstanding settings. There has been good progress made in the timeliness of decisions for children who need a social worker and long-term stability for children in care.

The timeliness of children's needs assessments are declining and is being accompanied by an increased percentage of repeat referrals. The repeats are being driven by issues that haven't been identified at the first assessment. A focus on increasing the quality of assessments may reduce the repeat referral rate but may impact timeliness.

We have also seen an increase in the numbers of children missing out on education and children in care reliving placements over 20 miles from home.

## Fulfilled Lives

Measure	Q1	Q2	Q3	Q4
Adult Care Services: % rated good or outstanding by the Care Quality Commission				87.4
Adult Carers: % receiving info/advice or another service after an assessment	44	48.8	54.8	63
Adults Learning Disabilities: % in receipt of support and services in employment	4.4	4.6	4.7	4.6
Adults Learning Disabilities: % in settled accommodation	63.3	79.2	79.6	79.4
Adults Mental Health: % of adults in receipt of support and services in employment	8.6	9	9	
Adults Safeguarding: % reporting reduced risks as a result of an enquiry	95	95.9	95.9	95
Drug and Alcohol Treatment: % of people completing treatment successfully for primary alcohol issues		35	36.8	39.3
Drug and alcohol treatment: Number of people with dependency accessing the service		1436		1441
Housing: % of positive outcomes for care leavers under 25 achieved on time	62	33	75	78
Housing: % of positive outcomes for eligible applicants achieved on time	63	65	73	76
Housing: % of positive outcomes for families with children achieved on time	65	61	64	71
Housing: Number of homeless households in bed and breakfast	262	195	204	224
Housing: Number of people rough sleeping at latest street count	10	32	15	16
HR: Apprentices employed by BCP Council				53
Skills and Learning: % of all learners who live in a bottom 25% Indices of Multiple Deprivation ward	48.3	47.6	45.4	46
Skills and Learning: Further Education Choices Learner Satisfaction Rates	94.5	94.5	94.5	94.5
Skills and Learning: Learner Achievement Rates	92.1	89.5	97.2	94.3



**RAG rating**

- On Target
- Monitoring Required
- Action Required
- No Data
- No RAG Set

**Summary of Performance**

Performance for Fulfilled Lives is trending in the correct direction.

Only significant cause for concern is the number of homeless households in B&Bs which has far exceeded target levels. This has been driven by initiatives to reduce individuals on the street during the Covid-19 pandemic and is balanced by the reduction in numbers of rough sleepers. We have recieved Government funding to support homeless people into longer term accommodation, provide more homes for those in emergency accomodation and ensure positive health outcomes for those who find themselves homeless.

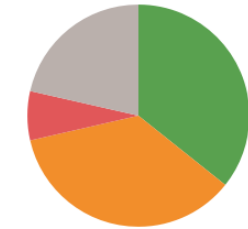
Work with adults with learning disabilities is on target and performance around safeguarding remains strong.

Progress has been good around positive outcomes for housing applicants with only those for families and children short of the target.

Performance in the Skills and Learning area has been good.

## Modern, Accessible and Accountable Council

Measure	Q1	Q2	Q3	Q4
Communications: Number of website views (to include legacy sites and BCP Council initially)	3926807	8174739	12009803	16246170
Communications: Total number of BCP Council Corporate account social media followers	83447	86942	90609	94429
Communications: Total number of BCP Council email news subscribers		38655		43068
Customer: % of all interactions raised by online portals		62		62
Finance: % of business rate collected		53.2		90.7
Finance: % of council tax collected		50.2		95.1
Finance: % of successful grant applications		56		47
Freedom of Information: % of requests responded to within statutory deadlines	81	78	79	83
HR: % of employees completing development training				29
HR: % of employees completing mandatory training		2.1		19.29
HR: % of employees utilising mental health support service		3.1		11.4
HR: Diversity of workforce - at all levels in comparison to BCP demographics				0.04
HR: Employee engagement levels				60
HR: Employee sickness absence levels (days)		8.44		8.47



### RAG rating

- On Target
- Monitoring Required
- Action Required
- No Data
- No RAG Set

### Summary of Performance

Progress is being made against measures for the Modern, Accessible and Accountable Council, with the position of most measures improving as the year has gone on.

The COVID-19 pandemic has led to increased interactions via our online platforms. This is shown in the performance of website views and email news subscribers. Despite this the growth in the number of social media followers did not quite meet expectations.

We have been successful in 47% of our grant applications with a further 41% awaiting decision. Given the impact of the pandemic the authority has maintained better than expected rates of council tax and business rate collections.

We have supported our employees through the pandemic, with a good amount of employees utilising the mental health support service. Employee sickness absence levels have remained fairly constant. Whilst levels of employees completing mandatory training remain concerningly low there has been a considerable improvement in this figure

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## Exception Performance Report

### Indicator Description (taken from performance scorecard):

Number of children who are missing out on education

### 2020/21 Q4 outturn:

672

### Quarterly Target:

637

### Reason for level of performance:

The number of children missing out on education at year end has been affected by Covid and the periods of offsite, remote learning for some children during parts of the academic year. Whilst the general level of school attendance post lockdown has been positive, there has been a significant increase in school refusal as a result of parent and/or child anxiety related to Covid. This has also led to an increase in applications for alternative provision for children unable to attend school for reasons related to their mental health.

### Summary of financial implications:

None identified.

### Summary of legal implications:

The local authority has a statutory duty under section 436A of the Education Act 1996 (inserted by the Education and Inspections Act 2006), to identify children who are not in receipt of suitable education and get these children back into education.

### Summary of human resources implications:

None identified.

### Summary of sustainability impact:

None identified.

### Summary of public health implications:

Research shows that education and health are closely linked. Effective social and emotional competencies are associated with greater health and wellbeing, and better achievement. The culture, ethos and environment of a school influences the health and wellbeing of pupils and their readiness to learn.<sup>1</sup>

### Summary of equality implications:

Low expectations of what children and young people could achieve can often mean that schools, education, health or youth offending services provide too little education. When continuing over a considerable period of time, this can jeopardise children and young people's chances of achieving well.<sup>2</sup>

National analysis of the characteristics of those missing out on education found that a large number had social and behavioural needs, complex needs and no suitable place available, and medical or mental health needs. The impact of children missing out on

<sup>1</sup> "The link between pupil health and wellbeing and attainment", Public Health England, 2014

<sup>2</sup> "Pupils missing out on education", Ofsted, 2013

education can also create further inequality. For individual children, the negative implications can include slower progress in learning, worse prospects for future employment, poorer mental health and emotional wellbeing, restricted social and emotional development and increased vulnerability to safeguarding issues and criminal exploitation. Having children out of education also places enormous strain on families, both emotionally and financially. Furthermore, the lifetime costs to the state of a young person not in education, employment or training have been shown to be very significant. Children missing out on formal full-time education can also be detrimental to communities, reinforcing stereotypes and increasing isolation.<sup>3</sup>

**Actions taken or planned to improve performance:**

An Appreciative Inquiry into education and inclusion practice in the BCP area is being carried out in April and May by the lead member for education and DfE Improvement Advisor, with support from the Regional Schools Commissioner. Additional actions include a review of policy and guidance for supporting children unable to attend school for medical reasons, support to schools that have lower attendance since lockdown ended, and re-establishing processes for monitoring children not in receipt of full-time education.

**Completed by:**

Vikki Whild, Head of Children's Services Performance

**Service Unit Head approval with date:**

Amanda Gridley, Service Manager, 17 May 2021

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<sup>3</sup> "Children missing education", LGA & ISOS, 2020

## Exception Performance Report

### Indicator Description (taken from performance scorecard):

Social care: % of repeat referrals in 12 months

### 2020/21 Q4 outturn:

32.1%

### Quarterly Target:

20.0%

### Reason for level of performance:

Children and families were not receiving the right service at the right time, and the assessment quality was poor. There was a strong correlation between poor assessments and high re-referrals, linked to a lack of risk analysis, focus on outcomes and management oversight, and an under-performing and unstable workforce.

### Summary of financial implications:

None identified.

### Summary of legal implications:

A safe and effective front door service is essential for Children's Services to fulfil our statutory duty to safeguard and promote the welfare of children in the area who are in need, as set out in the Children Act 1989.

### Summary of human resources implications:

None identified.

### Summary of sustainability impact:

None identified.

### Summary of public health implications:

Safe, effective and timely decision making in front door services is essential to ensure the health and welfare of children and young people. This includes keeping them safe from harm, abuse and maltreatment.

### Summary of equality implications:

The impact of this performance was indiscriminate, in that it affected all children and young people in the same way, including those from protected groups. However, some groups of children are more likely than others to be referred to social care services. For example, disabled children have been found to be at greater risk of abuse and neglect, and recognition and assessment can be delayed for this group, as signs of neglect and abuse may be confused with the underlying disability or condition. Disabled parents, and parents with a learning disability, may require additional support to engage with children's services. The ways in which abuse and neglect manifest differs between age groups, but some forms of neglect may be less well recognised in older young people, or indeed those who are pre-verbal. There is a growing recognition of the role of fathers as protective factors, although there remains a focus on mothers. There is a strong correlation between abuse and neglect and deprivation. Unaccompanied asylum seeking children are without parental protection and may face language barriers.<sup>4</sup>

### Actions taken or planned to improve performance:

<sup>4</sup> NICE Social Care Guideline Equality Impact Assessment

The quality of assessments has improved, evidenced by audit activity and some early impact on re-referrals. Systemic practice has been introduced, to complement Signs of Safety. Audit activity has significantly increased, as has use of management information. An academic residency has been developed in partnership with Bournemouth University, with a focus on neglect, and workforce performance issues have been addressed. A service plan is in place with clear actions to continue to improve performance.

**Completed by:**

Vikki Whild, Head of Children's Services Performance

**Service Unit Head approval with date:**

Lorraine Marshall, Service Director, 18 May 2021

## Exception Performance Report

### Indicator Description (taken from performance scorecard):

New Homes: Completed homes on Council Owned land year to date

### 2020-21 Q4 outturn:

49

### Quarterly Target:

52

### Reason for level of performance:

Covid has prolonged work on-site due to furloughing & when on site, social distancing and individuals rather than teams being active. This has caused delays to the delivery plan by 1 to 2 months- as the 3 homes in question have now completed.

### Summary of financial implications:

Nominal because the contractor did not claim costs for covid-related extensions of time. Loss of rent on 3 homes over 1 to 2 months

### Summary of legal implications:

None

### Summary of human resources implications:

Increased supervision on health and safety matters and related risk assessment.

### Summary of sustainability impact:

Positive impact as a safe working environment was sustained throughout the period in question.

### Summary of public health implications:

Reduced risk of covid transmission due to safe working practices being implemented.

### Summary of equality implications:

There was a slight negative impact to residents, however, this was minimised because the delay to new residents getting their homes as we continued working safely throughout a significant proportion of the pandemic. BCP operatives were furloughed for minimum amount of time.

### Actions taken or planned to improve performance:

Actions as noted above were taken to reduce the impact of any delay as far as was safely possible. Additional parallel activity on and off site occurred to try and maintain momentum and this includes progressing construction tenders & planning applications for essential affordable housing projects.

In Q4 of 2020/2021 3nr projects have been offered to the marketplace through construction tenders and Moorside rd.-14nr 4 bed houses, is now on site and Cabbage Patch/St Stephens – 11 homes, will be on site before the summer 2021. Templeman Ave tenders (27homes) are currently being evaluated. These will form the next co-hort of 2021 deliverables.

Schemes such as Princess Rd, Craven Court, Duck Lane and Mountbatten Gardens have all received planning approvals in the first quarter of 2021/22 and will follow on to start on site before the end of the year.

Looking forward Brexit and supplies of essential materials will have more of a challenge to the timetable than Covid –19 and therefore robustness of supply chain and securing /choosing wisely the supply of materials is being carefully monitored and considered.

**Completed by:**

Nigel Ingram

**Service Unit Head approval with date:**

Nigel Ingram 30 April 2021

## Exception Performance Report

### Indicator Description (taken from performance scorecard):

Housing: Number of homeless households in bed and breakfast

### 2020/21 Q4 outturn:

224

### Quarterly Target:

40

### Reason for level of performance:

Households accommodated in B&Bs are significantly higher than forecast due to the 'Everyone In' government initiative which locally has meant supporting over 400 households (mainly singles) with safe accommodation during the pandemic. Homelessness demands continue through the allocation of emergency placements to mitigate transmission across the single homeless community, particularly those rough sleeping. The numbers of people who subsequently became at risk of rough sleeping at the start of the pandemic due to precarious housing circumstances breaking down was high (e.g. sofa surfing, staying with friends). A spike in hotel placements towards the end of March was due to additional people coming inside due to the activation of the Severe Weather Emergency Protocol due to cold weather.

As the demand remains high, although we continue to move people on, we are having to place additional people so the overall number is not decreasing.

### Summary of financial implications:

Additional costs have been required to resource hotel accommodation, housing officers management, support and security staff both within the hotels and centrally and provide subsistence, laundry and other essential personal costs to support the number of households above the target.

The Council has been successful with securing a range of additional grants from Government which have largely mitigated the additional expenditure described. A robust financial strategy is being considered to enable the further mitigation of additional costs into 2021/22 alongside an ambitious plan to reduce the dependency and cost of hotel provision. A move-on housing delivery programme and additional capital and revenue grant funding applications will be developed.

### Summary of legal implications:

N/A

### Summary of human resources implications:

Additional grants received to support the management and support of additional people in temporary housing in this year is placing an additional dependency on good quality agency staff which are often in short supply.

### Summary of sustainability impact:

N/A

### Summary of public health implications:

Robust outbreak management plans are in place for all emergency accommodation settings with Covid-19 Secure temporary accommodation in place for people who are required to self isolate or who have had a positive test results.

A dedicated interim Housing Manager is in place to support the business continuity arrangements across all Housing settings within BCP, providing a close working partnership with Public Health and other key partners.

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

Many people who rough sleep and need emergency accommodation and welfare assistance have complex health needs and complex behaviours. Improving their own opportunities to secure longer term independence and improvements in health and wellbeing, whilst ensuring the wider community impact is lessened remains a priority. Person centred interventions are provided in partnership with a range of statutory & non-statutory partners.

The approach seeks to enhance the local offer to people who would otherwise not receive housing, care and support due to presiding housing legislation and guidance.

The following equality impacts are key in the delivery of this offer & will have positive benefits across each specific group.

It is recognised that people from Black, Asian and other minority ethnic backgrounds may be at greater risk of COVID19 for a variety of socioeconomic factors. People from migrant backgrounds who do not have full access to public funds are at great risk of homelessness. People with existing health conditions may be more vulnerable to the virus. People who are homeless have high instances of additional health conditions.

It is recognised that single men make up a majority of homelessness applicants, and particularly of rough sleepers.

Women and men have different experiences of homelessness. Women are disproportionately likely to be victims of domestic abuse and become homeless as a result of domestic abuse. They are also more likely than men to become homeless with their children.

Young people are disproportionately affected by homelessness and may be at greater risk of unemployment as a result of the pandemic. Young LGBTQ people are disproportionately affected by homelessness.

#### **Actions taken or planned to improve performance:**

Move-on planning for people accommodated during lockdowns will aim to reduce households in B&B,

A revised emergency placement policy has been implemented which considers temporary accommodation for people with BCP connections that are homeless. Additional demands from homelessness demands as lockdown measures are eased

An independent strategic review of temporary accommodation will be commissioned to identify the best approach to reduce unsuitable temporary accommodation placements.

A Rough Sleepers Accommodation Programme (RSAP) grant will further aid these efforts with the BCP Homelessness Partnership.

The development of a Multi-Disciplinary Team will further support the comprehensive and collaborate efforted to reduce inappropriate hotel / B&B use.

Effective governance arrangements are in place through the Homelessness Reduction Board and Partnership. The Homelessness & Rough Sleeper Strategy was approved by



Cabinet in April 2021 and priorities temporary accommodation use as an area requiring action.

**Completed by:**

Ben Tomlin, Head of Housing Options & Partnerships

**Service Unit Head approval with date:**

Exception Performance Report	
<b>Indicator Description (taken from performance scorecard):</b>	
Museums: Number of visits	
<b>2020/21 Q4 outturn:</b>	<b>Quarterly Target:</b>
0	6,905
<b>Reason for level of performance:</b>	
Museums were closed in Q1 and Q4 of 2020/21 because of Government Covid-19 restrictions.	
<b>Summary of financial implications:</b>	
Loss of income from admissions at Russell-Cotes and secondary spend from visitors in Poole, Scaplen's Court and Red House museums.	
<b>Summary of legal implications:</b>	
N/A	
<b>Summary of human resources implications:</b>	
N/A except staff redeployed or on site to manage buildings and collections during lockdown.	
<b>Summary of sustainability impact:</b>	
N/A except potentially some reduced use of energy.	
<b>Summary of public health implications:</b>	
Public not entering premises so less risk of transmission of Covid-19.	
<b>Summary of equality implications:</b>	
No-one could benefit from access to museums.	
<b>Actions taken or planned to improve performance:</b>	
Museums were re-opened as soon as was possible under the provisions of the road map (17 <sup>th</sup> May).	
<b>Completed by:</b> Michael Spender 15/06/2021	
<b>Service Unit Head approval with date:</b> Michael Spender 15/06/2021	

## Exception Performance Report

### Indicator Description (taken from performance scorecard):

HR: % of employees completing mandatory training

### 2020/21 Q4 outturn:

19.29%

### Quarterly Target:

100%

### Reason for level of performance:

Although still well below the target, this measurement has improved significantly from the last report. This is due to raised awareness and take up of training following a communication campaign and clear direction from BCP Council's leadership.

The calculation is a total completion rate of all 9 modules required to be completed over a rolling 3-year period. The main reason for the performance level will be the time and capacity that colleagues have to complete the modules. There is also a challenge to accurately record the training that occurs outside of the iLearn system that would contribute to the overall completion rates. BCP Council are committed to raising the levels to the target of 100% throughout the next performance year 21/22.

### Summary of financial implications:

There have been no financial implications to date. However, where mandatory training has not been completed this may lead directly to financial loss in the future as mandatory training informs staff about issues that could carry significant fines if we do not meet our duties, which untrained staff may be ignorant of. A lack of training significantly increases the risk of a breach of those duties which carry significant financial penalties.

For example if a GDPR breach occurred where there was no evidence of training had occurred and no organisational evidence that this issue and training was expected or mandatory the Council could be liable for financial penalties.

Example; In 2018 the UK Information Commissioner's Office fined Equifax and Facebook for data failures under the pre-GDPR Data Protection Act, in which the highest possible fine is £500,000.

Failure to clear follow process and evidence actions could also increase the risk of a judicial review which would be costly to defend even if successful.

### Summary of legal implications:

Most mandatory training is in place as there is statutory legislation requiring this training to be completed.

For example; The Health and Safety at Work etc Act 1974 requires every employer to provide whatever training, equipment, PPE, and information necessary to ensure the safety and health of their staff, this includes some form of health and safety training.

Any organisation failing to meet the expectations of health regulators, or the appropriate HSE, faces a risk to their reputation. Health regulatory bodies are required to publish inspection reports, while information about HSE inspections can be gained via Freedom of Information requests.

Example; A local authority was fined after two of its social workers were assaulted on a home visit by the mother of a vulnerable child. HSE found that the local authority failed to follow its corporate lone working policy or violence and aggression guidance. No risk

assessment was completed and staff were not trained accordingly. The authority was fined £100,000, with costs of £10,918.88.
<b>Summary of human resources implications:</b>
Employees may be at risk in the workplace. Managers may be held accountable for performance and delivery. There could be increased risk to service delivery, which could result in absence, grievance and disciplinary processes.
<b>Summary of sustainability impact:</b>
No impact identified.
<b>Summary of public health implications:</b>
Failure to comply with Health & Safety standards, due to the services that BCP Council deliver, may have an increased risk to Public Health, for example; catering or waste disposal.
<b>Summary of equality implications:</b>
<p>One of the modules of mandatory training relates to the Public Sector Equality Duty. Failure to complete the training may result in staff being ignorant of this duty and lead to negative outcomes for the protected characteristics.</p> <p>Some employees with disabilities may struggle to complete the training. Employees who cannot read or do not have English as a first language may be disproportionately affected in completing the training as it is predominantly delivered via elearning on an online platform.</p>
<b>Actions taken or planned to improve performance:</b>
<ul style="list-style-type: none"> <li>• Internal audit completed to highlight the risk and propose actions</li> <li>• Design methodology that would enable BCP Council to record training completed outside of iLearn system.</li> <li>• Data cleanse to compare current iLearn records with current E1st establishment to understand true baseline and set target for improvement reporting monthly.</li> <li>• Communications campaign to raise awareness of completion rates and requirement to complete.</li> <li>• Buy in and role modelling from senior leaders within the organisation.</li> <li>• L&amp;D resource is required to maintain records and improve completion rates – resource requirements may be addressed in corporate restructure project.</li> </ul>
<b>Completed by:</b>
Lucy Eldred, Head of HR
<b>Service Unit Head approval with date:</b>