Notice of Cabinet

Date: Wednesday, 14 December 2022 at 10.15 am

Venue: Committee Room, First Floor, BCP Civic Centre Annex, St Stephen's Rd, Bournemouth BH2 6LL

Membership:

Chairman:
Cllr D Mellor

Vice Chairman:
Cllr P Broadhead

Cllr M Anderson
Cllr B Dove
Cllr B Dunlop
Cllr M Greene
Cllr N Greene
Cllr J Kelly
Cllr K Rampton
Cllr M White

Lead Members
Cllr H Allen
Cllr S Baron
Cllr N Brooks
Cllr J J Butt
Cllr L Fear
Cllr T Johnson

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

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

https://democracy.bcpcouncil.gov.uk/ieListDocuments.aspx?MId=5017

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

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

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

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GRAHAM FARRANT
CHIEF EXECUTIVE

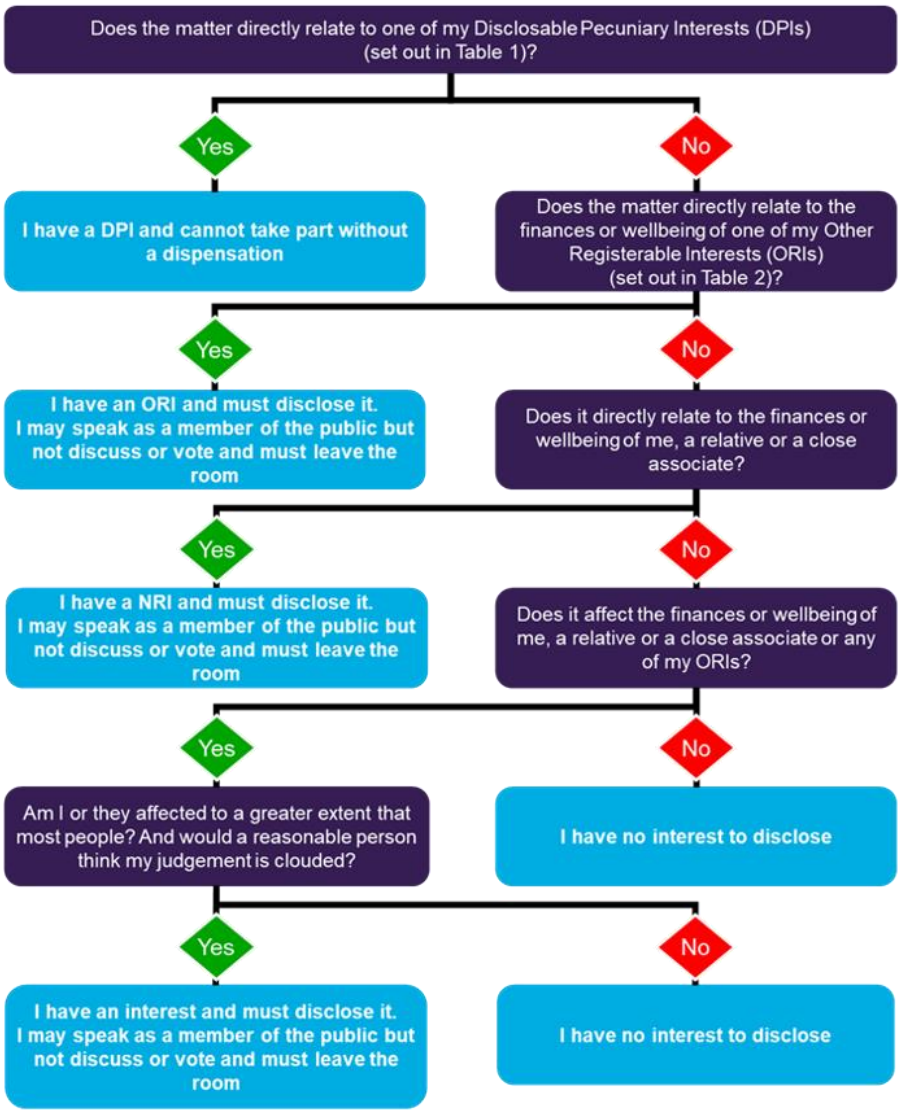
6 December 2022

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



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

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

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

Selflessness

Councillors should act solely in terms of the public interest

Integrity

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

Objectivity

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

Accountability

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

Openness

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

Honesty & Integrity

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

Leadership

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

AGENDA

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

1. Apologies

To receive any apologies for absence from Councillors.

2. Declarations of Interests

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

Declarations received will be reported at the meeting.

3. Confirmation of Minutes 9 - 16

To confirm and sign as a correct record the minutes of the Meeting held on 23 November 2022.

4. Public Issues

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

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

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

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

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

5. Recommendations from the Overview and Scrutiny Committees

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

6. 2022/23 Budget Monitoring and Financial Strategy Update 17 - 58

This report includes 2022/23 budget monitoring information for the general fund for November 2022 and an updated position for the medium-term financial plan (MTFP).

It also includes budget monitoring information at quarter two for the capital programme and housing revenue account (HRA).

The general fund outturn is projected to further improve from the previously reported position with a £9m surplus now estimated for the year.

The MTFP has now been updated for an estimate of the implications of the governments Autumn Statement. Consequentially Cabinet is asked to identify £6.2m of currently identified savings for 2023/24 which potentially will now be able to be deferred until 2024/25.

7. Exploring the options for devolution to BCP Council 59 - 80

In February 2022 Government released its White Paper on Levelling Up, its flagship policy which is intended to impact on all areas of central and local government, and to reduce the differentiation between those people and places who are successful and those who are left behind. A key component of Government's plan is *"to devolve power and give local leaders and communities the tools they need to make better places"* (*Levelling Up and Regeneration (www.gov.uk)*. This report presents the work undertaken to date to explore the opportunities for Bournemouth, Christchurch and Poole in relation to devolution, and recommends that this exploratory work continues until such a time as a decision is required.

8. Whitecliff Rd/ Keyhole Bridge Further Review 81 - 458

A trial road closure (modal filter) was introduced via an Experimental Traffic Regulation Order (ETRO) on Whitecliff Road at Keyhole Bridge near Poole Park on 19th August 2020. Following a period of consultation a decision was made to remove the modal filter in March 2021 and the modal filter was removed at that time. This decision was formally challenged, and the subsequent High Court judgement directed the Council to re-open the consultation to inform a Cabinet review of the decision. This report provides information to inform the review. It sets out the potential options and provides the consultation material relating to the original and further consultation periods.

9. Economic Development Strategy – Skills Plan 459 - 492

The BCP Skills Plan, identifies BCP's skills and productivity challenges and defines a programme of key priorities and actions to address. It is part of the Economic Development Strategy (approved Nov 2021) and developed in collaboration with Dorset LEP and in consultation with a wide range of stakeholders, summarises an extensive evidence base and provides a priority framework for skills development to meet the needs of business in Bournemouth, Christchurch and Poole.

This report highlights the main elements of the plan and seeks cabinet's approval. The plan sets the objectives and forms the framework for a project-specific action plan which is already in development.

10. Levelling Up - progress report 493 - 554

This is a progress report on the Council's work on Levelling Up across Bournemouth, Christchurch and Poole (BCP). This follows an initial Cabinet report in January 2022 which set out a preliminary response to the Levelling Up agenda, in advance of the Government's Levelling Up White Paper being released and committed to bringing a more detailed report to Cabinet once the recommended work had been progressed.

This report provides an update on progress to date since January 2022, as well as further information on what the data is telling us, including the commissioned Impact Report from This Is Purpose (appendix 1), and also sets out the next steps.

It is recommended that work continues to progress Levelling Up across Bournemouth, Christchurch and Poole as it remains a key national policy.

Our overarching local objective for Levelling Up is to use the frameworks of the Levelling Up White Paper and Levelling Up Goals to support the delivery and ambitions of our Corporate Strategy and Big Plan.

11. Equality & Diversity Policy Review 555 - 574

As a Public Authority BCP Council have legal obligations under the Equality Act 2010 and the Human Rights Act 1998.

The commitment to equality is embedded in the Big Plan and Corporate Strategy which together set out our vision, mission, ambition, priorities and values that underpin the council and the delivery of its services.

An agreed review of the Equality and Diversity Policy first adopted by the Cabinet on 19 October 2019 has been undertaken.

In July 2021 BCP Council introduced an Equalities Footprint that contributes to monitoring and measuring progress on equality, and how well the responsibilities of the PSED and HRA are being met.

Key changes to the policy for Cabinet to note is the inclusion of the Equalities Footprint, and extensions to the local characteristics to now include children in care and care experienced young people, local business, community organisations, Military veterans, and Socio-economic status.

The Internal Governance Framework is further strengthened and has been expanded. The roles and responsibilities within it have been subject to change to reflect the increased commitment and adjustments that have been made to the framework.

12. Protecting our coastal and open spaces 575 - 584

The Seasonal Response Programme, delivered at peak visitor periods over the last two years, has seen a number of negative behaviours presented by some individuals which have impacted upon our environment and on visitor and resident enjoyment of our beaches and open spaces – which has required significant additional resource to manage. The annual Seasonal Response review has made a recommendation to consider the use of Public Spaces Protection Orders (PSPO's) where appropriate, in order to prohibit these behaviours, thereby creating a strong deterrent and enabling the Council to take effective action in a timely manner.

A feasibility assessment has identified six behaviours which meet the legislative criteria for consideration of a PSPO, based on consideration of evidence and enforcement options. The next step is to launch a public consultation which is an essential requirement in considering whether to proceed with any Order. This report seeks approval from Cabinet to continue the detailed work required to prepare for public consultation, including final mapping of evidence in order to define the areas where behaviours are proposed to be prohibited. The report seeks delegated authority for the Portfolio Holder for Community Safety and Regulation to approve the final proposals subject to completion of this work as well as consideration of external legal advice from counsel.

The consultation results will inform a detailed assessment of responses which will be considered along with a final options appraisal. Final proposals will be presented to Cabinet for approval.

13. Provision of Beach Huts 585 - 624

This report sets out proposals, following a review of BCP Beach hut assets, to harmonise the service offer, provide equality of access for BCP residents and enable new levels of investment in the beach hut offer.

Like all Councils in the UK, due to rising inflationary pressures, BCP Council is having to review its financial position, find new ways to be more efficient in meeting the needs of our communities, ensure cost recovery and income generation. This involves reviewing all our commercial services, including the provision of beach huts.

In September, the Corporate and Community Scrutiny Committee was advised of the decision and reasons for not pursuing the use of a Special Purpose Vehicle (SPV) to commercialise beach hut assets and that the Council would instead develop proposals for changes to the in-house management, harmonisation of prices and policies, and the enabling of capital investment.

BCP Council manages over 3,700 beach huts between Highcliffe and Hamworthy, with annual gross income of circa £7m. Officers have undertaken a review of the differing legacy management and financial arrangements with the aim of harmonising the service, widening access, raising maintenance standards and improving commercial performance. The review has included engagement with key stakeholders including the four Beach Hut Associations.

14. Externalisation of the Russell-Cotes Art Gallery & Museum 625 - 822

The Russell-Cotes Art Gallery and Museum (RCAGM) with its Grade 2* listed house and internationally significant collections was gifted to the people of Bournemouth in 1908 and was held in trust by Bournemouth Borough Council and its successors, as sole Trustee, ever since. (Charity Reg No 306288).

When making decisions on the Russell-Cotes, the Council, as Trustee, is required to act in the best interests of the charity (rather than the Local Authority).

The Bournemouth Borough Council Act, 1985 superseded previous indentures, and required Cabinet to act as the Museum's Management Committee. Cabinet has delegated its responsibilities to the Russell-Cotes Management Committee, which acts as a subcommittee. It consists of Councillors and non-voting independent members. It has determined, after detailed investigation that full independence is the best way to safeguard the long-term future of the Museum.

The governance, relatively unchanged for 100 years, is a mix of Local Authority and charity practice which cannot provide appropriate oversight, financial transparency or strategic leadership and does not meet the required standards for a modern charity. Due to the current charitable arrangements there is no opportunity to combine the Russell-Cotes with other local museums.

The Museum building and collections are at risk without substantial investment and the financial burden on the Council will be considerable. The best way to mitigate this risk is to enable the museum to fundraise, but grant-giving bodies have been very clear that whilst the current governance

arrangements continue substantial funding is unlikely. Indeed, the Arts Council rejected a recent application for NPO funding, citing inadequate governance.

Whilst there are risks for both the Council and the future charity in pursuing the route of independence, the risks of not doing so are far greater. The Charity Commission has examined the issues and invited the Council to submit a request for change.

A detailed negotiation of the funding and Service Level Agreement arrangements will be held between BCP Council and the new Trustee during the transition period as the governance issues are resolved.

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

15. Urgent Decisions taken by the Chief Executive in accordance with the Constitution

The Chief Executive to report on any decisions taken under urgency provisions in accordance with the Constitution.

16. Cabinet Forward Plan — To Follow

To consider the latest version of the Cabinet Forward Plan for approval.

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.

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BOURNEMOUTH, CHRISTCHURCH AND POOLE COUNCIL

CABINET

Minutes of the Meeting held on 23 November 2022 at 10.15 am

Present:-

Cllr D Mellor – Chairman

Cllr P Broadhead – Vice-Chairman

Present:	Cllr M Anderson, Cllr B Dove, Cllr J Kelly, Cllr K Rampton, Cllr M White and Cllr T Johnson
Present virtually:	Lead Members: Cllr H Allen, Cllr N Brooks, Cllr S Baron and Cllr J J Butt
Also in attendance:	Lead Member: Cllr T Johnson
Also in attendance virtually:	Cllr L Williams (Chairman of the Corporate and Community Overview and Scrutiny Committee)
Apologies:	Cllr B Dunlop, Cllr M Greene and Cllr N Greene

75. Declarations of Interests

The Leader declared an interest in relation to Minute No 79 (Finance Strategy Update Report) specifically relating to the confidential appendices advising that one of his engineering companies does have a lease over one of the sites in the confidential appendices but that they had no interest in acquiring the site and had therefore sought advice and can continue to take part in that item.

Councillor Nigel Brooks declared an interest in Minute No. 82 (Housing and Property Compliance Update (Housing Revenue Account) advising that he was a director of Bournemouth Building Maintenance Ltd.

76. Confirmation of Minutes

The Minutes of the meeting held on 26 October 2022 were confirmed and signed as a correct record.

77. Public Issues

The Leader advised that there had been no questions, statements or petitions received on this occasion.

78. Recommendations from the Overview and Scrutiny Committees

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

79. Finance Strategy Update Report

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

Cabinet was reminded that the October Cabinet report had set out how a balanced budget for 2023/24 would be delivered and this was shared with DLUHC on the 24 October 2022.

In relation to this Cabinet was advised that as set out in the October report that having undertaken this work the challenge is now translating this work into a detailed implementation workstream and strength testing the deliverability of the assumptions that had been made with a robust evidence base, and that of particular importance will be those around service savings and efficiencies to avoid double-counting savings especially with those being delivered by the transformation programme.

Cabinet was informed that this November report presented an update on this workstream and highlights that the consequences of the initial work around implementation is that further "below the line" budget proposals have been established which are those that would be the most challenging to deliver.

The Chairman of the Corporate and Community Overview and Scrutiny Committee addressed the Cabinet advising that at their recent meeting there had been comprehensive discussion on the report and the committee recommended that: -

Recommendation 4 as outlined in the report is not approved and that Cabinet gives further consideration to the list of non-strategic Asset Sales as set out in exempt Appendix A and that Cabinet give further consideration to all other options.

In relation to this the Chairman of the Corporate and Community Overview and Scrutiny Committee advised that the committee requested that:

The Portfolio Holder and relevant officers bring a report to the next O&S Committee on:

1. *The wider list of assets considered for disposal and the reasons for those selected for shortlist*
2. *The timetable for the controlled disposal of public assets, which maximises value and controls risk.*

Voting: 6:0 (3 abstentions)

The Leader thanked the Chairman of the Corporate and Community Overview and Scrutiny Committee for the Committees recommendations, and in relation to that urged the cabinet to go with the recommendation 4 as put emphasising the potential time scale implications for delaying this.

In addition the Leader advised of the forthcoming budget cafes.

Cabinet was advised that there would be no budget update report going to the January Cabinet meeting as a balanced budget position had been

achieved and that focus needed to be given to presenting the annual budget to the February meeting.

It is RECOMMENDED that Cabinet:

(a) Supports the update of the plan to deliver a balanced budget for 2023/24 and the testing of the implementation process;

(b) Recognises the continued improvement to the in-year position with a surplus of £8.5m now projected; and

(c) Acknowledges that further proposals have been identified to replace any proposals that cannot now be delivered, or which have been deferred into a future year.

It is RECOMMENDED that Council:

(d) Approves the disposal of Non-Strategic Asset Sales as set out in confidential appendix A, subject to achieving the estimated sales value for each lot, with the decision delegated to the Director of Finance, in consultation with the Leader or Deputy Leader of the Council as appropriate; and

(e) Approves a pooled budget arrangement in relation to section 117 Aftercare as set out in appendix B.

Voting: Unanimous

Portfolio Holder: Leader of the Council

The Leader of the Council declared an interest in this item and remained present for the discussion and voting thereon.

80. Mid-Year Corporate Performance Report

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

Cabinet was informed that BCP Council's priorities and values, underpinning how we will work to develop and deliver services, are set out in the Corporate Strategy which was adopted by Full Council in November 2019.

In relation to this Cabinet was advised that refreshed vision and ambition statements are set out in the Big Plan, providing a wider context and further drive to deliver the Corporate Strategy.

Further to this Cabinet was informed that the delivery plan actions are refreshed annually affording the opportunity to celebrate the progress already made and ensure future planned actions remain relevant and are in line with the council's wider vision and ambitions, and that the appended report shows a positive performance story against the actions and the key peformance measures that Cabinet agreed in February 2022. Individual exception reports provide explanations and planned actions to address areas in need of improvement.

Cabinet was further advised that each of the priority updates are cross referenced to the United Nations Sustainable Development Goals and the

Levelling up Goals, and that reported progress has also been aligned to the six domains of the Equality and Human Rights Commission performance framework.

Members spoke in support of the work which had been carried out in relation to the exception reports.

RESOLVED that Cabinet: -

(a) Considered the Mid-Year Performance reports;

(b) Considered the performance exception reports relating to areas of underperformance; and

(c) Supported the change to the performance indicator set and advise of any further amendments to the performance indicator set that informs corporate performance

Voting: Unanimous

Portfolio Holder: Leader of the Council

81. Flexible Housing scheme at Summers Avenue, Bournemouth

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

Cabinet was advised that this scheme is being brought forward from programme 5 (hardest to reach) of CNHAS which was approved by Cabinet on the 29th September 2021, and that the BCP owned site currently consists of 2x 1-bedroom bungalows at 1 Summers Avenue and 10 Tonge Road, Bournemouth, residing in the protected Heathland zone.

Cabinet was informed that the existing properties present ongoing significant maintenance issues for BCP Council which are not sustainable or flexible enough in their use, and that the site presents an opportunity for redevelopment and the building of replacement – but with more bedrooms, better quality sustainable affordable and flexible homes.

Cabinet was advised that one property is empty with the tenant in a Council owned temporary decant property, waiting for approval for this to become a permanent decant, and that the other property is occupied with an alternative Council owned property identified.

In relation to this Cabinet was advised that once approval to progress the development is provided both tenants decant will become permanent.

Cabinet was informed that the new homes provide 2x 2-bed wheelchair properties, catering for a variety of needs. Planning was granted on 20th September 2022, and that the increase from 1 to 2 beds is a positive response to the restrictive Heathland designation.

Cabinet was advised that the Housing Delivery team, BCP Homes colleagues and Adult Social care are working together to ensure the most appropriate residents are placed in these flexible homes when they are complete.

Cabinet was further advised that the necessary building works are to be procured directly with the internal Construction Works Team, subject to capacity and budgets being acceptable, and that they will be built using the design & construction principles as set out in the approved CNHAS Strategy to ensure they provide high levels of thermal efficiency, space and amenity and minimise the need for retrospective environmental upgrades in the foreseeable future.

RESOLVED that: -

(a) the budget of £543k for the new Summers Avenue scheme to the Council Newbuild Housing & Acquisitions Strategy (CHNAS) be approved;

(b) the financial strategy for the scheme as set out in paragraphs 8 to 11 with specific approval for the use of £400k new prudential borrowing to be repaid over 50 years from the HRA be approved;

(c) the procurement of build works to the inhouse Construction Works Team (subject to capacity and budget compliance) be approved;

(d) the delegation to SRO (in conjunction with the Chief Financial Officer) authority to enter into a contract for build works providing all key parameters (including delivery within approved capital budget) are met; and

(e) the appropriation of land for housing purposes if required be approved.

Voting: Unanimous

Portfolio Holder: Development, Growth and Regeneration

82. Housing and Property Compliance Update (Housing Revenue Account)

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

Cabinet was advised that the report provided information on how the council meets its responsibilities in ensuring that all council housing within the Housing Revenue Account is managed in a way that meets compliance with current health and safety legislation, best practice and regulatory standards to ensure the health and safety of residents, and that it also sets out issues concerning compliance and demonstrates how these are being managed.

Cabinet was informed that the report provides performance information to the end of quarter 2, 2022/23, and that there are no significant issues of non-compliance to report but that a recent internal audit of the Bournemouth neighbourhood identified several issues which are set out which impact upon assurance, and that there is also a concern in gaining access to homes in Bournemouth to carry out lift inspections.

In relation to this Cabinet was advised that there are increased responsibilities placed on social landlords to manage the health and safety of residents primarily included in the new Building Safety Act 2022 although many of its provisions require further secondary legislation.

Cabinet was informed that the Smoke and Carbon Monoxide Alarm (Amendment) Regulations 2022 require the council to fit carbon monoxide alarms to all its homes by 1 October 2022, and that the council had written to the Regulator of Social Housing as not all homes were compliant.

In relation to this Cabinet was informed that they had been advised that our programme to fit the alarms had already commenced and by February 2023 all our homes will be compliant, the Regulator's expectations are that plans are put in place to ensure compliance and has replied confirming that there has been no breach of regulatory standards.

Cabinet was advised that with the creation of the new inhouse housing management service, BCP Homes, work is required to align policies and procedures regarding property compliance, and that future changes will also be made to the regulatory regime overseen by the Regulator through the Social Housing Regulation Bill, and that following the white paper, the charter for social housing residents, new national tenant satisfaction measures will be reported on from April 2023 and will include those relating to maintaining building safety.

Cabinet was informed that in preparation for these changes, the council will continue to take steps to improve our existing monitoring and recording of compliance work, and that an Advisory Board has been established to support the work of the new BCP Homes service and the Portfolio Holder for People and Homes, and that the Board, consisting of independent, resident and councillor members will provide an additional element of oversight and assurance around many areas including property compliance.

RESOLVED that: -

(a) Cabinet notes the compliance information provided which details how the council is performing against statutory building compliance relating to its council housing; and

(b) A performance report will be made annually to Cabinet in future years.

Voting: Unanimous

Portfolio Holder: People and Homes

Councillor Nigel Brooks declared an interest in this item and remained present for the discussion and voting thereon.

83. WISE Fly Tipping Enforcement Review

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

Cabinet was reminded that on 25 May 2022 Cabinet had considered the report Fly-tipping and Fly Posting Enforcement Pilot Review and resolved that the pilot be extended and a further report be presented in November 2022 with recommendations for the service long-term.

Cabinet was advised that this report outlines the work carried out since May 2022 with the Councils Communications Team and Waste Compliance Officers in line with recommendations made to Cabinet, and that it summarises some of the learning from other Local Authorities and provides an update on the performance and data of the pilot.

In relation to this Cabinet was informed that the report considers the long-term plans to meet the challenges facing the Council with regards to environmental crimes and makes recommendations with regard to the way forward.

RESOLVED that Cabinet: -

(a) approved the end of the existing pilot in March 2023;

(b) approved Option 2, the extension of the scope of the service, to include investigation and issuing of fines for littering, fly-tipping and fly-posting offences to be provided by a contractor, subject to Tender process; and

(c) approved the level of fines for littering at £150 with an early repayment level within 14 days of issue at £75.

Voting: Unanimous

Portfolio Holder: Community Safety and Regulatory Services

84. Urgent Decisions taken by the Chief Executive in accordance with the Constitution

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

85. Cabinet Forward Plan

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

Cabinet highlighted the future reports coming through and the positive news across the high streets.

The meeting ended at 12.05 pm

CHAIRMAN

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CABINET

Report subject	**2022/23 Budget Monitoring and Financial Strategy Update**
Meeting date	14 December 2022
Status	Public Report
Executive summary	This report includes 2022/23 budget monitoring information for the general fund for November 2022 and an updated position for the medium-term financial plan (MTFP). It also includes budget monitoring information at quarter two for the capital programme and housing revenue account (HRA). The general fund outturn is projected to further improve from the previously reported position with a £9m surplus now estimated for the year. The MTFP has now been updated for an estimate of the implications of the governments Autumn Statement. Consequentially Cabinet is asked to identify £6.2m of currently identified savings for 2023/24 which potentially will now be able to be deferred until 2024/25.
Recommendations	**It is RECOMMENDED that Cabinet:** **1. Recognise the continued improvement to the 2022/23 in-year position with a £9m net surplus now projected.** **2. Agree the capital virement for the Housing Revenue Account as set out in paragraph 121.** **3. Acknowledges the update of the Medium-Term Financial Plan including estimates of the implications of the governments Autumn Statement.** **4. Acknowledge that, based on the current financial planning assumptions and the approach to risk, that not all of the previously identified savings' proposals may now need to be implemented in 2023/24** **5. Request Cabinet to identify up to £6.2m of currently identified 2023/24 savings that can now potentially be deferred to 2024/25.** **6. Cabinet notes the improvement in timescales and delivery of the Pay and Reward workstream by moving forward the implementation from the previously assumed date of April 2024 to January 2024.**

	7. Increase the annual investment in unearmarked reserves from £700k to £1.9m in 2023/24. **It is RECOMMENDED that Council:** **8. Agree the acceptance of general fund revenue grant for adult social care as set out in paragraph 64.**
Reason for recommendations	To comply with accounting codes of practice and best practice which requires councils to regularly monitor the annual budget position. To comply with the council's financial regulations regarding budget virements. In addition, and further to a recommendation agreed by Cabinet on the 7 September 2022, an update on the Councils financial strategy is being presented as a standing item on the Cabinet agenda until such time as a balanced budget for 2023/24 has been delivered. With the material improvement and increased confidence in the Council's financial position the focus will now be on delivering a further member engagement session via the additional Budget Café session added in January.
Report Author	Adam Richens, Chief Finance Officer adam.richens@bcpcouncil.gov.uk

Background

1. In February 2022 Council agreed the annual general fund net revenue budget of £272m, a capital programme of £154m and the net use of earmarked reserves to support services of £34.7m. Budgets were also agreed for the housing revenue account (HRA).
2. The November 2022 Finance Strategy Update report to Cabinet included a projected general fund revenue surplus for the year of £8.5m with the MTFP balanced for 2023-24 and an overall gap to close of £12.6m over the three further years of the current plan.

Revenue budget monitoring at November 2022

3. The November projection for the 2022/23 revenue budget outturn is a surplus of £9m overall. There is an overspend within services of £2m offset by a central budget surplus of £11.1m

4. This position demonstrates the further positive impact that the expenditure controls implemented by Cabinet as part of a Finance Update report to its 29 September 2022 meeting, are forecast to have on the organisation. These controls have been implemented as part of the endorsed financial strategy which focuses on traditional financial management processes to enable the council to set a balanced budget for 2023/24 and beyond. It is possible that this outturn position will continue to improve as these expenditure controls continue to bear down on service expenditure and as officers continue to reduce costs.

5. The intent is to lift this expenditure control once a balanced budget for 2023/24 has been delivered and formally agreed. At that time, it is suggested that a Corporate Management Team and Portfolio Holder process is put in place to consider if stopped activity is indeed required rather than it being automatically restarted.
6. With the improved financial position, a communication from the Director of Finance will be issued to Service Directors and budget holders to thank them for their efforts in improving the financial position and to remind them that when Cabinet agreed the implementation of the expenditure control at its meeting in early September it did leave the door open for proposals which do not meet the criteria to come forward for consideration by the Chief Finance Officer in consultation with the Portfolio Holder for Finance (the Leader).
7. The table below is a summary of the revenue outturn position as projected at the end of November.

Figure 1: General Fund – Summary projected outturn for 31 March 2022

Directorate	Revenue	Working Budget	Forecast Outturn	Forecast Variance
Adult Social Care	Expenditure Total	155,939	158,153	2,214
	Income Total	(49,820)	(53,484)	(3,664)
Adult Social Care Total		**106,119**	**104,669**	**(1,450)**
Children's Services (excl. DSG)	Expenditure Total	87,769	92,534	4,765
	Income Total	(14,086)	(14,160)	(74)
Children's Services Total		**73,683**	**78,374**	**4,691**
Commissioning	Expenditure Total	35,190	36,315	1,125
	Income Total	(23,401)	(24,313)	(912)
Commissioning Total		**11,789**	**12,002**	**213**
Operations	Expenditure Total	166,664	165,441	(1,223)
	Income Total	(110,211)	(114,533)	(4,322)
Operations Total		**56,453**	**50,908**	**(5,545)**
Resources & Chief Executive Office	Expenditure Total	178,492	178,835	343
	Income Total	(115,283)	(115,832)	(549)
Resources & Chief Executive Office Total		**63,209**	**63,003**	**(206)**
Net Cost of Services		**311,253**	**308,956**	**(2,297)**
Transformation (including target savings)	Expenditure Total	16,744	20,244	3,500
	Income Total	(23,590)	(21,995)	1,595
Transformation Total		**(6,846)**	**(1,751)**	**5,095**
Net Position		**304,407**	**307,205**	**2,798**

Beach Huts Securitisation of Income Stream		3,700	0	(3,700)
Interest on cash investments		(45)	(1,365)	(1,320)
BDC Winter Gardens Provisions Reduction		0	(1,000)	(1,000)
Other Corporate Items		(308,062)	(313,806)	(5,744)

Total Budget		**0**	**(8,966)**	**(8,966)**

8. The detail of projected variances is included in Appendix A1. A general fund summary forecast outturn is included in Appendix A2.

Summary of 2022/23 projected outturn by directorate

9. The following paragraphs summarise the projected 2022/23 budget position for each directorate.

Adult Social Care - net underspend £1.5 million (1.4%)

10. The net underspend is because of Council wide restrictions on expenditure including extensions of vacancies and release of earmarked reserves to mitigate the financial gap in the Medium-Term Financial Plan for the period 2023-2027.
11. Care cost pressures have grown by £1.7m associated with the rising cost of care home fees and domiciliary care packages to support patients leaving hospital, bringing the projected annual overspend to £9.5m for people with long term conditions. More people are being placed in residential care because of supply shortage in the home care market.
12. Difficulties in the home care market have also meant that the service has not been able to source the care to meet the needs of people with learning disabilities and mental health as well as challenges in sourcing suitable housing and delays with mental health hospital discharges resulting in an estimated underspend in year of £3m.
13. Whilst this underspend will mitigate in part the projected overspend in the long-term conditions budget this financial year, it is occurring due to unmet need and cannot be assumed as a future budget saving.
14. Further mitigating factors to offset the cost of care pressure include additional income from the NHS for continuing health care (CHC) due to catching up with the CHC assessments that were suspended during the pandemic and additional contributions for Section 117 mental health after care of £2.5m.
15. The Council is making use of Health funding transferred under Section 256 agreements to support the additional costs arising from the hospital flow approach to discharge those who no longer need to stay timely and safely.
16. Other mitigating factors include additional client contributions £0.8m, miscellaneous net savings of £0.1m and budget realignment after the pandemic.
17. There is reasonable confidence that the savings projected at this stage will be achieved. There are, however, also risks associated with the continuing increase cost of residential care homes, inflationary pressures and demand for care which increase the scale and volatility of adult social care budgets.

Commissioning

18. Anticipated energy and inflationary costs incurred by the Local Authority Trading Company (Tricuro) of £0.2m are expected to be managed by the company.

19. The shortfall in the receipt of client contributions from the block booked care home placements is mitigated with savings due to staff vacancies, other miscellaneous savings, and other mitigating factors described in the paragraphs above.

20. The Council has received the allocation and conditions for the Adult Social Care Discharge Fund £500m nationally. The purpose of the grant is to enable more people to be discharged to an appropriate setting with adequate and timely social care support, prioritise those approaches that are most effecting in freeing up hospital beds and boost general adult social care workforce capacity through recruitment and retention. The grant has conditions and reporting requirements attached, including full expenditure to be incurred by 31 March 2023.

Children's Services - net overspend £4.7 million (6.4%)

21. The projected net overspend for children's services is £4.7m a decrease of £0.5m compared with the position reported in November.

22. The projected position includes the recharge to the transformation programme of £1.5m of unbudgeted expenditure incurred to improve the service without there being an expectation of making future budget savings. The forecast currently assumes this element will be covered by a successful capitalisation direction. Should the council move completely towards an approach of funding the 2022/23 transformation investment programme via the flexible use of capital receipts (FUCR) then it is likely that this £1.5m recharge will need to be reversed as the legislation does not allow improvement expenditure to be funded by this mechanism.

23. There has been an increase in grant funding since the November report. Public Health grant of £0.3m has been passed back to the council from the pan-Dorset service (bringing the total for the year to an additional £0.9m compared with the budget), to support qualifying expenditure. In addition, £0.16m has been allocated from the contain outbreak management fund (COMF) contingency to cover unbudgeted expenditure supporting mental health services for young people.

24. Pressures previously reported continue for special educational needs and disabilities (SEND) transport of £1.3m due to fee increases, with an anticipated saving of £0.2m in mainstream transport.

25. Staffing pressures continue with £0.9m remaining after the transfer of unbudgeted costs to the transformation programme noted above. This is due to reliance on higher cost agency staff within social care and higher salary expectations in the market generally. The workforce strategy has been approved by Council and a recruitment drive is preparing to go live to attract and retain permanent social workers.

26. Care demand was reassessed during quarter two which showed a net increase in placement numbers as well as fee increases and growing needs of children with the pressure assessed by the October report at £1m, this remains unchanged. Other previously reported and unchanged pressures include £0.2m of lost savings from an unsuccessful bid to government for a new children's home

27. The service is still expecting pressures from the unaccompanied asylum-seeking children (UASC) cohort as the grant income received does not cover the cost of care provided. There is concern this may increase further as more individuals are being placed in the BCP conurbation.

Operations – net underspend £5.5 million (9.8%)

28. Overall, operations budgets are projecting an underspend, £0.5m higher than last reported. Income generating activities, such as carparking have benefitted from good weather over the first and second quarter but there is some risk as to whether the increased parking charges at the beach of an additional 10% will achieve the associated £0.4m of income forecast. Positive income movements are in the green waste service and further charging of staff time to the capital programme. In addition, mitigation plans have been put in place to address pressures associated with the cost-of-living which includes significant growth in utilities costs of £3.1m plus higher fuel costs. Mitigation plans have been developed to address these.

Communities

29. Within the Communities directorate there are no individual new material pressures. Fees and charges not governed by statutory provisions have been reviewed and increases will be applied to reflect rising costs in line with corporate guidance.

Environment

30. Environment is seeing a strong budget performance with a positive position on recycling price per tonne generating a forecast £2.1m in reduced costs.

31. Identified earlier this year is the additional income from the green waste service of £0.3m due to a combination of recognising the level achieved as part of the 2021/22 outturn alongside the current year price adjustment.

32. In the bereavement service, cremations income pressures have decreased by £0.2m to a net position of £0.4m pressure due to pricing increases, with further work being undertaken in mitigation. The impact of high-cost inquests on the coroner's service is unchanged at £0.1m.

33. Fuel prices remain volatile, and the service are working to mitigate this, including consideration of notice to stop all non-essential travel.

Transport and Engineering

34. The October forecast for 2022/23 of net additional income for car parks is £1.3m. The pressures on the cost of providing the service, identified in June, are reducing due to the ongoing mitigation work. These pressures currently stand at £0.6m.

35. There is more work on capital schemes than anticipated, which results in staffing costs being charged to capital rather than borne by the revenue account. This year this is expected to benefit revenue by £0.3m.

36. Electricity costs associated with street lighting account for a significant element of the £3.1m utility cost pressures in the Operations Directorate reported above. Mitigation measures have been adopted which reduced the figure by £0.2m. Further mitigation work is ongoing.

Destination and Culture

37. Seafront services forecast performance to September has exceeded expectations due to favourable conditions. Risk remains in delivering the income target for the remainder of the year but a forecast surplus of £0.3m is anticipated.

38. The management fee income shortfall for BH Live has reduced slightly from £0.4m to £0.3m. BH Live are currently trading well, however the impact of the cost-of-living crisis on customer behaviour is difficult to predict. Work is on-going with the organisation to bring the forecast outturn back in line with expectations.

Planning

39. The planning service is currently forecasting a balanced budget position. However, there are significant pressures within the service, due to additional costs of agency staff. This is continuing to be addressed through a plan to transition away from reliance on agency staff throughout the remainder of this financial year, and by drawdown of reserves earmarked for the service.

Housing

40. It is still anticipated that the in-year homelessness prevention grant allocation of £2.0m will be fully utilised. This grant is ring-fenced with £5.1m in earmarked reserves from previous year allocations, which is planned to be fully spent by the end of 2024/25 by continuing activities to reduce homelessness. The income shortfall from the acquisition strategy has reduced to £0.1m.

41. The forecast telecare income of £1.4m is still on target to be achieved. This income is from equipment rental charges to associations and new equipment installations. Staff vacancies within the operations centre continue to be filled. A forecast net pressure of £0.25m is presented to reflect a budget realignment identified at outturn.

42. The construction works team (CWT) is on track to meet budgeted surplus of £0.3m. Major projects CWT is delivering this year include housing schemes on behalf of the Housing Revenue Account (HRA) at Wilkinson Drive and Northbourne, Skills & Learning relocation to the Dolphin Centre, Poole Library, Durley Innovation Hub, and the phase 2 refurbishment of the Old Town Hall. Net budget surplus for the in-house team is expected to be delivered.

43. Net rental income from Seascape Homes & Properties Limited previously estimated a pressure of £0.2m. This pressure is now anticipated to reduce to £0.098m and as a result, the income is now forecast to increase to £1.3m. Garages and photovoltaic net surplus budget of £2.2m is also on course to be achieved. Cost pressures in relation to the cost of scaffolding for measurers to defer pigeons from settling are expected to be managed from within existing budget allocations.

44. The costs of administering Ukraine, Syrian and Afghan resettlement schemes are expected to be fully funded from in-year government grant allocations.

45. At £0.2m, utilities pressure from increasing gas and electricity prices is consistent with that forecast within the cost-of-living review reported in May.

46. Housing services has identified £0.7m of cost-of-living mitigation savings and these remain on course to be delivered. The service is therefore forecasting an overall surplus end of year position.

Resources & Chief Executive Office - net underspend £0.2m (0.3%)

47. The main pressures continue to be for utility costs and contract payments for IT systems and the library PFI.

48. Customer Services employee costs are forecast to underspend by £0.6m against the additional £1.5m one-off agreed allocation due to the ongoing difficulties in recruiting to all the available roles. Business Support costs are also forecast to underspend by £0.4m due to unfilled vacancies.

49. Facilities Management: The cost-of-living exercise estimated £0.5m utilities pressure from rising prices. Staff parking income from 1 August 2022 will be used to offset unbudgeted operational costs of Poole Civic Centre. Repairs and maintenance spend across the civic estate are forecast to overspend by £0.2m, all funded from earmarked reserve. To date the Council has incurred £0.1m of works that are expected to be reimbursed from third party insurance claims, and £0.2m of building surveyors and client project managers salaries are expected to be capitalised during the year.

50. Finance: Savings on employee costs from Health & Safety have been realised of £0.2m. The £0.1m pressure on bank charges is due to the continuing management of three bank accounts and the cost of BCP's share of Stour Valley and Poole Partnership is expected to be £0.1m.

51. ICT: No change is proposed to the cost-of-living pressure of £0.2m for software contract inflation, the majority of which is within ICT services. The service also retains historic base budget revenue allocation of £0.2m for ICT replacement, which has not yet been fully utilised.

52. Law & Governance: Additional income from registrars was used to offset the related additional salary costs approved in June. Legal Services has endured staff vacancies throughout the year which has resulted in the employment of additional temporary staff. The budget for local elections is expected to be underspent by £0.2m. This is no longer required to top up the earmarked reserve as there is a separate corporately held budget for this purpose.

53. Human Resources employee costs are forecast to underspend by £0.1m due to vacancies and staff engaged in the transformation work.

54. Major projects team: This team manages delivery of both capital and revenue projects and is funded from a combination of capital resource, revenue budget, external grants, and the transformation programme. There is currently an unfunded salary related pressure of £0.1m for 2022/23 with the potential for this to increase to £0.4 million in 2023/24 and then reducing to £0.3 million in 2024/25 with the current allocation of budget from the transformation programme.

Transformation

55. Transformation savings are on track to deliver £7.2m in year of the £8.7m that had been built into the budget for 2022/23. Consistent with Q1 £1.5m of savings have not yet been identified for delivery.

56. The original savings include certain business support staff savings where the implementation has been delayed. Further work continues in respect of third party spend savings.

57. The estimate of base budget staff costs able to be transferred to the transformation programme has been reduced by a provision of £3.5m from the

£6.7m budgeted. Further work is ongoing to confirm the final figure for 2022/23. This follows a review of the available evidence to date to support the recharge for specific workstreams. It also reflects, staff vacancies reducing support service costs and that some backfill arrangements have been necessary to support business as usual activity which reduces the potential to recharge base costs into the programme.

Central Items - net surplus £11.8m

58. In setting the 2022/23 budget 3.1% was set aside for assumed pay award inflation. This was insufficient to cover the final position agreed with the trade unions by the National Employers for local government services which was a flat rate increase of £1,925 on every spinal column point plus an additional day's annual leave, which calculates as an average 5.4% for our staffing mix. The forecast takes account of the fact that the pay award is likely to add an extra £4.1m to the cost base of the council over and above the £5.5m allowed for as part of the original 2022/23 budget. Work on the impact of the extra days leave is ongoing and will need to be factored into future budget monitoring updates.

59. The council in 2021/22 recognised £5m of potential losses attributable to Bournemouth Development Company LLP ("BDC"), a BCP joint venture company. The council is making a provision for their shareholding as a result of on-going viability demands relating to the Winter Gardens project. Since making this provision the West Cliff Mansions (Durley Road) development has been successfully delivered. Profit from this scheme will be retained by BDC and offset the need for the full provision set aside in 2021/22. The benefit to the Council is circa £1m.

60. Release of the £2.2m base budget revenue contingency for 2022/23. This approach will mean there are no resources set aside for any variations that might occur in the remaining months of the financial year other than the £9m of surplus we are now projecting.

61. Release of the £3.7m assumed revenue budget impact of the proposal to securitise the beach hut income stream included as part of the 2022/23 original budget, because the scheme is not being taken forward. This net reduction includes foregone income, loan repayments and guarantee fees.

62. Investment income is forecasted to deliver £1.9m over budget. This is reflective of increasing interest rates as well as cash balances than previously forecasted.

63. It is anticipated that due to the higher than standard level of budget challenge and scrutiny that the work during the course of the financial year to-date will limit the level of year-end variations. However, there is the possibility of the expenditure control continuing to release further areas of underspending.

Revenue Virements

64. In accordance with the council's financial regulations the following rules associated with revue virements, and acceptance of grants apply (after advice from the Chief Finance Officer):

- Acceptance of revenue grants greater than £100,000 and up to £1 million require Cabinet approval
- Virements over £1 million require prior Council approval.
- Virements over £500,000 and up to £1 million require prior Cabinet approval.

- Corporate Directors can approve virements over £100,000 up to £500,000.
- Service Directors can approve virements up to £100,000.

65. In accordance with these regulations the following virement requires the approval of **Council:**

Directorate: Adult Social Care

Purpose: Acceptance of £1.46m of grant from the government's adult social care discharge fund

The Council has received the allocation and grant conditions from the Adult Social Care Discharge Fund £500m nationally. The purpose of the grant is to enable more people to be discharged from hospital to an appropriate setting with adequate and timely social care support. Also, to prioritise those approaches that are most effective in freeing up hospital beds and boost general adult social care workforce capacity through recruitment and retention. Of the fund, 60% has been distributed to the integrated care boards and 40% to local authorities. The allocation for BCP is £1.46m.

Financial Strategy Update and MTFP

66. This section of the report provides an update on the Councils financial strategy in accordance with the monthly update recommendation agreed by Cabinet on the 7 September 2022.

67. Autumn Statement

On 17 November 2022, the Chancellor of the Exchequer delivered his Autumn Statement, alongside the Office for Budget Responsibility's (OBR's) new set of economic and fiscal outlook forecasts. The Autumn Statement responded to the OBR forecasts and set out the medium-term path for public finances nationally. This follows the previous Chancellor's Growth Plan announcements in late September 2022, the majority of which were subsequently rolled back, with the notable exception that the Health and Social Care Levy which has been, and remains, cancelled. As part of the statement the Chancellor set two new fiscal policy rules.

- Public sector net debt (excluding the Bank of England) needs to be falling as a percentage of GDP by the fifth year of the rolling forecast; and
- Public sector net borrowing (the deficit) needs to be below 3% of GDP by the fifth year of the rolling forecast.

To meet both of those rules, the Autumn Statement delivered public finance measures related to tax and spending worth £55 billion by 2027/28. Of this, around £30 billion is related to spending policy decisions and £24 billion through tax policy decisions. Most of the decisions on spending will make an impact after this Spending Review period (with extra spending committed in this Spending Review period) and the extra tax revenues phased in gradually over the forecast period.

Specifically, in respect of issues salient to local government, the Autumn Statement made the following announcements

- Local authorities have been given additional flexibility in setting council tax, by increasing the referendum limit for increases in council tax to 3% per year from April 2023. In addition, local authorities with social care responsibilities

will be able to increase the adult social care precept by up to 2% per year. The previous policy, set at the 2021 Spending Review, was for a general limit of 2%, with an extra 1% for adult social care.

- Government will limit the increases in social care rents in 2023/24. Under current rules, rents could have risen by up to 11.1% as they tracked inflation, but now they will only be able to rise by a maximum of 7%.
- Following the recommendations of the independent Low Pay Commission (LPC), the National Living Wage (NLW) for individuals aged 23 and over will be increased by 9.7% to £10.42 an hour from 1 April 2023. This will impact on the cost of many externally procured contracts most notably those associated with the provision of care services.
- The national rollout of social care charging reforms has been delayed from October 2023 to October 2025, although the funding support for local authorities to fund this has been left in place.
- Additional social care grant funding.

  £1.3 billion in 2023/24 and £1.9 billion in 2024/25 will be distributed to local authorities through the Social Care Grant for adult and children's social care

  £600 million will be distributed in 2023/24 and £1 billion in 2024/25 through the Better Care Fund, with the intention of getting people out of hospital on time into care settings and freeing up NHS beds.

  £400 million in 2023/24 and £680 million in 2024/25 will be distributed through a grant ringfenced for adult social care which is also intended to help to support discharge
- A further year-long extension to the Household Support Fund.
- From 1 April 2023, a revaluation will update rateable values for business rates with a £13.6m support package put in place to protect ratepayers facing increases including.

  The business rates multipliers for 2023/24, will be frozen

  A new Transitional Relief scheme limiting the rate at which bills can increase due to the revaluation.

  A more generous Retail, Hospitality and Leisure relief for eligible properties in 2023/24.

  A Supporting Small Business scheme to cap bill increases for businesses that lose other relief due to the revaluation.

  The Autumn Statement commits to protect Local Authorities for any loss of income as a result of these business rate measures and Local Authorities will receive new burdens funding for any additional administrative and IT costs.

68. Update of Medium-Term Financial Plan

The 23 November Cabinet report set out the previous MTFP position assuming the council does not take the £20m capitalisation direction offered by government via the "minded to" offer from DLUHC

Figure 2: Cabinet 23 November 2022 forecast MTFP Position

	23/24 £m	24/25 £m	25/26 £m	26/27 £m	Total £m
Annual – Net Funding Gap	(0.0)	16.7	(3.1)	(1.0)	12.6
Cumulative MTFP – Net Funding Gap	(0.0)	16.7	13.6	12.6	

Figure 3 below sets out the current MTFP updated for any changes since the November Cabinet report. As a reminder to councillors, the following MTFP variance chart shows changes in the revenue budgets, on an annual basis, either positive numbers which represent additional costs to be met, or negative which represent forecast cost reductions or additional income. The variances are shown in the year in which they are expected to be first seen and are then assumed to recur on an ongoing basis in each of the following years. One-off changes will be seen as an entry in one year and will then being reversed out in a following year. For example, it is currently assumed to use £9m from the forecast outturn for 2022/23 in support of the 2023/24 budget.

Figure 3: Funding Gap for 2023/24 and MTFP Position

Adjustments to the cost of services	23/24 £m	24/25 £m	25/26 £m	26/27 £m	Total £m
Adult social care and public health	20.7	11.6	8.1	8.7	**49.1**
Adult social care reforms	0.0	0.0	12.8	17.2	**30.0**
Children's services	14.6	8.4	9.0	9.6	**41.6**
Operations	7.9	4.5	1.8	1.1	**15.3**
Reversal of securitisation of income stream proposal	(3.7)	0.0	0.0	0.0	**(3.7)**
Resource services	1.0	1.4	0.5	0.5	**3.4**
Staff costs being charged to transformation prior 25/26	0.0	0.0	6.7	0.0	**6.7**
Capitalisation direction 22/23 cost of capital & interest repayments	0.0	0.0	0.0	0.0	**0.0**
Transformation base revenue budget costs	1.1	0.0	0.0	0.0	**1.1**
Transformation redundancy costs that cannot be charged against FUCR	2.1	(1.9)	(0.1)	0.0	**0.1**
Corporate priorities one-offs for 2022/23	(9.7)	0.0	0.0	0.0	**(9.7)**
Pay related costs	11.1	7.6	3.6	3.6	**25.9**
Pay and grading project	1.0	1.1	(0.9)	1.8	**3.0**
Contingency	0.0	0.0	0.0	0.0	**0.0**
Debt and capital adjustments	0.2	0.3	(0.3)	(0.1)	**0.1**
Treasury Management & Investment income adjusted disposals	(1.5)	1.3	(0.1)	0.0	**(0.3)**
Total adjustments in respect of cost of services	**44.8**	**34.3**	**41.1**	**42.4**	**162.6**
Adjustments in respect of resource levels					
Council tax – revenue - 5% 23/24, 2.99% per annum thereafter	(11.6)	(10.9)	(7.6)	(8.0)	**(38.1)**
Council tax - taxbase	(3.0)	(2.6)	(1.3)	(1.3)	**(8.2)**
Council tax - single person discount	(0.2)	0.0	0.0	0.0	**(0.2)**
Council tax - second homes 100% premium	0.0	(5.3)	0.0	0.0	**(5.3)**
Council tax - empty homes premium after 1st rather than 2nd year	0.0	(0.9)	0.0	0.0	**(0.9)**
Collection fund – (surplus) / deficit distribution net of S31 grant	4.6	(2.7)	0.0	0.0	**1.9**
Government core grant funding changes	0.8	0.0	2.5	0.0	**3.3**
Assumed social care reforms funding	0.0	0.0	(12.8)	(17.2)	**(30.0)**
Assumed additional social care grant funding	(10.2)	(4.7)	(2.7)	(2.7)	**(20.3)**
Reserve Funding - One-off funding supporting 2022/23 budget	36.1	0.0	0.0	0.0	**36.1**
Reserve Funding - Removal of COMF contribution 2022/23 priorities	1.0	0.0	0.0	0.0	**1.0**
Reserve Funding - Improved outturn 2021/22 to support 23/24 budget	(14.2)	14.2	0.0	0.0	**0.0**
Reserve Funding - Redirect earmarked reserve to support 23/24 budget	(5.3)	5.3	0.0	0.0	**0.0**
Reserve Funding - Assumed surplus 2022/23 to support 23/24 budget	(9.0)	9.0	0.0	0.0	**0.0**
Reserve Funding - Contribution to unearmarked reserves	1.2	0.0	0.0	0.0	**1.2**
Total previously assumed adjustments in resource levels	**(9.8)**	**1.4**	**(21.9)**	**(29.2)**	**(59.5)**
Assumed additional savings, and efficiencies					
Unitemised Transformation savings	(9.0)	(15.9)	0.0	0.0	**(24.9)**
Following transformation, further net FTE reductions	0.0	0.0	(7.2)	0.0	**(7.2)**
Scheduled service based savings (include. Adults, Children's, Transformation)	(27.3)	(5.3)	(2.7)	(2.7)	**(38.0)**
Roundings	0.1	0.1	(0.1)	0.0	**0.1**
Unidentified Adult Social Care savings (2.99% growth restriction)	0.0	(1.5)	(3.1)	(3.5)	**(8.1)**
Unidentified Children's savings (2.99% growth restriction)	0.0	(4.5)	(6.5)	(7.0)	**(18.0)**
Total assumed annual extra savings and efficiencies	**(36.2)**	**(27.1)**	**(19.6)**	**(13.2)**	**(96.1)**
Sub Total - Annual – Net Funding Gap	**(1.2)**	**8.6**	**(0.4)**	**(0.0)**	**7.1**
Sub Total - Cumulative MTFP – Net Funding Gap	**(1.2)**	**7.5**	**7.1**	**7.1**	
Scheduled service based savings (includes Adults, Children's, Transformation)	(5.0)	(0.7)	0.1	0.1	**(5.5)**
Annual – Net Funding Gap	**(6.2)**	**7.9**	**(0.3)**	**0.1**	**1.6**
Cumulative MTFP – Net Funding Gap	**(6.2)**	**1.8**	**1.5**	**1.6**	

As a reminder, the service-based savings and efficiencies are presented above and below a sub-total line. To reiterate, the reason for this is to emphasise that although a lot of the savings will be challenging for the council, those below the line will be more challenging.

The key variances from the position as set out in the previous Cabinet report include.

a) Further improvement in the forecast outturn for 2022/23. Analysis of these further variances as set out previously in this report, amount to a £0.5m increase in the surplus, and now mean that the overall surplus for the year is predicted to be £9m.

b) Updates to key financial planning assumption in line with the governments Autumn Statement. This includes assumptions and estimates on council tax, the national living wage, and our local share of the additional social care grant funding.

c) Update on the assumption associated with the pay award. The Councils Chief Finance Officers has commenced a benchmarking exercise with Unitary Treasurers to ascertain the assumption being made by the sector. This process indicates that the average increase being assumed for 2023/24 is around 4.25%.

d) Update to the proposed implementation date, and timing of the financial implications, of the pay and grading project. It is understood the change to a 1 January 2024 implementation date and the detailed underlying proposal will be approved by the Chief Executive once the revised proposed 2023/24 budget and MTFP have been endorsed by Cabinet via this report.

d) Results of the 2022 triannual revaluation of the Dorset Local Government Pension Scheme. The actuary has notified the council that our primary rate of superannuation will need to increase by 1.6% from 17.4% of an employees pay, to 19%. This increase is only partially mitigated by a reduction in the secondary “back-funding” rate which is due to fall from £6.324m to £4.13m (this total is the combined general fund and HRA payment amount).

e) Provision to increase in the unearmarked reserves to 5% of Net Revenue Expenditure as set out in the reserves section below.

As a consequence of these key changes the Council now has the ability to reprofile £6.2m of saving from 2023/24 into 2024/25. As previously referenced priority is expected to be given to the £5m “below the line” items which were always established as the more challenging savings and efficiency proposals. Cabinet and CMB will now work through the profiling of these as part of the February budget workstream and will look to incorporate feedback from the public engagement exercise and the extended member engagement around the extended Budget Café process.

69. Risks specific to the MTFP cost estimates

Robustness of the estimates. In presenting the proposed 2023/24 budget to Council for approval in February 2023 the Chief Financial Officer will need to provide specific advice around the robustness of the estimates used to prepare the budget. Previous in-year financial strategy update reports presented the detail of the current risk items some of which are set out below.

Transformation Investment Programme: Expenditure
Ability to provide robust evidence to support the inclusion of £6.7m in years 2023/24 and 2024/25 of internal base revenue budget staff costs which can be legitimately recharged to the transformation programme.

Transformation Investment Programme: Savings
The increase in the annual savings target for the transformation programme to £18.7m (£8.7m for 2022/23 plus an extra £10m for 2023/24). The deliverability of this £18.7m will need to be evidenced especially when in-year monitoring demonstrates that £1.5m of the £8.7m target for 2022/23 remains to be delivered as set out earlier in the report and the extra £10m is expected to be delivered by third party spend savings which will be challenged by current market conditions around the cost-of-living.

Accumulating deficit on the Dedicated Schools Grant
Accumulated and growing deficits on the dedicated school's grant, by the 31 March 2024, will be greater than the total reserves available to the council.
It continues to be assumed that the current regulations that allow the council to ignore this position will be extended from 31 March 2023 by up to an additional 3-years. This however is not guaranteed and does not provide a solution. Ultimately either the government, local schools, or the council (or a combination therefore) are going to need to identify the resources to address what will be by 31 March 2026 an accumulated deficit of between £102m and £150m.

BCP FuturePlaces Ltd: Working capital loan
The Council have committed a £8m working capital loan to BCP FuturePlaces Ltd a wholly owned teckal company established to drive the Councils regeneration ambitions. They recover expenditure incurred principally by being paid for successful business cases approved by the Council. The council is exposed based on any amounts drawn down from the loan which ultimately prove to be unrecoverable. There are a number of Future Places outline business case reports coming through on the forward plan and as such this risk should be mitigated as those business cases come forward.

Adults and Children's Services: Unidentified Savings
The February 2022 budget report included an assumption that annual growth in Adults and Children's Services will be restricted to 2.99% from 2023/24 onwards. The MTFP as presented in Figure 3 however now (above the line) only includes savings, efficiencies, and service changes that both areas have committed as deliverable in 2023/24. This is not the case in respect of future years with the unidentified savings due to this restriction included in the MTFP amounting to £8.1m in Adult Social Care Services and £18m in Children's Services for the period from 2024/25 onwards. The success of this 2.99% cap should be noted in terms of it largely being delivered in 23/24 with excellent work from both the Children's and Adults teams in delivering this.

70. Update of Medium-Term Financial Plan timeline.

    Recognising Government have announced that the provisional Local Government Finance Settlement for 2023/24 will be announced in the week of the 19 to the 23 December 2022 it is proposed that the formal monthly Finance Update report to Cabinet in January 2023 is replaced by a second budget café in the latter half of the month.

Reserves

71. Councils generally hold two main forms of reserves.
72. **Unearmarked Reserves** are set aside to help manage the risk to the council's financial standing in the event of extraordinary or otherwise unforeseen events and to mitigate the underlying operational risk associated with the operation of the council and the management of service expenditure, income, and the council's funding
73. Analysis included in the June MFP Update report to Cabinet showed that on a net revenue expenditure (NRE) basis despite a £0.7m additional investment as part of the 2022/23 budget the percentage dropped to 4.7% which puts us on the lower side of the median, and below the level 5% previously recommended minimum used by the Chartered Institute of Public Finance and Accountancy (CIPFA).
74. To counter this the MTFP now makes provision for the extra £1.234m which is needed to bring the reserves to the 5% previously recommended level. The council's financial strategy continues to be to increase the unearmarked reserves by £0.7m per annum to reflect the increasing level of annual expenditure.
75. **Earmarked Reserves**: are set aside for specific purposes including those held in support of various partnerships where the council is the accountable body, reserves committed to supporting the 2022/23 budget of the Council, reserves which represent government grants received in advance of the associated expenditure, reserves held on behalf of third parties and several reserves the council is required to hold in line with statute or its own governance requirements.
76. As set out in Figure 4 overleaf shows the Council had earmarked reserves of £114m as at the 31 March 2022. Off this the majority (£40m) relates to government grants received in advance of the actual expenditure including £18m specifically to mitigate the impact that various Covid business rates reliefs will have on the council's business rates collection fund.
77. The financial strategy supporting the development of the 2023/24 budget set out the intention to constantly challenge each of the earmarked reserves to ensure that funds are not being tied up unnecessarily. The intention from the review being, where appropriate, to release these resources to support the proposed budgets of the council. This approach will though need to acknowledge the relationship with the growing deficit on the Dedicated Schools Grant.

78. **Figure 4:** Latest Reserve Forecast

	Balance Actual 31/3/22 £m	Balance Estimate 31/3/23 £m	Balance Estimate 31/3/24 £m	Balance Estimate 31/3/25 £m	Balance Estimate 31/3/26 £m	Balance Estimate 31/3/27 £m
Un-earmarked Reserves	15.3	16.0	17.9	18.6	19.3	20.0
Earmarked Reserves	114.4	35.1	13.9	12.5	12.6	12.8
Reserves established to support the 2023/24 Budget						
Cost of Living Mitigation from 21/22		14.2	0.0	0.0	0.0	0.0
Redirected Earmarked Reserves		5.3	0.0	0.0	0.0	0.0
Assumed 2022/23 surplus		8.9	0.0	0.0	0.0	0.0
Total General Fund Reserves	**129.7**	**79.5**	**31.8**	**31.1**	**31.9**	**32.8**
Dedicated Schools Grant (1)	(20.3)	(36.0)	(62.2)	(99.5)	(149.9)	(215.7)
Dedicated Schools Grant (2)	**(20.3)**	**(36.0)**	**(57.6)**	**(80.2)**	**(102.3)**	**(121.7)**
Net Position DSG1 – (Deficit)	**109.4**	**43.5**	**(30.4)**	**(68.4)**	**(118.0)**	**(182.9)**
Net Position DSG2 – (Deficit)	**109.4**	**43.5**	**(25.8)**	**(49.1)**	**(70.4)**	**(88.9)**

Dedicated Schools Grant (DSG) 2022/23

79. The 2022/23 budgeted high needs funding shortfall is £16.7m. Other DSG blocks have been set with balanced budgets with no surplus available to reduce the overall funding gap. This budget is being reviewed for future years supported by the Department for Education, delivering better value programme (DBV).

80. The accumulated deficit is expected to increase from £20.3m as at 1 April 2022 to £36m by the end of the year with net budget savings of £1m currently identified.

Figure 5: Summary position for dedicated schools grant

Dedicated Schools Grant	£m
Accumulated deficit 1 April 2022	**20.3**
Budgeted high needs shortfall 2022/23	16.7
Projected in-year saving	(1.0)
Projected accumulated deficit 31 March 2023	**36.0**

Capital budget monitoring at quarter two 2022

81. This report covers the council's budgeted capital investment programme (CIP) in respect of general fund capital expenditure only. Housing revenue account (HRA) related capital spend is reported separately within this report.

82. The capital investment programme includes only approved capital schemes that are supported by robust business cases. It does not include pipeline projects that are awaiting business case development and subsequent approval. It also excludes capital funding that, whilst approved, has not yet been allocated to capital projects.

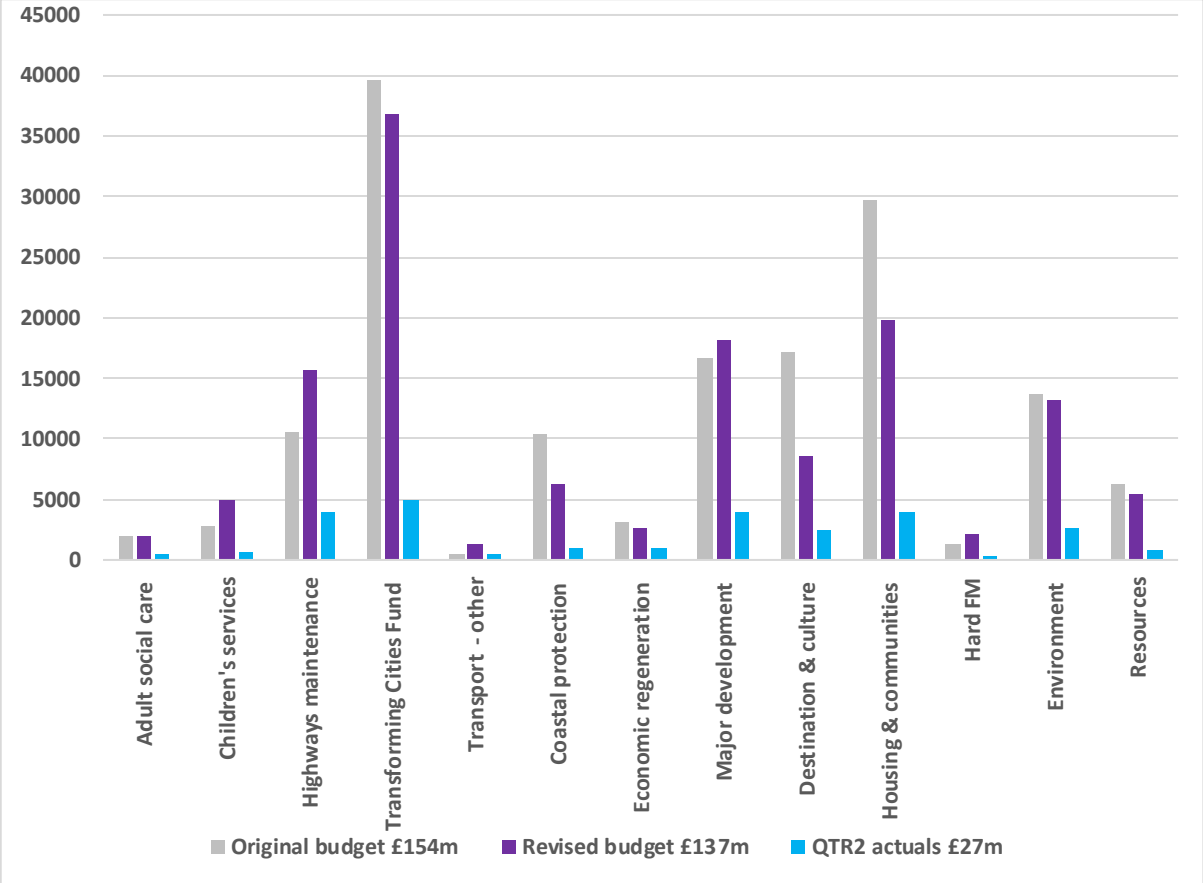
83. In February 2022 Council approved a general fund capital investment programme budget of £154.1m for 2022/23. This budget has since evolved, to include new schemes, inclusion of slippage for 2021/22 and the effect of reprofiling carrying expenditure forward into future years. These have all received appropriate approval in line with BCP financial regulations. The revised capital programme for 2022/23 now stands at £137.3m. The chart below reflects quarter two spend against this revised programme.

84. As at 30 September 2022, around £26.5m of the revised full year capital budget of £137.3m has been spent. This is around 19% of the full year capital budget, which is broadly in line with previous years.

85. The governance process for the capital programme requires capital scheme project managers to continually review and assess scheme progress and to advise as soon as changes to planned spend are required. This is a continual process, with resulting revisions to the capital programme reported to council quarterly through the council budget monitoring (CBM) process.

86. Figure 6 below summarises capital spend by directorate.

Figure 6: Capital Budget Monitoring at 30 September 2022



87. A full narrative on scheme progress and emerging risks and issues is provided as Appendix C.

Financial risks

88. Whilst all capital project budgets approved within the programme are supported by business cases, there is inherent risk that the financial modelling underpinning these business cases is no longer accurate. This risk relates to both capital spend estimates and future income stream projections. The risk is heightened this year because of the impact of ongoing market pressures on raw materials and labour prices and current cost of living estimates on household disposable income with forecasts of 12.5% inflation drift. Advice from the council's insurance brokers is that thorough re-costing exercises for major capital projects are undertaken before they are commenced – particularly where capital budgets were approved over four months ago. Reliance on contingencies within capital projects alone does not provide sufficient assurance over adequacy of capital budgets approved.

89. New capital funding will need to be identified and approved to fund potential capital budget increases. The Council has recently increased its capacity to take out new prudential borrowing in respect of this. The Council's debt threshold was increased to £1.334bn by Council at its 8 November 2022 meeting.

90. There is risk of abortive spend on capital projects that are in the early stages of delivery, but which either require business cases to progress or are no longer financially viable because of current market conditions.

91. There are financial risks around potential repayment of capital funding received that would potentially have to be returned should project milestones fail to be met. This includes capital grant funding and capital receipts. The council currently assumes £1.8 million capital receipts funding for Transformation from the disposal of surplus land around the hospital. This receipt can only be utilised if milestones under sale agreement are met.

92. There is specific risk that income projections factored into the MTFP from planned capital investment are not achieved at the pace and extent as that originally assumed when capital budget was approved. Rental income from the CNHAS programme is one such example. Forecast rental income assumptions in the MTFP have now been amended.

93. The council seeks to maximise the use of external government grants to help deliver its capital ambitions. There is risk that grant will need to be repaid or replaced with alternative capital funding should the council be unable to meet relevant grant conditions. There is also risk that approved capital schemes funded from fixed government grant awards will either need to be revised or alternative funding secured, should costs exceed grant funding available, for example the Transforming Cities Fund programme.

94. There is financial risk around the availability of future third party contributions assumed within the capital programme, given current economic conditions.

95. The council has retained an underlying £0.3 million unallocated 'capital fund' (funded from previous years' contributions from revenue budget) to fund feasibility work for potential future capital schemes and to provide match funding for projects to leverage in new external funding. For context this is equivalent to

0.07% of the current 5-year capital programme (£408m over 5 years). This is a comparatively modest allocation. No provision has been made within the MTFP to increase this.

96. There is a risk that schemes previously approved, based on prevailing and council invest to save interest rates at the time, may need to be revisited due to the increasing cost of borrowing currently being experienced. This may challenge the viability of these schemes. Consequently, projects are being reviewed and monitored and any significant financial movements may require reapproval of schemes.

Capital investment programme – funding £137.3 million.

97. Figure 5 below summarises capital funding allocated to finance the 2022/23 capital programme. More than 50% of the programme is funded from external sources (government grant, third party receipts, s106 contributions and community infrastructure levy (CIL)). The majority of capital funding utilises prudential borrowing, the annual borrowing repayments for which have been factored into the MTFP.

98. Specific earmarked capital (£0.6m) and revenue (£0.7m) reserves are allocated to individual capital schemes in the capital programme, including the Heart of Poole.

Figure 5: Capital funding allocated to finance the 2022/23 capital programme.

General Fund	Planned Programme 2022/23 £'000
Government Grant	78,805
Third Party Receipts	1,015
s106	3,242
CIL	1,653
External Funding Contributions	**84,715**
Corporate Revenue Funding for Capital (in year)	521
Capital Fund (previous years revenue funding for capital)	541
Capital Receipts	93
Capital - Earmarked Reserves	635
Revenue - Earmarked Reserves	712
PRU Borrowing - funded from Futures Fund	961
PRU Borrowing - funded from HRA land transfers	1,337
PRU Borrowing - funded from MTFP revenue budget	47,767
BCP Funding Requirement	**52,565**
Capital Investment Funding	**137,280**

Approved capital funding not yet allocated to capital projects

99. In addition to the £137.3m capital funding currently allocated to the 2022/23 capital programme the council has the following funding available to support future projects:

- £10m of SEND infrastructure approved borrowing

- Children's services - High needs capital grant funding
- Capital reserves - up to £1.3 million

Capital investment outside of the capital programme

100. The council also has ambitions to invest in major capital schemes in partnership with the Bournemouth Development Company (BDC) and separately via BCP FuturePlaces Ltd, a wholly owned company. Business cases for these schemes will be presented to Cabinet and Council separately as they arise.

Capital budget virements and acceptance of capital grants

101. In accordance with the council's financial regulations the following rules associated with capital virements, and acceptance of grants apply (after advice from the Chief Finance Officer):

- Acceptance of grants greater than £100,000 and up to £1 million require Cabinet approval
- Virements over £1 million require prior Council approval.
- Virements over £500,000 and up to £1 million require prior Cabinet approval.
- Corporate Directors can approve virements over £100,000 up to £500,000.
- Service Directors can approve virements up to £100,000.

102. There are no new capital virements that require the approval of Cabinet or Council.

Housing revenue account (HRA) monitoring

103. The HRA is a separate account within the council that ring-fences the income and expenditure associated with the council's housing stock. The HRA does not therefore directly impact on the council's wider general fund budget.

104. Within the HRA the Council operates 9,575 tenanted properties. The management agreement with PHP was terminated on 30th June 2022 and all properties are now managed in-house by the Council.

105. Appendix D1 and Appendix D2 provides the detail of both revenue and capital budget monitoring for BCP respectively.

Revenue account

106. Rental income: Total dwelling and non-dwelling rental income of £45.3m was budgeted for the year. This is on course to be achieved, with £23.3m billed up to the end of September. The full year forecast for rental income is in line with budget.

107. Repairs & Maintenance costs: The full year forecast for repair costs is £0.5m greater than the £10.0m budget. This is primarily due to the inflationary cost pressures being experienced in this area. For example, the schedule of rates for Poole neighbourhood response repairs was increased by 9.8% at the start of August in accordance with the contract, which references increases to the prevailing rate of CPI inflation. The full-year forecast is considered reasonably cautious. It represents a considerable increase to prior year actual spend, but at the same time represent current market conditions and pressures.

108. Supervision & Management costs: The full year forecast is £0.4m less than budget of £13.5m. Supervision and management costs include utilities spend, which is forecast to be £0.3m greater than budgeted due to the well documented increases in gas and electricity prices. However, the utilities cost pressure is more than offset by the saving arising from no longer incurring PHP senior management costs (£0.3m) and other forecast underspends across both neighbourhoods.

109. Overall, a net surplus of £5.9m (budget £6.0m) is forecast to be transferred into ringfenced HRA reserves to support the HRA's ongoing capital housing stock investment and maintenance needs.

110. Work has commenced to establish consistent accounting policies across the two neighbourhoods. The Council recently appointed a single firm of chartered surveyors to conduct the year-end housing stock valuation of both neighbourhoods, ensuring there will be a consistent valuation approach at the 2022/23 year-end. Depreciation policy will be harmonised when the existing spreadsheet based fixed asset registers are moved into the new finance system (Dynamics 365) which is planned to go live on 1 April 2023.

Capital programme

111. In February 2022 Council approved an HRA capital programme budget of £63.1m for 2022/23. This includes £48.1m investment in major projects, including those delivered as part of the Council Newbuild Housing & Acquisitions Strategy (CNHAS)) and £15m in planned maintenance. Unspent approved capital budget on major projects of £7.8m has been brought forward from prior year and added to current year capital budget allocation.

112. Of this, £8.3m has been spent in the first six months of the year on HRA major projects, including Cynthia House, Project Admiral, Moorside Road, Northbourne Day Centre and Princess Road. A further £5.0m has been spent on planned maintenance (principally windows, bathroom and kitchen refurbishments and disabled adaptations). In total around 27% of HRA capital budget has been utilised in the first half of the year.

113. The same key financial risks apply to the HRA capital programme as the general fund capital programme. These centre broadly around the ongoing increase in capital budgets from price / cost escalation and reduced availability of new capital funding. In previous years new capital projects could potentially have been part funded from HRA capital reserves or unapplied right-to-buy receipts. The availability of these receipts is reducing as historic unallocated funds are allocated to capital schemes within the HRA capital programme.

114. Princess Rd: £22.2m remaining approved budget for the scheme with in-year 2022/23 actual spend to date of £0.43 million. The project is currently on hold while BCP considers options as tender prices quoted are over budget.

115. Templeman House: £4.9 m budget approved to deliver the scheme with £0.3m actual spend in 2022/23. Scheme now going out to tender to finish off works after previous contractor went into administration.

116. Craven Court: £5.2m budget approved. Contractors appointed and about to start works.

117. Duck Lane: £2.2m remaining approved budget on scheme. The scheme has now received planning permission. We are yet to tender for the building works to begin.

118. Hillbourne development: The original 2022/23 budget of £6.7m for this site assumed that construction work would commence in the current year. The start of construction work is now not expected until 23/24, and therefore the budget has been re-phased.

119. Sterte Court Cladding: The completion of this project has been delayed due to the insolvency of a sub-contractor. Total costs to complete the project are now forecast to be £4.3m, which is £0.5m above the approved budget of £3.8m. Nearly all this project is funded from a DLUHC Building Safety Fund grant. A £3.6m grant has been awarded and the Council will be applying for a further grant award to cover the work variations required to complete the project.

HRA Capital budget virements and acceptance of capital grants

120. In accordance with the council's financial regulations the following rules associated with capital virements, and acceptance of grants apply (after advice from the Chief Finance Officer):

- Acceptance of grants greater than £100,000 and up to £1 million require Cabinet approval
- Virements over £1 million require prior Council approval.
- Virements over £500,000 and up to £1 million require prior Cabinet approval.
- Corporate Directors can approve virements over £100,000 up to £500,000.
- Service Directors can approve virements up to £100,000.

121. The following HRA capital virement requires the approval of **Cabinet**:

Directorate: Operations – Housing Revenue Account

Purpose: Approve an increase in the budget for the Sterte Court Cladding project of £0.5m, with an application to be made to the DLUHC Building Safety Fund for additional grant funding to cover the work variations required to complete the project. A budget of £3.8m was previously approved for this project.

Background papers

February 2022 Cabinet papers

November Finance Update Report to Cabinet

Appendices

Appendix A1 Projected variances greater than £100,000 for 2022/23

Appendix A2 Revenue summary position 2022/23

Appendix B Schedule of forecast movement in reserves for 2022/23

Appendix C General Fund Capital programme progress 2022/23

Appendix D1 Summary of HRA revenue budget monitoring for 2022/23

Appendix D2 Summary of HRA capital budget 2022/23

BCP COUNCIL

Budget Variances 2022/23

Directorate / Service	Type		Description	£000 November Total Variance	£000 December update	£000 December Total Variance
Adult Social Care						
Adult Social Care - Services	Cost of living and other service pressures	Third Party Payments	Estimated care costs increase due to inflationary and market pressures	4,500	400	4,900
		Third Party Payments	Care costs for people with long term conditions	3,278	1,324	4,602
	Savings, Efficiencies and Mitigations	Third Party Payments	Care Cost for people with Learning Disabilities and Mental Health needs	(2,156)	(873)	(3,029)
		Income	Estimated additional income from Health for Continuing Health Care eligible people and Section 117	(2,819)	265	(2,554)
		Income	Section 256 contributions from NHS Dorset	(1,560)	(1,215)	(2,775)
		Income	Service user contributions	(483)	(306)	(789)
		Third Party Payments	Adjustment to the residential and homecare budget from Covid grants	(257)	-	(257)
		Various	Other miscellaneous variances (each less than £100k)	(4)	(109)	(113)
		Employee costs	Directorate unfilled vacancies	(428)	(244)	(672)
		Reserves	Utilisation of earmarked reserves specific to the service	(415)	-	(415)
		Review of earmarked r	Covid pressures	(113)		(113)
		Review of earmarked r	Various others each less than £100k	(235)		(235)
				-		-
Adult Social Care - Services Total				(692)	(758)	(1,450)
Commissioning (Adults) & Public He	Cost of living and other service pressures	Third Party Payments	Tricuro contract impact of cost of living including energy prices	171		171
		Income	Service user contributions	471	(115)	356
				-		-
	Savings, Efficiencies and Mitigations	Third Party Payments	Tricuro efficiencies to manage energy cost pressure	(171)		(171)
		Employee costs	Directorate unfilled vacancies	(52)	(53)	(105)
		Various	Other miscellaneous pressures (each less than £100k)	(75)	37	(38)
Commissioning Centre of Excellence (Adults) & Public Health Total				344	(131)	213
Adult Social Care Total				(348)	(889)	(1,237)
Children's Services						
Children's Services	Cost of living and other service pressures	Third Party Contributio	Health contributions for care placements	1,483		1,483
		School Transport	Non-delivery of SEND transport savings assumed in the 2022/23 base budget	750		750
		School Transport	SEND / mainstream transport contract costs due to the cost of living including fuel prices	1,250		1,250
		School Transport	Mainstream transport - other reasons	(200)		(200)
		Electricity/Gas costs	Assumed price variations	182		182
		Staffing	Overall staffing - continued need for higher than expected levels of agency	860		860
		Staffing	Continuation of additional purchased team (assumed to end in Sept 2022)	-		-
		Care	Residential care 16-18 savings not deliverable as project not taken forward	211		211
		Care	UASC - pressure of grant deficit for those aged over 18	708		708
		Care	Care demand pressures	960		960
	Savings, Efficiencies and Mitigations	Review of earmarked r	Review of Public Health Partnership	(635)	(300)	(935)
		Review of earmarked r	Public Health reserves held by BCP	-		-
		Service saving	Various in-year service savngs (each less than £100k)	(418)	(160)	(578)
Children's Services Total				5,151	(460)	4,691
Children's Services Total				5,151	(460)	4,691

Directorate / Service	Type		Description	£000 November Total Variance	£000 December update	£000 December Total Variance
Operations						
Housing	Cost of living and other service pressures	Electricity/Gas costs	Assumed price variations	155		155
		Income pressure	Telecare reduction to budgeted income assumed 22/23	250		250
		Expenditure pressure	Council New Build Housing Acquisition Strategy (CNHAS) saving assumed in the 2022/23 base budget	219	-121	98
		Expenditure pressure	Housing related support contracts inflationary clause	150		150
		Service pressures	Housing Options & Partnerships	154		154
	Savings, Efficiencies and Mitigations	Service saving	Additional one-off dividend from Bournemouth Building Maintenance Ltd	(200)		(200)
		Service saving	Harmonisation of recharges to the two HRA neighbourhood accounts	(100)		(100)
		Service saving	Homelessness Prevention Grant utilised to cover budget costs	(100)		(100)
		Service saving	Others miscellaneous savings (each less than £100k)	(393)		(393)
Housing Total				(19)	(121)	(140)
Environment	Cost of living and other service pressures	Income pressure	Crematorium income pressure	600	-167	433
		Expenditure pressure	Hydrotreated Vegetable Oil (HVO) costs	400	-11	389
		Expenditure pressure	Volume of waste bins that need replacement	200	-480	(280)
		Expenditure pressure	Waste Disposal Contract	150	-650	(500)
	Savings, Efficiencies and Mitigations	Service saving	Sales of recyclate material – value and volume	(3,100)	500	(2,600)
		Service saving	Capitalisation of neighbourhood highways costs less associated borrowing costs	(930)		(930)
		Service saving	Defer move to HVO fuel across corporate fleet assets (cost avoidance)	(400)	400	-
		Service saving	Sales of waste material from the Household Waste Recycling Centres	(100)		(100)
		Service saving	Green Waste Income	(278)		(278)
		Service saving	Miscellaneuos saving less than £100k	(25)	25	-
		Service saving	Bereavement Services pricing increase options	(167)	167	-
		Service saving	Borrow to finance bin replacements	(347)	347	-
Environment Total				(3,997)	131	(3,866)
Destination & Culture	Cost of living and other service pressures	Expenditure pressure	BH Live	436	-128	308
				-		-
	Savings, Efficiencies and Mitigations	Service saving	Cultural Compact	(129)		(129)
		Service saving	Festival Coast Live	(125)		(125)
		Service saving	Cultural development and networking	(100)		(100)
		Service saving	Income from BH Live	(200)	200	-
		Review of earmarked r	SLM reserve	(560)	220	(340)
Destination & Culture Total				(678)	292	(386)
Coroners	Cost of living and other service pressures	Expenditure pressure	Increased / complex caseload	100		100
Coroners Total				100	-	100
Transport & Engineering	Cost of living and other service pressures	Expenditure pressure	Car Parks, rates increases, card charges and other expenditure items	927	-319	608
	Savings, Efficiencies and Mitigations	Service saving	Car park income increase to reflect previous year's performance	(1,263)	133	(1,130)
		Service saving	Beach car park tariffs increased	(359)		(359)
		Service saving	Remove seasonal concession for car parking	(150)		(150)
		Service saving	Street lighting (excluding utility pressure)	(132)	-213	(345)
		Service saving	Recharging to capital schemes	(340)		(340)
		Service saving	FCERM one off surplus savings from reserve that was to be used for Hamworthy sea wall defences	(260)		(260)
		Service saving	Capitalisation of asset engineering	(125)		(125)
		Service saving	Various others savings each less than £100k	(119)	119	-
		Service saving	Additional income from capital recharges	(400)		(400)
Transport & Engineering Total				(2,221)	(280)	(2,501)

Directorate / Service	Type		Description	£000 November Total Variance	£000 December update	£000 December Total Variance
	Savings, Efficiencies and Mitigations	Service saving	Utilisation of the Community Prosecutions Earmarked Reserve	(105)		(105)
		Service saving	Stopping allocation to development of VRN	(150)		(150)
		Service saving	Recharge of community safety salaries to DA Grant	-	-25	(25)
		Service saving	Various others savings each less than £100k	(110)	110	-
Communities Total				(365)	85	(280)
Operations Directorate General	Cost of living and other service pressures	Electricity/Gas costs	Assumed price variations	3,106	5	3,111
		Expenditure pressure	Other miscellaneous pressures (each less than £100k)	545	16	561
	Savings, Efficiencies and Mitigations	Service saving	Other miscellaneous savings (each less than £100k)	(1,264)	(632)	(1,896)
	Savings, Efficiencies and Mitigations	Service saving	Cleaner, Greener, Safer - Total	(388)	140	(248)
Operations Directorate General Total				1,999	(471)	1,528
Operations Total				(5,181)	(364)	(5,545)
Resources & Transformation						
Customer & Service Delivery	Cost of living/service pressures/savings	Electricity/Gas costs	Facilities Management - Assumed price variations	485		485
		Employee costs	Business Support		(400)	(400)
		Service pressures	Customer Services - underspending against £1.5m allocation	(550)		(550)
		Service pressures	Library PFI Contract inflationary clause	150		150
		Service pressures	Other less than £100k	83	(449)	(366)
Customer & Service Delivery Total				168	(849)	(681)
Resources & Transformation General	Cost of living and other service pressures	Employee costs	Major projects team salaries pressure	135		135
		Employee costs	Audit & Management Assurance	-	(170)	(170)
		Employee costs	Vacancies in Human Resources		(127)	(127)
		Employee costs	Regeneration - Unfilled vacancies / unrequired contingency		(126)	(126)
		Employee costs	Unfilled vacancies in IT, Data & Analytics		(121)	(121)
		Third Party Payments	Software contracts inflationary clause - resources	157		157
		Third Party Payments	Software contracts inflationary clause - SVPP, dev, customer	14		14
		Service pressures	Development of Mosaic Care System after data migration	250		250
		Service pressures	Bank Charges		125	125
		Service pressures	Stour Valley and Poole Partnership - share of overspend		119	119
		Service pressures	Other miscellaneous variances (each less than £100k)	38	(345)	(307)
		Service saving	Elections - separate corporate budget for annual contribution to reserve		(155)	(155)
		Transformation	Recharge to transformation funded from FUCR	-	3,500	3,500
		Transformation	Shortfall against transformation target	1,595		1,595
Resources & Transformation General Total				2,189	2,700	4,889
Resources & Transformation Total				2,357	1,851	4,208
Central Items						
Central Items	Cost of living and other service pressures	Various	Other miscellaneous pressures (each less than £100k)	(34)		(34)
		Employee costs	Pay award above budget at £1,925 per FTE	4,139		4,139
		Employee costs	Assumed 20% element of transformation related redundancy costs which cannot be funded from the FUCR i April 2022 onwards	250		250
		Interest	Assumed interest payable on capitalisation direction	436	(436)	-
	Savings, Efficiencies and Mitigations	Income	Additional Treasury Management Income due to higher interest rates and the additional money made available in advance of spend.	(1,951)	21	(1,930)
		Earmarked Reserve	Release Transformation Mitigation Earmarked Reserve not utilised as planned in 2021/22	(1,949)		(1,949)
		Grant Income	Contain Outbreak Management Fund resources that the Council is able to carry forward into 2022/23 to fund previously planned expenditure	(1,437)	(412)	(1,849)
		Grant Income	Anticipation that the final reconciliation of the Covid 19 Sales, Fees and Charges grant claim will be approved by government	(1,402)		(1,402)
		Financial Services	Stour Valley and Poole Partnership Revenue and Benefits (SVPP) – release of the 2021/22 operational reserve	(435)		(435)
		Contingency	Contingency released to support in-year position	(2,186)		(2,186)
		Beach Huts	Beach hut income as not being transferred to a special purpose vehicle	(3,700)		(3,700)
		Corporate Provisions	Bournemouth Development Company (BDC) released portion of provision	(1,000)		(1,000)
		Minimum Revenue Pro	Winter Gardens finance loan	(304)		(304)
		Transformation	Remove 2022/23 share of redundancy costs that cannot be charged to transformation	(250)	250	-
		Employee costs	Removal of 1.25% National Insurance Levy from November 2022	(583)		(583)
		Electricity/Gas costs	Utility Cost Forecast variation based on Government support package	(100)		(100)
Central Items Total				(10,506)	(577)	(11,083)
Central Items Total				(10,506)	(577)	(11,083)
Grand Total				(8,527)	(439)	(8,966)

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BCP Council - General Fund Summary November 2022

Directorate	Revenue	Working Budget £'000	Forecast Outturn £'000	Forecast Variance £'000
Adult Social Care	Expenditure Total	155,939	158,153	2,214
	Income Total	(49,820)	(53,484)	(3,664)
Adult Social Care Total		**106,119**	**104,669**	**(1,450)**
Children's Services (excl DSG)	Expenditure Total	87,769	92,534	4,765
	Income Total	(14,086)	(14,160)	(74)
Children's Services Total		**73,683**	**78,375**	**4,692**
Commissioning Centre of Excellence	Expenditure Total	35,190	36,315	1,125
	Income Total	(23,401)	(24,313)	(912)
Commissioning Centre of Excellence Total		**11,789**	**12,002**	**213**
Operations	Expenditure Total	166,664	165,441	(1,223)
	Income Total	(110,211)	(114,533)	(4,322)
Operations Total		**56,453**	**50,908**	**(5,544)**
Resources & Chief Executive Office	Expenditure Total	178,492	177,603	(889)
	Income Total	(115,283)	(115,284)	(0)
Resources Total		**63,209**	**62,319**	**(889)**
Transformation (inc target savings)	Expenditure Total	16,744	20,244	3,500
	Income Total	(23,590)	(21,995)	1,595
Transformation Total		**(6,846)**	**(1,751)**	**5,095**
Total Net Cost of Service		**304,406**	**306,522**	**2,116**
Corporate Items				
Provision for repayment (MRP)		13,247	13,247	0
Pensions		5,880	5,880	0
Interest on borrowings		3,339	3,339	0
Winter Gardens finance loan		0	(304)	(304)
Contingency		2,185	0	(2,185)
Pay Award 22/23 original allocation		5,856	5,856	0
Pay Award 22/23 inflation		0	4,139	4,139
Removal of 1.25% National Insurance Levy from November 2022		0	(583)	(583)
Utility Cost Forecast variation based on Government support package		0	(100)	(100)
Transormation Redundancy Costs		0	250	250
Other misc cost of living		0	(34)	(34)
Levies (Environment Agency / Fisheries)		615	615	0
Apprentice Levy		622	622	0
Revenue expenditure on surplus assets		267	267	0
Beach Huts Securitisation of Income Stream		3,700	0	(3,700)
Corporate Items	**Expenditure Total**	**35,712**	**33,194**	**(2,517)**
Corporate Items				
Investment property income		(6,302)	(6,302)	0
Income from HRA		(949)	(949)	0
Other Grant Income		(504)	(504)	0
Interest on cash investments		(45)	(1,975)	(1,930)
Dividend Income		(100)	(100)	0
BDC Winter Gardens Provisions Reduction		0	(1,000)	(1,000)
Movement from reserves		(35,779)	(35,779)	0
Movement from reserves - S31 NNDR Grant		(23,446)	(23,446)	0
Movement from reserves - Council Tax / NNDR Losses Grant		(1,021)	(1,021)	0
Release Transformation Mitigation Earmarked Reserve		0	(1,949)	(1,949)
Contain Outbreak Management Fund resources		0	(1,849)	(1,849)
Covid 19 Sales, Fees and Charges grant claim		0	(1,402)	(1,402)
Stour Valley and Poole Partnership Revenue and Benefits		0	(435)	(435)
Corporate Items	**Income Total**	**(68,146)**	**(76,711)**	**(8,565)**
Net Budget Requirement		**271,972**	**263,006**	**(8,966)**
Funding				
Council Tax Income		(228,965)	(228,965)	0
Business Rates Income		(56,842)	(56,842)	0
Revenue support grant		(3,122)	(3,122)	0
New Homes Bonus Grant		(1,038)	(1,038)	0
Collection Fund Deficit Distribution (Council Tax)		(357)	(357)	0
Collection Fund Deficit Distribution (NNDR)		22,534	22,534	0
Lower Tier Service Grant 2022/23		(469)	(469)	0
Services Grant 2022/23		(3,714)	(3,714)	0
Total Funding		**(271,973)**	**(271,973)**	**0**
Net Position		**(0)**	**(8,966)**	**(8,966)**

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Appendix B - BCP Council - Earmarked Reserves

Detail	31/03/22 Actual Balances £000's	Estimated movement £000's	31/03/23 Estimated Balances £000's	Estimated movement £000's	31/03/24 Estimated Balances £000's
(A) - Financial Resilience Reserves	(42,433)	13,979	(28,454)	26,959	(1,495)
(B) - Transition and Transformation Reserves	(14,334)	14,334	0	0	0
(C) - Asset Investment Strategy Rent, Renewals and Repairs	(2,990)	2,990	0	0	0
(D) - Insurance Reserve	(3,500)	0	(3,500)	0	(3,500)
(E) - Held in Partnership for External Organisations	(4,467)	2,436	(2,031)	228	(1,803)
(F) - Required by Statute or Legislation	(752)	(145)	(897)	(145)	(1,042)
(G) - Planning Related	(748)	290	(458)	0	(458)
(H) - Government Grants	(11,192)	7,326	(3,979)	1,177	(2,802)
(I) - Maintenance	(1,401)	409	(992)	13	(979)
(J) - ICT Development & Improvement	(1,426)	731	(695)	37	(658)
(K) - Corporate Priorities & Improvements	(2,497)	793	(1,704)	504	(1,200)
Sub Total Earmarked Reserve Balance	(85,740)	43,143	(42,710)	28,773	(13,937)
(Hi) - Government Grants (Covid)	(8,483)	7,082	(1,288)	1,168	(120)
(Hii) - NNDR Covid Grants	(19,097)	0	0	0	0
(Ki) - Covid recovery resources	(1,005)	445	(560)	560	0
Sub Total Covid Earmarked Reserve Balance	(28,585)	7,527	(1,848)	1,728	(120)
Total Earmarked Reserve Balance	(114,325)	50,670	(44,558)	30,501	(14,057)

(A) - Financial Resilience Reserves

	31/03/22 Actual £000's	Estimated Movement £000's	31/03/23 Estimated £000's	Estimated Movement £000's	31/03/24 Estimated £000's
Designed to provide the Council with the ability to manage any emerging issues recognising the Council has been operating for two financial years, of which one was significantly impacted by Covid. Includes reserves to enable the management of the MTFP and resources which provide mitigation against the pandemic relating expenditure.					
MTFP Mitigation Reserve	(8,778)	8,778	0	0	0
MTFP Mitigation Reserve- annual review of reserves	(1,914)	1,914	0	0	0
Regeneration Priorities	(3,156)	1,697	0	0	0
Cleaner Greener Safer	(439)	439	0	0	0
Outturn 2021/22	(6,805)	3,286	(3,519)	3,519	0
Covid 19 Financial Resilience Reserve	(9,982)	9,982	0	0	0
Financial Services Capacity system development	(50)	50	0	0	0
Cost of Living Step 1	(2,900)	0	(2,900)	2,900	0
Cost of Living Step 2	(8,409)	638	(7,771)	7,771	0
Financial Resilience Reserves	**(42,433)**	**26,784**	**(14,190)**	**14,190**	**0**

(B) - Transition and Transformation Reserves

	31/03/22 Actual £000's	Estimated Movement £000's	31/03/23 Estimated £000's	Estimated Movement £000's	31/03/24 Estimated £000's
Purpose: Resources set aside to support the one-off change costs of associated with creating the new council and meeting the Councils costs associated with the transformation programme.					
Transformation mitigation Reserve	(14,149)	14,149	0	0	0
BCP Programme Resources Pay & Reward Strategy	(185)	185	0	0	0
Transition and Transformation Reserves	**(14,334)**	**14,334**	**0**	**0**	**0**

(C) - Asset Investment Strategy Rent, Renewals and Repairs

	31/03/22 Actual £000's	Estimated Movement £000's	31/03/23 Estimated £000's	Estimated Movement £000's	31/03/24 Estimated £000's
Purpose: Resources set a side as part of the process of managing annual fluctuations in the rent, landlord repairs and costs associated with the councils commercial property acquisitions as set out in the Non Treasury Asset Investment Strategy.					
Asset Investment Strategy Rent, Renewals and Repairs	**(2,990)**	**0**	**0**	**0**	**0**

(D) - Insurance Reserve

	31/03/22 Actual £000's	Estimated Movement £000's	31/03/23 Estimated £000's	Estimated Movement £000's	31/03/24 Estimated £000's
Purpose: Reserve to enable the annual fluctuations in the amounts of excesses payable to be funded without creating an in-year pressures on the services. Subject to ongoing review by an independent third party.					
Insurance Reserve	**(3,500)**	**0**	**(3,500)**	**0**	**(3,500)**

(E) - Held in Partnership for External Organisations

	31/03/22 Actual £000's	Estimated Movement £000's	31/03/23 Estimated £000's	Estimated Movement £000's	31/03/24 Estimated £000's
Purpose: Amounts held in trust on behalf of partners or external third party organisations.					
Dorset Waste Partnership	(202)	0	(202)	0	(202)
Dorset Adult Learning Service	(652)	200	(353)	0	(353)
Stour Valley and Poole Partnership	(1,849)	1,849	0	0	0
CCG Emotional Wellbeing and Mental Health	(78)	78	0	0	0
Flippers Nursery	(188)	0	(188)	0	(188)
Adult Safeguarding Board	(67)	0	(67)	67	0
Dorset Youth Offending Service Partnership	(536)	100	(436)	100	(336)
Music and Arts Education Partnership	(407)	0	(407)	0	(407)
Youth Programme	(50)	0	(50)	0	(50)
Bournemouth 2026 - West Howe Bid	(45)	0	(45)	0	(45)
Better Care Fund	(270)	189	(61)	61	0
Aspire Adoption Partnership	(90)	0	(90)	0	(90)
Local Safeguarding Partnership Board	(33)	0	(33)	0	(33)
Held in Partnership for External Organisations	**(4,467)**	**2,416**	**(1,932)**	**228**	**(1,704)**

(F) - Required by Statute or Legislation

	31/03/22 Actual £000's	Estimated Movement £000's	31/03/23 Estimated £000's	Estimated Movement £000's	31/03/24 Estimated £000's
Purpose: Amounts which the council is required to hold as a reserve in line with current accounting practice or legislative requirements.					
Building Regulation Account	(139)	0	(139)	0	(139)
Bournemouth Library Private Finance Initiative (PFI)	(683)	(145)	(828)	(145)	(973)
Carbon Trust	70	0	70	0	70
Required by Statute or Legislation	**(752)**	**(145)**	**(897)**	**(145)**	**(1,042)**

(G) - Planning Related

	31/03/22 Actual £000's	Estimated Movement £000's	31/03/23 Estimated £000's	Estimated Movement £000's	31/03/24 Estimated £000's
Purpose: Reserves designed to support planning processes and associated planning activity where expenditure is not incurred on an even annual basis.					
Local Development Plan Reserve	(484)	39	(445)	0	(445)
Planning Hearing and Enforcement Reserve	(73)	60	(13)	0	(13)
Other Planning Related Reserves	(191)	191	0	0	0
Planning Related	**(748)**	**290**	**(458)**	**0**	**(458)**

(H) - Government Grants

	31/03/22 Actual £000's	Estimated Movement £000's	31/03/23 Estimated £000's	Estimated Movement £000's	31/03/24 Estimated £000's
Purpose: Amounts which the council is required to hold as a reserve in line with specific grant conditions.					
Government Grants	(11,192)	6,497	(3,979)	1,177	(2,802)
COVID 19 Government Grants	(8,483)	7,082	(1,288)	1,168	(120)
NNDR Covid Grants	(19,097)	19,097	0	0	0
Total Unspent Grants	**(38,772)**	**32,676**	**(5,267)**	**2,345**	**(2,922)**

(I) - Maintenance

	31/03/22 Actual £000's	Estimated Movement £000's	31/03/23 Estimated £000's	Estimated Movement £000's	31/03/24 Estimated £000's
Purpose: Reserves and sinking funds designed to support maintenance investments in specific services or assets.					
Corporate Maintenance Fund	(251)	0	(251)	0	(251)
Other Maintenance Related Reserves	(1,150)	409	(741)	13	(728)
Maintenance	**(1,401)**	**409**	**(992)**	**13**	**(979)**

(J) - ICT Development & Improvement

	31/03/22 Actual £000's	Estimated Movement £000's	31/03/23 Estimated £000's	Estimated Movement £000's	31/03/24 Estimated £000's
Purpose: Resources set aside to meet various ICT improvement projects					
ICT Development & Improvement	**(1,426)**	**731**	**(695)**	**37**	**(658)**

(K) -Corporate Priorities & Improvements

	31/03/22 Actual £000's	Estimated Movement £000's	31/03/23 Estimated £000's	Estimated Movement £000's	31/03/24 Estimated £000's
Purpose: Amounts set a side to deliver various priorities, some of which will be of a historical natured inherited from the predecessor authorities.					
Capital Feasibility and Small Works Fund	(16)	16	0	0	0
Local Elections Reserve	(527)	(170)	(697)	527	(170)
Other Corporate Priorities & Improvements	(1,954)	947	(1,007)	(23)	(1,030)
Covid recovery resources	(1,005)	445	(560)	560	0
Corporate Priorities & Improvements	**(3,502)**	**1,238**	**(2,264)**	**1,064**	**(1,200)**

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Appendix C

Capital investment programme (CIP) – 2022/2023 narrative by directorate

Capital Investment Programme

Adults Social Care £1.9 million - BCP plans to invest £1.9 million this year in integrated community care equipment to further promote independent living at home. This is an annual commitment funded from government grant.

The Service is currently working on plans to deliver the Extra Care Housing Strategy.

Children's Services £4.9 million - Hillbourne School had a planned budget spend of £0.87 million in the current year and of that, actual spend of £0.4 million has been incurred on new school buildings and immediate external environments. Scheme is still in progress and is scheduled to complete July 2024.

As part of the Council's strategy to address growth and associated financial pressure in the High Needs Block, work is underway to implement a programme of expansion of specialist school places across the conurbation which will help provide local access to cost effective places and a reduction in the Council's reliance on costly independent placements. As part of this strategy the Service is underway to deliver places for young people with an Education Health and Care Plan at Throop Learning Centre. The scheme forms part of the SEND Programme of Expansion. In addition, it is planned that Broadstone Middle School run by the Castleman Academy Trust will expand the existing resource base to provide an additional eight resource base places for children with autism spectrum condition (ASC). The proposal is for the expansion of the existing resource base known locally as The Link, from 15 places to 23 places from September 2022.

Avonbourne School - In line with the amended budget of £500k approved by Cabinet in December 2021 and working in partnership with the Council, United Learning Trust has developed a scheme to provide a total of 150 places over three years achieved through extensive remodelling of existing school accommodation. Following a spatial assessment by an external consultant, the scheme will provide sufficient general and specialist teaching spaces and student and staff WCs. Three bulge classes will have been planned for by September 2022 and a further two are planned for September 2023.

Highways £17.1 million - This includes £15.7 million planned spend on integrated transport and structural capital maintenance, challenge fund interventions and active travel highway improvements. This spend is funded predominantly from DfT capital grant (Local Transport Plan, Pothole Grant, Challenge Fund and Active Travel Fund).

Of the above, £0.7 million of LTP / Pothole Grant funding together with £1 million borrowing is allocated to Neighbourhood Services operations for highways improvements undertaken across the conurbation.

A further £1.4 million spend is planned on transportation projects that have benefited in prior years from Dorset Local Enterprise Partnership (DLEP) pipeline grant funding and are now utilising an element of approved BCP LTP funding to complete. The primary scheme amongst these is the Ferndown-Wallisdown-Poole corridor of which £1.2 million is profiled this year for delivery of phase 2. A further phase is planned but this is yet to be programmed.

Highways TCF £36.9 million – The Transforming Cities Fund (TCF) Programme benefits from £79.3 million of Department for Transport (DfT) TCF grant funding. The council liaises closely with DfT on programme delivery and the profile of planned spend. A total of £21.4 million of this grant has already been utilised in prior years in delivering key elements of this programme. The remainder will be spent across 2022/23 and 2023/24.

Appendix C

Capital investment programme (CIP) – 2022/2023 narrative by directorate

To date, in the current financial year, full business cases for the SED TCF have been approved (in line with TCF Programme Board governance framework) and construction has commenced/completed for interventions at Magna Road (S6-1), Ringwood Road (Longham Minis to Church Road) (S5-9) and Wimborne Road in Dorset (S5-12 and S5-14.) At Wimborne Road in Poole (C5-1) construction re-commenced in September 22 after the summer break. Whitelegg Way (S6-3), Leigh Road (S5-12), Kings Park (C1-2) and Rigler Road (C3-2) have been completed. Planning permission has now been received for two new pedestrian and cycle bridges for Glenferness Avenue (C2-3.) This is a key milestone in terms of the C2-3 programme and allows for more certainty around the programme which is linked to the Network Rail possessions planned in November 2023. Meetings have taken place with the Portfolio Holder and relevant Ward Members, including further engagement during Q2 with the Bus Operator ahead of the Public Information Event for Northbourne/Redhill Roundabouts and Castle Lane West (S6-2, S6-4 and C2-5), that is scheduled for Q3. Two schemes (Ringwood Road and Glenferness Ave) have been presented to the BCP EqIA Panel, with positive outcomes in both cases.

The Construction programme and costs continue to be challenging particularly due to the ongoing significant number of national/global issues which are out of BCPs control. These include the impact of Covid, inflation, the conflict in the Ukraine and the rising costs of materials, energy and fuel. The programme has continued whilst we manage the challenges with the Department of Transport. The number of final business cases planned to be brought forward for SED TCF Programme Board approval during the remainder of the financial year is 4.

Coastal protection £6.3 million – Delivered in partnership with the Environment Agency this year's forecasted expenditure includes £3.8 million investment for continued work on the Poole Bay beach management programme and £1.25 million to progress Poole Bridge to Hunger Hill (PB2HH).

Regeneration £2.7 million – Includes £0.7 million budget for completion of phases one and two of the Lansdowne Business District public realm programme funded by BCP unapplied developer contributions. (Dorset Local Enterprise Partnership (DLEP) grant for this scheme was fully utilised in previous years.) No further funding has yet been approved for completion of phases 3 and 4.

£0.8 million is the remaining profiled spend for the relocation of the Skills & Learning Service from Oakdale to the Dolphin Centre.

£0.3 million is anticipated to be spent on the BIC Medium Term Refurbishment Plan this year which will include upgrading digital infrastructure. The remaining investment (£1.5 million) is now planned for 2023/2024.

Major Development £18.1 million – This includes £12.2 million spend this year for Carter's Quay which is a Build to Rent (BTR) residential scheme by the Council earmarked to provide 161 new homes and ancillary ground floor residential amenity and commercial space. A further £23.8 million spend is planned over 2023 – 2025. This is being fully funded by prudential borrowing.

In November 2021 £5.9 million was approved for the Smart Places Gigabit Fibre Scheme (funded through borrowing via BCP Future Fund). Of this £0.2 million is planned to be spent this financial year with £5.7 million across 2023-2025.

Council approved a £2.6 million allocation from the Future Fund for investment in Pokesdown Railway Station – a joint project with Network Rail/South Western Railway who are currently working on design. The main construction works are profiled for 2024/25. £0.2 million spend expected this year.

Appendix C

Capital investment programme (CIP) – 2022/2023 narrative by directorate

£1.6 million this year is to progress the Highways infrastructure works at Wessex fields. Further funding (Futures Fund borrowing) for works which will fall in 2023/2024 was approved by Cabinet and is being recommended to Council on 8 November.

Other major projects currently being developed include Town Fund schemes supporting the regeneration of Boscombe, and Poole Civic Centre and Christchurch Civic Offices. The latter two are being progressed by BCP FuturePlaces the wholly owned council company set up to drive placemaking regeneration and property market transformation in support of the aspirations set out in the Council's Big Plan.

Destination & culture £8.6 million – including capital spend at Upton Country Park, Russell Cotes and Poole Museums, Rossmore Leisure Centre and the seafront programme.

Due to inflationary pressures in the market the Service is in the process of revising business cases to try and secure additional funding to deliver the projects. There is a plan to present the following capital projects again to Cabinet for approval in the future:

- Canford Cliffs Pavilion **–** current budget approved for delivery of scheme is £1.1 million. This has been reprofiled into 2023/24 until a revised business case is developed. There has been no actual spend incurred to date in 2022/23 (2021/22: nil).

- New Beach Huts – £3.1 million available capital budget approved to deliver scheme. This has been reprofiled into 2023/24 until a revised business case is developed. There has been no actual spend incurred to date in 2022/23 (2021/22: nil).

- Bistro Redevelopment - £6.1 million approved capital budget has been reprofiled into 2023/24 until a revised business case is developed. Up to date actual spend on the project for 2022/23 has been £0.133 million (2021/22: £0.5 million)

- Mudeford CAFÉ £0.96 million has been reprofiled into 2023/24. No actual spend has been incurred in the current year as the Service is currently waiting on a planning decision for development of the site. Planning decision expected in November 2022.

Durley Chine Environment Hub - £1.8 million capital budget approved for 2022-26. Project is funded through Coastal Communities Fund grant. £1.5m actual spend incurred in 2021/22 and £0.38 million spent to date in the current year (22/23). Expectations are that the site will be up and running in the Autumn with a public launch Easter 2023. There currently is a funding gap of £0.4 million which the Service is looking to address.

The 2022/23 cultural programme includes £3.3 million profiled spend on Heritage fund schemes - Upton Country Park (UCP), Highcliffe Castle and Poole Museum projects. UCP and Poole Museum schemes are programmed to complete delivery in future years. Also within the cultural programme is the decarbonisation works at the Poole Museum which benefits from significant Salix grant funding. The remaining £1 million on this project is being spent this year.

Housing £19.8 million – The council approved its Council Newbuild Housing & Acquisition Strategy (CNHAS) in November 2021. £14.2 million investment is planned spend under CNHAS this year.

Work has begun on the delivery of private rented sector accommodation and a new hostel at Princess Road. £0.3 million is planned spend for this year with a further £13.6 million to be spent across 2023-2025 to complete the programme. Given the wider financial landscape particularly material inflation and interest rate increases, schemes are being reviewed to ensure still affordable before commencing with an acquisition.

The council continues to invest in its ongoing Disabled Facilities Grant (DFG) programme. Forecasted spend for this year is £4 million funded by government grant allocation.

Appendix C

Capital investment programme (CIP) – 2022/2023 narrative by directorate

Estates £2.2 million – this represents profiled spend on hard facilities management across the authority and includes investment in the maintenance of BH Live assets funded from council reserves and investment across the wider civic estate part funded from the Public Sector Decarbonisation Scheme (PSDS) Salix grant. All Salix funded projects are time limited and must deliver target cost/carbon savings. Up to £1.2 million Salix funding is underwritten by the Green Futures Fund should this be required. Salix have now validated the council's submission of eligible spend and the projects are nearing completion.

Environment £13.3 million – this includes £9.9 million profiled spend this year on fleet operations and management in line with the Sustainable Fleet Management Strategy approved by Council in September 2021. This programme is fully funded by prudential borrowing.

£0.5 million is planned spend on the council's Cleaner Greener Safer programme, which supports the Council's 2030 carbon neutral declaration and is consistent with its Sustainable Fleet Management Strategy and Fleet Replacement Programme.

Around £2.4 million is profiled to be spent on various projects as part of the council's investment in its Parks and Open Space management.

Resources £5.5 million – £2.8 million is currently scheduled to be spent this year to complete part of the council's accommodation strategy facilitating the move to the new civic offices in Bournemouth. An additional £1.3 million relating to the Coroners Service and Bournemouth Customer Services has been reprofiled into 2023/24.

As part of the transformation programme £1 million is due to be spent this year to maintain and improve agile working arrangements and to continue investment in backup and security, and data management. This is in addition to the £0.6 million planned investment in the annual ICT investment plan. £0.7 million relates to planned spend on the Bournemouth and Poole Crematorium refurbishment projects.

HRA - Revenue Account 2022/23

	Full year budget £000	Full year forecast £000	Quarter 2 actuals £000	Forecast variance £000
Income				
Dwelling rents	(45,043)	(45,043)	(23,328)	0
Non-dwelling rents	(270)	(270)	(132)	0
Charges for services and facilities	(2,103)	(2,066)	(839)	37
Contributions to expenditure	(381)	(527)	(264)	(146)
Other income	0	0	0	0
Total income	**(47,797)**	**(47,906)**	**(24,563)**	**(109)**
Expenditure				
Repairs and Maintenance	10,036	10,536	4,688	500
Supervision and Management	13,549	13,129	4,316	(420)
Rent, rates, taxes and other charges	427	439	45	12
Bad or doubtful debts	400	400	0	0
Capital financing costs (debt management costs)	186	186	0	0
Depreciation	11,791	11,791	0	0
Net interest payable	5,446	5,446	2,337	0
Total expenditure	**41,835**	**41,927**	**11,386**	**92**
Net operating (surplus) / deficit	**(5,962)**	**(5,979)**	**(13,177)**	**(17)**
Appropriations to reserves				
Transfer to/from HRA reserve	5,962	5,979	0	17
Total appropriations	**5,962**	**5,979**	**0**	**17**

(Surplus) / deficit	**0**	**0**	**(13,177)**	**0**

BCP HRA - Capital programme 2022/23

	Original budget £000	Budget adjustment £000	September forecast £000	September YTD spend £000	Budget remaining £000
Major projects - construction					
Moorside Road	1,939	(101)	1,838	1,007	831
Templeman House	3,000	(2,708)	292	292	(0)
Craven Court	2,750	(1,805)	945	4	941
Duck Lane Phase 2	1,400	(1,398)	2	1	0
Wilkinson Drive	1,816	(231)	1,585	291	1,294
Cabbage Patch Car Park	1,790	347	2,137	897	1,240
Northbourne Day Centre	1,141	382	1,523	712	811
Luckham Road/Charminster Road	0	175	175	1	174
Princess Road	10,000	(9,568)	432	328	104
Mountbatten Gardens	149	(108)	41	42	(0)
43 Bingham Road	0	150	150	14	136
Roeshot Hill	0	4	4	4	0
Cladding	397	213	610	379	231
New Build - Infill Projects	145	0	145	32	113
New Build - Montacute	0	0	0	1	(1)
Old Town Tower Block Works (Project Admiral)	4,022	(322)	3,700	1,490	2,210
Herbert Avenue Modular	2,656	(1,036)	1,620	694	926
Cynthia House	2,785	(575)	2,210	1,112	1,098
Hillborne School Development	6,655	(5,880)	775	33	742
Egmont Road	310	(295)	15	2	13
Sopers/Cavan Crescent Development	440	(425)	15	1	14
Oakdale	1,920	(1,920)	0	0	0
Major projects - feasibility					
Heart of West Howe SRT	0	20	20	0	20
Beaufort Park/Cranleigh road	600	(600)	0	0	0
Surrey Road	350	(6)	344	9	335
Palmerstone Road	0	0	0	1	(1)
Urgent Feasibility works	0	(4)	(4)	9	(13)
Other					
Purchase and Repair - generic code	1,500	0	1,500	0	1,500
New build & acquisition	200	0	200	0	200
Capitalised salary costs	433	0	433	184	249
Small Projects/Acquisitions	1,500	0	1,500	644	856
New computer system	180	0	180	90	90
sub-total major projects	**48,078**	**(14,655)**	**33,423**	**8,274**	**25,149**
Planned maintenance					
External standard doors	272	0	272	61	211
Fire safety programmes	1,248	0	1,248	493	755
Kitchen replacement programme	1,900	0	1,900	639	1,261
Heating & hot water systems	1,069	0	1,069	519	550
Bathrooms	1,005	0	1,005	368	637
Building envelope	324	0	324	99	225
Electrical and lighting works	648	0	648	62	586
Door entry system	77	0	77	6	71
Structural repairs and works	58	0	58	9	49
Lift improvements & replacements	168	0	168	74	94
Outbuildings (inc garages)	45	0	45	7	38
Asbestos	100	0	100	38	62
Insulation / Energy conservation / Environmental	1,250	0	1,250	81	1,169
Windows	1,800	0	1,800	1,208	592
Building external works	840	0	840	258	582
Boundaries, communal areas, hardscapes, drainage	200	0	200	98	102
Roofing	915	0	915	78	837
Bedroom extensions	50	0	50	12	38
Plastering	81	0	81	25	56
Housing & Health Safety Cat 1 & 2	138	0	138	8	130
Disabled adaptations	600	350	950	439	511
Various programmes (under £100k)	350	0	350	267	83
Sheltered sites	50	0	50	0	50
Contingency	500	0	500	0	500
Capitalised salaries	952	0	952	156	797
Other (PV Installations, Sustainability,Voids)	0	650	650	-11	661
sub-total planned maintenance	**14,640**	**1,000**	**15,640**	**4,994**	**10,646**
total capital programme	**62,718**	**(13,655)**	**49,063**	**13,268**	**35,795**

Percentage budget capital programme spend (as % of forecast)	**27%**

CABINET

Report subject	**Exploring the options for devolution to BCP Council**
Meeting date	23 November 2022
Status	Public Report
Executive summary	In February 2022 Government released its White Paper on Levelling Up, its flagship policy which is intended to impact on all areas of central and local government, and to reduce the differentiation between those people and places who are successful and those who are left behind. A key component of Government's plan is *"to devolve power and give local leaders and communities the tools they need to make better places"* (*Levelling Up and Regeneration (www.gov.uk)*. This report presents the work undertaken to date to explore the opportunities for Bournemouth, Christchurch and Poole in relation to devolution, and recommends that this exploratory work continues until such a time as a decision is required.
Recommendations	**It is RECOMMENDED that:** **i) Approves the continuation of exploratory work relating to devolution until such time as a final decision is required;** **ii) Requests a further report is brought back to Cabinet**
Reason for recommendations	Further work is required to fully understand the options available to the Council before a final decision can be made.
Portfolio Holder(s):	Councillor Drew Mellor – Leader of the Council Councillor Philip Broadhead - Deputy Leader of the Council and Portfolio Holder for Development, Growth and Regeneration
Corporate Director	Adam Richens, Corporate Finance Director
Report Authors	Chris Shephard, Director of Economic Development
Wards	Council-wide
Classification	For Decision

Background

1. In February 2022 Government released its long-awaited White Paper on Levelling Up, the Government's flagship policy that, along with the associated Levelling Up and Regeneration Bill, will impact all areas of Central and Local Government.

2. In January 2022, Cabinet received a report, ahead of the white paper's publication, that set out the Council's preliminary response to Levelling Up. In February the Council's Corporate Management Board considered a subsequent report that explained the white paper and the steps officers could take to embed its principles into work across the Council. Since then, work has continued to ensure that we understand our Levelling Up priorities, that we can evidence these and ensure that Levelling Up is embedded in our policies and strategies, performance reviews and democratic processes. This demonstrates our strong leadership and continued commitment to the policy which will ultimately benefit our communities and places.

3. The concepts of levelling up, as described in government policy statements and announcements, supports the Councils Vison of producing vibrant communities, with outstanding quality of life, where everyone plays an active role. This vison can only be achieved by enabling all member of our communities to engage in society and to have equal opportunities to accessing employment and support services.

4. A key component of Government's plan is "to devolve power and give local leaders and communities the tools they need to make better places" (Levelling Up and Regeneration - www.gov.uk). This report presents the work that has been undertaken to explore the opportunities for BCP Council and the communities of Bournemouth, Christchurch and Poole in relation to this part of the White Paper and recommends that this work continues, with all options open, until a decision is required. At this time, this work is only exploratory and does not commit or bind BCP Council to any option presented.

Devolution – More power to local leaders

5. As Government reports in the link at 4, the Levelling Up and Regeneration Bill has several areas of focus including *"Devolving powers to all areas in England that want them, providing more control over budgets, transport and skills"*.

   It goes on to say,

   "In England, the Bill provides for new devolution structures and simplifies existing arrangements for devolving power, which are complicated and burdensome. It delivers models that will allow all parts of the country – not just major cities – to benefit from bespoke devolution deals, giving local leaders the powers to meet their communities' needs. Providing these opportunities for all communities will increase innovation and enhance local accountability, leading to more joined up services and decision making, greater flexibility over funding and more inward investment. Alongside these new powers, the Bill includes measures to increase the accountability and transparency of local leaders to their communities.

   The government has set a mission for every part of England that wants one to have a devolution deal with powers at or approaching the highest level of devolution, and a simplified, long-term funding settlement by 2030. New and deeper devolution deals will empower local leaders to grow their local economies and improve public services, delivering on the other missions set out in the Levelling Up White Paper".

   Figure 1: Devolution Framework, P140 Levelling Up White Paper HMG

Table 2.3 Devolution Framework

Level 3 – A single institution or County Council with a directly elected mayor (DEM), across a FEA or whole county area

Level 2 – A single institution or County Council without a DEM, across a FEA or whole county area

Level 1 – Local authorities working together across a FEA or whole county area e.g. through a joint committee

Function	Detail	L1	L2	L3
Strategic role in delivering services	Host for Government functions best delivered at a strategic level involving more than one local authority e.g. Local Nature Recovery Strategies	✓	✓	✓
	Opportunity to pool services at a strategic level	✓	✓	✓
	Opportunity to adopt innovative local proposals to deliver action on climate change and the UK's Net Zero targets	✓	✓	✓
Supporting local businesses	LEP functions including hosting strategic business voice		✓	✓
Local control of sustainable transport	Control of appropriate local transport functions e.g. local transport plans*		✓	✓
	Defined key route network*			✓
	Priority for new rail partnerships with Great British Railways – influencing local rail offer, e.g. services and stations			✓
	Ability to introduce bus franchising		✓	✓
	Consolidation of existing core local transport funding for local road maintenance and smaller upgrades into a multi-year integrated settlement			✓
Investment spending	UKSPF planning and delivery at a strategic level		✓	✓
	Long-term investment fund, with an agreed annual allocation			✓
Giving adults the skills for the labour market	Devolution of Adult Education functions and the core Adult Education Budget		✓	✓
	Providing input into Local Skills Improvement Plans		✓	✓
	Role in designing and delivering future contracted employment programmes			✓
Local control of infrastructure decisions	Ability to establish Mayoral Development Corporations (with consent of host local planning authority)			✓
	Devolution of locally-led brownfield funding			✓
	Strategic partnerships with Homes England across the Affordable Housing Programme and brownfield funding			✓
	Homes England compulsory purchase powers (held concurrently)		✓	✓
Keeping the public safe and healthy	Mayoral control of Police and Crime Commissioner (PCC) functions where boundaries align^			✓
	Clear defined role in local resilience*		✓	✓
	Where desired offer MCAs a duty for improving the public's health (concurrently with local authorities)			✓
Financing local initiatives for residents and business	Ability to introduce mayoral precepting on council tax*			✓
	Ability to introduce supplement on business rates (increases subject to ballot)			✓

** refers to functions which are only applicable to combined authorities*

^ refers to functions which are are currently only applicable to mayoral combined authorities

6. The White Paper proposes a new devolution framework for England (figure 1).

"The UK Government is setting out a new devolution framework for England. This framework is designed to create a clear and consistent set of devolution pathways

for places, enabling them to widen and deepen their devolved powers subject to meeting certain pre-conditions. The preferred model of devolution is one with a directly-elected leader covering a well defined economic geography with a clear and direct mandate, strong accountability and the convening power to make change happen. However, because this may not suit all areas, the framework sets out a flexible, tiered approach, allowing areas to deepen devolution at their own pace"

7. It talks about four principles that underpin the new framework which are:

    - Effective Leadership
    - Sensible Geography
    - Flexibility
    - Appropriate Accountability

8. This provides an opportunity for areas with a 'well-defined economic geography and a cohesive population of over 500,000' to develop a rationale to pursue one of the Devolution Framework options as outlined in Figure 1 – i.e. levels 1 to 3.

    The framework can be summarised in the following way:

    • Preferred model: A prominent, accountable individual in an area. Ideally, this leader is directly elected.

    • Where an area does not have a directly elected leader, devolution needs a clear decision-making structure.

    • For a single, large local authority, this means a leader and cabinet system.

    • Where there is a group of authorities, they will need to establish an appropriate institution.

    • Where a group of authorities are seeking a non-mayoral combined authority, there needs to be clarity on how decisions will be made – for instance, by majority vote.

9. It should also be noted that devolution is a mechanism to support levelling up. Therefore, any 'devolution deal' would need to show how it addresses identified barriers to prosperity, including:

    - Boosting productivity, pay and living standards by growing the private sector, especially in places where they are lagging
    - Spreading opportunities and improving public services, especially in those places where they are weakest
    - Restoring a sense of community, local pride and belonging, especially in those places where they are slipping
    - Empowering local leaders and communities, especially in those places lacking local agency.

10. The government has also highlighted the on-going role and retention of the key strengths of Local Enterprise Partnerships (LEPs), identifying the opportunity to align devolution, LEPs and an integrated business voice. Specifically, Government is including LEPs and their business boards as part of Level 2 of the devolution framework.

11. *"Fundamentally, devolution is a means to an end. The government believes that strong and dynamic local leadership, that can understand how complex issues come*

together in a place, tailor policy to local priorities, attract investment and seize each area's opportunities, is critical to levelling up. Strengthening local leadership through devolution will give local politicians control of the levers they need to level up and deliver better outcomes and services for local residents" (HMG).

The Local Picture

12. It has been reported before as to the complex nature of the landscape in which Bournemouth, Christchurch and Poole and BCP Council finds itself. There are merits and challenges with working closely with colleagues and locations to the east as there are to the west. The Devolution Framework and Levelling Up White Paper has done nothing to make that less complicated. The Council has therefore begun informally exploring two possible scenarios.

Pan-Hampshire

13. In 2021, Hampshire County Council commissioned consultancy Metro Dynamics to bring together officers from across Hampshire to create a proposal for a County Deal. BCP Council was invited to join these informal discussions and more latterly, was included in the draft document that is appended to this report. This proposal is known as the Pan-Hampshire County Deal.

    The following is an extract from a Hampshire County Council report:

    "The Pan-Hampshire County Deal has the potential to strengthen economic recovery across Hampshire as a whole and deliver major strategic economic initiatives and programmes.

    This would be achieved through securing substantial new functions, powers, and resources to enhance place based leadership at regional, sub-regional and local levels for the benefit of local residents, including leveraging significant investment funding from Government and the private sector"

    The key partners in the Pan-Hampshire County deal, who have all supported that issue, in November 2021, of a Statement of Common Ground, are:

    - Hampshire County Council
    - District councils in Hampshire
    - Bournemouth Christchurch and Poole Council
    - Isle of Wight Council
    - Portsmouth City Council
    - Southampton City Council

14. A draft County Deal prospectus has been put together, which evidences a clear functional socio-economic geography of the Pan-Hampshire region and its strong economic foundation as a net contributor to the UK economy. The draft prospectus outlines a range of opportunities and associated strategic proposals that would have a measurable positive impact on the lives of residents and could form the basis for further discussions with stakeholders and Government.

15. In February 2022, the much awaited government White Paper, Levelling Up the United Kingdom, was published. This set out an ambition to extend, deepen and simplify devolution across the country, and commits to establishing a new model of Combined Authority that would enable devolution deals to be agreed by County

Councils and/or Unitary Councils, encouraging collaboration where relevant with District Councils.

16. Within the White Paper the Government announced 9 Wave 1 areas to be negotiated first which in the South West, included two potential deals in Cornwall and in Devon, Plymouth and Torbay;

17. The White Paper also set out the governance framework for devolution against a range of potential functions, with Level 3 being the most powerful and Level 1 being the least powerful but noting that there will be scope to negotiate further powers, on a case-by-case basis, and an opportunity to adopt innovative local proposals to address specific challenges and opportunities. (Figure 1)

18. The draft prospectus for change articulates 4 four key thematic areas of focus with measurable outcomes and benefits to communities:

    - Sector Growth and Skills;
    - Place Strategy;
    - Net Zero and Net Environmental Gain;
    - Integrated Transport.

19. In April 2022, the 5 County / Unitary Leaders came together in an informal exploratory meeting with the Parliamentary Under Secretary of State as a continuation of the collective engagement with Government. This meeting was extremely constructive, and the Minister was complementary of the emerging ambition of the proposals and the professionalism of the work that has been performed so far. The Minister clarified that County Deals are expected to include whole County areas and was not aware of any Deal that would split a County between two or more separate Deals. That would have implications for any ongoing debate about a Pan-Hampshire deal, about the future of Dorset Council's participation, or absence, in such a deal.

    As expected, and in accordance with the White Paper, the Minister was clear that with the level of ambition in the Pan-Hampshire proposal, there would be expectations from government of new governance requirements including a requirement for some form of Directly Elected Leader.

20. In May 2022, following the Queen's Speech, the Levelling Up and Regeneration Bill was published, setting out further clarity on the expected governance of a County Deal through a Combined County Authority (CCA). Key points of clarity in the Bill are:

    - There cannot be 2 or more CCA's across a single County Area.
    - The previous language of a "Mayor" will not be prescribed.
    - Public Consultation would be required as part of finalising proposals for a CCA.
    - The Secretary of State may make regulations establishing a CCA for an area only if:

    - The Secretary of State considers that to do so is likely to improve the economic, social and environmental well-being of some or all of the people who live or work in the area.

- The Secretary of State considers that to do so is appropriate having regard to the need:
- To secure effective and convenient local government, and to reflect the identities and interests of local communities
- The Secretary of State is satisfied that the proposal will achieve the stated purpose of establishing a CCA.
- The constituent councils' consent, and
- Any public consultation required has been carried out".

21. Figure 2 shows a SWOT analysis of the Pan-Hampshire deal as viewed from BCP Council.

Figure 2: Pan-Hampshire Deal SWOT

Strengths	**Weaknesses**
Gateway to the world message	No business input so far
Net-Contributor to the exchequer	No skills input so far
Clear priorities	Housing issue not tackled
Good balance between economy and environment	Not aligned to BCP transport plans
Big enough geography to have a Directly Elected Mayor	The Hampshire struggle County/ District/Unitary
Balanced governance model	Massive geography meaning common threads are few/thin
Opportunity	**Threats**
Bigger pot of funding	Hard to resource
Clout with Government	Not part of the natural "club"/network around Hampshire
A global destination	Will BCP get left behind/left out?
Bigger than the sum of its parts	Will a single investment fund really bring additional funds to BCP?
Can still be independent	

Dorset

22. Work on a similar proposal for Dorset is a lot less developed but would be simpler to bring forward given the smaller geography and much simpler local government and wider public sector infrastructure, following local government reorganisation in 2019 and health reorganisation this year. At a Council meeting on 15th February 2022, the Leader of Dorset Council said that *"The recently published Levelling Up White Paper had presented opportunities for devolution and a County Deal".* He was keen to see *"Dorset Council work in partnership with BCP to consider opportunities across the Dorset area to increase funding into Dorset".*

23. Further communications between senior officers since then have resulted in an early stage, informal and exploratory thinking around potential "asks and offers" building on the Dorset Local Industrial Strategy and associated Investment Prospectus, created by the Dorset LEP. These documents provide a high-quality proposition that has already got widespread support, that also creates a strong platform for additional proposals. A thought piece (Appendix A) lists some of these asks and puts across the key points for consideration should a Dorset Deal be taken forward. This has been jointly commissioned to help further debate and discussion, at no cost to BCP Council (with thanks to Dorset Council). Sandra Rothwell, the consultant commissioned has not only created the Dorset Local Industrial Strategy and Dorset Investment Prospectus, but also works with other areas to help them work through the devolution proposals, so is well placed to provide this assistance.

24. Both Leaders have made it clear that they would not be seeking a Directly Elected Mayor for the wider Dorset area, as this could undermine the huge efforts to simplify local government structures across Dorset in 2019. The report from Sandra Rothwell says

    "Whilst there are a number of headlines against the 'asks' these outline how both Councils would use the additional powers or investment, rather than a clear set of new and innovative offers – and, crucially, leverage. Further work will need to be taken forward to create a compelling and clear offer from Dorset with which to 'negotiate' the emerging asks.

    It should also be noted that for many of these initial asks, only areas seeking a Level 3 option will have the ability to negotiate for extended powers/investment. Dorset/BCP may need to pursue a more innovative set of governance options if they are to secure the asks alongside a level 1 or 2 option.

    Whatever the asks and offers, clarification on the proposed governance is critical. If an elected Mayor is not the preferred route, Dorset and BCP Councils might consider an innovative 'front-runner' model which builds on the long history of collaboration and partnership between them (and builds on the relatively recent Local Government Reorganisation process)".

    Significant further work would be required to create, develop and test that innovative model in the context outlined above.

25. Figure 3 shows a SWOT analysis of the Dorset Deal as viewed from BCP Council, appreciating this proposal is at an early stage of development.

Figure 3: Dorset Deal SWOT

Strengths	**Weaknesses**
Easy win for Government	Early days
Business as usual	Could undermine LGR
Networks and partnerships already in place	Potential loss of ability to direct funds to BCP needs
	Not very exciting to HMG?
	Is it really going to shift the dial on productivity?

Opportunity	Threats
Take forward projects already identified and agreed	Is it unadventurous – what's the point if it's only business as usual?
Economies of scale?	Will other areas want to join making the focus more rural – Devon/Wilts?
Gain powers and £ for new ideas that will directly benefit BCP	How committed are our partners?
To further the strong leader/front runner model	Do we lose the economic connectivity to the East?

Great South West

26. There have also been ongoing regional discussions about a "Greater South West" configuration, which is not leading towards discussions of a county deal or similar devolution deal, but which brings together similar regional interests across the whole of the South West. Some of the agenda and key priorities that have been discussed in this context match the key priorities for the BCP area and its Economic Development, Smart Place and Climate Change strategies, such as those focusing on the Maritime and Marine sector, Net-Zero Carbon and the creation of a smart and connected region. However, resourcing regular engagement in this network will be challenging, especially when there are existing relationships in place and geographically the BCP area is at one far end of the region.

Central South

27. Further to the Pan-Hampshire proposal, others have been exploring a Central South approach. Largely business led through organisations like Business South, and with support from the Southern Policy Centre , analysis, reports, conferences and events have been ongoing for some years. Ultimately for this to get the same traction and government support as other Pan Regional Partnerships, this work needs to now be wrapped up into the pan-Hampshire deal discussions.

Conclusion

28. This report explains the work that has been developing to explore options for devolution, as part of the Council's response to the Government's Levelling Up White Paper. It sets out what we know to date and what more there is to do, particularly when considering a Dorset Deal, and highlights potential strengths and weaknesses of both deals. This report is therefore asking for approval to continue with this work supporting both scenarios as outlined in an exploratory manner. It also asks for approval to bring a further paper back to Cabinet with more details for decision at the appropriate time in the future.

Options Appraisal

29. Option 1: To accept the recommendations in this report, approving the continuation of work relating to devolution until such time as a final decision is required, with a further report to be brought back to Cabinet at that point;

30. Option 2: To not accept the recommendations in this report, to stop work relating to devolution and potentially lose any associated opportunities and benefits.

Summary of financial implications

31. There are no financial implications arising from this report.

Summary of legal implications

32. There are no legal implications arising from this report.

Summary of human resources implications

33. There are no human resources implications of this report

Summary of sustainability impact

34. There are no sustainability impacts of this report.

Summary of public health implications

35. There are no public health implications of this report

Summary of equality implications

36. Working with EIA team to understand whether this is required for this report

Summary of risk assessment

37. There are low risks associated with this report, at this stage this is exploratory only.

Background papers

None

Appendices

Appendix A: Thought piece from consultancy Rothwell on opportunities for a Dorset Deal

‘Dorset Deal’: Think piece for further dialogue

Contents:

1. **Context**
2. **Current status**
3. **Review of current asks**
4. **Governance**
5. **Recommendations/next steps**

Prepared for John Sellgren, September 2022

1. Context

The UK Government released its Devolution Framework[1] in February 2022:

Table 2.3 Devolution Framework

Level 3 – A single institution or County Council with a directly elected mayor (DEM), across a FEA or whole county area

Level 2 – A single institution or County Council without a DEM, across a FEA or whole county area

Level 1 – Local authorities working together across a FEA or whole county area e.g. through a joint committee

Function	Detail	L1	L2	L3
Strategic role in delivering services	Host for Government functions best delivered at a strategic level involving more than one local authority e.g. Local Nature Recovery Strategies	✓	✓	✓
	Opportunity to pool services at a strategic level	✓	✓	✓
	Opportunity to adopt innovative local proposals to deliver action on climate change and the UK's Net Zero targets	✓	✓	✓
Supporting local businesses	LEP functions including hosting strategic business voice		✓	✓
Local control of sustainable transport	Control of appropriate local transport functions e.g. local transport plans*		✓	✓
	Defined key route network*			✓
	Priority for new rail partnerships with Great British Railways – influencing local rail offer, e.g. services and stations			✓
	Ability to introduce bus franchising		✓	✓
	Consolidation of existing core local transport funding for local road maintenance and smaller upgrades into a multi-year integrated settlement			✓
Investment spending	UKSPF planning and delivery at a strategic level		✓	✓
	Long-term investment fund, with an agreed annual allocation			✓
Giving adults the skills for the labour market	Devolution of Adult Education functions and the core Adult Education Budget		✓	✓
	Providing input into Local Skills Improvement Plans		✓	✓
	Role in designing and delivering future contracted employment programmes			✓
Local control of infrastructure decisions	Ability to establish Mayoral Development Corporations (with consent of host local planning authority)			✓
	Devolution of locally-led brownfield funding			✓
	Strategic partnerships with Homes England across the Affordable Housing Programme and brownfield funding			✓
	Homes England compulsory purchase powers (held concurrently)		✓	✓
Keeping the public safe and healthy	Mayoral control of Police and Crime Commissioner (PCC) functions where boundaries align^			✓
	Clear defined role in local resilience*		✓	✓
	Where desired offer MCAs a duty for improving the public's health (concurrently with local authorities)			✓
Financing local initiatives for residents and business	Ability to introduce mayoral precepting on council tax*			✓
	Ability to introduce supplement on business rates (increases subject to ballot)			✓

** refers to functions which are only applicable to combined authorities*
^ refers to functions which are are currently only applicable to mayoral combined authorities

[1] P.140, Levelling Up White Paper, February 2022: Devolution Framework

This provides an opportunity for areas with a 'well-defined economic geography and a cohesive population of over 500,000' to develop a rationale to pursue one of the Devolution Framework options – i.e. levels 1 to 3. The framework can be summarised in the following way:

- Preferred model: A prominent, accountable individual in an area. Ideally, this leader is directly elected.
- Where an area does not have a directly elected leader, devolution needs a clear decision-making structure.
- For a single, large local authority, this means a leader and cabinet system.
- Where there is a group of authorities, they will need to establish an appropriate institution.
- Where a group of authorities are seeking a non-mayoral combined authority, there needs to be clarity on how decisions will be made – for instance, by majority vote.

It should also be noted that devolution is a mechanism to support **levelling up**. Therefore, any 'devolution deal' will need to show how it addresses identified barriers to prosperity, including:

1. Boosting productivity, pay and living standards by growing the private sector, especially in places where they are lagging
2. Spreading opportunities and improving public services, especially in those places where they are weakest
3. Restoring a sense of community, local pride and belonging, especially in those places where they are slipping
4. Empowering local leaders and communities, especially in those places lacking local agency.

The government has highlighted the on-going role and retention of the key strengths of Local Enterprise Partnerships (LEPs), identifying the opportunity to align devolution, LEPs and an integrated business voice. Specifically, Government is including LEPs and their business boards as part of Level 2 of the devolution framework.

Following the confirmation of the new Prime Minister on 5/09/22 and subsequent cabinet changes, we can note the following:

- The new SoS at DLUHC has previously been a supporter of devolution and innovation in Local Government (although with a preference for less spending).
- Any financial asks around tax will need to align with HMG thinking on tax cuts.
- Targeting cost of living impacts within the levelling up agenda will be critical.
- The new SoS at BEIS may be 'luke warm' on renewable energy.
- Areas of policy detail will likely emerge over the coming weeks – with a critical date in early November 2022 and the Autumn Budget.

2. Current status - Dorset and BCP Council areas:

There are clearly a number of devolution options open to the Dorset and BCP Unitary Council areas, although given their current population size both will need to partner with another area which has an economic and community resonance.

To date, an indicative 'menu' of Dorset and BCP asks has been developed across the Devolution Framework 'functions' (see table above, 1st column).

It should be noted that this is an early set of 'asks', not yet fully tested and explored.

Over time any agreed suite of priorities for a Dorset/BCP Devolution Deal will need to be further refined to address the following:

1. How these address (specifically and with an evidential analysis) the **levelling up** priorities around productivity, pride, services and empowerment).
2. This is a detailed set of **asks only**. Any devolution deal will also need to indicate the devolution 'offers' from the area to support heightened delivery of Government policy (particularly linked to levelling up). To date a substantive list of local 'offers' has yet to be developed. Whilst there are a number of headlines against the 'asks' below, these outline how both Councils would use the additional powers or investment, rather than a clear set of new and innovative offers – and, crucially, leverage. Further work will need to be taken forward to create a compelling and clear offer from Dorset with which to 'negotiate' the emerging asks.

It should also be noted that for many of these initial asks, only areas seeking a Level 3 option will have the ability to negotiate for extended powers/investment. Dorset/BCP may need to pursue a more innovative set of governance options if they are to secure the asks alongside a level 1 or 2 option. This is explored further below (*section 4*).

Initial long-list 'asks' (summary):

FUNCTIONS	ASK	DORSET COUNCIL	BCP COUNCIL
Services	New 'local development' services across 2 Unitary areas – additional powers/time to plan for homes, employment, drive productivity and increase green space.		
	Creation of a statutory 'Local Data Authority'. Pilot concept to create a hyper secure place-based data model (part of Smart Place programme).		

Business	British Business Bank: Smart Challenge Fund		
	Local business support provision – focus on productivity/sector support		
	Dorset/BCP as a national (or England) innovation lead for: 1. 5G: a. Location for a Digital Catapult Networks Lab Accelerator 2. Defence innovation: a. Location for DASA @ BattleLab 3. Demographics research: a. Support creation of specialist UK 'Smart Ageing' Institute 4. Aquaculture: a. Aquaculture Centre of Innovation – could also include green skills centre.		
	Creation of Tourism Improvement Zone (hybrid BID)		
	Extension of current Enterprise Zone (catalyst for specialist sector growth). E.g. BCP City Region Accelerated Economic Zone (Airport and Port)		
	Local Trade & Investment Agency (MIDAS approach)		
	City of Culture		
Transport	Local franchising for public transport/single ticketing (*query whether this can be done already*)		
Investment	Biodiversity investment fund (consolidation of agency funding)		
	Gap Funding Investment (to deal with cost/value gap issues preventing development)		
	Investment in grid infrastructure		
	Investment fund for priority (mixed) growth sites - extension and creation.		
Skills	Devolve Post 19 Adult Skills Budget		
	Enhanced local employment programme with DWP		

	Devolve apprenticeship funding (and Apprenticeship levy pro-rata)		
	Support a UK Digital Skills Partnership		
	Funding to develop local skills centres – based on priority sectors. Link local careers advice.		
Infrastructure & Planning	Housing Deal: • Retrofit Fund • Affordable housing provision		
	Renewable Energy investment: • Offshore Wind capability		
	Investment/aligned powers to enhance Strategic Transport Body. Prioritise delivery of physical transport connectivity (bike, rail & road). 'London in 90'/ and North/South road		
	Increased local planning powers: • Local discretion of functional area based development planning (to accelerate growth). • Additional local planning powers linked to climate impact mitigation and water management issues.		
Health and well-being/ Social Care	Support creation of specialist 'Smart Ageing' Institute		
Financing	Extension of current Enterprise Zone (Capture Business Rate Growth+) into BCP (freeport concept)		
	Explore innovative tax regimes across Councils		
	Carbon tax share – reinvested to deliver Carbon neutrality by 2030		
	Devolve powers to determine Fixed Penalty Notices charges – to mitigate town centre/seafront traffic impacts.		

3. Review of asks:

i. **Services:** Whilst there are identified improved devolved 'service areas' in development/growth and data, there remains a lack of a clear rationale for improved local services as a result of devolution. For example, cost savings, increased efficiencies or improved services for local communities. An opportunity for a more innovative response could be further explored. It is recommended that thought be given to a devolved solution which gives local leaders the tools they need to build up their response to levelling up. In other words, how can devolved institutional capital across Dorset/BCP (local leadership capacity and capability) provide improvements in other 'capitals':

   a. Physical
   b. Human
   c. Intangible
   d. Financial
   e. Social

   Dorset and BCP have a good track record of collaboration to build-upon – and areas where perhaps learning could be taken for the future. It is recommended that more 'offers' to HMG are established in this context showing the added value to communities and place of an increased partnership approach to devolution linked to services.

ii. **Business:** There are a stronger set of asks under this function, with some previously worked-up opportunities (see Dorset Investment Prospectus). In developing this proposition further it is recommended that Dorset and BCP partners review the opportunities in the UK Shared Prosperity Fund local investment priorities. HMG will almost certainly want to understand how the SPF local investment objectives/ impacts align to these deal priorities before any consideration of further investment. Ensuring the support of local business to these priorities will also need to be secured. More specifically, the British Business Bank is already commencing a South West Fund imminently, so an early dialogue with the Bank is recommended. The recent investment from Dorset Council into the existing Enterprise Zone should be highlighted – and further work to align the BCP historic work to create a Freeport might be a useful means of giving more detail to this ask. A clear trajectory of expected growth (and impact on levelling up) will need to be undertaken for all elements. Is there a URC dividend to play here? The national lead opportunities are interesting – but maybe play for 1 or 2 and 'go for it' rather than 4? What will the Councils put on the table to achieve these? What's the 'inward investment case' to HMG? On the MIDAS concept – if you take this function out of DIT, you will likely lose any revenue support for it (HMG policy is the 'UK's new global position').

iii. **Transport:** In any devolution ask for sustainable transport, additionality will need to be proven over and above existing powers. In a further HMG response to the Devolution Framework, the following was highlighted: "Where appropriate, local authorities are already advised to collaborate across borders, including when

developing Bus Service Improvement Plans and Local Cycling and Walking Investment Plans… Great British Railways will be organised around regional divisions so that decisions are made closer to the places the railways serve. Cities and regions in England will be given greater influence over local ticketing, services and stations through new partnerships between regional divisions and local and regional government". In other words, any devolution ask/offer will need to prove additionality over and above this – including current asks within the Western Gateway Transport Plan. Does latest local transport thinking on this remove the need for this ask?

iv. **Investment**: The partners of any devolution deal looking to make the case for a one-off or rolling investment fund will need to set out a clear business case – ideally also confirming expected local leverage (from local public and, ideally, private sources). The importance of aligning the SPF Investment Plan to devolution has already been highlighted – and any ask will need to show additionality.

HMG has already made clear that local authorities should already be capturing the uplift in land value that comes with development, as a key element of the planning system to ensure new development brings benefits to local communities. HMG notes, *"[L]ocal planning authorities can use the Community Infrastructure Levy and Section 106 planning obligations (together called 'developer contributions') to capture a proportion of the increases in land value that occur as a result of planning permission being granted. These contributions help deliver affordable housing and the infrastructure that new homes and local economies require. Policies relating to developer contributions are set locally and should be reflected in the price paid for land. The government has proposed significant changes to the planning system to make it simpler, quicker and more accessible for local people to engage with, and more certain for developers. And that is why the government is exploring the introduction of a new 'Infrastructure Levy' to replace both Section 106 planning obligations and the Community Infrastructure Levy and be set in a way which captures at least as much value as the existing system*".

To support an investment programme to deal with cost/value issues, local partners will need to show that they have already exhausted all local powers to support growth and diminish the cost of development. Making more of the Urban Regeneration Company role in BCP – and any equivalent activity in Dorset (such as additional capacity to support new settlement development) will be particularly useful. Identifying any other powers to support development (see infrastructure section below) will be key.

In relation to biodiversity, again, the additionality of any investment would need to be made clear – for example, showing that the Councils have exhausted the ability to derive positive net gain impacts from their planning process.

Finally, investment in the grid infrastructure and transport infrastructure are long-standing investment priorities for the area, but it is recommended that more is done

to understand how a devolution deal might 'land' this better with HMG. For example, could an innovative partnership with energy providers be established to offer a 'pay-back' model? How is this ask different to the asks within the Western Gateway Transport Plan – and what are the local offers? Where's the additionality?

v. **Skills:** There are 2 primary responses to the current skills asks. First, there is unlikely to be much resistance to devolution of the adult education budget – indeed, HMG have already noted that, "it should be part of the devolution framework, accompanied by transitional support and measures to mitigate differences in course options between areas…. Further education, in particular FE colleges, should also be included in the framework". The critical part of any 'ask' is to explain in some detail, how a devolved budget would work in Dorset/BCP. Feedback from areas already in receipt of the devolved budget has not always been positive, as the budget comes with a rather prescriptive set of targets to deliver. HMG also expects a particular focus on:

   a. economic growth through improving the skills pipeline, levelling up productivity and supporting people to work
   b. levelling up education standards so that children and young people in every part of the country are prepared with the knowledge, skills, and qualifications they need
   c. supporting the most disadvantaged and vulnerable children and young people through high-quality local services so that no one is left behind

   In relation to local employment programmes, the emerging Local Skills Investment Plan and 'people and skills' element of the SPF Investment Plan should already be targeting this as an area of priority. Any ask, as before, will need to show the additionality and innovation for Dorset/BCP more clearly. For example, any particular programmes linked to an ageing workforce or particular issues of peripherality.

   Following their successful evaluation in September 2021, it is anticipated that Digital Skill Partnerships will be extended. Dorset/BCP are recommended to purse this option – especially aligning it to the 5G programmes already being delivered.

vi. **Infrastructure & Planning**: For level 3 (and partly level 2) devolution options, there is an expectation that devolution will include the opportunity to pursue additional spatial planning powers, call-in powers for planning applications, the powers to establish development corporations, compulsory purchase orders, consultation on strategic planning applications and strategic infrastructure levies. There is support for greater, local transparency across all these processes in relation to infrastructure and wider development.

   It should be noted that there are changes linked to the wider planning process' impact on levelling up outlined in the **May 2022 Levelling Up and Regeneration Bill** - potentially including:

   - Street referenda

- Scrapping S106
- New housing targets
- Digital planning
- Brown site investment

Decisions on what planning powers devolved areas could receive, including strategic infrastructure levies, will be addressed through these forthcoming changes to the planning system. **Any devolution asks will need to take account of the additionality beyond what may come through new legislation.**

In relation to the link between planning and climate change, Dorset/BCP will need to clarify the additionality beyond the England-wide development of Local Nature Recovery Strategies. HMG is already arguing the case that these will create a significant new environmental leadership role for local authorities. "Local authorities already have a combination of powers and responsibilities across housing, planning, transport, and procurement which gives them autonomy to deliver net zero. Most have passed local Climate Emergency motions, and many have set target dates for net zero and developed climate action plans". Perhaps the role and success of the existing Dorset /BCP Local Nature Partnership could be used as a platform for further work here.

vii. **Health, Well-Being and Social Care:** Whilst there is limited reference to the devolution of health or social care within the Devolution Framework, this is clearly a theme of opportunity for Dorset and BCP to set out an innovative response. There is an excellent track-record of collaboration and innovation to build on here with the establishment of 'Our Dorset'/ICS, the One Health agenda and the Dorset Med Tech Science Park (including University Hospitals Dorset). HMG has separately outlined its support (via the Health Devolution Commission) on the future of health devolution and the role that should be played by local authorities in the new Integrated Care System. It is recommended that further work be undertaken to establish a set of health, well-being and social care offers and asks that tackle deep-seated issues in the area, including the economic impacts of demographics and health. The data authority function could be a really interesting dynamic to this…

viii. **Finance:** Whilst the financing devolution functions are focused on level 3 devolution governance, there are potential opportunities to consider. As well as the extension of the Enterprise Zone (and its business rates growth impacts), re-visiting opportunities identified through BCP's Freeport bid might be beneficial for key growth industries such as engineering and manufacturing.

Whilst the tax system was 'under review' by the previous Chancellor, given recent changes *at the top* and the new PM agenda on taxation linked to the cost of living crisis (i.e. cutting tax), it is recommended that aligning any alternative finance mechanisms is in line with this policy. Any Devolution Deal is unlikely to land well if it proposes local tax increases of any scale – or local tax regimes are seen to deter private investment/impact cost of living . There has historically been limited

appetite for full local retention (due to the issue of redistribution) on national taxation. The Government has previously been committed to explore local powers vis-à-vis local taxation – but this should be kept under review as Treasury policy under the new Chancellor becomes clearer (likely at the Autumn Budget Statement in early November 2022).

Nonetheless, finance devolution flexibilities could consider increased local funding via business rates – reinvested back into local economic growth and development. Innovation around local taxation of on-line business (particularly retail) is also an area that might have resonance for a local innovation financing opportunity. Although business impacts should be considered in light of energy cost likely to increase financial strain - and additional Government support recently announced for the next 6 months.

Finally, Dorset/BCP could consider the link between local financing (Council tax) and a 'Housing Deal' where second homes or empty homes incur additional Council tax costs to be re-invested back into new homes for local residents.

4. Governance

In considering a set of 'asks' - and ideally 'offers' - from and to Government, clarification on the proposed governance is critical.

The devolution framework is explicit in linking the extent of devolved powers and investment to the level of governance proposed by local areas.

Whilst this paper won't go into detail on the governance options for Dorset and BCP, it is recommended that examples from other agreed or proposed Devolution Deal areas be considered and reviewed.

If an elected Mayor is not the preferred route, Dorset and BCP might consider an innovative 'front-runner' model which builds on their long history of collaboration and partnership (and builds on the relatively recent Local Government Reorganisation process).

It is recommended that a review of previous work during Local Government Reorganisation (2014 Dorset Combined Authority Report, Annex 1) be undertaken to better understand governance implications of the devolution model for Dorset and BCP.

5. **Recommendations/next steps:**

A. Undertake a joint review (at pace and desk-based) of the current Dorset/BCP evidence base to clarify shared priority levelling-up issues to address via devolution. NB: This data is likely to already be in place as a result of UKSPF work and other recent studies (e.g. Covid impacts). *Dorset LEP may also support additional work if required via the developing economic insight function.*

B. Identify a set of 'offers' as well as 'asks' across the 2 areas. I.e. what can be done better? (…In terms of meeting community need/aspiration for levelling up/cost of living).

C. Align the implementation of the Dorset and BCP UKSPF Investment Plans with agreed devolution priorities. These could be portrayed as 'quick wins' or 'catalyst' opportunities. (Links to all functions across place, business and skills).

D. Each ask (and offer) would benefit from a light touch 'outline business case' - identifying need/opportunity, costs, deliverability, governance and outputs/impacts.

E. In parallel, clarify the agreed governance proposition between Dorset and BCP. Taking forward realistic asks without this clarification will prove very difficult. (I.e. clarifying levels 1 to 3 – or potential innovative hybrid).

CABINET

Report subject	**Whitecliff Rd/ Keyhole Bridge Further Review**
Meeting date	14 December 2022
Status	Public Report
Executive summary	A trial road closure (modal filter) was introduced via an Experimental Traffic Regulation Order (ETRO) on Whitecliff Road at Keyhole Bridge near Poole Park on 19th August 2020. Following a period of consultation a decision was made to remove the modal filter in March 2021 and the modal filter was removed at that time. This decision was formally challenged, and the subsequent High Court judgement directed the Council to re-open the consultation to inform a Cabinet review of the decision. This report provides information to inform the review. It sets out the potential options and provides the consultation material relating to the original and further consultation periods.
Recommendations	**It is RECOMMENDED that:** **(a) Cabinet considers all responses, evidence and information and decides which, if any, of the following options to adopt:** **(i) Option A – Keep Whitecliff Road open as it is at present.** **(ii) Option B – Implement a further ETRO closing Whitecliff Road at Keyhole Bridge to enable a further experimental period of closure.** **(iii) Option C – Start the statutory process to implement a permanent Traffic Regulation Order (TRO) closing the Whitecliff Road at Keyhole Bridge.** **(If closed, the bridge would remain open to pedestrians and cyclists)**
Reason for recommendations	To enable Cabinet to consider all of the existing information obtained historically and in the recent additional consultation period and undertake the necessary review to consider all options following the decision of the High Court dated 18 November 2021. (accessible via a link in the Background Papers)

Portfolio Holder(s):	Councillor Mike Greene, Cabinet Member for Sustainability and Transport
Corporate Director	Jess Gibbons, Chief Operations Officer
Report Author	Richard Pearson, Transport Network Manager
Wards	Parkstone; Poole Town;
Classification	For Decision

Scheme Background

1. In August 2020, the Council introduced a trial road closure (modal filter) (ETRO/2) on Whitecliff Road at Keyhole Bridge. It was one of several active travel schemes trialled using grants from tranche 1 of the DfT's Active Travel Fund and was delivered as an urgent intervention as part of the UK Governments response to the Covid-19 pandemic. The scheme prioritised walking and cycling by prohibiting access by motorised vehicles 24 hours a day, seven days per week. Its purpose was to:
    a. Support the Council's response to the COVID-19 pandemic.
    b. Create a safer environment to travel to and through the area on foot or by bicycle.
2. An initial consultation commenced on 7 August 2020 and ended on 15 January 2021 and a total of 796 responses were received.
3. On 15 January 2021, the Portfolio Holder published their draft decision to revoke the ETRO and remove the road closure. A five-day engagement period followed, when 438 further responses were received from the public and interested parties.
4. On 28 January 2021, the Portfolio Holder published their final decision, confirming the draft decision. This was then subject to a five-day 'call-in' period by Councillors.
5. The decision was 'called in' and considered on 1 March 2021 at a meeting of the Council's Overview and Scrutiny Board (Item 157, 00:01:50 until 02:21:50 in the recording). The outcome was that the decision be implemented as proposed, meaning the ETRO was formally revoked and removed and the access via Keyhole Bridge opened.
6. In July 2021, Keyhole Bridge User Safety Group (KBG) submitted a claim to the High Court for a judicial review. On 14 July 2021, the High Court granted permission for it to proceed.
7. On 6 October 2021, a hearing was held in the High Court. The judgement published on 18 November 2021 found that in ending the consultation period earlier than had initially been indicated (6 months), the Council had not fulfilled the legitimate expectation of the public that the full 6 months period would be adhered to, and may have denied the opportunity for those who had not yet contributed to the consultation to do so. The High Court ordered that the Council:

a. Undertake a further period of non-statutory consultation for 40-days.

b. Conduct another review thereafter, with the Cabinet to consider whether the ETRO should be made permanent, retained with alterations or removed.

c. Pay the Claimant's costs.

8. The Court set out in an appendix to the Order a set of principles agreed between the parties in respect of the process that would be followed in respect of the further period of consultation and the review ordered by the Court. These included the principles that those who have already responded ought not to send a further response, unless there is a genuinely new point to be made; and that the purpose of the consultation will be to inform, along with the existing information from the previous consultation exercise, a decision as to whether to:

    a. Keep Whitecliff Road open as it is at present.

    b. Implement a further ETRO closing Whitecliff Road to enable a further experimental period of closure.

    c. Start the statutory process to implement a permanent TRO closing the Whitecliff Road at Keyhole Bridge.

9. In accordance with the judgement and Order, the Council carried out a further period of consultation from 28 February 2022 until 8 April 2022. The outcome of this further consultation is documented and forms part of the information to be taken into account when undertaking the required review.

10. Further background information can be found on the consultation webpages

    haveyoursay.bcpcouncil.gov.uk/whitecliffroad (initial consultation) and haveyoursay.bcpcouncil.gov.uk/keyholebridgereview (further period of consultation).

National Policy

11. England's current national transport policy is framed by a document called Gear Change (initially published in 2020 and updated in 2021). It aims to make cycling and walking the natural choice for shorter journeys and an integral part of longer journeys in combination with other transport modes.

12. This aim is based on the premise that cycling and walking can help address air quality, climate change, congestion, inequality and public health. It is also derived from the opportunity to embed some of the behavioural change apparent during the COVID-19 pandemic. It emphasises that active travel needs to be embedded into wider decision making and local authorities are expected to reallocate road space for cycling and walking.

13. Additional statutory guidance issued earlier this year under section 18 of the Traffic Management Act 2004, reaffirmed how Gear Change could be delivered. Modal filters (closing roads to motor vehicles) were one of several measures for reallocating road space. Fundamentally, it is recognised that not all schemes are suitable and Councils are free to make an informed decision using a robust evidence base. Equally it is stated that 'consultations are not referendums' and a 'genuine picture of local opinion [should be sought]'.

Local Policy

14. Local Transport Plan 3 - 2011-2026. This initially came into effect in April 2011 and set out a 15-year strategy for the transport network, with three-year implementation plans setting out investment. The latest implementation plan includes delivery of 1) Economic Growth, 2) A Reduction in Carbon Emissions, 3) Equality of Opportunity, 4) Improved Safety, Security and Health, 5) Improved Quality of Life for residents.

15. Local Cycling and Walking Infrastructure Plans (LCWIPs) are an initiative from Central Government that set out the long-term strategic approach for the walking and cycling infrastructure which is required across an area. LCWIPs need to be in place to attract central government transport funding. The Council adopted its LCWIP in May 2022 and the LCWIP identifies Whitecliff Road at Keyhole Bridge as part of the primary cycle network.

16. In the Council's Big Plan, the Infrastructure projects seek to provide alternatives to car use by creating a new network of sustainable travel routes.

17. Strategic priorities set out in the Corporate Strategy include objectives to 'ensure sustainability underpins all of our policies', 'develop an eco-friendly and active transport network', 'tackle the climate change emergency', 'develop sustainable infrastructure', 'promote happy, active and healthy lifestyles' and 'empowering our communities so everyone feels safe, engaged and included.

Sluice channel

18. The sluice channel at Baiter Harbourside Park, which allows water to flow between Poole Park Lagoon and Parkstone Bay, has come to the end of its serviceable life. According to the Cabinet Report dated 25 May 2022;

    a. 'surface water drainage at Keyhole Bridge is connected to…the sluice channel [but]…localised flooding is a separate issue'

    b. 'Keyhole bridge…floods during rainfall events and high tides [making it] inaccessible to non-vehicular traffic'

    c. construction works to renew the sluice channel would likely involve a footpath diversion via Keyhole Bridge

19. At a meeting of Cabinet, it was noted that flooding at Keyhole bridge was;

    a. 'rainwater related and a matter for Wessex Water'

    b. 'a meeting had been held with Wessex Water on this issue, but that by [dealing with it separately]…much-needed improvements to the sluice channel can be progressed'.

Whitecliff and Baiter Park Cycleway

20. Widening of the waterside path to create a separate cycleway and footpath commenced earlier this year, along with upgraded access to Whitecliff Road.

Poole Park Life

21. Enhancements to Poole Park included measures which reduced traffic dominance. Following completion in 2021, an end of project evaluation report was produced. It acknowledged that there were 'differing views as to what should

have been done…but consensus around the idea that [access] was not yet addressed'.

22. Whitecliff Rd, including the section under Keyhole Bridge is part of the public highway and is currently open to motor traffic at all times. The road through most of the park itself is not part of the public highway and the park road is currently closed to motor traffic between the hours of 6am to 10am Monday to Saturday inclusive. This means that the overall main through route through the park is currently not open to motor traffic when the park road is closed.

Initial consultation (20 August 2020 – 15 January 2021)

23. Stakeholders and the public could submit written representation and/or fill out a questionnaire. Reports assessing the feedback are attached at Appendix 1 and 2.

24. For the written representation 346 items were submitted. These consisted of: 49% messages of support; 24% objections; 21% follow up messages; 3% query; and 3% neutral comments.

25. With the questionnaire, 450 respondents took part. Of these, 60% agreed or strongly agreed that Whitecliff Road at Keyhole Bridge should be prioritised for cycling and walking and 37% disagreed or strongly disagreed.

Further period of consultation (28 February 2022 – 8 April 2022)

26. Similarly, reports setting out and assessing the feedback are attached at Appendix 3 and 4.

27. For the written representation 81 items were submitted by 60 respondents. Of the 60 respondents who took part: 41 (68%) had not previously provided written representation; Of the 60 respondents, 29% supported Option A (keep Keyhole Bridge open); 0% supported Option B (Conduct a further trial closure) and 71% supported Option C (close Keyhole Bridge permanently). A total of 135 new points or themes were identified and these can be found in Appendix 3 from page 8 on. New themes arose around: compliance/enforcement with the existing width restriction; size of modern vehicles; the best way to implement a sustainable transport network and vested interests. KBG submitted five files; two they authored (Flood Risk Report and Traffic Surveys) and one they commissioned (Transport Technical Report).

28. With the questionnaire, 791 respondents took part. Of these: 86% had not previously commented; Of the 791 respondents, 41% agreed with Option A (keep Keyhole Bridge open), with 58% disagreeing; 26% agreed with Option B (Conduct a further trial closure) with 59% disagreeing; and 65% agreed with Option C (close Keyhole Bridge permanently) with 35% disagreeing. Where the percentages do not add up to 100% this is because some expressed no view or a neutral view.

Overall public feedback

29. Across both consultations principal concerns were: accessibility; amenity; cyclist behaviour; displaced traffic; flooding; need for the scheme; procedural matters; rat-running; and road safety.

Economic and traffic modelling

30. To determine the impact of the trial at Keyhole Bridge, BCP Council commissioned Dorset Council to produce an independent and balanced economic assessment based on an earlier trial closure of the Park route undertaken in 2016. The report is attached at Appendix 5. Findings suggest:

    a. More than 50% of traffic entering or exiting Poole Park via Whitecliff Road in 2013 was avoiding neighbouring main roads

    b. Over 20 years, a closure would impose £3,382,000 of costs from delayed traffic and produce £923,000 benefits from more cycling/walking, a net disbenefit of around £2.45m.

31. KBG appointed KMC Planning Limited to conduct their own study. Their report is attached at Appendix 6. It states that closing Keyhole Bridge would over 20 years result in £1,934,469 of costs from delayed traffic and £10,400,417 of benefits from more cycling/walking, a net benefit or £8.47m.

32. WSP independently reviewed both studies to investigate the disparity. Its report is attached at Appendix 7. It concluded that differing assumptions around the projected increase in cyclist / pedestrian numbers, the extent of traffic evaporation (where a scheme results in change in transport choices towards sustainable modes and causes an overall reduction in motor traffic) and assumptions about vehicle occupancy were the cause.

33. Compared to the Dorset Council report the KBG report made assumptions that resulted in less increased costs (due to lower vehicle occupancy) and much higher economic benefits due to more pronounced take up of sustainable modes and also traffic evaporation.

34. The same approaches were used for both economic assessments of the impact of the closure of Keyhole Bridge, however the application of significantly different input assumptions resulted in markedly different valuations of the overall impact.

35. The different occupancy data rate used in the two reports is material as a higher occupancy results in a greater loss of time and therefore increases the costs of closing the road at the bridge. The DfT guidance has been applied in both cases, being 1.43 and 1.14 for Dorset Council and KMC respectively. The Dft occupancy figure for average trip is 1.43 whereas the DfT figure for a commuter trip (route) is 1.14. By using the occupancy rate for a commuter route the KMC report concludes a lower economic impact than the Dorset Council report. A short survey of actual occupancy was undertaken at 12 noon on 22/8/22 and the occupancy was measured at 1.74. This was only conducted over a short period and may not be typical of the level over a longer assessment time or the occupancy during commuter times.

36. The evaporation of traffic assumed in the KBG/KMC report has a significant impact on the economic disbenefits of closing the route. Traffic evaporation happens where a change to the highway results in a large take up of sustainable modes and therefore causes an overall reduction in motor traffic. Based on a published transport paper that looked at a significant number of schemes around the UK and Europe, a 10.6% traffic evaporation was assumed by KMC. Whilst this not especially high, it is difficult to predict this impact accurately as in essence it is predicting an unknown change in future behaviour. In this particular case, just over half the traffic using the park route is known to be passing straight

through the park, and it may be the case that this traffic will use the main diversion route instead. It is possible that some of those travelling through the park by car may not chose to travel at all, or they could switch to more sustainable modes or they could decide to use a wider diversion route.

One theory that KMC mention, is that if traffic is displaced then that would lead to congestion and if the diversion route becomes more congested then less traffic may choose to use that route over time. This is possible, however if that traffic uses a wider diversion route then that is likely to create congestion on those routes and the economic impact on other routes has not been evaluated as part of either the KMC or Dorset Council assessment. In addition, one alternative option would be for people to switch to public transport as a more sustainable travel choice. Parkstone Rd is a busy bus route and if it becomes more congested then bus journey times would increase, and this would both increase the operating costs for the buses and also make the use of public transport less attractive and viable.

Dorset Council did not make any allowance for traffic evaporation as it came to the conclusion that closing the park route would be more likely to increase traffic on the diversion route as the modelling predicts and the 2016 trial demonstrated in practice. The 2016 trial also showed traffic displacement and journey time increases on wider diversion routes. Cabinet will need to consider whether closing the park route will cause overall traffic on the main diversion route to reduce by 10.6% in the medium term or whether it is more likely that traffic will simply increase on the main diversion route and wider diversion routes as the 2016 trial demonstrated.

37. The most material influence on the combined benefit/disbenefit of the highway and active mode impacts is the assumption for the number of 'new' cyclists and pedestrians. In Dorset Council's analysis this leads to the active travel benefits not outweighing the highway disbenefits, while for the KMC Transport Planning March 2022 analysis of the scale of the active mode benefits does. This conclusion is considered under a range of sensitivity tests on the uplift levels for cyclists and pedestrians.

    The KMC Transport Planning report uses a comparison between wintertime cycling and walking counts with the bridge closed, taken in Feb 2021, with summertime counts taken in Sept 2021 with the bridge open, to be representative of the actual projected beneficial impact of closing the bridge. The counts were taken by members of the Keyhole Bridge Group and it has not been possible for the Council to verify them. Using these counts, KMC assumes a 125% increase in cycling and a 250% increase in pedestrians arises as a result of closing the bridge. It cannot be said with certainty whether this exaggerates the likely benefit however weather is a known factor in the numbers of people choosing sustainable travel modes and it is notable that in February 2021 the schools were closed due to covid whereas by September they had re-opened.

    The Dorset Council report assumes a 20% and 12% increase respectively and that these figures were thought to be realistic in the context of the outcome of actual cycle improvement schemes measured in the Dorset Council area. Dorset Council also evaluated the impact of a 55% increase in cycling and if this arose, the active travel benefit would increase by approximately £1m, reducing the net disbenefit to -£1.395m if other their inputs are also used.

It is noted that the economic impact on general traffic in Sandbanks Rd between Whitecliff Rd and the gyratory is not considered in either report and this would increase the economic disbenefits. However the Dorset Council report includes journey time information that suggests this section of the diversion route does not see major differences in journey time whether keyhole bridge is closed or not, so any economic impact is likely to be less significant. Displacement of traffic onto wider diversion routes is also not considered by either report, although the 2016 trial did show some displacement and journey time increases on wider routes this was also more modest in scale than the impact on Parkstone Rd.

38. All traffic flow and economic analysis is to a degree subjective as any assumptions can radically influence the findings as is evident in these two reports. The report in Appendix 7 and this summary highlights the main assumptions that have led to the different conclusions in these two reports and Cabinet will need to weigh these considerations in deciding which report may be most accurate or realistic and also consider the weight to be given to the economic assessment in the broader assessment including other factors.

39. The Council also analysed traffic data from an Automatic Traffic Counter. Full results are contained within Appendix 3. The exercise found that:

    a. Traffic volumes in 2022 are broadly similar to those in 2018 and are not thought to have changed significantly since 2016.

    b. It cannot be determined with any level of certainty whether the actual experimental closure of Keyhole Bridge to motor traffic resulted in an increase or decrease in motorised vehicles using the diversion route via Sandbanks Road, because conditions were unrepresentative during the experimental closure due to the Covid pandemic. This is why the assessment of the 2016 trial closure is useful in assessing the likely impact of closing Keyhole Bridge to motor traffic - particularly as traffic levels do not appear to have changed significantly since 2016.

40. Keyhole Bridge is subject to moving and static TROs. These include a width restriction of 6 foot-0 inches (6' 0"); a 30mph speed limit; and at any time waiting and loading restrictions. There is also a 7'6" height restriction. The current width restriction of 6'0" (1829mm) was prescribed in a Traffic Regulation Order dated 1969. Enforcement powers are governed by Part 6 of the Traffic Management Act 2004. Since 31 May 2022, English local authorities outside of London have been able to apply to the Secretary of State for new powers to enforce moving traffic offences and BCP Council is working towards applying for those powers. Previously, highway authorities outside London could only issue penalty charge notices for static traffic infringements. At this time only Dorset Police have the power to enforce this width restriction.

41. The current 6'0" width restriction can be seen in the historical context of the original British Motor Corporation Mini and Morris Minor cars that were approximately 4' 8" and 5' 0" wide respectively. Many modern vehicles exceed this width. For example a Ford Ka is 1894mm wide and most Honda Jazz models are 2029mm wide.

42. The total width between the inside brick piers is 2720mm. The narrow section under the bridge is 2260mm wide between the harbour side brickwork pier that has no kerb upstand and the kerb upstand on the other side that creates a buffer strip on that side which is 460mm wide. Therefore most motor vehicles currently

using the bridge are in contravention of the width restriction, even though they are physically able to pass through, with care. It would be advisable to consider increasing the width restriction to better reflect the size of modern vehicles that can reasonably fit through the bridge if the decision on review is to keep the route open to all traffic.

43. In a general sense, width restrictions are often used as traffic calming features, to significantly reduce traffic speed and they can also serve to limit the use of HGVs on a route and this function is potentially helpful in reducing vehicle types and speeds of vehicles at this location and using the park route if a decision is made to keep the route open following this review.

44. In 2021 the Council erected shared space signs on the approach to the bridge as these signs convey the legal meaning that no users have priority, and all users must take care and give way to others.

Road Safety

45. Comparing casualties on the main diversion route to the park route. These have been considered over a 5 year period spanning the closure (1st March 2017 to 28th Feb 2022). These stand at 22 and 2 respectively although the 22 casualty collisions on the diversion route include 5 serious and 1 fatal whereas the park route has 2 injury collisions both categorised as 'slight'. Of the park route collisions, only one is near to the bridge itself and this involved two cars colliding immediately to the east of the bridge.

46. If traffic is diverted onto a route that has a casualty record about 10 times higher than the original route, then it is likely to lead to an increase in casualties. This is because casualties generally happen at conflict points and the diversion route is significantly longer, traffic speeds are typically higher and there are far more potential conflict points that are known to result in casualties. If the diverted traffic causes congestion then that could reduce traffic speed and help reduce casualties or at least offset any increase and also reduce the severity of casualties, although sometimes congestion can also increase casualties.

47. There were 2 road collisions causing casualties on the main diversion route during the trial bridge closure in 2020/21. Both were serious and resulted in 3 casualties altogether. The timing of those (18/10/20 at 11:07am and 22/1/21 at 5pm) is such that they may have resulted from the trial closure of the bridge or the park road work closures that were happening at the time, but it is not possible to be certain and it would not be appropriate to assume a direct link. For clarity, in the period preceding the planned and trial closures, the park road would have been open at the times the incidents occurred so a link cannot be completely ruled out either. Due to the short period of the trial and lower than usual traffic flows at that time due to the pandemic, it is not possible to draw any firm statistically meaningful conclusions from the actual casualty evidence during the trial, even though on the face of it the casualty record during that time was not that good on the diversion route.

Options Appraisal

48. Option A maintains the current and historic status-quo by keeping the Bridge open to motor traffic. However, if chosen, consideration should be given to reviewing the width restriction that currently prohibits most modern motor vehicles that use the route, including many that may fall into the commonly described categories of mini or super mini.

49. Option B constitutes a re-run of the trial. It would offer the opportunity to gather more representative data (when travel patterns are not skewed by Covid/lockdowns or construction activity in Poole Park) and more fully assess the extent of behavioural change (by conducting a trial over a lengthier period). Feedback suggests Option B is least popular. Monitoring and evaluation would also require consideration and further costs would arise.

50. Option C closes the bridge to motor traffic and represents a change, with the potential to bolster active travel and / or increase traffic volume using alternative routes locally. It is the most popular and aligns with national and local transport policy and guidance. It may increase road casualties on the diversion route may also lead to increased emissions on routes that are lined with many residential dwellings where dispersal of pollutants may disperse less well. Conversely, it may reduce casualties on the park route and create a route that people perceive to be safer and easier to navigate. It may have an adverse or positive impact on economic activity subject to Cabinet's views on which of the economic assessment reports is most likely to reflect the actual impact of closing the bridge.

Summary of financial implications

51. Option A is not expected to incur any further direct cost.

52. Option B would require a new ETRO, since the previous one has expired. Monitoring and evaluation would also incur costs, but these would be contingent on the scope of works. A further trial would be likely to incur costs of around £25k.

53. Option C would involve making a permanent traffic regulation order and reinstating a closure incurring costs of approximately £5k.

54. If option A is chosen and Keyhole Bridge remains open to motor traffic, the revision of the current 6'0" traffic regulation order, to better reflect the width of vehicles that can physically use the route, would cost approximately £2k.

55. The above costs can be funded from the transport capital programme.

56. The costs of reducing or resolving the flooding problem are not yet known and are dependent on the design solution and will be considered separately as part of the transport capital programme if appropriate.

Summary of legal implications

57. Highway Authorities can instigate improvements under the Highway Act 1980 and make or revoke TROs under the Road Traffic Act 1984. To comply with the High Court ruling, the Council needs to complete the review and decide on a course of action. It can be confirmed that the Claimant's costs have been settled.

Summary of human resources implications

58. There are no anticipated significant human resources impacts for options A and C. If option B were chosen then as part of a new project plan in addition to Transportation Officers, Neighbourhood Services, corporate colleagues in communications and the consultation team would need to be utilised to assist with the facilitation of the ETRO and associated engagement and assessment process.

Summary of sustainability impact

59. The decision could affect congestion and the numbers cycling / walking. To assist the Cabinet in making a decision two DIAs have been produced.

    a. DIA no 450 Appendix 9, Leave Keyhole Bridge open to motor traffic.

    b. DIA no 451 Appendix 10, Close Keyhole Bridge to motor traffic.

60. Road closures can impact public health and wellbeing by influencing travel patterns. In this case, it can also affect accessibility to recreational areas.

Summary of equality implications

61. An Equality Impact Assessment (EIA) has been completed and is attached at Appendix 8. In common with other similar schemes both local and national, where a change in road layouts has been trialled, there have been positive impacts for some people who benefit and challenges for others who are negatively impacted as their usual arrangements and environment have been affected. Nationally, active travel schemes have generated considerable debate and some have been challenged on equality grounds. There is still not a settled position after two years of evidence and to find an overall consensus could marginalise both positive and negative implications both between and within protected groups.

    When the trial was underway to close Whitecliff Road to through motor traffic at Keyhole Bridge, awareness increased of the difficulties that motor vehicles caused to many people that walked and cycled through the area compared to the previous open arrangement. Then when the trial ended, the positives apparent during the closure for people that walk and cycled, some disabled people and some family groups then ended. For others the trial highlighted that their usual travel means or route, particularly to get to Poole Park was made more difficult and to find alternatives means some disabled and elderly people stated proportionally higher impacts. When the trial ended their previous travel patterns could resume, giving clarity as to how they were affected and reinstating their travel options.

62. Aside from the direct way of travelling, other impacts arise including safety, air quality and congestion implications. There was a strong perspective of road safety improvements arising from the trial closure with some positive equality implications for more vulnerable groups. Both positive and negative road safety concerns were also highlighted from walking and cycling conflicts arising from the closure.

63. Overall accidents involving motor vehicles are likely to have more serious implications, however it is noted that the route and Keyhole Bridge specifically has a relatively low casualty record whilst the diversion routes have a relatively high casualty record (approximately 10 times higher than the park route) that may

be exacerbated by adding more motor traffic to a longer route with more potential conflict points. Conversely, more traffic on the diversion route may increase congestion and this could lead to lower traffic speeds on the diversion routes and that could help to reduce casualties.

64. During the experimental closure in 2020/21 there were 2 serious collisions on the diversion route that resulted in 3 casualties. Because the trial period was relatively short, it is not possible to draw any overall statistically meaningful inference or conclusion as to whether casualties increased or decreased as a result of the closure or whether these casualties were directly or indirectly related to the trial itself and it is noted that traffic flows on the diversion routes were relatively low at the time of the trial due to the covid pandemic. This means that any increase in traffic may not have caused the same level of congestion compared to that arising had the trial taken place during a period when traffic flows were more typical of usual conditions.

65. For air quality and congestion, the trial, by reducing some car trips crossing Poole Park without using the park itself, will likely improve air quality within the park, which is positive for an area of recreation. Some of these through trips will be transferred to other B roads that are more appropriate for motor traffic than a park, however this displaced traffic is likely to cause worse air quality and possibly increased road casualties on those routes and may also make those routes less attractive and less safe for cycling and walking. Poor air quality does proportionally impact more vulnerable people including children, the elderly and disabled people and the diversion routes pass by many domestic dwellings and other properties. If the trial did encourage more cycling and walking trips overall at the expense of car journeys (modal shift) then overall improvements in air quality may arise and there could be some positive equality implications.

66. The implications of the trial closure based on the consultation responses realised improvements to transport arrangements for people that are able to walk and cycle and enhanced safety through a narrow bridge which was highlighted by many, including some disabled people who travelled through there. Improving the local environment through reducing the impact of through motor traffic, benefits those that already cycle and walk but also encourages others, including from protected groups who are more likely to walk or cycle along the route if Keyhole Bridge is closed to motor traffic due to the overall reduction in motor traffic that would be likely to result on the route. Those that benefit will not necessarily cite equality issues in their support for the closure.

67. There are through the consultation responses from specific groups – many disabled and some elderly people who were adversely affected by the closure as one way they could reach Poole Park by car was curtailed. The equality profile of those negatively impacted by the period the road was closed was more evident from the research than the equality profile of those that benefited, whilst noting there was majority agreement for the closure to through traffic overall and that the scheme was considered as providing an overall positive impact.

68. The closure of Keyhole Bridge improves air quality on the route and accessibility and safety for pedestrians, cyclists and those with wheelchairs or pushchairs, creating an attractive sustainable travel route that also links to other sustainable travel routes. The creation of such a route is likely to promote a further take up of sustainable travel modes although it is apparent that the route remains a viable route for these modes whether it is closed or not.

69. These benefits are offset to a degree because the closure of Keyhole Bridge displaces traffic onto alternative routes and has an opposite and adverse impact on those. In addition, the closure appears to have specific adverse impacts on those with protected characteristics including age, gender and disability. Closing the route may also have some associated surveillance disbenefits.

70. Overall, whilst different protected groups are impacted to a greater or less extent by either the opening or closure of Keyhole Bridge, no protected group is fundamentally impacted by either decision - as viable alternative routes exist.

Summary of risk assessment

71. The main risk highlighted is mitigating the impact on protected groups for whichever option is selected and implemented. The Council routinely monitors road casualties on all its roads and also has air quality monitoring stations around the conurbation as well as traffic counters that will assist in monitoring the impacts of any decision.

Background papers

Active Travel Fund, Department for Transport, 20 May 2022, retrieved from https://www.gov.uk/government/publications/emergency-active-travel-fund-local-transport-authority-allocations (published works)

Active Travel Schemes, BCP Council, no date, https://www.bcpCouncil.gov.uk/News/News-Features/Supporting-Active-Travel/Active-Travel-Schemes.aspx (published works)

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Case No: CO/1937/2021, High Court Of Justice Queen's Bench Division Planning Court, 18 November 2021, retrieved from: https://haveyoursay.bcpCouncil.gov.uk/14035/widgets/40200/documents/22685 (published works)

Gear change: a bold vision for walking and cycling, Department for Transport, 27 July 2020, retrieved from https://www.gov.uk/government/publications/cycling-and-walking-plan-for-england (published works)

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Harbourside Park - Strategic infrastructure improvements to the sluice channel linking Poole Park and Poole Harbour, BCP Council, May and July 2022, retrieved from: https://democracy.bcpCouncil.gov.uk/ieIssueDetails.aspx?IId=15213&PlanId=0&Opt=3 (published works)

Keyhole Bridge Review consultation webpage, BCP Council, no date, retrieved from https://haveyoursay.bcpCouncil.gov.uk/keyholebridgereview (published works)

Local Cycling and Walking Infrastructure Plan, BCP Council, May 2022, retrieved from: https://www.bcpCouncil.gov.uk/News/News-Features/Transforming-Travel/Local-Cycling-and-Walking-Infrastructure-Plan.aspx (drawing number 70072396-29 on Sheet 3 within Appendix H shows Whitecliff Road) (published works)

Traffic Management Act 2004: network management to support active travel, Department for Transport, 1 April 2022, retrieved from https://www.gov.uk/government/publications/reallocating-road-space-in-response-to-covid-19-statutory-guidance-for-local-authorities/traffic-management-act-2004-network-management-in-response-to-covid-19 (published works)

Appendices

Appendix 1 – Initial consultation written representation report

Appendix 2 – Initial consultation questionnaire report

Appendix 3 – Further period of consultation written representation report

Appendix 4 – Further period of consultation questionnaire report

Appendix 5 – Economic Assessment of 2016 Trial by Dorset Council

Appendix 6 – Economic Assessment by KMC on Behalf of Keyhole Bridge Group

Appendix 7 – Whitecliff Road Economic Impacts Review by WSP

Appendix 8 – EIA Report and Action Plan

Appendix 9 – DIA assessing the leave Keyhole Bridge open option Report No 450

Appendix 10 – DIA assessing the close Keyhole Bridge option Report No 451

Transport and Engineering

Active Travel Fund Tranche 1

Whitecliff Road (Keyhole Bridge)

Initial consultation formal representation report

February 2022

Document details	
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Prepared by:	Daniel Parsons
Checked by:	Samantha Grant
Approved by:	Richard Pearson

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Introduction

Pre-amble

This document summarises formal representation relating to the initial consultation period for the Experimental Traffic Regulation Order on Whitecliff Road at Keyhole Bridge (ETRO/2). Formal representation refers to correspondence which was received in the 'ETRO Response' mailbox (ETROresponse@bcpcouncil.gov.uk). This includes:

- emails sent directly to the mailbox and its predecessor (covid-distancing@bcpcouncil.gov.uk)
- emails forwarded by councillors, council officers, or other council email addresses
- postal letters which were scanned across.

For the record, the email address of the mailbox was changed on 15 October 2020 following feedback that it could be misconstrued. Specifically, there was a concern that the purpose of the original mailbox appeared to be related to the enforcement of COVID secure workplaces and public spaces rather than the active travel schemes. The replacement email address was set up in a way so that correspondence sent to the old email address was automatically redirected to the new email address.

Originally, the consultation for ETRO/2 was scheduled to last for 6 months from 7 August 2020 until 23:59 on Sunday 21 February 2021. However, this did not transpire as planned:

- news of the scheme was reported by the Daily Echo in the 14-day period prior to formal advertisement
- the portfolio holder for Sustainability and Transport and the Leader of the council announced on 15 October 2020 a review of temporary active travel measures, indicating that Keyhole Bridge would be re-opened to coincide with the completion of the road resurfacing in Poole Park
- on 15 January 2021, the consultation was curtailed. Following a review of all consultation responses received up to this point, plus discussions with ward councillors, the portfolio holder for Sustainability and Transport published their draft decision to revoke the ETRO and remove the road closure.

Despite these events, the mailbox was open throughout, continuing to collate feedback up until ETRO/2 was formally revoked. Therefore, to ensure all formal representation is considered, this report covers the period between 24 July 2020 and 1 March 2021.

Scheme background

ETRO/2 was one of several active travel schemes trialled using Tranche 1 grants from the government's Active Travel Fund. Tranche 1 funding supported the installation of temporary active travel projects for the COVID-19 pandemic.

Information about the original consultation for ETRO/2 can be found here.

A timeline summarising the process to-date along with answers to frequently asked questions is provided on the Keyhole Bridge Review consultation webpage.

Report structure

This report has been structured into four chapters:

- **statistical analysis** – details number of responses, levels of objection / support and trends over time
- **thematic analysis** – identifies key themes raised in the consultation feedback
- **additional information to report** – sets out pertinent contextual information
- **conclusions** – summarises the key findings.

Statistical analysis

Methodology

Appendix A includes notes on how formal correspondence has been classified.

Results

Totals

Altogether, there were 346 items of correspondence for ETRO/2 during the initial consultation period. **Table 1** below sets out the figures by correspondence type in terms of quantity and proportion. Rows have been ordered from largest to smallest.

Table 1 – Totals by correspondence type ordered from largest to smallest

Correspondence type	Quantity	%
Messages of support	168	49
Objections	83	24
Follow up message	72	21
Query	12	3
Neutral comments	11	3
Total	**346**	**100**

As shown in **Table 1** above, messages in support of ETRO/2 were double the number of objections.

Disaggregation by time periods

Table 2 below disaggregates the totals from **Table 1** into distinct time periods to reflect key events during the initial consultation.

Table 2 – Totals by time period

Time period	Feedback type											
	Objection		Neutral		Support		Follow up		Query		Total	
	Qty	%	Qty	%	Qty	%	Qty	%	Qty	%	Qty	%
Before 19/08/2020	8	53	2	13	1	7	3	20	1	7	**15**	**100**
19/08/2020 – 15/10/2020	11	29	0	0	24	63	2	5	1	3	**38**	**100**
15/10/2020 – 15/01/2021	16	9	7	4	106	60	41	23	7	4	**177**	**100**
15/01/2021 – 01/03/2021	48	41	2	2	37	32	26	22	3	3	**116**	**100**
All periods	83	24	11	3	168	49	72	21	12	3	**346**	**100**

For the time periods listed in **Table 2** above it should be noted that:

- before 19/08/2020 includes both:
    - the 14 days before the consultation start date on 7 August 2020
    - the 12 days from 7 August 2020 until 19 August 2020 when ETRO/2 was installed
- 19/08/2020 – 15/10/2020 refers to the 57-day period between the installation date and the date when a review of temporary active travel measures was announced
- 15/10/2020 – 15/01/2021 incorporates the 92-day period between the announcement of a review of temporary active travel measures and the publication of the draft decision to revoke ETRO/2
- 15/01/2021 – 01/03/2021 encompasses the 45-day period between the publication of the draft decision to revoke ETRO/2 and the date when ETRO/2 was formally revoked.

Over the course of the trial, it would appear that both the review announced in October 2020 and the publication of the draft decision in January 2021 were catalysts for a significant rise in formal representation. The two periods following these events each saw over 50% more responses than the first two time periods combined. Correspondence peaked between the period 15/10/2020 – 15/01/2021.

Looking at objections, quantity grew as time progressed, climaxing in the period before ETRO/2 was formally revoked, when around 58% of all objections were submitted. Proportionally, objections predominated during the first and fourth reporting windows, amounting to between 40-50% of responses.

Conversely, the number of messages of support spiked between October 2020 and January 2021, when approximately 63% were received. The share of support outweighed all other correspondence types during the middle two reporting periods, when it accounted for roughly 60% of all responses.

Overall, these statistics insinuate that:

- people were more likely to object at the start or end of the initial consultation
- support was concentrated between the review announcement and publication of the draft decision.

Thematic analysis

Formal representation was thematically analysed to abridge the qualitative data into key themes / topics and to provide deeper insights into the reasoning behind people's views. The purpose of this is to illustrate any patterns and areas of consensus.

A series of main themes have been identified which act as the parent of a range of sub-themes. Where necessary, sub-themes have also been divided into sub-items to highlight particular nuances. Colour coding has been applied to highlight which aspects were mentioned the most.

Table 3 below displays the results of this assessment. In short, the analysis identified:

- 10 main themes
- 89 sub-themes
- 45 sub-items.

When viewing the results in **Table 3** it should be noted that:

- the themes represent opinions expressed by respondents and do not constitute fact
- themes are ordered from largest to smallest in terms of number of times mentioned starting with the main theme
- if a theme is mentioned the same number of times as another / others, then the themes are ordered alphabetically from A-Z
- the number of respondents who mentioned a theme indicates the magnitude of response. However, given the nature of qualitative data, this does not denote the significance of a theme
- where respondents have provided comments that relate to more than one theme, their feedback has been categorised into multiple categories. Because of this, the sum of all sub-themes or sub-items does not always equal that of its parent theme i.e., some people chose to mention more than one sub-theme or sub-item.

Table 3 – Full results from thematic analysis

Main Theme		Sub-Theme		Sub-Item	
Description	**Mentioned by**	**Description**	**Mentioned by**	**Description**	**Mentioned by**
Advantages of closing Keyhole Bridge to motorised vehicles	**211**	Improves road safety	100		
		Stops motor traffic rat-running through Poole Park	91		
		Enhanced amenity / placemaking for cyclists and pedestrians	85		
		Necessary	59	Beforehand there were instances when motor vehicles did not give way to cyclists / pedestrians	29
				Bridge is too small for modern vehicles meaning it only suitable for cyclists and pedestrians	27
				Poor forward visibility at the bridge make it unsuitable for motor vehicles	15
				On-street parking and bends along White cliff Road mean its unsuitable for through traffic	6
				Passing cars splash pedestrians when driving through puddles that accumulate at the bridge	3
				Concern about structural condition of the bridge	1
		Supports efforts to decarbonise transport	33		
		Improves air quality in the parks	30		
		Encourages exercise / healthy lifestyle choices	22		
		Complements the access improvement works within Poole Park	15		
		Aligns with national / local policies	11		
		Supplements the ETROs on Birds Hill Road / Churchfield Road / Poole Quay and / or the protected cycle lane on Evening Hill	9		
		Other routes are available for motor traffic to access the Park	7		
		Better connectivity for users of Baiter Poole and Whitecliff Harbourside Parks	3		
		Concept of traffic evaporation[1] means concerns about displaced traffic can be overstated	1		
		Could reduce road maintenance costs	1		
		Reference to survey results[2] published by the Department for Transport on 13 November 2020 which show public support for measures that reallocate road space for cycling / walking	1		

[1] A phenomenon whereby reductions in road capacity lead to a decrease in the amount of traffic. It the antithesis of induced demand, which in transport contexts transpires when new capacity attracts more users to the point when congestion / overcrowding returns.

[2] https://www.gov.uk/government/news/175-million-more-for-cycling-and-walking-as-research-shows-public-support

Main Theme		Sub-Theme		Sub-Item	
Description	Mentioned by	Description	Mentioned by	Description	Mentioned by
Consultation process	**186**	Reaction to the draft decision[3] published on 15 January 2021 and / or the final decision published on 28 January 2021[4]	98	Oppose Support	49 49
		BCP Council news article dated 15 October 2020[5] indicating that the bridge would be re-opened to coincide with the completion of road resurfacing in Poole Park	82	Disagree with review Agree with review	73 9
		Trial should continue for the full 6-months before any decision is made	16		
		Undertaking the trial simultaneously to access improvement works within Poole Park did not provide representative assessment conditions	13		
		Leaflets distributed by BH Active Travel[6]	4		
		Lack of consultation prior to implementation	3		
		Need for a balanced transport approach that is not preoccupied with cycling or driving	2		
		News of the scheme reported by the Daily Echo in the 14-day period prior to formal advertisement	2		
		Technical difficulties accessing / completing the online questionnaire	2		
		Using ETROs as a means of trial and error is farcical and not an adequate substitute for a rigorous impact assessment prior to any implementation	2		
Disadvantages of closing Keyhole Bridge to motorised vehicles	**62**	Displaced traffic onto surrounding roads	46	Orchard Avenue / Twemlow Avenue Congestion Sandbanks Road Pollution Longer journeys for motorised vehicles in terms of distance and / or time Safety Speeding Noise Sherwood Avenue Alton Road Commercial Road Parkstone Road Reduced amenity	28 22 19 12 7 7 4 2 2 1 1 1 1
		Unnecessary	43	No issues with the previous arrangement before ETRO/2 Narrow carriageway and lack of visibility act as a self-enforcing traffic calming feature There is an existing traffic free route via the subway linking Park Lake Road with Newfoundland Drive	39 9 6

[3] https://democracy.bcpcouncil.gov.uk/documents/s23073/Whitecliff%20Rd%20ETRO.pdf

[4] https://democracy.bcpcouncil.gov.uk/documents/s23472/Portfolio%20Holder%20Final%20Decision.pdf

[5] https://www.bcpcouncil.gov.uk/news-article.aspx?title=temporary-active-travel-measures-reviewed-as-part-of-wider-bcp-councils-transport-vision

[6] BH Active Travel is an independent group of local residents who have been campaigning for better cycling and walking infrastructure since the 1990s. The organisation undertook some canvassing during the initial consultation period. They are not affiliated to BCP Council.

Main Theme		Sub-Theme		Sub-Item	
Description	Mentioned by	Description	Mentioned by	Description	Mentioned by
				Insufficient number of cyclists, pedestrians or motor vehicles to warrant the closure	3
				Poole Park access improvement works are designed to deter through traffic	1
		Cyclist behaviour at the closure point	14	Speeds	13
				Not giving way to / near misses with pedestrians	10
		Loss of scenic drive for motorists	8		
		Makes it harder for the elderly / disabled to access the park	8		
		Concerns about vehicles turning around at the closure point	7		
		Does not address flooding at the bridge during inclement weather	7		
		Cycling is not a viable replacement for motorised vehicles	5		
		Waste of taxpayer money	4		
		Motorcyclists ignoring the closure	3		
		Induces anti-social behaviour / crime	2		
		Unfair on those who do not live near the park	2		
		Absence of mitigation from the start to manage diverting traffic	1		
		Reduces footfall for businesses operating within the park	1		
		Shared space between cyclists / pedestrians does not work in practice - segregation is better	1		
		Speeds of electric scooter users at the closure point	1		
Complementary measures	**45**	Upgrade drainage at the bridge to minimise water accumulation	15		
		Additional planters / revised arrangement at the closure point to slow down cyclists	13		
		Cameras to enforce motorcycle compliance	6		
		Mitigation measures for roads affected by displaced traffic	4		
		Orchard Avenue / Twemlow Avenue	4	20mph speed limit	3
				Access only restriction	1
				Remove existing parking restrictions to enable on-street parking and foster a self-enforcing environment that keep vehicle speeds low	1
				Speed humps	1
		Resurface Whitecliff Road	4		
		Requirement for cyclists to dismount at the closure point	4		
		Cameras to monitor cyclist behaviour	3		
		More regular road cleaning during autumn months to remove fallen leaves	3		
		20mph zone on Whitecliff Road	2		
		Reconfigure the East Gate / cricket pavilion gate access to Poole Park to enable vehicles to exit onto Parkstone Road	2		
		At any time waiting restrictions on both approaches to the closure point	1		
		Create turning heads on both approaches to the bridge	1		
		Installing a mirror at the bridge	1		

Main Theme		Sub-Theme		Sub-Item	
Description	Mentioned by	Description	Mentioned by	Description	Mentioned by
Reiterates previous correspondence[7]	**44**				
Query	**28**	Consultation period / road closure status	14		
		Number of complaints about alleged incidents between cyclists and pedestrians during the trial	7		
		Traffic monitoring to assess the impact of displaced traffic on surrounding roads	5		
		Volume of complaints about motorcycles supposedly contravening the ETRO	4		
		Freedom of Information Request regarding consultation results for formal representation and the online questionnaire	3		
		Data on cyclist / pedestrian usage at the bridge during the trial	2		
		Scheme objectives	2		
		Accident data	1		
		Roadworks associated with the access improvement works in Poole Park	1		
		Routes for motor vehicles to access the park during the trial	1		
Alternative measures	**26**	Closing the road within Poole Park to motorised vehicles	14		
		Improved signage at the bridge	6		
		Segregated cycle infrastructure	5		
		Speed humps	3		
		More parking restrictions on Whitecliff Road	2		
		A partial closure with exemptions for blue badge holders	1		
		Lower speed limit	1		
		Removable barrier allowing the bridge to be temporarily opened for emergency access or when there are roadworks on Sandbanks Road	1		
		Shuttle working at the bridge using traffic signals	1		
COVID 19	**21**	Closure helps facilitate social distancing	8		
		Width constraints at the bridge mean social distancing is not possible regardless of whether the road is closed	8		
		Uptake in cycling and exercise during lockdown was a temporary phenomenon brought on by the extraordinary circumstances and does not represent long-term behavioural change	6		
		Confusion regarding whether the trial was a short-term measure to facilitate social distancing during the pandemic or a longer-term initiative to improve facilities for cycling / walking	1		
Pre-existing concerns / matters not directly related to the scheme	**13**	Behaviour of cyclists	5	Incompetency / lack of training	4
				Not wearing helmets or having appropriate clothing / lights at night	2
				Riding in areas where they should not be i.e., footways and pedestrianised areas	2
				Bicycles in unroadworthy state	1

[7] Refers to correspondence which repeats points already made by a respondent via previous messages.

Main Theme		Sub-Theme		Sub-Item	
Description	Mentioned by	Description	Mentioned by	Description	Mentioned by
		Speeding	5	In 20mph zones	2
				Along Sandbanks Road	1
				Hunt Road	1
				Recreation Road	1
				St Marys Road	1
		Vehicles ignoring parking restrictions	2	On Sandbanks Road	1
				On Twemlow Avenue	1
		Behaviour of electric scooter users	1		
		Drivers disregarding traffic signals	1		
		Dog fouling on the beaches	1		
		Unauthorised encampments in Poole Park	1		
		High Court judgement on 20 January 2021 relating to Transport for London's Streetspace Plan[8]	1		
Access improvement works in Poole Park	3	Disturbance to Orchard Avenue / Twemlow Avenue from HGVs and construction traffic	1		
		Extra traffic on Orchard Avenue / Twemlow Avenue between May and July 2020 when the Seldown entrance was closed	1		
		Removal of roundabout makes it harder for vehicles to turn around	1		

[8] The Streetspace Plan involved creating new protected cycle lanes, wider footways and reducing through-traffic in residential areas within London. The scheme on Bishopgate in the City of London was initially ruled unlawful by the High Court of Justice (Queen's Bench Division, Planning Court). However, this ruling was subsequently overturned by The Court of Appeal.

Additional information to report

This section sets out contextual information pertinent to the initial consultation period.

Access improvement works within Poole Park

Between early May 2020 and 25 July 2020, the road in Poole Park was closed at the Seldown entrance. Further information can be found on the Poole Park Access Improvement updates published on week 14 and week 16.

From 13 October 2020 until 25 November 2020 Whitecliff Road between the Poole Park and Twemlow Avenue junctions was closed to install new kerbs and surfaces. Further information can be found on the Poole Park Access Improvement updates published on week 30 and week 32.

During December 2020 final works were undertaken and involved:

- installing remaining street furniture (bollards, cycle stands, and lighting columns)
- planting new trees
- maintenance of existing trees
- resurfacing at the East Gate Entrance which required a temporary road closure, meaning traffic could not enter the park from this point.

More information can be found on the Poole Park Access Improvement news updates published in December 2020.

Miscommunication during October and November 2020

Unfortunately, it would appear that some confusion transpired at this time. Information regarding the access improvement works in Poole Park was misinterpreted by some as relating to ETRO/2. Leaflets issued by BH Active Travel also seemed to be misinformed.

At the time, Whitecliff Road between the Poole Park and Twemlow Avenue junctions (the section which separates the Boating Lake from the Duck Pond) was closed to motorised vehicles for the installation of new kerbs and surfaces. This commenced on 13 October 2020 and the re-opening was subsequently delayed on two separate occasions to 21 November 2020 and then 25 November 2020. Additionally, for a period there was no vehicle access on Whitecliff Road to the south-eastern end of the park near to Keyhole Bridge. This was to allow for the breaking out of existing speed ramps and construction of new kerbs across the road. Further information about these works has been provided in the preceding paragraphs.

Conclusions

Statistical analysis

Statistical analysis shows that of those who chose to provide formal representation:

- approximately 50% supported the scheme
- messages of support were double the number of objections.

Over the course of the initial consultation period, the data suggests that:

- people were more likely to object at the start or end of the initial consultation
- support was concentrated between the review announcement and publication of the draft decision.

Thematic analysis

The top three themes mentioned by respondents are listed numerically in **Table 4** below. Common themes relate to:

- amenity
- cyclist behaviour
- displaced traffic
- need for the scheme
- rat-running
- road safety
- consultation process.

Respondents also suggested some improvements to the scheme in the form of alternative or complementary measures. The top three for each are listed numerically in **Table 5** below. Popular suggestions included:

- addressing flooding
- altering the arrangement at the closure point
- camera enforcement
- closing the middle of Poole Park
- improving signage
- segregated cycle infrastructure.

Additional information to report

Access improvement works took place in Poole Park simultaneously to the initial consultation period. This appeared to create some confusion regarding which road was closed and when roads would re-open.

Table 4 – Summary results from thematic analysis

Main Theme		Sub-Theme		Sub-Item	
Description	**Mentioned by**	**Description**	**Mentioned by**	**Description**	**Mentioned by**
Advantages of closing Keyhole Bridge to motorised vehicles	**211**	Improves road safety	100		
		Stops motor traffic rat-running through Poole Park	91		
		Enhanced amenity / placemaking for cyclists and pedestrians	85		
Consultation process	**186**	Reaction to the draft decision published on 15 January 2021 and / or the final decision published on 28 January 2021	98	Oppose Support	49 49
		BCP Council news article dated 15 October 2020 indicating that the bridge would be re-opened to coincide with the completion of road resurfacing in Poole Park	82	Disagree with review Agree with review	73 9
		Trial should continue for the full 6-months before any decision is made	16		
Disadvantages of closing Keyhole Bridge to motorised vehicles	**62**	Displaced traffic onto surrounding roads	46	Orchard Avenue / Twemlow Avenue Congestion Sandbanks Road	28 22 19
		Unnecessary	43	No issues with the previous arrangement before ETRO/2 Narrow carriageway and lack of visibility act as a self-enforcing traffic calming feature There is an existing traffic free route via the subway linking Park Lake Road with Newfoundland Drive	39 9 6
		Cyclist behaviour at the closure point	14	Speeds Not giving way to / near misses with pedestrians	13 10

Table 5 – Summary of suggestions made by respondents

Main Theme		Sub-Theme		Sub-Item	
Description	**Mentioned by**	**Description**	**Mentioned by**	**Description**	**Mentioned by**
Complementary measures	**45**	Upgrade drainage at the bridge to minimise water accumulation	15		
		Additional planters / revised arrangement at the closure point to slow down cyclists	13		
		Cameras to enforce motorcycle compliance	6		
Alternative measures	**26**	Closing the road within Poole Park to motorised vehicles	14		
		Improved signage at the bridge	6		
		Segregated cycle infrastructure	5		

Appendix A – Classification criteria

A broad range of views have been submitted in regard to ETRO/2. The majority of formal correspondence received was unequivocal. However, some responses were noncommittal or mixed with an element of subjectivity.

Owing to the nature of interpretation and its inherent subjectivity, there was the possibility that some messages could have been incorrectly classified. To counteract this, the control measure in place was to send out an acknowledgement confirming how correspondence has been categorised. If a respondent disagreed or felt their feedback had been wrongly interpreted, they were able to reply and retrospective alterations to the classification were made accordingly. The purpose of this was to ensure that views were not misrepresented. Additionally, it allowed for respondents to change their mind if they choose to.

Each message was reviewed on a case-by-case basis to determine its standpoint. Words, phrases and language used was assessed in their broader context rather than in isolation, to ensure feedback was fully considered and nuances accounted for. All messages received were considered in the consultation reporting process regardless of their classification.

Messages were categorised as one of five types:

- objection – messages which contain the word ‘object’, suffix variants of this, or words similar to ‘object’ like ‘against’, ‘disagree’, ‘negative’, or ‘wrong’.
- neutral comment:
    - equivocal messages without an obvious slant, neither objecting nor supporting
    - for example, a response may praise part of the scheme but criticise its method of implementation or another aspect
    - likewise, some of the language used may mean that a response neither supports nor objects to the scheme
    - purpose is to avoid misrepresenting a person who has not elicited a definitive view.
- message of support – correspondence contains the word ‘support’, suffix variants of this, or words similar to ‘support’ like ‘happy’, ‘positive’ or ‘good’.
- follow up message:
    - used to signify that a respondent has communicated on more than one occasion
    - includes correspondence from the same person via continuous or separate email chains or through the use of different email accounts
    - this approach avoids double counting the views of those who respond on more than one occasion but still captures any additional correspondence that takes place.
- query – messages that merely pose a question or requests further information.

Whitecliff Road Experimental Road Traffic Order (ETRO)

August 2020 to January 2021

Consultation Report

Consultation and Research Team

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2. Introduction

The Whitecliff Road Experimental Traffic Regulation Order (ETRO) consultation started on 31 July 2020, in advance of the implementation of the scheme on 19 August 2020. Information about the trial and a consultation form was available online at bcpcouncil.gov.uk/WhitecliffRoad, enabling respondents to give their views on the trial. The consultation closed on 15 January 2021, when the Portfolio Holder for Transport and Sustainability's decision was published with the intention to revoke the scheme. This decision was subsequently implemented at a meeting of the Council's Overview and Scrutiny Board on 1 March 2021.

An update report (October 2020) was published together with the decision details on bcpcouncil.gov.uk/Whitecliffroad. This report is the full report of the consultation findings.

3. Executive Summary

450 respondents took part in the consultation between 7 August 2020 and 15 January 2021, when the online consultation was closed.

This section summarises the results to the key questions in the consultation.

Levels of agreement with aspects of the trial

- 60% agree that Whitecliff Road should be prioritised for walking and cycling at Keyhole Bridge, 37% disagree.
- 67% agree that the changes have reduced through traffic in the area, 23% disagree.
- 64% agree that the changes make it safer for me to cycle in/through this area, with 28% disagreeing.
- 62% agree that the changes make it safer for me to walk in/through this area. 32% disagree.

Figure 1: How strongly do you agree or disagree with the following…..

	Strongly agree	Agree	Neither	Disagree	Strongly disagree
Whitecliff Road should be prioritised for walking and cycling at Keyhole Bridge (444)	57%	3%	2%	4%	33%
The changes have reduced through traffic in the area (393)	53%	14%	10%	6%	17%
The changes make it safer for me to cycle in/through this area (400)	58%	6%	9%	8%	20%
The changes will/do make it safer for me to walk in/through this area (432)	56%	6%	6%	9%	23%

Bases (as shown)

Differences in response

In terms of agreement that *Whitecliff Road should be prioritised for walking and cycling at Keyhole Bridge*:

- Residents living in (or a road off) Whitecliff Road or Sherwood Avenue are more supportive of the changes (62% agree, 32% disagree). Those living in Twemlow Avenue or Orchard Avenue have lower levels of agreement (26% agree, 64% disagree).
- Those living in the Whitecliff area have more mixed views (47% agree, 53% disagree*),* as do those who park along Whitecliff Road (50% agree, 47% disagree).
- The views of those who visit Poole Park/Whitecliff Park, travel through the area for work and work in the area are similar, with 62% to 64% agreeing that *Whitecliff Road should be prioritised for walking and cycling at Keyhole Bridge.* 71% of BCP residents (not living in the Whitecliff area) agree.

Responses also vary by age, gender and disability. Levels of agreement generally decrease with age, and males have more positive opinions than females. Those without a disability have higher levels of agreement than those with a disability.

Changes to mode of travel

The table below shows the changes to mode of travel as a result of the implementation of the scheme. Overall, responses show a shift to more active forms of travel, with more respondents being less likely to drive and more likely to walk and cycle in the area.

Figure 2: Will the changes make you more or less likely to use the following…..

	More likely	No change	Less likely
car or motorcycle (399)	12%	39%	49%
public transport (304)	5%	69%	25%
cycle (392)	60%	28%	12%
walk (416)	56%	31%	13%

Impact of the trial.

Overall, just over six out of ten (61%) respondents feel a positive impact from the changes. Just over one third (34%) feel a negative impact, with 3% mixed and 2% no impact.

Figure 3: How much of an impact, if at all, do the change have on you?

Positive impact	Mixed impact	Negative impact	No impact
61%	3%	34%	2%

Base = 443

450Summary of comments

Impact

Respondents were asked to explain how they felt about the closure of Whitecliff Road to all motorised traffic at Keyhole Bridge and the impact this would have on them. 413 respondents provided feedback to this question. 247 of the respondents who commented felt that the closure would have a positive impact on them, while 141 of the respondents who commented felt that the closure would have a negative impact on them.

Advantages of closing Keyhole Bridge

There were 444 comments relating to advantages of closing Keyhole Bridge to motorised vehicles. 197 of these comments related to improved safety as a result of the closure; relating to increased safety of pedestrians and cyclists using the bridge, as well as within Poole Park and feeling generally safer in the local area.

There were 103 comments relating to the closure resulting in the area being an enhanced amenity for cyclists and pedestrians. These comments were that the closure of the bridge has encouraged more people to cycle and walk in the park and through the bridge, as well as the associated health benefits of this increase. In addition, respondents commented that the closure has made the park a more pleasant place to walk or cycle in. Comments also related to the fact that the closure of the bridge to motorised vehicles means that pedestrians are no longer splashed by vehicles travelling through the flood water under the bridge.

There were 126 comments relating to the advantages as a result of reduced access for vehicles. these comments related to the closure has resulted in reduced rat-running through Poole Park by motorised vehicles. In addition, comments were that the bridge is unsuitable and too narrow for vehicles to get through. Comments also related to there being alternative routes into Poole Park as well as to travel across the local area, while the closure is better for the environment.

There were 18 comments relating to general advantages of the bridge being closed to motorised vehicles, with these being that the scheme was an excellent idea and that there were no obvious negative impacts on local residents.

Complementary measures

There were also 27 comments relating to measures that could be implemented in addition to the closure of Keyhole Bridge to motorised vehicles. Respondents suggested that motorised vehicles should not be allowed to access Poole Park at all, while the flooding at the bridge needs to be addressed. Other complementary measures suggested included improved road surfaces, there is a need for bike stores within Poole Park and the safety of roads for cyclists and pedestrians needs to be addressed.

Disadvantages of closing Keyhole Bridge

In contrast, there were 395 comments relating to disadvantages of closing Keyhole Bridge to motorised vehicles. Of these, 90 comments related to the closure adversely affecting access to Poole Park, with respondents finding access more difficult and will result in them visiting the park less often. In addition, these respondents commented that the closure discriminates against and restricts the access to the park for the elderly and disabled, and that not everybody is able to walk or cycle. The closure meant that they were no longer able to enjoy a pleasant and relaxing drive through the park, while roads should not be locked to motorised vehicles.

There were 128 comments relating to the closure of the bridge to motorised vehicles displacing traffic elsewhere, increasing traffic and congestion on other local roads. These comments also related to an increased use of Orchard Avenue and Twemlow Avenue as an alternative route both entering and exiting from Poole Park. Sandbanks Road is also now more congested with additional queuing at the Railway Bridge. The increased congestion results in increased car emissions and pollution on local roads.

There were 39 comments relating to the closure of Keyhole Bridge reducing safety on other roads, in particular along Twemlow Avenue and Orchard Avenue, especially at the junction with Sandbanks Road.

37 respondents commented on increased conflict between cyclists and pedestrians as a result of the closure, with the majority of these relating to cyclists now travelling at unsafe speeds in and around the bridge without due care and attention for pedestrians.

There were 101 comments relating to the belief that there is no need to close Keyhole Bridge to motorised vehicles, with the majority of these being that respondents had never witnessed or experienced any conflicts between motorised vehicles, cyclists or pedestrians and that all users approach the bridge with caution and consideration of others and potential hazards, and that cars approach the bridge at low speed therefore reducing the risks of collisions and accidents.

Alternative measures

There were 19 comments relating to alternative measures that could be implemented instead of closing Keyhole Bridge to motorised vehicles, with suggestions including installing barriers within Poole Park instead, installing traffic lights at Keyhole Bridge and increase signage at the bridge along with mirrors to allow users to see what is coming in the other direction.

Consultation process

There were 17 comments relating to the consultation process, with respondents commenting that consultation should have taken place prior to implementing the closure, while the repair work in the park had distorted traffic figures and there was a lack of data supporting the closure.

Comments and suggestions

294 respondents provided other comments and suggestions about the closure of Keyhole Bridge to motorised vehicles.

Advantages of closing Keyhole Bridge

There were a total of 127 comments relating to advantages of closing Keyhole Bridge to motorised vehicles. 69 of these comments were that the closure was an excellent idea and should be kept in place, as well as praising the scheme for prioritising cyclists and pedestrians.

There were 18 comments relating to improved safety, including at the bridge, within Poole Park as well as generally within the local area.

There were 14 other comments relating to the closure making it an enhanced amenity for cyclists and pedestrians. Comments related to the closure has made the park more pleasant to walk and cycle in, it had encouraged more people to walk and cycle in the area and has therefore had health benefits.

There were 26 additional comments relating to the advantages of reduced access for vehicles, including reduced rat-running through Poole Park, benefits for the environment, cars still having alternative routes and that surrounding roads can cope with additional volume of traffic.

Complementary measures

There were also 103 comments and suggestions relating to measures that could be implemented in addition to the closure. 40 of these comments suggested measures relating to motorised vehicle access within the park, including that the park should not be able to be used as a through route at all, with access restricted to the car parks only, while others suggested that vehicles should be banned from Poole Park altogether, or that there should be barriers at the Twemlow Avenue junction with Whitecliff Road.

There were 33 comments relating to complementary measures at Keyhole Bridge, with suggestions that flooding in Keyhole Bridge needed to be addressed and that measures are needed to ensure that cyclists slow down to prevent conflict and accidents with pedestrians.

7 respondents suggested additional traffic calming measures, while other complementary measures included a range of measures to improve safety for cyclists and pedestrians in the local area.

Disadvantages of closing Keyhole Bridge

There were a total of 146 comments relating to the disadvantages of closing Keyhole Bridge. 83 of these comments were that there was no need to close the bridge to motorised vehicles and that the closure should be removed, while respondents also commented that they had never witnessed any issues or conflict with the shared use of the bridge and that all modes of travel treat other users with due consideration.

There were 18 comments relating to the restricted access of the bridge, including reduced and restricted access to Poole Park for the elderly and disabled, and that not everyone is able to walk or cycle.

There were 20 comments relating to increased traffic on other roads in the area as well as increased emissions and pollution from the congestion.

There were 19 comments relating to an increased conflict between cyclists and pedestrians as a result of the closure, including cyclists travelling too fast without enough care for pedestrians, and that cyclists have alternative routes that they could use.

6 respondents commented on reduced safety as a result of the closure, including on Orchard Avenue and Twemlow Avenue, as well as a result of vehicles having to perform 3-point turns in areas with pedestrians and cyclists.

Alternative measures

There were 34 additional comments or suggestions relating to alternative measures that could be implemented instead of closing Keyhole Bridge. Respondents commented that there should be a traffic light system installed at the bridge instead, there should be a separate tunnel for pedestrians and cyclists, or the current bridge should be made wider. Suggestions also included additional time restrictions to motorised vehicles within Poole Park.

Consultation process

There were 57 additional comments or suggestions relating to the consultation process. Respondents commented that a consultation should have taken place prior to closing the bridge, while they also questioned whether there was sufficient supporting data to warrant the closure. Some of these comments suggested that the trial should be allowed to run its duration before a final decision is made, while comments also referred to the views and influence of councillors and 3rd party campaign groups.

Other active travel schemes

There were 15 additional comments and suggestions relating to other active travel schemes in the local area. The majority of these suggested that more active travel schemes should be introduced and that those currently in place should remain, while there were some comments that suggested that other active travel schemes should be removed.

4. Background

An ETRO to prioritise walking and cycling on Whitecliff Road at Keyhole Bridge (between Poole Park and Whitecliff Park) was implemented on 19 August 2020.

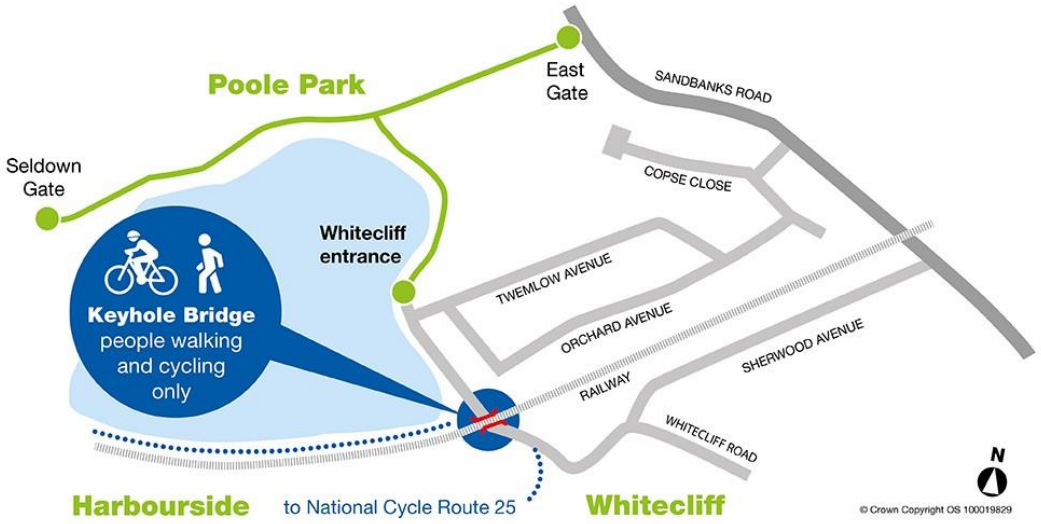
The aim of this trial was to create a safer environment to travel to and through the area on foot or by bicycle with safer and more sustainable access to the Poole Park area. A further aim was to reduce the number of vehicles driving through the park itself. The trial also improved accessibility to the well-used National Cycle Network Route 25.

The changes meant that:

1. Whitecliff Road was closed to all motor traffic at Keyhole Bridge to prioritise walking and cycling in the area. The closure used timber planters placed either side of Keyhole Bridge.

2. Motor traffic could park in Copse Close. Motor traffic travelling from Whitecliff could access Poole Park via the Park Gates entrance, opposite the Civic Centre.

3. Motor traffic exiting Poole Park towards Whitecliff could travel through Twemlow Avenue/Orchard Avenue.



5. Methodology

The consultation ran online from 31 July 2020 to 15 January 2021 at bcpcouncil.gov.uk/WhitecliffRoad. Respondents were asked to read the consultation Information Document and respond via an online survey.

Formal emails of objections or support could also be sent to ETROresponse@bcpcouncil.gov.uk or to ETRO/2, Growth and Infrastructure, BCP Council, Civic Centre, Poole, BH15 2RU. These have been analysed and reported separately and published at bcpcouncil.gov.uk/WhitecliffRoad.

The consultation was promoted through the BCP Travel e-newsletter and social media posts on Facebook and Twitter.

6. Analysis

Results are broken down by respondent type, how people travel through the area and by equalities groups (where large enough) and response date (where large enough) to show significant differences.

Bases with less than 10 respondents are not shown. Those bases with 11 to 29 responses are denoted with an * to highlight that these are small, so caution is needed in using the results.

Percentages

Figures in this report are presented as a percentage of people who answered the question. The percentages in this report will not always add up to 100%. This can be because of rounding, or because for some questions, respondents can select more than one response.

Qualitative comments

Qualitative responses (write in text) were exported into Excel and were thematically analysed by Darmax Research. The most common themes are reported on within this report. Anonymised quotes from participants have been used to illustrate the themes identified.

Please note that while the purpose of qualitative data is to provide deeper insights into reasoning and impact rather than to quantify data, the numbers of respondents who mentioned the most prevalent themes are provided in this report to give an indication of the magnitude of response. However, given the nature of qualitative data, it should be noted that this does not provide an indication of significance in relation to the question asked.

In addition, where respondents have provided comments that relate to more than one theme, their feedback has been categorised into multiple categories.

7. Key Results

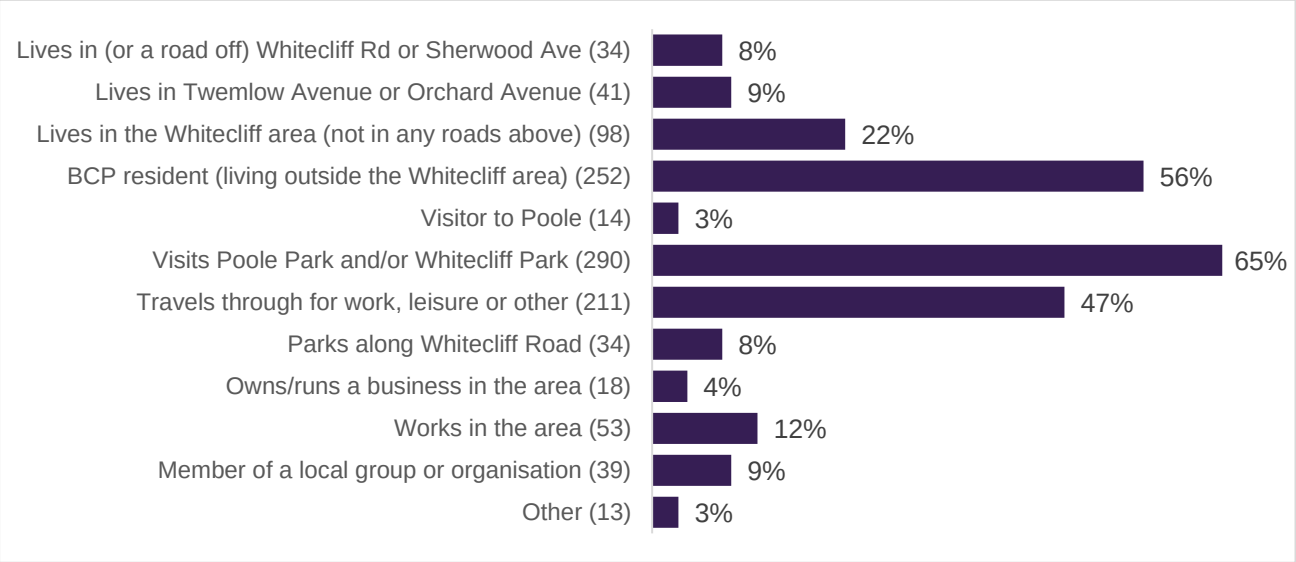
450 respondents took part in the consultation between 7 August 2020 and 15 January 2021.

The equalities profile of respondents and postcode maps are shown in the Appendix.

Respondent profile

Just under two thirds of respondents (65%) visit Poole Park and/or Whitecliff Park, and 56% are BCP residents. Just under one half (47%) travel through for work, leisure or other. 22% live in the Whitecliff area. 9% live in Twemlow Avenue or Orchard Avenue and 8% live in Whitecliff Road or Sherwood Avenue.

Figure 4: Respondent type



Base = 447 respondents

How respondents travel through the area

Just under three quarters of respondents travel through the area on foot (74%), with just under two thirds (64%) travelling by bike and 55% by car/van. Other includes motorbike, wheelchair, mobility scooter and taxi (all <10 respondents).

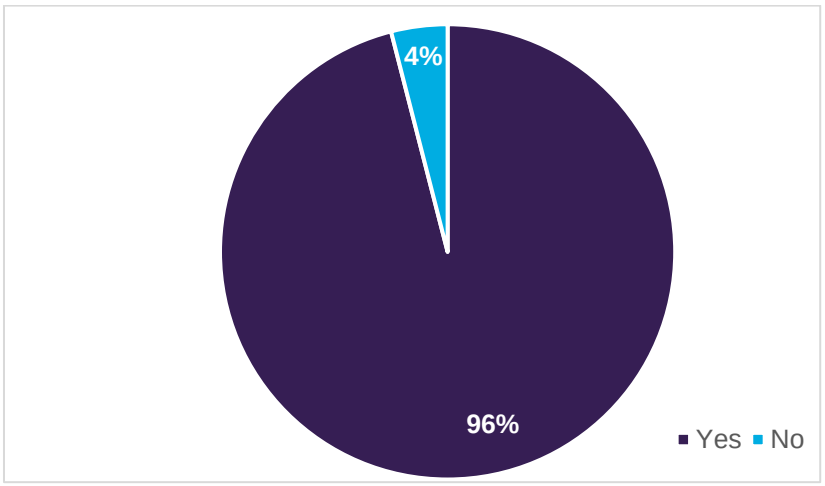
Figure 5: How travel through the area

Base = 443 respondents

Car ownership

The vast majority of respondents (96%) own, or have use of, a car or van.

Figure 6: Own, or have use of, a car or van

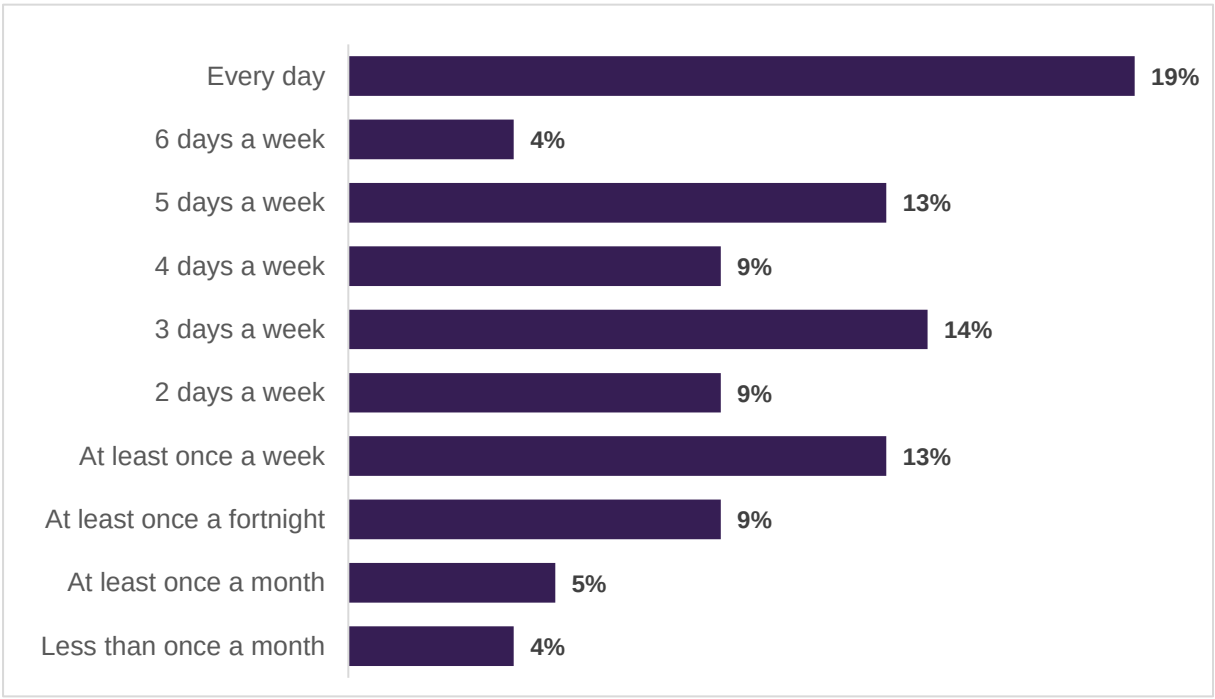


Base = 442 respondents

On average, how often do you travel to, or through, this area?

Just over eight out of ten respondents (81%) travel through the area once a week or more often, including just under one fifth (19%) travelling through every day.

Figure 7: How often travel to/through this area



Base = 445 respondents

Respondents by response date

The response varied throughout the trial. 15% of respondents completed a form before the scheme was implemented, 27% during the first four weeks and 58% completed a form after four weeks. There was an increase of 235 responses after the Portfolio Holder announced his intention to open the road in October 2020. The majority of these respondents were BCP residents (living outside the Whitecliff area), people who visit Poole Park and/or Whitecliff Park and/or people travelling through the area for work, leisure or other reasons. The online form was closed on 15 January 2021.

Figure 8: Response by date

Time period	%
Before launch	15%
First four weeks	27%
After four weeks	58%

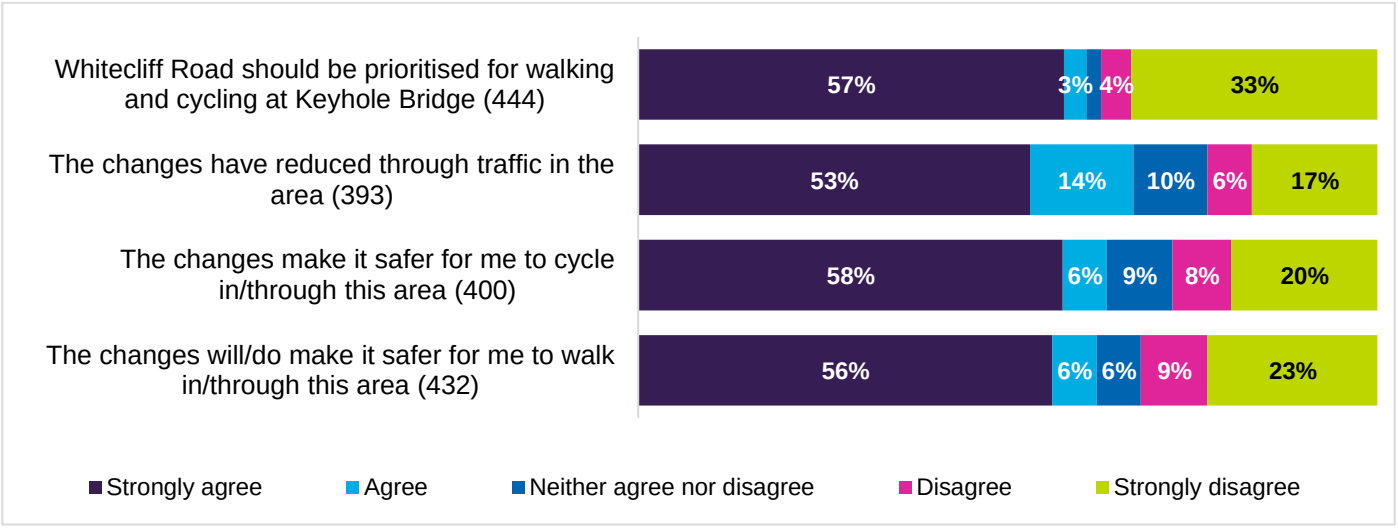
Base = 450 respondents

Levels of agreement with aspects of the trial

Respondents were asked how strongly they agree or disagree with a number of statements about the trial. The overall responses are shown below:

- Six out of ten respondents (60%) agree that Whitecliff Road should be prioritised for walking and cycling at Keyhole Bridge, 37% disagree.
- 67% agree that the changes have reduced through traffic in the area, 23% disagree.
- Just under two thirds (64%) agree that the changes make it safer for me to cycle in/through this area, with just under three out of ten respondents (28%) disagreeing.
- Just under two thirds (62%) agree that the changes make it safer for me to walk in/through this area. Just under on third (32%) disagree.

Figure 9: How strongly do you agree or disagree with the following…..



Bases (as shown)

Views differ by respondent type, how they travel to/through the area and by equalities groups (age, gender and disability), as shown in more detail on the following pages.

Views by respondent type

Levels of agreement vary by respondent type, as shown in the chart on the next page:

- Residents living in (or a road off) Whitecliff Road or Sherwood Avenue are more supportive of the changes, with just under two thirds (62%) agreeing that *Whitecliff Road should be prioritised for walking and cycling at Keyhole Bridge* (32% disagree).

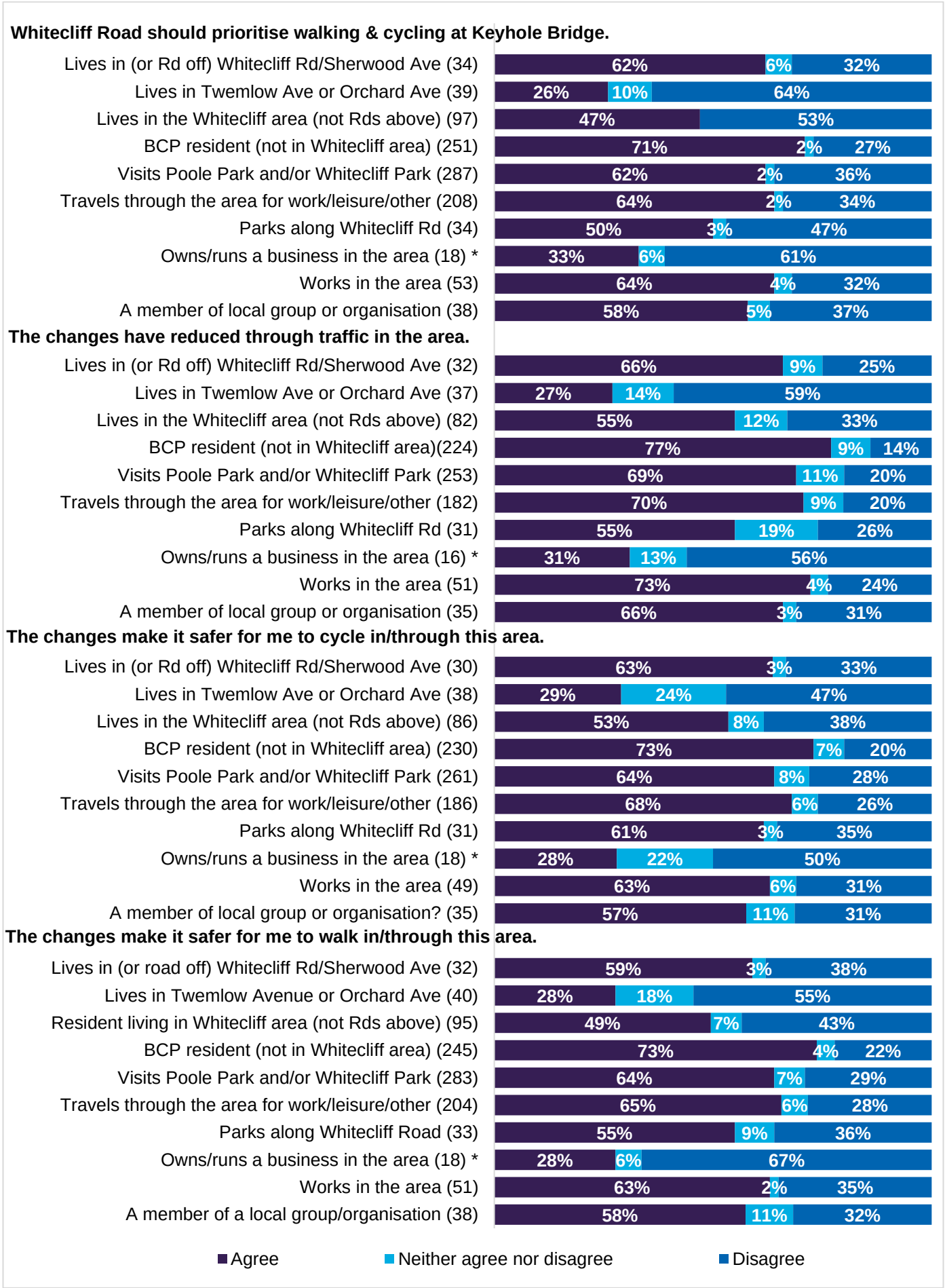
- Those living in Twemlow Avenue or Orchard Avenue have lower levels of agreement than other respondent types for all statements.

- Those living in the Whitecliff area have more mixed views. Just under one half (47%) agree that *Whitecliff Road should be prioritised for walking and cycling at Keyhole Bridge* (53% disagree). Views for those who park along Whitecliff Road are also more mixed.

- Just over seven out of ten (71%) of BCP residents agree that *Whitecliff Road should be prioritised for walking and cycling at Keyhole Bridge*, with 27% disagreeing.

- The views of those who visit Poole Park/Whitecliff Park, travel through the area for work and work in the area are similar, with 62% to 64% agreeing that *Whitecliff Road should be prioritised for walking and cycling.*

Figure 10: Views on the statements by respondent type.



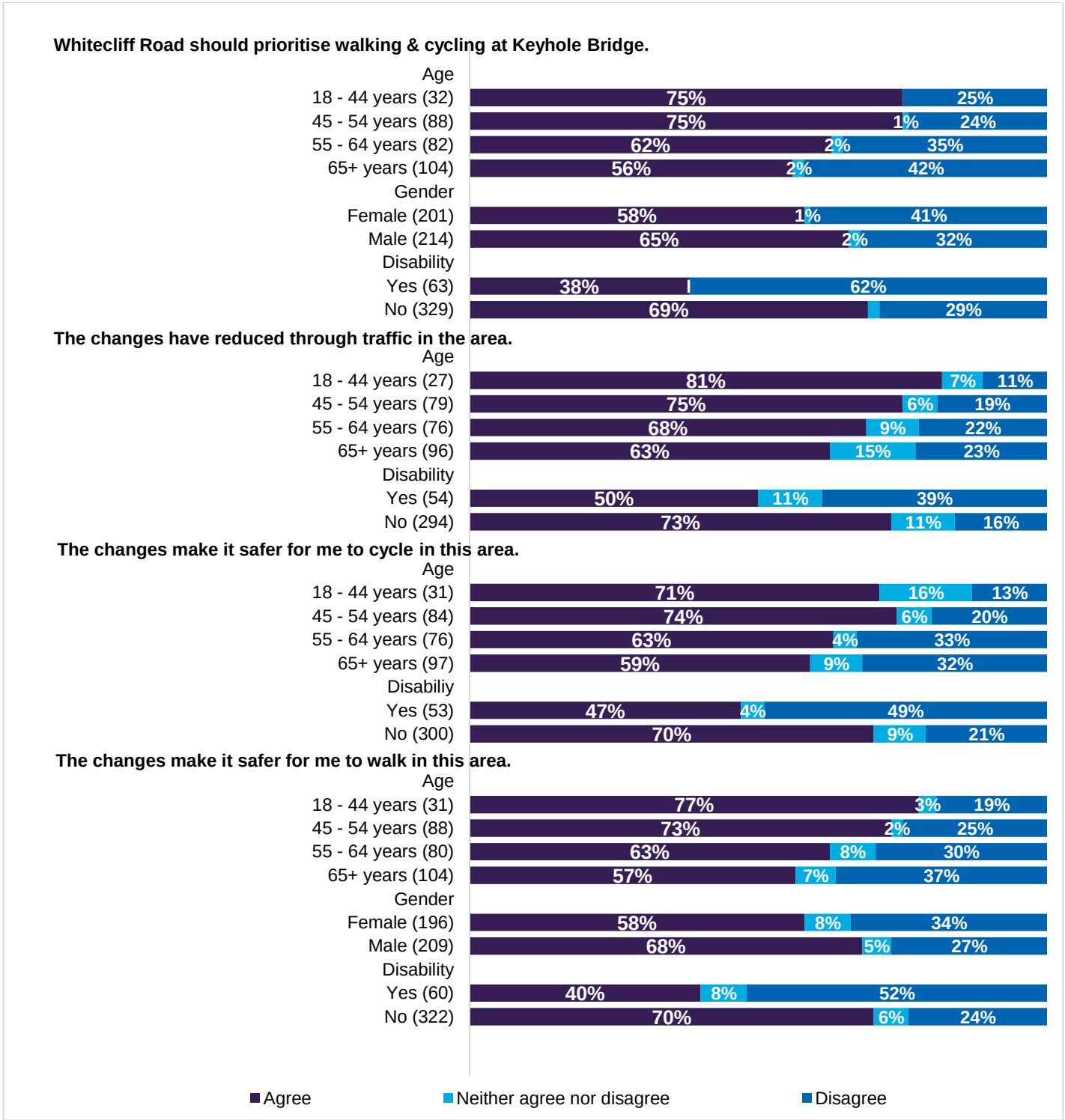
Bases (as shown) * denotes small sample for this group.

Views by equalities groups

Views on each of the statements vary by age, gender and disability.

Age	Levels of agreement generally decrease with age.
Gender	58% of females agree that 'Whitecliff Road should be prioritised for walking and cycling, compared to 65% of males. 58% of females agree that '*the changes make it safe for me to walk in the area*' compared to 68% of males.
Disability	Those without a disability have higher levels of agreement than those with a disability.

Figure 11: views on the statements by equalities groups

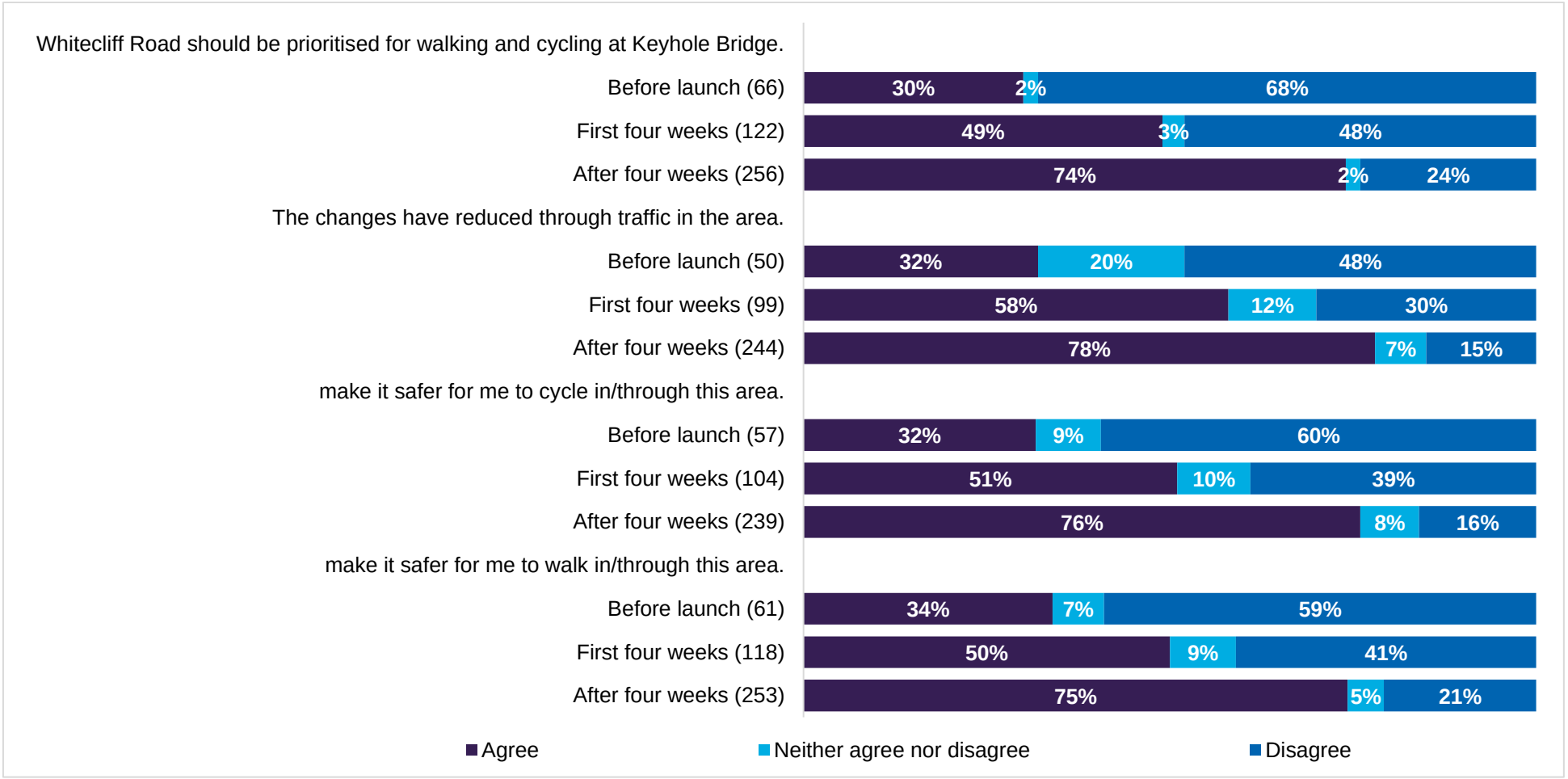


Bases (as shown)

Views by response date

Respondents' views vary by response date, with levels of agreement increasing as the trial progresses. The number of respondents (BCP residents, people who visit Poole Park and/or Whitecliff Park and those who travel through the area) increased after an announcement was made of the Portfolio Holder for Transport and Sustainability's intention to re-open the road on 15 October 2020.

Figure 12: Views on aspects of the trial by response date.



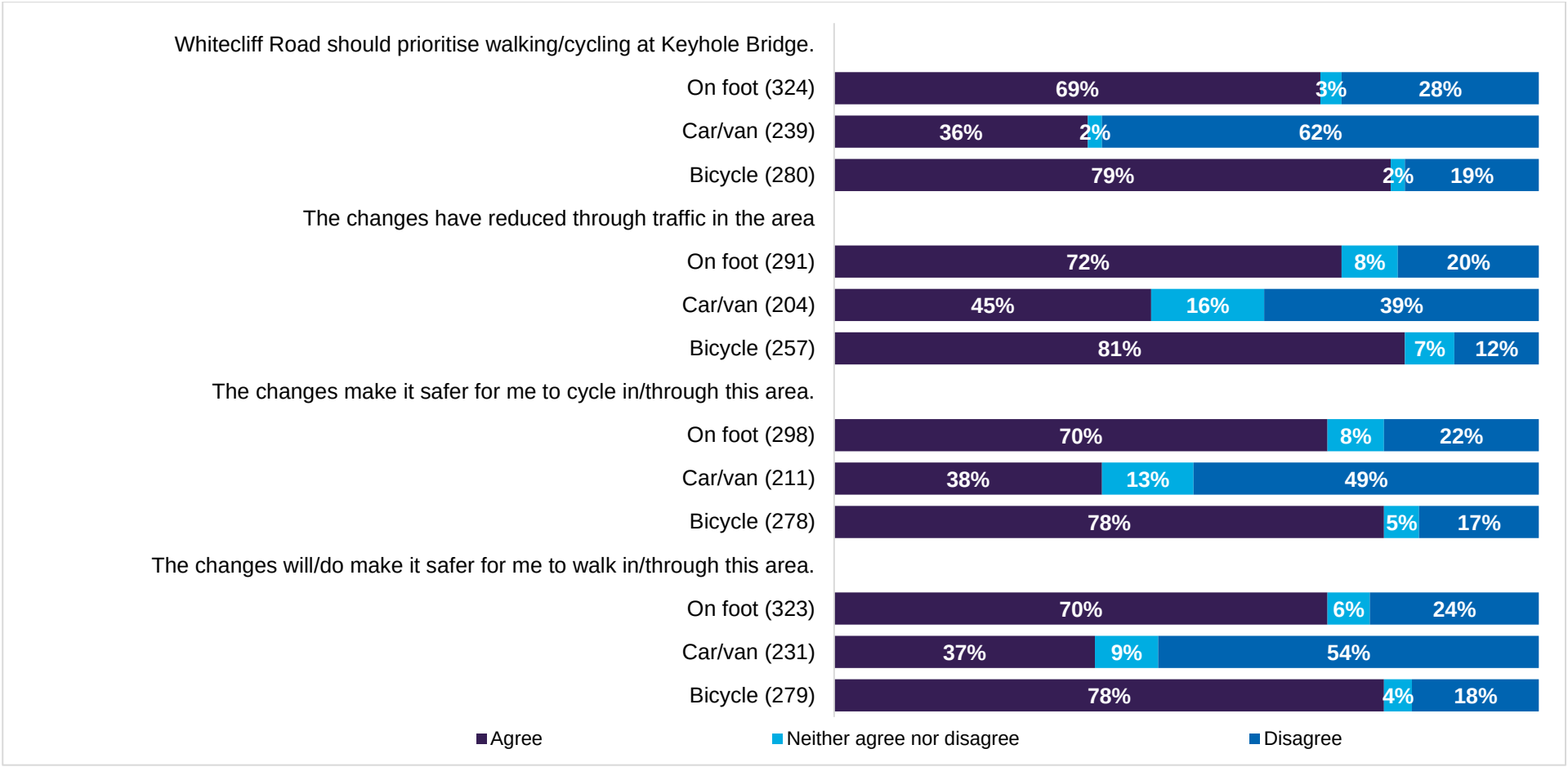
Bases, as shown.

Views by how travel through the area

As the chart below shows, respondents views varied by how people travel through the area.

- Those traveling **by bicycle** have the highest levels of agreement for all aspects of the trial, followed by those traveling **on foot**.
- Those **travelling by car/van** have higher levels of disagreement than agreement.

Figure 13: Views on aspects of the trial by how travel through the area.

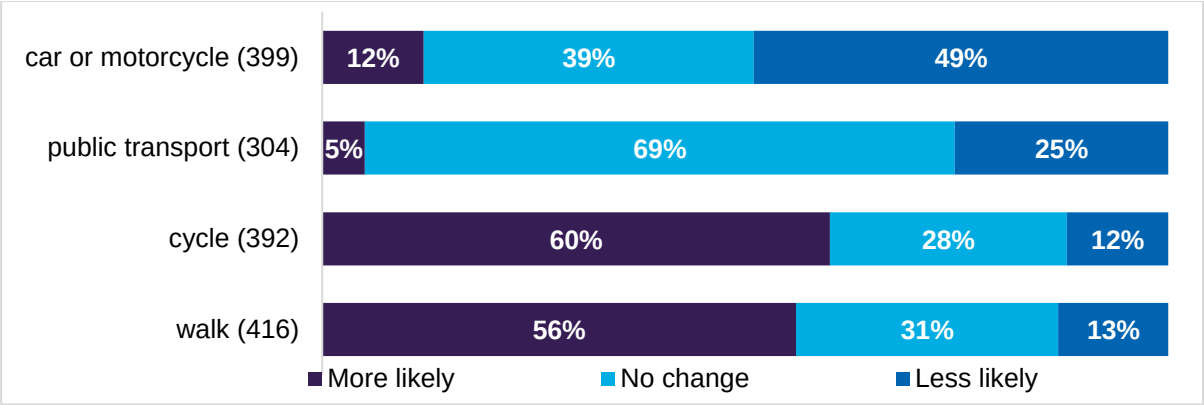


Bases, as shown.

Changes to mode of travel

- The changes would make 12% of respondents more likely to travel by car or motorcycle when travelling in the area. 39% would not make any changes and 49% would be less likely to travel by car or motorcycle.
- The changes would make 5% of respondents more likely to travel by public transport. 69% would make no change and 25% would be less likely to travel by public transport.
- 60% would be more likely to cycle, 28% would make no change and 12% would be less likely to cycle.
- 56% would be more likely to walk, 31% would make no change and 13% would be less likely to walk because of the changes.

Figure 14: Do the proposed changes make you more or less likely to use the following when travelling in the area?

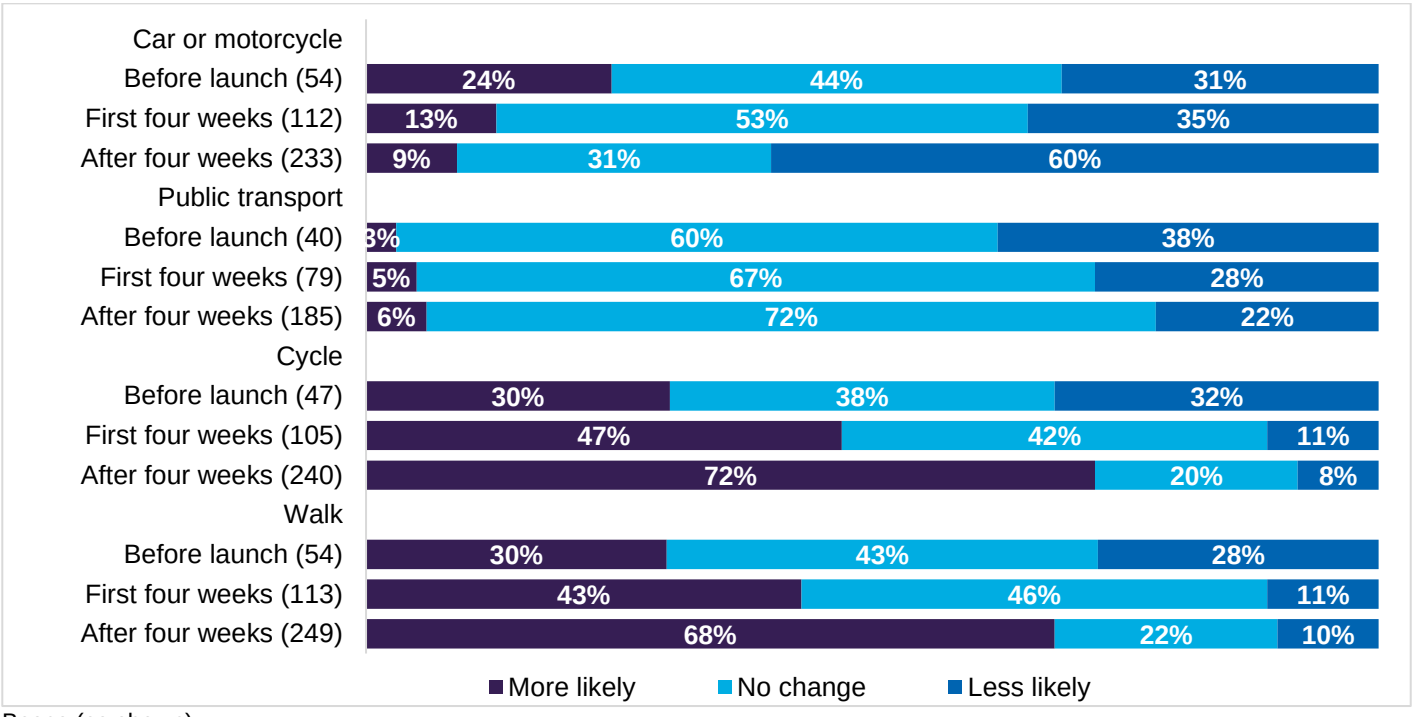


Bases (as shown)

Changes to mode of travel by date of response

Changes to mode of travel used vary by date of response (as shown in the chart below).

Figure 15: Do the proposed changes make you more or less likely to use the following when travelling in the area by response date



Bases (as shown)

Changes to mode of travel by mode of travel used

Changes to mode of travel vary by current mode of travel used, as shown in the chart below.

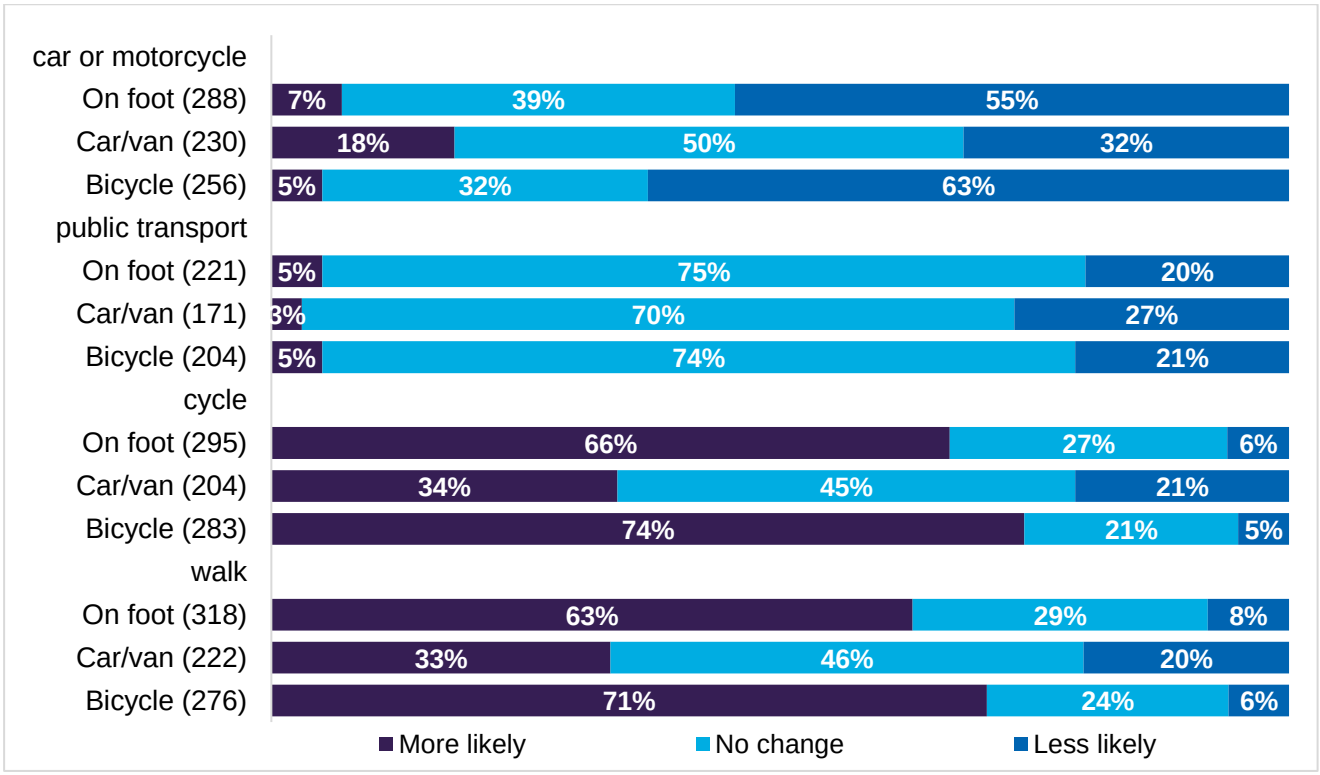
The biggest changes are for:

- those who cycle, who said they would be more likely to cycle (74%) and walk (71%). 63% would be less likely to drive.
- those who walk, who said that they would walk more (63%) or cycle (66%). 55% said they would be less likely to drive.

Of those who drive, 32% said they would be less likely to drive (18% would be more likely), 34% would be more likely to cycle (45% would make no change, 21% would be less likely) and 33% more likely to walk (46% would make no change, 20% would be less likely).

Only 10 respondents travel by public transport through the area.

Figure 16: Do the proposed changes make you more or less likely to use the following when travelling in the area by mode of travel



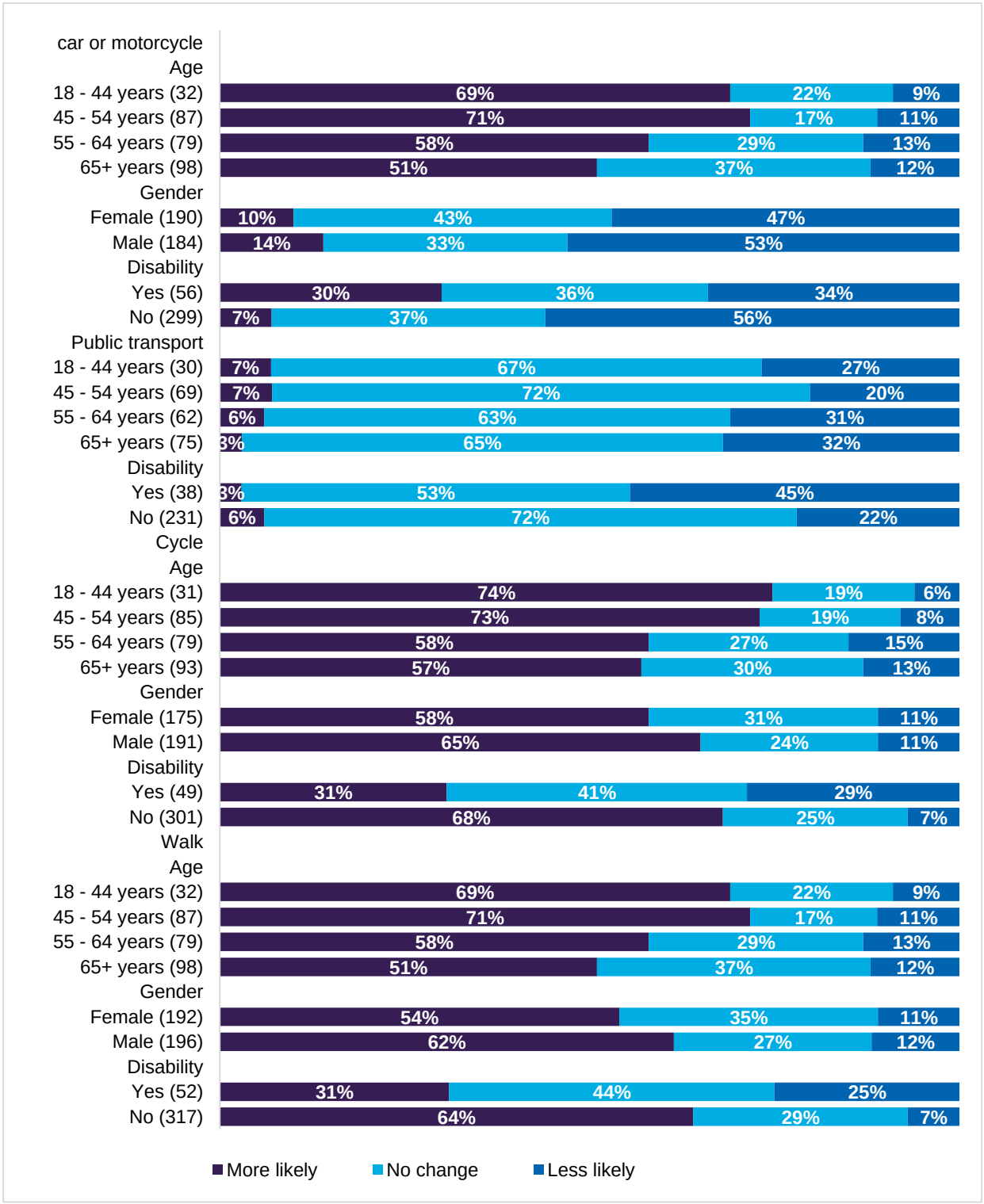
Bases (as shown)

Changes to mode of travel by equalities

There are differences in changes to mode of travel by age, gender and disability.

Age	Use of more active forms of travel (walking and cycling) generally increase with age.
Gender	There is slightly higher active travel by males compared to females.
Disability	Those without a disability are more likely to use active travel than those with a disability.

Figure 17: Do the proposed changes make you more or less likely to use the following when travelling in the area by equalities groups

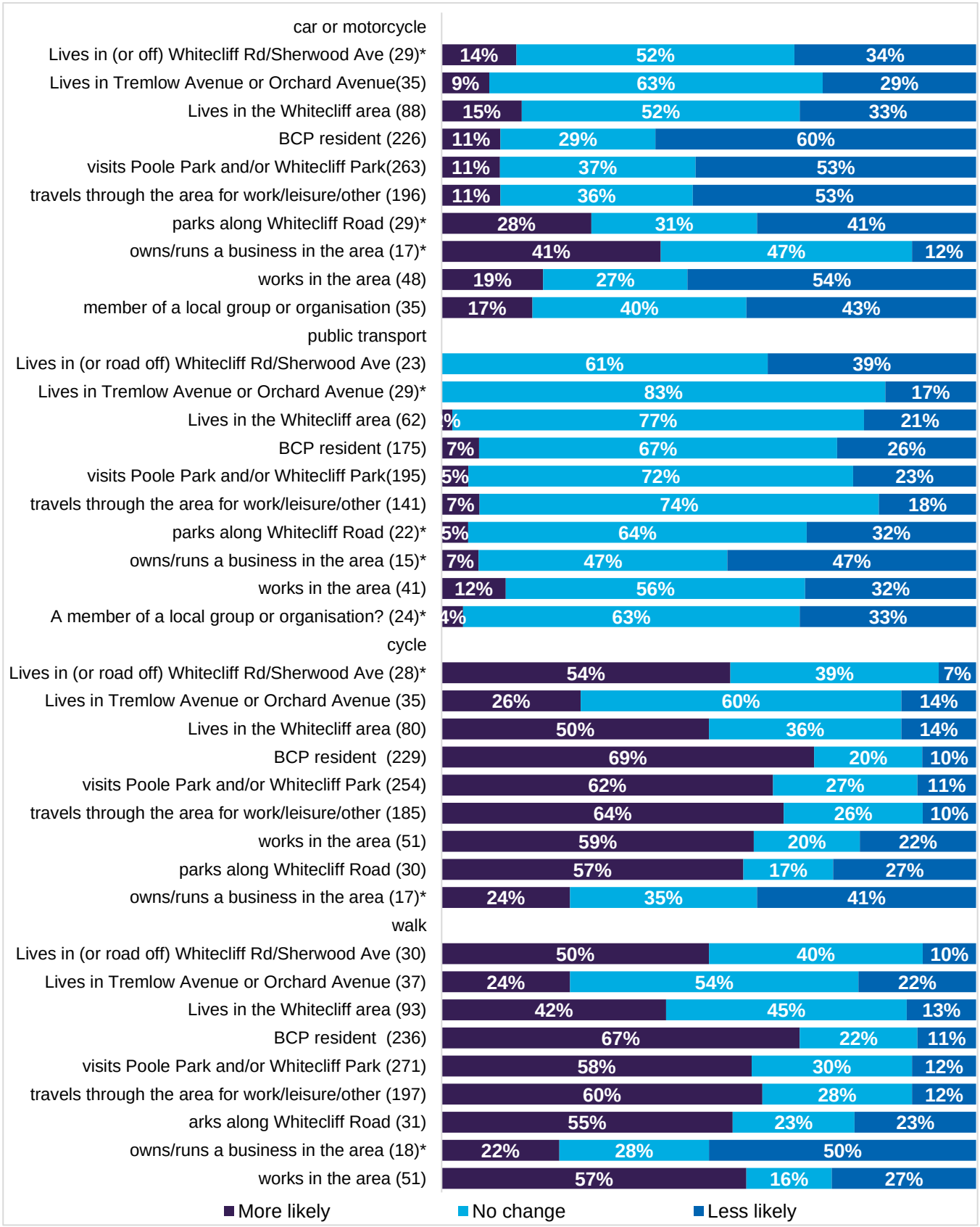


Bases (as shown)

Changes to mode of travel by respondent type

Changes to mode of travel differ by respondent type, as shown in the chart below. Overall, responses show a shift to more active forms of travel, with more respondents being less likely to drive and more likely to walk and cycle in the area.

Figure 18: Do the proposed changes make you more or less likely to use the following by respondent type

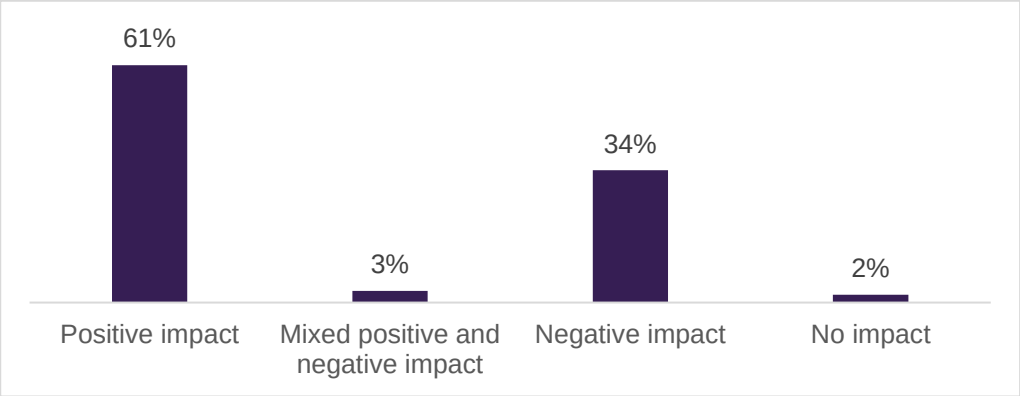


Bases (as shown) * denotes small sample for this group.

Impact of the changes

Overall, just under two thirds (61%) of respondents feel a positive impact from the changes. Just over one third (34%) feel a negative impact, with 3% feeling a mixed impact and 2% no impact.

Figure 19: How much of an impact, if at all, do the changes have on you?



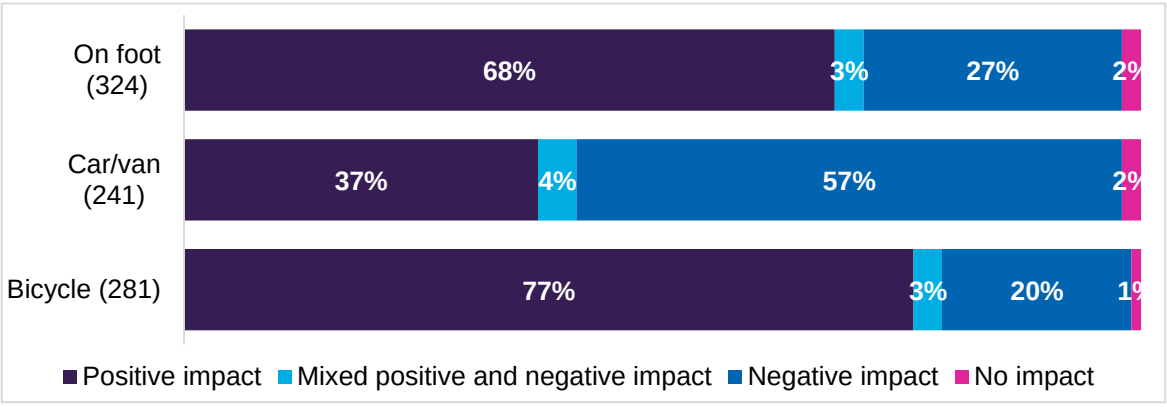
Base (443)

The results vary by response date, respondent type, age and how people travel through the area, as shown in the next few pages.

Impact by how travel through the area

- Impact varies by how people travel through the area, with just over two thirds (68%) of those who travel on foot feeling a positive impact. 27% feel a negative impact.
- Those traveling by car/van feel the greatest negative impact (57%), with 37% feeling a positive impact.
- Just over three quarters of those who travel through the area by bicycle (77%) feel a positive impact and 20% a negative impact.

Figure 20: How much of an impact do the changes have by how travel through the area



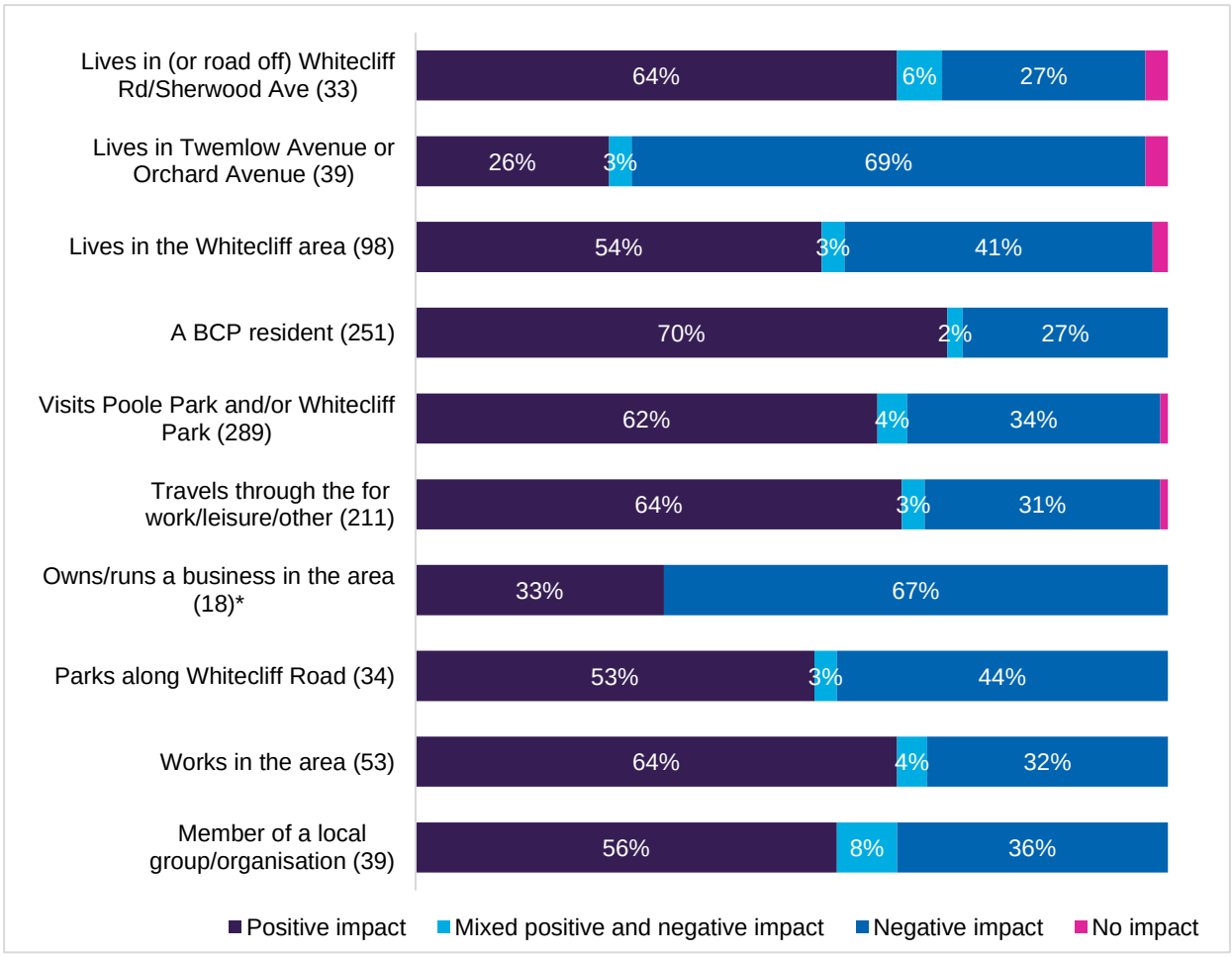
Bases (as shown)

Views by respondent type

Impact varies by respondent type, as the chart below shows.

- Just under two thirds (64%) of those who live in (or a road off) Whitecliff Road or Sherwood Road report a positive impact. 27% report a negative impact.
- Just over two thirds (69%) of those living in Twemlow Avenue or Orchard Avenue report a negative impact, 26% report a positive impact.
- Just over half (54%) of those living in the Whitecliff area report a positive impact and 41% report a negative impact.
- Seven out of ten (70%) of BCP residents report a positive impact, 27% report a negative impact.
- Those who visit Poole Park and /or Whitecliff Park (62% positive), travel through the area for work/leisure/other (64% positive) and work in the area (64% positive) have similar views of impact.
- Just over one half of those who park along Whitecliff Road (53%) report a positive impact. 44% report a negative impact.
- 56% members of a local organisation/group report a positive impact, with 36% reporting a negative impact.

Figure 21: How much of an impact, if at all, do the changes have on you by respondent type

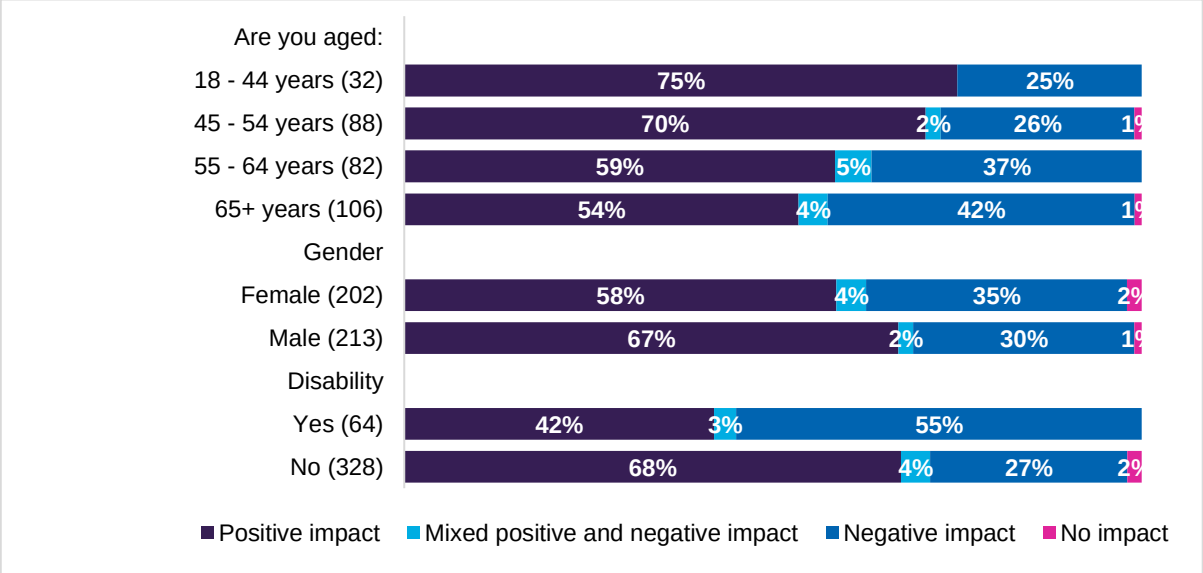


Bases (as shown) * denotes a low base

Impact by age

- Impact varies by age, gender and disability, with younger age groups generally feeling a more positive impact than older age groups.
- Males report more of a positive impact than females.
- Those with no disability feel a more positive impact than those with a disability.

Figure 22: How much of an impact, if at all, do the changes have on you by equalities groups



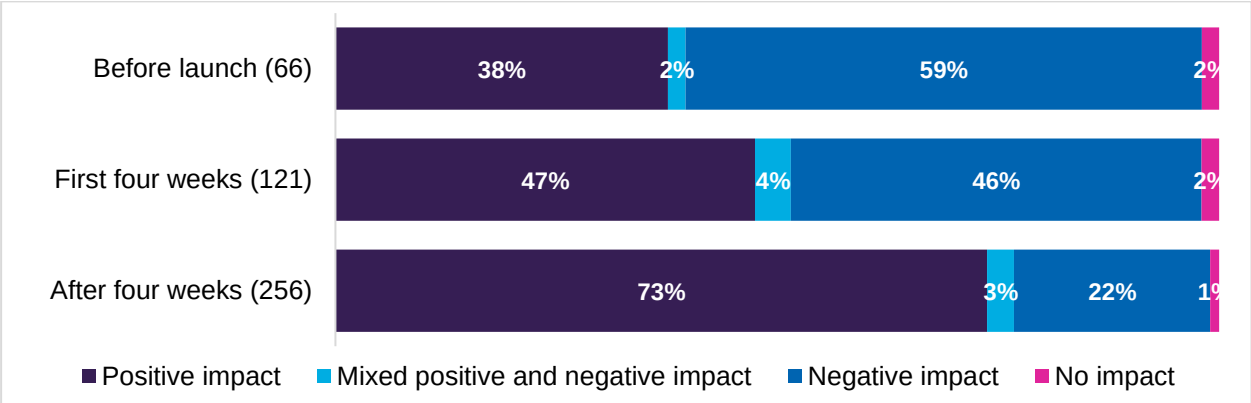
Bases (as shown)

Impact by response date

Impact changes by response date, as shown in the chart below, with respondents reporting more of a positive impact as time goes on.

Just over one third (38%) report a positive impact before launch (59% report a negative impact), compared to 47% who report a positive impact in the first four weeks of the trial (46% report a negative impact) and 73% who report a positive impact after four weeks (22% report a negative impact).

Figure 23: How much of an impact, if at all, do the changes have on you by response date



Bases (as shown)

Comments about the trial

Impact

Respondents were asked to explain how they felt about the closure of Whitecliff Road to all motorised traffic at Keyhole Bridge and the impact this would have on them. 413 respondents provided feedback to this question which has been coded into themes to make them easier to interpret. Please note that where respondents have provided comments that relate to more than one theme, their feedback has been categorised into multiple categories.

In terms of impact, 247 of the respondents who commented felt that the closure would have a positive impact on them, 141 felt that the closure would have a negative impact, 13 felt that it would have a mixed positive and negative impact, while 7 felt that the closure would have no impact on them. 2 respondents who commented felt that the closure does not apply to them, 1 respondent did not know how the closure would impact on them, and 1 respondent who commented did not indicate what impact the changes would have on them.

Responses were coded in to five key themes relating to ‘advantages of closing Keyhole Bridge to motorised vehicles’, ‘complementary measures’, ‘disadvantages of closing Keyhole Bridge to motorised vehicles’, ‘alternative measures’ and ‘comments about the consultation process’.

Theme	Number of comments
Advantages of closing Keyhole Bridge to motorised vehicles	444
Complementary measures	27
Disadvantages of closing Keyhole Bridge to motorised vehicles	396
Alternative measures	19
Comments about the consultation process	17

Advantages of closing Keyhole Bridge to motorised vehicles (444 comments)

There were 444 comments relating to advantages of closing Keyhole Bridge to motorised vehicles. These comments were further analysed into 4 themes and further sub-themed within these. These 4 themes related to ‘improved safety’, ‘enhanced amenity for cyclists and pedestrians’, ‘reduced access for vehicles’, and ‘general advantages’.

Theme	Number of comments
Improved safety	197
Enhanced amenity for cyclists and pedestrians	103
Reduced access for vehicles	126
General advantages	18

Improved safety

There were 197 comments relating to improved safety as a result of the closure of the bridge to motorised vehicles. Of these, 131 comments related to **increased safety for both cyclists and pedestrians in and around the bridge**. Reasons included the fact that these users no longer fear a collision with vehicles travelling too fast, it is not possible to see what is coming from the opposite direction, and that the pavement is too narrow for pedestrians, particularly those with dogs, pushchairs and children on bikes.

"Can negotiate safely as a walker or cyclist without fear of suddenly encountering speedy motorist."

"Despite the road signs clearly stating that pedestrians have priority of motor vehicles, this is rarely observed by drivers and I often find that cars try to go through when I am walking on the narrow pavement (which is barely wider enough to walk on alone, let alone with my dog too). Additionally, I often walk through with friends who have babies in buggies and pushchairs who clearly cannot use the pavement at all - this is particularly dangerous when the tunnel is blind from Whitecliff Road so this often causes unsafe head-on situations."

"I have had several bad experiences and "near misses" cycling from Lilliput to Poole Park through the Keyhole Bridge. The size and orientation of the bridge makes it very difficult for cyclists and walkers to safely negotiate it while cars are also using it."

A further 34 comments related to feeling **safer within Poole Park** due to reduced vehicles accessing the park.

"I always felt unsafe trying to cycle or walk through the bridge as you'd never know if a car was coming the other way. The park also feels much safer to cycle and walk through as there is less traffic coming through."

"Much safer and more pleasant to walk through the area, through the park, under the bridge and back along Whitecliff and Baiter Park."

"My son and husband like to cycle to, from and around Poole Park. The reduced amount of cars driving through the park have made it a lot safer for my family. My son is still learning so this change has made a very positive impact."

In addition, there were 32 comments relating to **generally feeling safer within the area**, and that this increased feeling of safety meant that they were more confident and likely to walk between Poole Park and Whitecliff.

"Hugely positive for myself and my children. Cars used to race along Whitecliff Road making it dangerous at the crossing for the park and for people (particularly children) going through the tunnel. The changes mean myself and my family are much more at ease and safer, and we strongly support them being made permanent."

"Whitecliff Road now much safer for all users when crossing, parking and unloading children and animals in order to use Whitecliff Park and the children's playground."

Enhanced amenity for cyclists and pedestrians

There were 103 comments relating to the closure resulting in the area being an enhanced amenity for cyclists and pedestrians. 36 respondents commented that the closure of the bridge has **encouraged more people to cycle and walk in the park and through the bridge**.

"I think the changes overall will be positive as it will encourage people to consider alternative modes of travelling to that area."

"We normally drive through this road to Poole Park but have now changed to cycling."

"When the roads became quieter at the beginning of lockdown I borrowed a bike which I used on the quiet roads and cycle routes. Now the roads are busy again the new roadblocks have meant I can keep cycling."

Further to this, 6 respondents commented on the **health benefits** that this brings them.

"The closure of Keyhole Bridge to traffic will undoubtedly make it safer for families with young children to use this area and it is so important to promote exercise and healthy lifestyles to all."

In addition, 43 respondents commented that the closure has made the **park a more pleasant place to walk or cycle in**.

"Since the Keyhole Bridge has been closed to through traffic the park is much less busy with cars making it extremely pleasant for people who enjoy nature and some peace and quiet."

"Pleasure to use the park without the fear of being injured by cars. So much more enjoyable. Used it so much more."

"The atmosphere has completely changed with families, mothers with prams and older people feeling relaxed using the route."

There were 15 comments relating to the fact that the closure of the bridge to motorised vehicles means that they are **no longer splashed by vehicles travelling through the flood water** under the bridge.

"I will no longer get soaked by inconsiderate drivers who drove into Keyhole Bridge at speed."

3 respondents commented that they welcomed the closure because **schemes need to prioritise pedestrians and cyclists**.

"The building of a path to the gate makes it part of an integrated route to use connect the parks, pedestrians and cyclists need to be prioritised here."

Reduced access for vehicles

There were 126 comments relating to the advantages as a result of reduced access for vehicles. Of these, there were 60 comments relating to the fact that the closure results in **reduced rat-running through Poole Park** by motorised vehicles.

"I walk and cycle under the bridge and cars use it as a 'rat run' and far too often motorists are going far too fast through this bridge."

"Keyhole Bridge is used as a cut through at evening rush hour, much to the detriment of the park. This will make the park an even nicer place to enjoy as a park rather than as a main road."

"Opening this route up again is simply a rat run bypass of the ex-council offices roundabout and nothing more. The majority of vehicles that use this route are in a rush and lack consideration for walkers and cyclists in such a confined space as the bridge."

In addition, there were 24 comments that the **bridge is unsuitable and is too narrow for vehicles** to get through, particularly with the bridge being used by cyclists and pedestrians.

"The bridge is clearly not fit for purpose, currently. Modern cars are too big to go through safely, and it is scary to walk or cycle through there as you never know if someone might come through too fast from the other direction."

"The bridge is too narrow for cars and vans to share the space with pedestrians and cyclists."

"The bridge was not designed for motor vehicles and the use by these should never have been allowed."

There were 25 comments relating to there being **alternative routes into Poole Park** as well as to **travel across the local area**, and that it was therefore unnecessary for motorised vehicles to have to use Keyhole Bridge.

"The road goes through a park, there is no need to drive in a park. A park is for walking & cycling in not for driving through."

"Motor traffic should not be accessing the park using this entrance. There are other entrances. It is a park not a cut through for motor vehicles."

"I have occasionally driven through the bridge, but it is really not necessary as it would generally cut less than 5 mins off the journey."

In addition, there were 17 comments relating to the closure being **better for the environment**, both in terms of reduced emissions in general as well as for the wildlife within Poole Park.

"I walk regularly in Poole Park approaching down the steps from Orchard Avenue and the air is much cleaner there now."

"I am a resident of Twemlow Avenue and I am supportive. Partly this is because of the need for structural change and the need to mitigate against climate change. We all need to use our cars less."

"This closure has meant it is now so much safer for walkers / joggers and cyclists plus the reduction in exhaust emissions improves the environment which will enhance not only us humans but will positively impact on the surrounding nature."

General advantages

There were 18 comments relating to general advantages of the bridge being closed to motorised vehicles. 14 of these comments were that the scheme was **an excellent idea** and that respondents were generally supportive of the restriction. In addition, 4 respondents commented that they **could not see a negative impact on local residents** due to the ETRO.

"It's a brilliant change and a very well thought out demonstration of the sort of changes we need to make much more of in the next few years if we are to deal with the appalling traffic pollution - delay, smell and noise - in this conurbation."

"This change is a massive improvement for the vast majority of Keyhole Bridge users in just the right place. Plus nicely done with the planters."

"Since the bridge has closed the road is so quiet we can access our drive (on Whitecliff Road) all the time as we don't need to worry about rush hour traffic!"

Complementary measures (27 comments)

There were 27 comments relating to measures that could be implemented in addition to the closure of Keyhole Bridge to motorised vehicles. 10 respondents commented that **motorised vehicles should not be allowed to access Poole Park at all**.

"There shouldn't be any through traffic through the park. It is a public park for people to enjoy, not for drivers to use as a short cut and avoid the main road."

"It's great getting rid of the cars. The park should be car free and this tunnel is just ridiculous to allow driving through."

4 respondents suggested that **work to reduce flooding at the bridge** is required, while 1 respondent suggested that there should be a **separate cycle lane under the bridge** to reduce the conflict between cyclists and pedestrians.

"I frequently use the bridge to cycle through the park. Sometimes I don't use it because I think it may be flooded."

"Wonder if a specified cycle lane under the actual bridge might make it safer for pedestrians as visibility is so limited."

3 respondents suggested that the **road surface alongside the boating lake** is needed to be improved, while 2 respondents suggested that there is a need for **more provision of bike stores/parking** to encourage people to cycle and stop in the area.

"The road past the bridge should be paved over and nice planting areas created."

"More cycle parking in Poole Park too please."

3 respondents felt that the **safety of roads generally for cyclists and pedestrians** is needed to be improved in the area, while 1 respondent suggested that **cyclists need to improve how they use the roads**.

"We should be making more roads safer for bikes and walking. The safer it is, the easier it is, the more I will do it."

"Cyclists still enjoy causing mayhem cycling along the main road to Poole."

1 respondent suggested that **speed limits** need to be reduced, 1 respondent suggested that **access at the Sandbanks Road Railway Bridge** needs improving, while 1 respondent suggested that the **no exit from Poole Park onto Parkstone Road** needs to be enforced.

"The whole of the Whitecliff Triangle should be a 20-mph area."

"Never seen an accident at Keyhole but I have seen countless knocks and worse at the bridge on Sandbanks Road."

"Lots of people are ignoring the no entry sign coming out of the park onto Parkstone Road which is a blind corner and it is only a matter of time before this causes a major accident."

Disadvantages of closing Keyhole Bridge to motorised vehicles (395 comments)

There were a total of 395 comments relating to disadvantages of closing Keyhole Bridge to motorised vehicles. These comments were analysed into 5 themes and further sub-themed within these. These 5 themes related to 'access', 'displaced traffic', 'reduced safety', 'conflict between cyclists and pedestrians' and 'no need to close bridge'.

Theme	Number of comments
Access	90
Displaced traffic	128
Reduced safety	39
Conflict between cyclists and pedestrians	37
No need to close bridge	101

Access

There were 90 comments relating to the closure adversely affecting access to Poole Park. 23 of these comments related to **access to the park being restricted and more difficult**, and that they will therefore visit the park less often. A further 9 comments stated that the route and access to the park **should be open to all**.

“Makes it more difficult to access Poole Park so will stop coming and after a pleasant walk round the lake will not be visiting the Arndale Centre.”

“This has stopped us from visiting Poole Park on a few occasions as we have been at Whitecliff Park and gone to go through but have to drive all the way round. I’m heavily pregnant and unable to walk the distance to get to the other side to use the cafe and toilets!”

“It's a public park therefore should not be limited in any way whatsoever. It limits me using the park as I have to drive further to get to the different parts. I also run a mummy walking group at the park so therefore limits members of the group too.”

In addition, 22 respondents commented that the closure of the bridge to motorised vehicles **discriminates against and restricts the access to the park for the elderly and disabled**, with a further 7 comments stating that **not everybody is able to walk or cycle**.

“My main concern is that I am disabled and therefore can no longer walk far, cannot cycle and can't use public transport. I love being driven through the park and admiring the scenery and just feel that you are making it difficult for disabled, and some elderly to be able to get the benefit of places in our area - the same with closing Poole Quay.”

“Totally pointless. Designed for the minority. Could be considered discriminatory against the disabled and elderly.”

“I cannot walk distances; I am unable to cycle. I found great enjoyment in driving through the bridge and taking in beautiful Poole Park with its peaceful relaxing atmosphere.”

“This adds a long diversion to my regular route. I can't carry tools on a bicycle.”

“No matter the ideals, some people cannot do without cars and it is cruel to think they can.”

There were also 13 comments relating to the closure means that they **can no longer enjoy the pleasant drive through the park** that they used to be able to do.

“I sometimes drive through the park on route but I often stop and take five mins for a quick breath of fresh air or to eat a sandwich before my next appointment. Haven't got time to park off site and walk. Driving slowly through the park is good for mental health.”

“My husband is disabled & the joy of driving through the park via Keyhole Bridge has been taken away by the closure. We are certainly more likely to stop to use the facilities if we have the choice to go that way.”

There were 11 comments that felt that **roads should not be blocked to motorised vehicles**, while there were 5 comments relating to the route through Poole Park via Keyhole Bridge is **helpful when there are blockages on other local roads** and helps alleviate the resultant congestion.

"Why don't you just admit that you're doing your best to drive cars off the roads."

"Completely ridiculous decision to close a major arterial route to vehicular traffic, forcing vehicles to use unsuitable alternative routes that force longer journeys that produce higher net levels of exhaust emissions, to the general detriment of the area."

"Concerned about if there is a blockage on other roads around the park as this is the easiest diversion route."

Displaced traffic

There were 128 comments relating to the closure of the bridge to motorised vehicles displacing traffic elsewhere. 39 of these comments related to **displaced traffic and increased congestion in the local area generally**.

"Blocking of the bridge just causes gridlock on surrounding roads."

"By closing this route to vehicles, the vehicle traffic has increased on other routes. Including some really nasty bottle necks."

"Diverts traffic onto surrounding roads and makes traffic congestion worse."

40 comments related to the **increased use of Orchard Avenue and Twemlow Avenue** as an alternative through route, as well as increased queueing out of Orchard Avenue trying to turn onto Sandbanks Road.

"I am concerned that the amount of 'rat run' traffic through Twemlow and Orchard Avenues will increase, which it does when the Keyhole Bridge is blocked. The rat run is caused by drivers trying to avoid the more congested main route of Parkstone Road and Sandbanks Road by cutting through Poole Park to Sandbanks Road. These residential roads should not be used as commuter rat runs, which are associated with the hazards of speeding and careless driving."

"Will cause too much traffic down Twemlow Avenue and Orchard Avenue. It will cause queues pulling out of Orchard Avenue onto Sandbanks Road which is already a difficult junction to pull out from especially at busy times."

17 comments related to increased traffic along **Sandbanks Road**, with a further 11 comments specifically referring to **increased congestion at Sandbanks Road Railway Bridge**.

"I now have to queue for longer at the railway bridge on Sandbanks Road as ALL traffic now has to use this bridge."

"The closure will increase traffic on Sandbanks Road which is already very congested around the railway bridge."

"Additional traffic is now diverted on Sandbanks Road where the rail bridge is unable to cope with the additional traffic flow."

4 respondents commented on there being increased traffic at the **Civic Centre roundabout**.

"If anything, it will redirect traffic to the Civic Centre roundabout and roads around it which will mean cars are crossing traffic and is more dangerous."

There were 13 comments that felt that the displaced traffic results in **increased emissions and pollution** due to longer journeys and increased congestion.

"I have to drive a long way round and therefore make more pollution and more congestion."

"It has caused more traffic queues, congestion & pollution on the surrounding roads as traffic all converges on other roads that previously used the bridge."

2 respondents commented on the displaced traffic causing an **inconvenience to other road users'** journeys who are travelling elsewhere, while 2 respondents commented on the impact the closure has on **local residents**.

"Being sent along the now allocated roads I cause other people an unnecessary inconvenience."

"This means that ALL residents of Orchard Avenue, Twemlow, and Copse Close will now only have ONE way to exit from their streets in the morning from 6am-10am…. That is 185 houses which will have to exit via Orchard Avenue onto Sandbanks Road! It is going to be a complete and utter nightmare."

Reduced safety

There were 39 comments relating to the closure of Keyhole Bridge reducing safety. 5 of these comments related to **reduced safety on alternative routes in general**, while 29 comments related to **reduced safety along Orchard Avenue and Twemlow Avenue**, as a result of increased traffic and cars speeding on these roads, using them as a rat run. In addition, these comments suggested that the **junction of Orchard Avenue with Sandbanks Road was dangerous** as visibility was limited and it was less safe than the junction of Whitecliff Road with Sandbanks Road.

"Traffic has increased on Sandbanks Road as well as increased speeding of vehicles on Whitecliff Road/Sherwood Avenue, traffic cutting through Twemlow and Orchard Avenue."

"I live in Orchard Avenue and when driving find the right-hand turn into Sandbanks Road dangerous, especially taking into account the speed of cars coming around the gyratory system. Cutting through the Keyhole Bridge and turning onto Sandbanks Road from Whitecliff Road may take longer but is a much safer option. I am sure increasing traffic and making Twemlow/Orchard Avenues through roads will cause many issues at the junction."

"Twemlow Avenue & Orchard Avenue have now become dangerous due to the increase in fast driven cars since Whitecliff Road has been blocked. Turning out of & into Orchard Avenue to & from Sandbanks Road is difficult & dangerous as visibility is poor at the junction."

A further 5 comments related to safety concerns of pedestrians and cyclists as a result of **cars turning around at the closure**, both within Poole Park as well as along Whitecliff Road outside of the park.

"The boat club parking has to three-point turn, it appears people have lost the ability to look for risks. I have also seen pedestrians and cyclists using that stretch of road as if they own it."

Conflict between cyclists and pedestrians

37 respondents commented on increased conflict between cyclists and pedestrians as a result of the closure. 32 of these comments related to **cyclists travelling at speed** both around the park as well as through the tunnel and **cyclists do not pay attention to whether there may be pedestrians using the bridge**, who have priority over cyclists. This has made it less safe for pedestrians and they have been subject to verbal abuse from cyclists.

"Cyclists zoom through the bridge without any thought for others coming from the other side. There have been many near misses with pedestrians too. At least cars went through slowly."

"I have just run through there at 9am on Sunday 27th September and was nearly hit by a bike. I was wearing a fluorescent pink top so could be easily seen. He tried to ride through a tiny gap between me and the wall, causing me to stumble onto him. This delightful individual then said he hoped I didn't have the virus and rode away. Your 'improvements' have meant cyclists now cycle through at near to full speed with little regard for other path users. It was safer to walk through there when cars were there."

"Since the closure, cyclists have taken to riding at speed through the bridge. While walking through on my way to the Whitecliff play area with my grandchildren, cyclists seem to speed through because they know that there will not be any cars coming through, and I have had to pull my grandchildren out of the way of danger. Before the closure, all users were aware of the likelihood of coming against another vehicle or bike and accordingly took the correct approach - slow down and see if it's clear before going through. It's much safer with traffic going through."

5 comments related to the fact that there are **alternative routes in the area that cyclists could use** instead of Keyhole Bridge.

"Cyclists already have a cycle path along Whitecliff and Baiter which can be used to access Poole Park."

No need to close bridge

There were 101 comments relating to the belief that there is no need to close Keyhole Bridge to motorised vehicles. 78 of these comments were that they have **never witnessed or experienced any conflicts between motorised vehicles, cyclists or pedestrians** and that all **users approach the bridge with caution and consideration of others** and potential hazards. In addition, a further 10 comments felt that **vehicles are not able to go through the bridge at speed** and therefore did not pose a risk to others.

"Absolutely pointless, all types of traffic has used this bridge for 50 + years with no issues. Every user is careful, courteous and goes very slowly passing through 100% safely."

"As a walker and cyclist I have negotiated the Keyhole Bridge with no problems at all for 50 years, the sight lines are good and cars have to slow to a crawl from the Whitecliff end anyway."

"I use this route on foot, bicycle and by car. I've never seen or heard of an accident. All cyclists and motorists have to slow down to carefully drive through the narrow bridge."

"It's a completely unnecessary change. Motorised traffic has to drive slowly and carefully when using the road there due to the layout. If cyclists or pedestrians are using the road/path, cars wait for them to go through."

There were 8 comments that suggested that the closure was a **waste of money** and just because there was funding available does not mean that it is necessary to use in this area.

"An example of using government funding just because it is available."

"Obviously you have applied for some funding and are looking for pointless ways to use it! Wasting money as are the government."

2 respondents commented that there is **minimal footfall through the bridge to justify the closure**, while 2 respondents felt that the scheme **should not prioritise cyclists over motorised vehicles**, while 1 respondent felt that the closure meant that **litter and leaves/dirt was no longer being cleared** from under the bridge by the passing vehicles.

"If you monitor the amount of foot traffic under this bridge it seems to be very minimal, it makes no sense to make it a cyclist/pedestrian only, if you watch the bridge you may only see 10 - 15 people walk under the bridge every hour."

"Lack of cars through the Keyhole Bridge means a build-up of leaf litter, silt and litter under the bridge. This has not been effectively cleared by the mechanical action of pedestrians and cyclists."

Alternative measures (19 comments)

There were 19 comments relating to alternative measures that could be implemented instead of closing Keyhole Bridge to motorised vehicles. 4 of these comments suggested that there should be **barriers installed within Poole Park instead**, to allow access to motorised vehicles to access the park via Keyhole Bridge but to limit the rat-run traffic.

"Put a barrier halfway through Poole Park so that people can access both car parks but not drive all the way through is definitely what should be done, that will dramatically decrease the bridge traffic but not burden surrounding roads."

"We would like to see the bridge open but would like to suggest a barrier in the park between the two car parks, by the memorial. This would prevent the park and Whitecliff becoming again a rat run."

The remainder of the comments for alternative measures related to changes at Keyhole Bridge, with 6 respondents commenting that there should be a **traffic light system at the bridge**, while 3 respondents suggested that there should be **increased signage** stating that pedestrians and cyclists have priority within the bridge.

"Surely there is a better way of running this, maybe a traffic light system which gives pedestrians time to cross under the bridge?"

“A reasonable measure of control at the Keyhole Bridge could be introduced with priority signage and/or traffic lights.”

“Signs saying that pedestrians and cyclists have priority are good.”

2 respondents suggested that the bridge needs **mirrors** to allow users to see what is coming in the other direction.

“The placement of a mirror on the either side of the tunnel may make it easier for all to see what is approaching?”

1 respondent suggested that the bridge should be a **one-way system**, 1 respondent suggested that the bridge should be **widened**, 1 respondent suggested that **emergency services should still be able to use the bridge** while 1 respondent suggested that access should still be allowed for **blue badge holders to be able to access Poole Park via this route**.

“I think the Keyhole Bridge should be one way. Closing it just puts more traffic on the main routes.”

“Why not just engineer another gap or a wider gap in the bridge for cyclists and walkers?”

“It is not appropriate as a through route but should allow emergency service access if required.”

“Vehicular access could be restricted to disabled badge holders only to enable those with disabilities to enjoy the amenities. All other residents/visitors could arrive/travel through on foot or cycle/scoot.”

Comments about the consultation process (17 comments)

There were 17 comments relating to the consultation process. 7 respondents commented that consultation **should have taken place prior to implementing the closure**.

“There should have been a public consultation BEFORE you 'trialled' the closure to vehicles, not AFTER you put it in place.”

“I live locally to this and often drive under the bridge. Ridiculous to just take it away without a consultation.”

3 respondents commented that the **repair work undertaken in Poole Park distorted traffic figures**, while 1 respondent commented that there was a **lack of data to support the closure** to motorised vehicles. 2 respondents commented that the **closure was not in place at the start of the ETRO** and that vehicles were still able to use Keyhole Bridge.

“Please note that I am unable to answer the questions above because the trial period has been during a time firstly, when it was not possible for traffic to drive through the park due to the works and, secondly, during the winter when there is no tourist traffic.”

“Having worked in the traffic / road safety industry for 15yrs+, I'd love to understand the accident data that supports this decision as I don't think it exists.”

“It is now over a week since this supposedly came into force yet, despite there being signs on Sandbanks Road etc there is nothing at the bridge to stop traffic and not even a sign by the bridge. As such the traffic is still simply driving through it.”

1 respondent felt that the closure was a **publicity stunt**, while 2 respondents commented on the **survey and questions asked**.

“I think it's ridiculous. I don't really believe your motives for the changes, and someone in the Council who is trying to implement this needs to get off their ego trip. I use this bridge when I am driving, cycling and walking. I have had no issues and feel safe. Closing this bridge to motorised vehicles is nothing but a publicity stunt, and is not practicable, and feasible.”

“The questions are very bias towards cycling and walking!”

1 respondent commented that the **changes do not make any difference to them**.

“I walk through this bridge 4 or 5 times a week. Closing it to traffic has not made a lot of difference to me. I do not cycle.”

Comments and suggestions

Respondents were asked to write in any other comments or suggestions they had about the closure. 294 respondents provided feedback to this question. Please note that where respondents have provided comments that relate to more than one theme, their feedback has been categorised into multiple categories.

Responses were coded in to six main themes, and then further analysed into sub-themes within these. The six main themes related to 'advantages of closing Keyhole Bridge to motorised vehicles', 'complementary measures', 'disadvantages of closing Keyhole Bridge to motorised vehicles', 'alternative measures', 'comments about the consultation process' and 'other active travel schemes'.

Theme	Number of comments
Advantages of closing Keyhole Bridge to motorised vehicles	127
Complementary measures	103
Disadvantages of closing Keyhole Bridge to motorised vehicles	146
Alternative measures	34
Comments about the consultation process	57
Other active travel schemes	15

Advantages of closing Keyhole Bridge to motorised vehicles

There were a total of 127 comments relating to advantages of closing Keyhole Bridge to motorised vehicles. These comments were further analysed into 4 themes and further sub-themed within these. These 4 themes related to 'keeping the closure in place', 'improved safety', 'enhanced amenity for cyclists and pedestrians' and 'reduced access for vehicles'.

Theme	Number of comments
Keep the closure in place / good initiative	69
Improved safety	18
Enhanced amenity for cyclists and pedestrians	14
Reduced access for vehicles	26

Keep the closure in place / good initiative

There were 62 comments that stated that the closure of Keyhole Bridge to motorised vehicles was an **excellent idea** and that the council should **keep the closure in place**.

"It's brilliant. Please keep it!"

"I think it is a great improvement and hope in time it will become permanent."

"I would like the bridge to remain closed to motor vehicles permanently."

In addition, 7 respondents praised the scheme for **prioritising cyclists and pedestrians** over motorised vehicles.

"We shouldn't give priority to cars."

Improved safety

There were 18 comments relating to improved safety as a result of the closure of Keyhole Bridge. 7 of these comments related to improved **safety at the bridge** for both pedestrians and cyclists, while 5 comments related to increased **safety in the park**, and 6 comments related to increased **safety in general**.

"Less traffic means it is safer. No need for traffic to come through this way."

"The new arrangement helps everyone, but especially children to be safe and those less able people, say with hearing, sight or mobility limitations to have access which they would have found hazardous previously."

"I hope the changes are successful as it benefits the safety of everyone using the park."

"It's December and in today's visit we did not see any traffic turning around on either side of Keyhole Bridge. I suspect the Southern junction at Sandbanks Road will be safer with less traffic turning South."

Enhanced amenity for cyclists and pedestrians

There were 14 other comments relating to the closure making it an enhanced amenity for cyclists and pedestrians. 4 respondents commented that the closure made the **park more pleasant to walk and cycle in**.

"It's a minor change that could make the area much more attractive to young families and others keen to try riding a bike."

In addition, 4 respondents commented that the closure **encouraged people to walk and cycle more** than they did previously, while 6 respondents commented on the **health benefits** that result from increased walking and cycling.

"I am incredibly grateful for the positive improvements on the cycle infrastructure and slowly chipping away at pinch points such as this really helps me choose to cycle rather than drive."

"To remove the Keyhole Bridge closure would negate some of the value of this investment and so would seem to be in conflict with the aim of encouraging healthier lifestyles."

Reduced access for vehicles

There were 26 additional comments relating to the advantages of reduced access for vehicles. 3 respondents commented that the scheme has resulted in **reduced rat-running through Poole Park**. 8 respondents also commented that the closure meant that it was **better for the environment**, with less pollution and car fumes in Poole Park.

"The use of Poole Park as a 'rat run' has been an issue for many years. It was partially solved in the morning, 6 days a week, by stopping East to West through traffic. The evening rat run West to East, is a well-recognised safety risk and would be resolved by this solution."

"If we are to improve life in Poole, then reducing car use and therefore levels of pollution is vital. This seems a great location in which to do that."

"Lack of traffic enhances the overall wildlife / wildfowl habitats which Poole Park, Whitecliff and Baiter Parks are encouraging."

8 respondents commented that there were **alternative routes that motorised vehicles could use** and that it was unnecessary for them to use this route, while 2 respondents commented that **surrounding roads can cope with the additional volume of traffic**.

"The impact for car drivers is an extra few minutes in a car, however it'll have immensely positive impact on the people who live in the area, helping them feel safe in their area and improving physical and mental wellbeing."

"The complainers will undoubtedly find other ways of getting from a to b and the complaints will die down if given time."

"The park has been closed to through traffic for many months due to Lottery funded refurbishment and amazingly, all the surrounding road systems coped perfectly with any displacement."

3 respondents commented that the **bridge is unsuitable and too narrow for vehicles**, while 1 respondent commented that **cars are still able to access Poole Park** from other entrances.

"It is essential that the changes are made permanent. Keyhole Bridge is simply not suitable for motor vehicles."

"It needs to be emphasised that this change in no way inhibits access to either park by people using cars."

1 respondent commented that the closure of the bridge has **not negatively impacted on local residents**.

"Please keep the changes. I live in Fernside Road and haven't noticed more or longer traffic jams."

Complementary measures

There were also 103 comments and suggestions relating to measures that could be implemented in addition to the closure of Keyhole Bridge to motorised vehicles. These comments were further analysed into 4 themes and further sub-themed within these. These 4 themes related to 'motorised vehicle access within Poole Park', 'additional work at Keyhole Bridge', 'additional traffic calming measures' and 'other complementary measures'.

Theme	Number of comments
Motorised vehicle access within Poole Park	40
Additional work at Keyhole Bridge	33
Additional traffic calming measures	7
Other complementary measures	23

Motorised vehicle access within Poole Park

There were 40 comments that suggested complementary measures relating to motorised vehicle access within Poole Park. 19 of these comments suggested that **Poole Park should not be able to be used as a through-route at all**, with access only for the car parks.

"I would go further and suggest that motorists are prevented from using Poole Park as a short cut."

"In my opinion, there should be no through motor traffic in the park at all. Access from *each end for the car parks."*

8 respondents suggested that **motorised vehicles should be banned from Poole Park altogether**.

"I would like all traffic stopped in Poole Park. Whilst the car parks were being renovated and there was no through traffic it was lovely to see the roads through the park being used by the elderly and young families pushing prams safely on the roads."

"I would like to see the park closed to all traffic except bikes."

7 respondents suggested that **access to Poole Park should be blocked at Twemlow Avenue or the park gates**, while 3 respondents suggested that a **barrier should be installed halfway in Poole Park**.

"To eliminate the rat run, the Whitecliff Road entrance to the park should also be closed to motorised traffic."

"Ideally the road through Poole Park should be closed in the middle, too, to stop the commuter traffic."

3 respondents suggested that **Poole Park should operate as a one-way system** for motorised vehicles.

"Make road near to bridge one way to prevent it becoming a rat run."

Additional work at Keyhole Bridge

There were 33 comments relating to complementary measures at Keyhole Bridge. 16 respondents suggested that **flooding in Keyhole Bridge** needed to be addressed, either through improved drainage or by raising the level of the road.

"The level of the roadway through Keyhole Bridge should be increased and drainage improved so that it is possible to walk and cycle through at all times of year without fear of getting wet feet."

"It would be great if the flooding problem could also be fixed, as sometimes it's not actually possible to walk through!"

11 respondents suggested that measures were needed to **ensure that cyclists slowed down** to prevent conflict with pedestrians.

"Arrange the planters to make it more difficult for cyclists to approach the bridge at speed going downhill."

"There perhaps needs to be better signage/bollards/measures to slow cyclists down coming from Whitecliff end as there have been reports of bikes whizzing through there too fast."

1 respondent proposed a **separate cycle lane under the bridge**.

"Speed limit under the *bridge or defined sides for pedestrians and cyclists. The pavement is a joke. Wheelchairs, pushchairs or Zimmer frames don't even fit on it. Pavement needs widening as cyclists think they have right of way."*

3 respondents suggested that more needed to be done to **prevent motorbikes and scooters from using the bridge** for access.

"Stop motorcycles and cycles travelling through the bridge at speed by fitting staggered planters."

2 respondents commented on the **visual appeal of using planters** as barriers.

"I would suggest the barriers are improved in an aesthetically sympathetic manner to prevent or at least discourage rogue motorcyclists from passing through."

Additional traffic calming measures

7 respondents suggested additional traffic calming measures, with 3 respondents suggesting **traffic calming measures along Orchard Avenue and Twemlow Avenue**, while 1 respondent suggested that **traffic lights should be installed at the Orchard Avenue/Sandbanks Road junction** to improve safety.

"If this was to become permanent better road markings on Twemlow/Orchard and speed calming - or at least do some assessments of the amount of traffic."

"There's been an increase off traffic trying to cut onto Sandbanks Road from Orchard Avenue, which is annoying to pull out on at peak times and summer. It might be worth having traffic lights there so it's easy to pull out."

2 respondents suggested **larger turning areas** were required either side of the bridge, while 1 respondent proposed that **speed bumps within Poole Park should be removed** due to restricted vehicle access.

"The removal of 2 parking spaces on the east side of the bridge will not give sufficient vehicle turning space: many times I have watched drivers struggle with such manoeuvres. To be effective a proper hammerhead would need to be constructed."

"If this is a permanent traffic solution, please remove the speed bumps so that it is a smooth and pleasurable route through the park."

Other complementary measures

3 respondents suggested that **safety on roads for cyclists and pedestrians** needs to be improved in general, while 6 respondents suggested that **road surfaces needed improvement** in the area. 5 respondents suggested that **access at Sandbanks Road Railway Bridge** needed to be improved.

"There are many roads in BCP which have no safe cycle or pedestrian routes."

"It would be helpful if the road surface around the narrow bridge could be changed from black tarmac in order to visually enhance the area and provide a green link between Baiter and the park."

"Widen Sandbanks Road rail bridge or install efficient traffic lights."

4 respondents suggested that **cyclists and pedestrians needed to have separate pathways** in general to reduce conflict.

"The road should be segregated between pedestrians and cyclists, in order to minimise conflict between the two sets of users in the bridge area."

2 respondents suggested that **parking charges** needed reviewing, 2 respondents proposed that there needed to be **better access through gates** in the local area and parks, while 1 respondent proposed that the **timings of the Civic Centre traffic lights** needed altering to reflect the change in traffic volume using alternative roads.

"Reduced the charges for parking around the vicinity of the park."

"I would strongly agree to keep the closure in place and also introduce parking charges along Whitecliff Road to stop people using the road for parking all day while at work thereby preventing parking for access to the park area and recreational facilities."

"The present wooden gate from Baiter onto Whitecliff Road to be removed to improve access between the two. The present gate is not at all wheelchair/pushchair friendly."

"May I suggest that there are alterations to the phasing of the traffic lights at the Civic Centre roundabout to take into account the flows of traffic during the day."

Disadvantages of closing Keyhole Bridge to motorised vehicles

There were a total of 146 comments relating to the disadvantages of closing Keyhole Bridge to motorised vehicles. These comments were analysed into 5 themes and further sub-themed within these. These 5 themes related to 'remove closure / no need to close bridge' 'access', 'displaced traffic', 'reduced safety', and 'conflict between cyclists and pedestrians'.

Theme	Number of comments
Remove closure / no need to close the bridge	83
Access	18
Displaced traffic	20
Conflict between cyclists and pedestrians	19
Reduced safety	6

Remove closure / no need to close the bridge

83 respondents commented that there was no need to close the bridge to motorised vehicles and that they want the closure removed. 51 of these respondents suggested that the **closure should be removed**, while 24 respondents commented that they had **never witnessed any issues or conflict** with the shared use of the bridge and that **all modes of travel treat other users with due consideration**.

"Please revert this change and concentrate on more positive changes to the area."

"Definitely revert to the previous usage of the Keyhole Bridge."

"Vehicles, pedestrians and cyclists have shared the bridge road for many years with no accidents."

7 respondents commented that the closure was a **waste of money**, while 1 respondent commented that there was **not enough footfall to justify the closure** of the bridge to motorised vehicles.

"No reason to do this. Use the money elsewhere."

"Some of these changes were unnecessary as they were little used by bikes & pedestrians."

Access

There were 18 comments relating to the restricted access of the bridge. 6 of these comments related to **reduced and restricted access to Poole Park for the elderly and disabled**, while a further 6 comments related to **not everyone being able to walk or cycle** and the closure discriminates against those that can't.

"The disabled do not appear to have been considered in many of the road changes - it is disheartening to be denied access to our beautiful surroundings and public spaces. A large proportion of residents are of limited mobility or disabled. Could you please take measures to help us or restore what we used to be able to do?"

"Please remember the wider implications for those who are not able to walk or cycle."

2 respondents commented that **everyone should be able to access and use the bridge**, while 1 respondent commented that the closure to motorised vehicles means that they **will no longer visit Poole** as a result.

"It is a rite of passage for ALL local people to a lovely area which has been made more attractive with all the recent improvements."

"I doubt I'll visit any area of Poole with the road closures to the actual town and parks. All it does is make one feel unwelcome and not be bothered to visit."

2 respondents commented that the **council should not block car routes**, and 1 respondent commented that the **route provided relief from other roads when there were blockages**.

"This is not a rat run road - only local people use it."

"If traffic is snarled up in Sandbanks Road or Parkstone Road, then why shouldn't people use other roads to cut through?"

Displaced traffic

There were 20 comments relating to displaced traffic as a result of the closure. 12 of these comments related to **increased traffic on other roads** in the area, with the majority of these comments referring to **Orchard Avenue and Twemlow Avenue**.

"Should your changes go ahead, then Orchard Avenue and Twemlow Avenue will become very busy."

"This closure just sends traffic down Twemlow Avenue and others and it's a joke! Revoke this now!"

"Revert to what it was it worked perfectly. The traffic on the main road has increased considerably as a result."

A further 4 respondents commented that the closure results in **increased emissions and pollution** from increased traffic and congestion on other roads.

"The slow traffic especially on colder mornings emit so much exhaust it is not comfortable to a walk on Sandbanks Road."

An additional 4 respondents commented that the closure **negatively impacts on local residents**.

"Just don't reduce traffic to one bridge! Your way inconveniences Bridge users AND residents of Orchard and it's not a broken system!"

Conflict between cyclists and pedestrians

There were 19 comments relating to an increased conflict between cyclists and pedestrians as a result of the closure. 9 respondents commented that **cyclists now travel too fast without due consideration for pedestrians**.

"It is more dangerous now because cyclists go at speed and don't look and expect pedestrians to more out the way."

"I walk this area every day, and the enjoyment I used to get is rapidly disappearing because of the speeding cyclists who don't care about anyone else but themselves."

4 respondents commented that **cyclists have alternative cycle paths** and routes that they could use instead of the bridge, while 6 respondents commented that **cyclists should not be prioritised**.

"There is already a cycle way along Baiter with access to Poole Park.....why are 2 access points required for a minority group?"

"Keep it as it is. If cyclists or walkers feel uncomfortable going under the bridge they have other options, walking around via Baiter, etc."

"The prioritisation of cycling and walking is to the general detriment of open use of Poole Park."

Reduced safety

6 respondents commented on reduced safety as a result of the closure of the bridge, with these evenly split between a sense of **decreased safety on Orchard Avenue and Twemlow Avenue**, and those concerned by reduced safety as a result of cars having to perform **3-point turns either side of the bridge**.

"There will be more traffic exiting the park via Orchard Avenue which is a dangerous junction due to a poor sight line."

"Now I will have to do a 3-point turn at the bridge which will cause a danger to cyclists if they go too fast."

Alternative measures

There were 34 additional comments or suggestions relating to alternative measures that could be implemented instead of closing Keyhole Bridge to motorised vehicles. 13 respondents commented that there should be a **traffic light system** installed at the bridge instead.

"I object to this scheme. Install traffic lights if you feel the need to introduce a safety measure."

"If it is perceived that access or safety problems they could easily be overcome by the provision of traffic control signals."

5 respondents commented that there should be a **separate tunnel/bridge for cyclists and pedestrians** built, while 3 respondents suggested that **the current bridge should be widened** to allow all users to co-exist in the same space.

"Make the bridge bigger or a separate one for cycling."

"How about spending the money on a wider bridge that can accommodate everyone instead of penalising drivers?"

5 respondents suggested that there should be **time restrictions in place for use of the bridge and park** by motorised vehicles instead of closing the access at the bridge.

"The road through the park is closed at certain times already so why can't these times just be extended so at least we can get full benefit of the drive through the park up to Sandbanks Road at some times of the day/week."

"Maybe the bridge could be closed to cars only during heavy daytime use of the park. Therefore in winter when very few people around cars can continue to use that road and in the summer between the hours of 10 am and 5pm they can't use it. That also helps reduce congestion on the main roads during rush hour when there are few people using the park as pedestrians/visitors but the roads are in heavy use."

4 respondents suggested that there needs to be **more signage stating that pedestrians and cyclists have priority**, while 2 respondents suggested a **decreased speed limit**.

"Put large, clear signs on the bridge itself (as well as the current signs 10 m before the bridge) stating that pedestrians (and possibly cyclists) have the right of way over motorised traffic."

"Why not just make it a 20 mile an hour speed limit?"

1 respondent suggested that there should be a **barrier within Poole Park instead**, while 1 respondent suggested that **emergency services should still be able to have access** through the bridge.

"A barrier in the park."

"Some of these changes were unnecessary as they were little used by bikes & pedestrians and now are a hazard for emergency vehicles to gain swift access."

Comments about the consultation process

There were 57 additional comments or suggestions relating to the consultation process. 8 respondents commented that a **consultation should have taken place prior to closing the bridge** to motorised vehicles, while 15 respondents questioned whether there was **supporting data to justify the closure**, or if there was any **supporting data since it has been closed**.

"I do not understand why the consultation has not been held before implementing the scheme."

"It would have been good if the good people of Poole had been consulted before the council announced its plans. Consultation is always better than autocracy in a Democratic society."

"How many accidents involving pedestrians and or cyclists and cars have there been under the bridge?"

"There have been some complaints about speeding cyclists. I have not seen this myself but it would be good to do a traffic survey at the bridge to see who is using it now and if speed is a problem."

4 respondents commented that the trial should **run for the full duration** before any final decision is made.

"I think run the trial and then base the decision on facts."

A further 4 respondents commented that the **work in the park had distorted traffic** within the area during the scheme.

"This scheme needs testing properly when work in park and the road closures connected with that have ceased."

7 respondents commented on the **views of councillors** influencing the closure, while 5 respondents commented on the involvement of **3rd party campaign groups**.

"This would, yet again, appear to be little more than an anti-car measure from a council influenced and led by people who don't like cars and really don't like people who do."

"The action of an irresponsible council members who clearly believe promotion of their own pet schemes is a responsible use of funding, it is a reprehensible abuse of power and not undertaken in the balanced interest of all."

"The selfish group of active travel have been leafleting homes trying to persuade people to vote for keeping these changes. What about the mental health of us who use the park for lunch and peace and quiet for the 20 mins or so we can. What about the disabled who are not able to walk or cycle and need to drive?"

"Brilliant work long called for by BHAT. Park should, as it now is, be a destination. There are loads of parking, special wide spots for disabled cars, and more with the improvements, this couldn't come at a better time as the park is finished."

3 respondents felt that the scheme was a **publicity stunt**, while a further 3 respondents suggested that it was **not right to use the COVID pandemic as the reason** for introducing the scheme.

"This has clearly not been thought through to any great length and I am sure there are many more appropriate places to make things safer for cyclists and walkers. Or is the Keyhole Bridge just an easy option for the council."

"The Keyhole Bridge road closure had a large red road sign stating 'COVID - for social distancing', but it does nothing to achieve that."

3 respondents commented on the **survey** and that it needed to be promoted more.

"You need to make this more public so more people can have a say, I found out only by accident on a Facebook comment."

4 respondents suggested that the **bridge was not closed to motorised vehicles at the start of the scheme**.

"It is now over a week since this supposedly came into force yet, despite there being signs on Sandbanks Road etc there is nothing at the bridge to stop traffic and not even a sign by the bridge. As such the traffic is still simply driving through it."

1 respondent commented that the changes **do not make any difference to them**.

"I live in Anthony's Avenue so not directly affected by the closure."

Other active travel schemes

There were 15 additional comments and suggestions relating to other active travel schemes in the local area. 8 of these comments suggested that **more active travel schemes need to be introduced** in the local area, while a further 4 comments suggested that the **other active travel schemes that are currently in place should remain**.

"More of these please and do not listen to the noisy minority of selfish drivers."

"Keep them coming, can we see more of this please."

"I do hope other projects in this vein are being considered in the council area in order to make a lovely area even lovelier."

In contrast, 2 respondents suggested that **other active travel schemes should be removed** and roads reopened to motorised vehicles.

"I can't park on Evening Hill anymore to enjoy the views briefly, why? The cyclists come first again where it isn't particularly necessary, especially in winter."

1 respondent suggested that the **park and ride service needs to be cheaper** to encourage more use of it.

"Make the park & ride cost £1 all day & encourage people to use that instead."

8. Appendix – Respondent Profile Information

Equalities profile

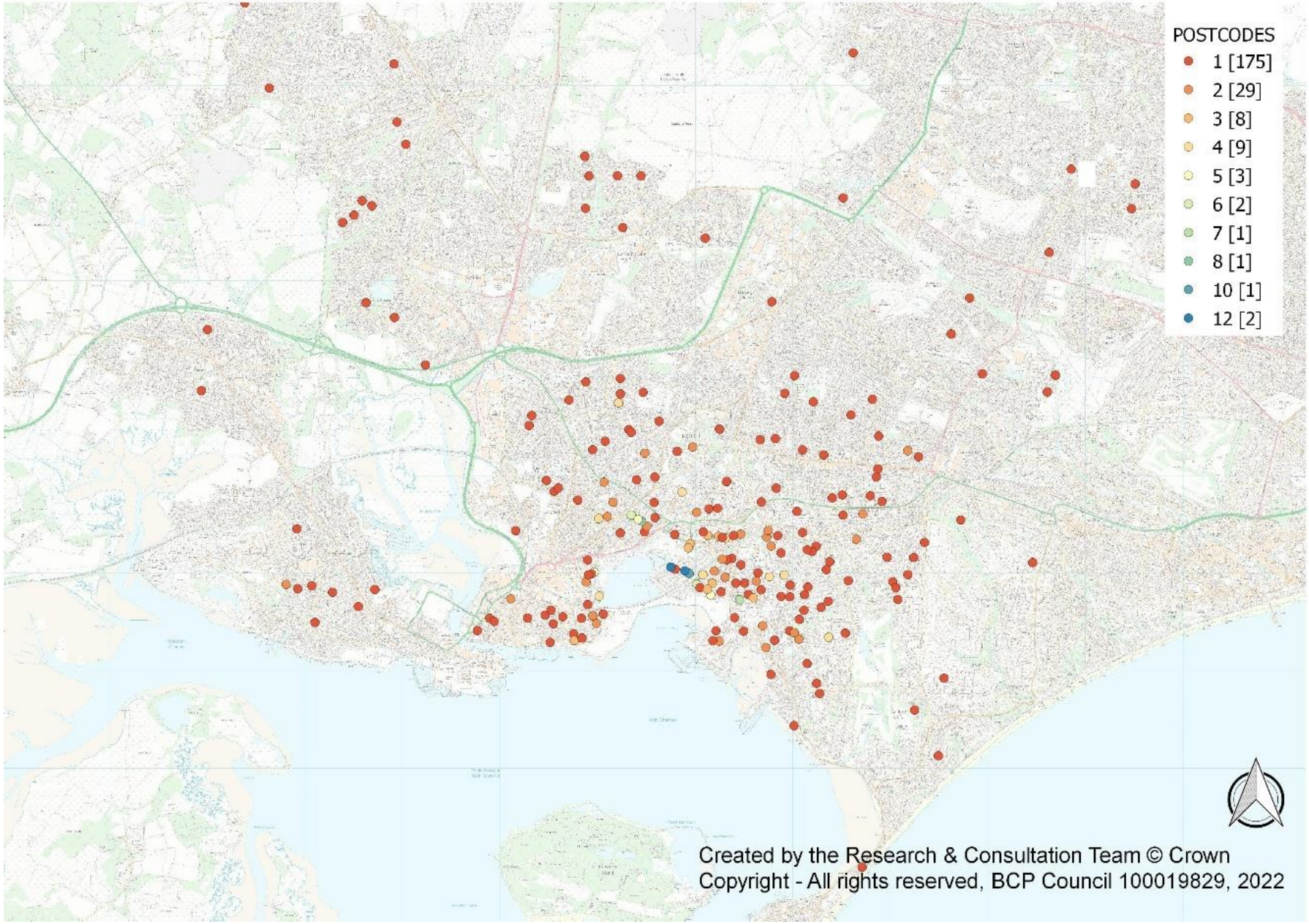
The equalities profile is shown below. Percentages are provided where groups are large enough.

Figure 24: demographic and equalities profile

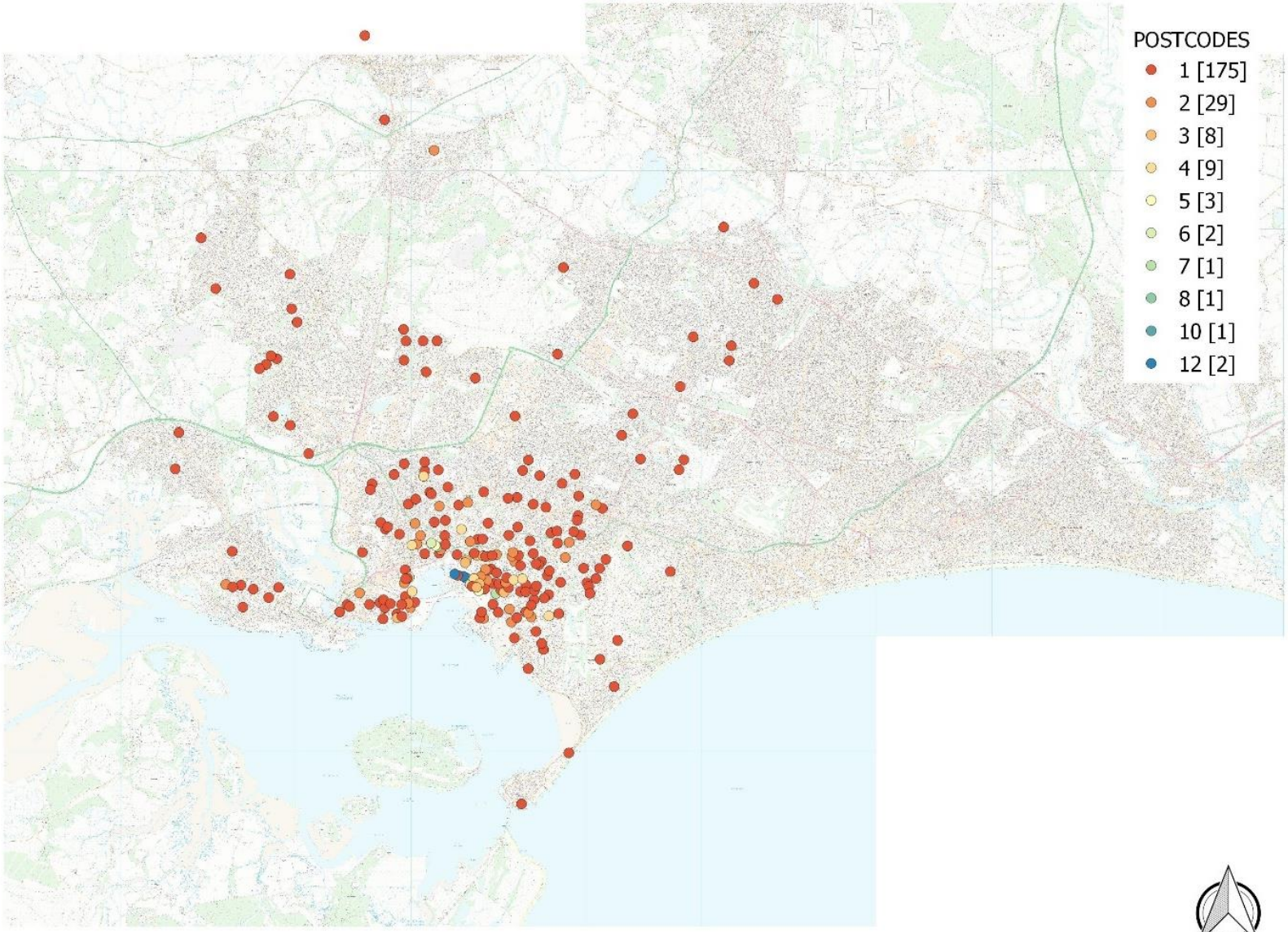
Group	Breakdown	Number	%
Gender	Male	214	51%
	Female	204	49%
Age	18-44	32	10%
	45 - 54 years	88	28%
	55 – 64	82	27%
	65 years and over	107	35%
Disability	Yes	64	16%
	No	332	84%
Ethnicity	White British	365	-
	White Other	<20	-
	BME	<20	-
Religion	No religion	187	-
	Christian	150	-
	Other religion	<10	-
Sexual Orientation	Heterosexual	317	95%
	All other sexual orientations	16	5%

Map of respondents postcodes

369 respondents provided a postcode that could be mapped. The maps below show the postcodes of respondents. The first is of the area surrounding Whitecliff Road, and the second shows all respondents in the BCP area.



All respondents in the BCP area.



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Transport and Engineering

Keyhole Bridge Review

Written representation report

April 2022

Document details	
Date:	Friday 17 June 2022
Version:	1.0
Prepared by:	Daniel Parsons
Checked by:	Samantha Grant
Approved by:	Richard Pearson

Contents

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Introduction

Pre-amble

This document summarises written representation relating to the Keyhole Bridge Review. The review relates to the section of Whitecliff Road where the South West Main Line railway passes overhead.

Written representation refers to correspondence which was received in the dedicated mailbox (KeyholeBridgeReview@bcpcouncil.gov.uk). This includes:

- emails sent directly to the mailbox
- emails forwarded by councillors, council officers, or other council email addresses
- postal letters which were scanned across.

Scheme background

In August 2020, BCP Council introduced an Experimental Traffic Regulation Order (ETRO) to prioritise walking and cycling on Whitecliff Road at Keyhole Bridge. This was to create a safer environment to travel to and through the area on foot or by bicycle. The ETRO could run for up to 18 months and a decision was made to withdraw the ETRO in March 2021.

A ruling published by the High Court on 18 November 2021 found that in ending the consultation period earlier than had originally been indicated, the council may have denied the opportunity for those who had not yet contributed to the consultation to do so. In line with that ruling, the council carried out a further period of consultation (the Keyhole Bridge Review) from 28 February 2022 until 11.59pm on 8 April 2022.

The Council consulted on three options:

1. **Option A** – leave Whitecliff Road open to all traffic through Keyhole Bridge
2. **Option B** – re-close Whitecliff Road at Keyhole Bridge to motor vehicles for a further trial period of six months using a new ETRO
3. **Option C** – permanently close Whitecliff Road at Keyhole Bridge to motor vehicles

Further background information (including feedback from the initial ETRO consultation) is available on the scheme webpage.

Other relevant schemes

It should be noted that Whitecliff Road at Keyhole Bridge has been designated as part of the primary cycle network in the recent Local Cycling and Walking Infrastructure Plan (LCWIP). This is shown on the LCWIP webpage within Appendix H via drawing number 70072396-29 on Sheet 3.

Additionally, the council are considering improvements to the sluice channel linking Poole Park and Poole Harbour.

Report structure

This report consists of five chapters:

- statistical analysis
- thematic analysis
- other representation received
- Automatic Traffic Count data
- conclusions.

Statistical analysis

Methodology

Appendix A – Classification criteria includes notes on how the written representation has been classified.

Results

Altogether, 81 items of written representation were received during the 40-day review period. **Figure 1** below sets out the figures by correspondence type. **Figure 2** excludes comments, follow up messages and queries to focus solely on levels of support for each option.

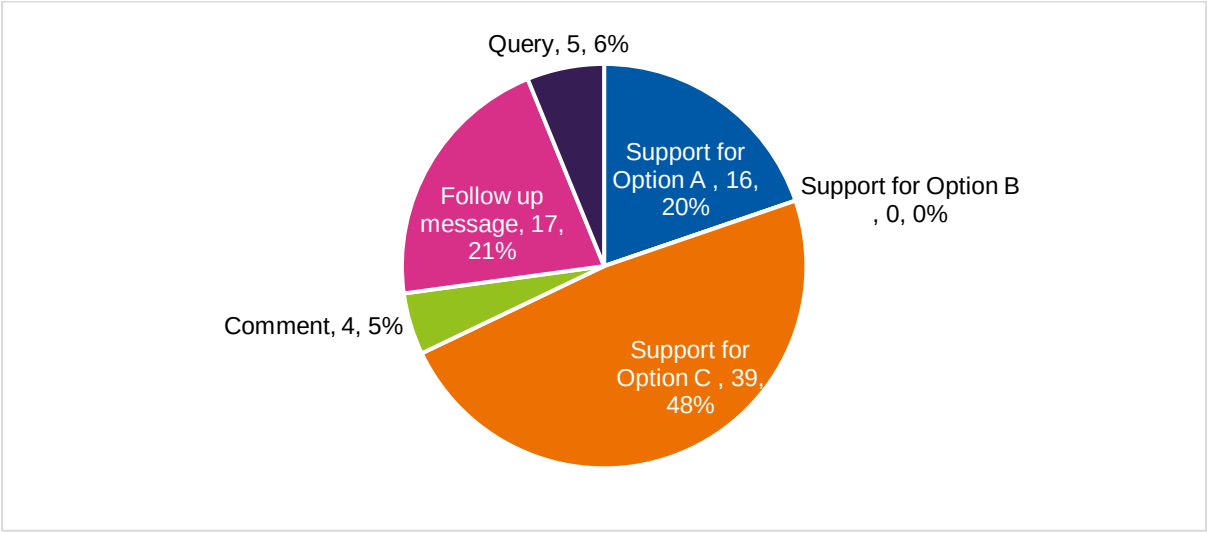

Figure 1 – Written representation by correspondence type

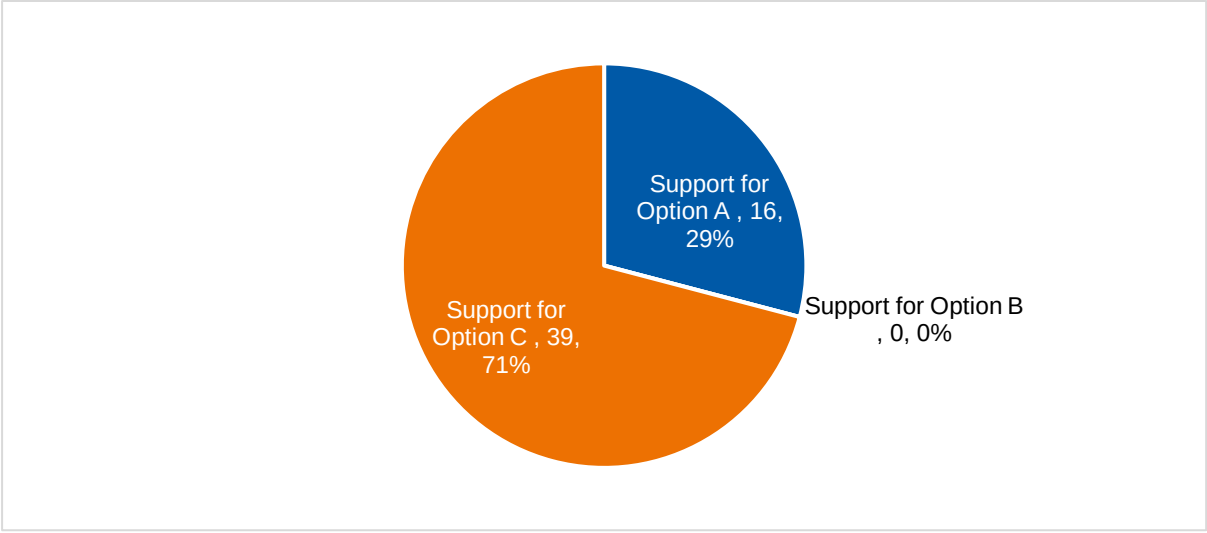

Figure 2 – Written representation by option type only

As shown in **Figure 1** and **Figure 2** above:

- the majority of written representation received expressed Support for Option C (permanently close Whitecliff Road at Keyhole Bridge to motor vehicles)
- support for Option A (leave Whitecliff Road open to all traffic through Keyhole Bridge) was under half that for Option C
- no written representation supported Option B (re-close Whitecliff Road at Keyhole Bridge to motor vehicles for a further trial period of six months using a new ETRO).

Unlike the initial ETRO consultation, a disaggregation of the totals contained within **Figure 1** by time periods is less relevant here, because during the 40-day review period:

- no experimental road closures or other carriageway layouts were trialled at Keyhole Bridge
- no decisions were published by the Portfolio Holder for Sustainability and Transport in relation to Keyhole Bridge.

Nonetheless, it should be noted that 48% of the written representation (39 messages) were submitted in the final five days of the review (4 April 2022 up until 23:59 on 8 April 2022). In numerical order from largest to smallest, this consisted of:

- 23 messages of support for Option C
- 9 follow up messages
- 7 messages of support for Option A.

Looking at the contributors to the written representation, 60 respondents chose to make comment. Of these:

- 41 (68%) did not provide written representation during the initial ETRO consultation
- 19 (32%) did provide written representation during the initial ETRO consultation.

Figure 3 categorises the totals in **Figure 1** according to whether a respondent submitted written representation during the initial ETRO consultation.

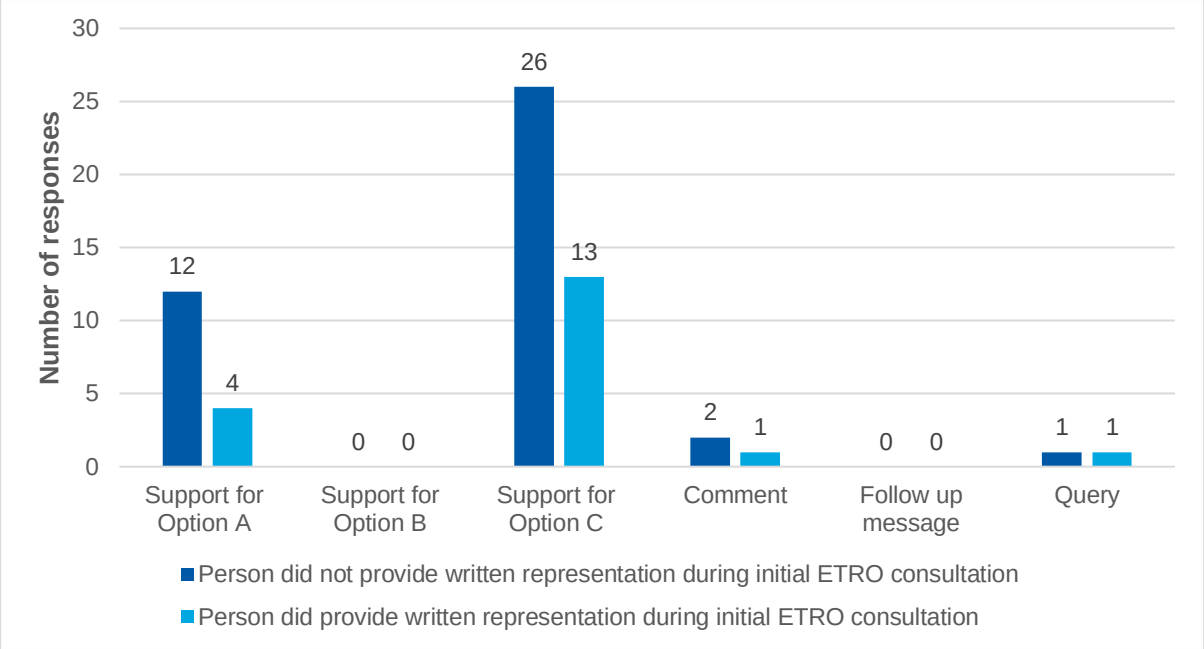

Figure 3 – Written representation by correspondence type according to whether a respondent took part in the initial ETRO consultation

In terms of the number of submissions per respondent:

- 52 (87%) submitted one message
- 4 (7%) submitted two messages
- 1 (2%) submitted three messages
- 1 (2%) submitted four messages
- 1 (2%) submitted six messages
- 1 (2%) submitted eight messages.

Four of the 60 respondents were organisations as opposed to residents. They were:

1. BH Active Travel
2. Dorset Gardens Trust
3. Keyhole Bridge Group[1]
4. Sustrans

All four organisations supported Option C (permanently close Whitecliff Road at Keyhole Bridge to motor vehicles). Their submissions were treated the same as other responses.

[1] The claimants involved in the Judicial Review which brought about this further period of consultation.

Thematic analysis

Methodology

Written representation was thematically coded to abridge the qualitative data into key themes / topics and to provide deeper insights into the reasoning behind people's views. The purpose of this is to illustrate any patterns and areas of consensus.

A series of main themes have been identified which act as the parent of a range of sub-themes. Where necessary, sub-themes have also been divided into sub-items to highlight particular nuances. **Table 1** below illustrates this coding hierarchy.

Table 1 - Coding hierarchy

When viewing the results from the thematic analysis, it should be noted that:

- the themes represent opinions expressed by respondents and do not necessarily constitute fact
- themes are ordered from largest to smallest in terms of number of times mentioned starting with the main theme
- if a theme is mentioned the same number of times as another / others, then the themes are ordered alphabetically from A-Z
- colour coding has been applied to highlight which themes were mentioned the most
- the number of respondents who mentioned a theme indicates the magnitude of response
- given the nature of qualitative data, magnitude of response does not necessarily denote the significance of a theme
- where respondents have provided comments that relate to more than one theme, their feedback has been categorised accordingly, meaning the sum of all sub-themes or sub-items does not always equal that of its parent theme (i.e., some people chose to mention more than one sub-theme or sub-item)
- a 'new theme' is one which was not raised by the written representation received during the initial ETRO consultation.

Number of themes

Table 2 below summarises the number of themes coded during the analysis. It should be noted that 135 new themes were identified.

Table 2 – Coding summary

Theme type	Number of themes	New themes	
		Quantity	%
Main theme	11	3	27%
Sub-theme	91	62	68%
Sub-item	86	69	80%
Total	**188**	**135**	**71%**

Main themes

Table 3 below displays the main themes coded during the analysis along with their corresponding number of sub-themes and sub-items.

Table 3 – Main themes

Theme description	Mentions	New theme?	Sub-themes	Sub-items
Advantages of closing Keyhole Bridge to motorised vehicles	51	No	26	33
Consultation process	23	No	12	16
Disadvantages of closing Keyhole Bridge to motorised vehicles	15	No	9	13
Reiterates previous correspondence	12	No	0	0
Pre-existing concerns / matters not directly related to the scheme	9	No	9	11
Query	8	No	8	13
Alternative measures	7	No	8	0
Complementary measures	7	No	10	0
Other form of representation submitted[2]	7	Yes	8	0
Only mentioned which option they supported and made no further comment	3	Yes	0	0
Respondent has changed their mind since the initial ETRO consultation	1	Yes	1	0
Total	**N/A**	**N/A**	**91**	**86**

Sub-themes and sub-items

A breakdown of the sub-themes and sub-items for each of the applicable main themes respectively is provided below across **Table *4***, **Table *5***, **Table *6***, **Table *7***, **Table *8***, **Table *9***, **Table *10***, **Table *11*** and **Table *12***.

[2] For further information please refer to the section of this report labelled **Other representation received**.

Table 4 – Sub-themes and sub-items for 'Advantages of closing Keyhole Bridge to motorised vehicles' main theme

Sub-theme			Sub-item		
Description	Mentions	New theme?		Mentions	New theme?
Improves road safety	25	No			
Necessary	21	No	Vehicle sizes have become progressively larger meaning most vehicles passing through the bridge are contravening the width restriction	12	Yes
			Bridge is too small for modern vehicles meaning it only suitable for cyclists and pedestrians	11	No
			Motor vehicles do not give way to cyclists / pedestrians	9	No
			Poor forward visibility at the bridge make it unsuitable for motor vehicles	7	No
			Existing width restriction is not enforced	4	Yes
			Alternative cycling / walking routes are not suitable as they present a significant detour	3	Yes
			Concern about structural condition of the bridge	3	No
			Motor vehicles approach the bridge at too fast a speed	3	Yes
			Passing cars splash pedestrians when driving through puddles that accumulate at the bridge	1	No
			Shared space at the bridge is unsuitable given the existing speed limit / visibility / width and lack of complementary measures to create a self-enforcing design	1	Yes
Aligns with national / local policies	16	No	Draft Local Walking and Cycling Infrastructure Plan includes Whitecliff Road at Keyhole Bridge as a primary cycle route	3	Yes
			BCP Transforming Travel initiative	2	Yes
			Helps make Poole a town to walk-in as per page 31 of BCP's Our Big Plan	2	Yes
			Highway Code changes that came into effect on 29 January 2022	2	Yes
			Paragraph 7 on page 6 of the Poole Park Life Evaluation Report[3] November 2021 mentions from stakeholders a 'general feeling that through traffic should be further reduced in the park, if not eliminated'	2	Yes
			Traffic Management Act 2004: network management to support active travel, Updated 1 April 2022	2	Yes
			Closures to motorised vehicles have been successfully implemented elsewhere in other parks in the conurbation such as Kings Park and Meyrick Park	1	Yes
			Complements the Whitecliff Park walking and cycling improvements	1	Yes
			Figure 4.1 in Local Transport Note 1/20 Cycle Infrastructure Design July 2020 shows that a mixed traffic arrangement as what is currently provided at Keyhole Bridge is unsuitable when motor traffic flow exceeds more than 10% of the 24 hour flow in the peak hour. Page 2 of the Portfolio Holder final decision report dated 28 January 2021 cited 510 vehicles per hour using Keyhole Bridge between 5pm and 6pm, which is over double the 200-passenger car unit maximum set in LTN 1/20 for mixed traffic environments	1	Yes
			Gear Change: One Year On, Department for Transport, 30 July 2021, Foreword by Prime Minister Boris Johnson on pages 6 and 7	1	Yes
			Helps create child-friendly places as per page 61 of BCP's Our Big Plan	1	Yes
			Highway Code changes that came into force on 29 January 2022 mean that at busy times motorised vehicles will have to spend longer giving way to cyclists and pedestrians. In effect this will erode any journey time savings for drivers using the bridge to avoid the Civic Centre gyratory	1	Yes

[3] Please refer to **Appendix B – Poole Park Life Evaluation Report November 2021**.

Sub-theme			Sub-item		
Description	Mentions	New theme?		Mentions	New theme?
			Improving access to greenspace a new review for 2020, Public Health England, March 2020, whereby on page 12 it sets out four roles local authorities can play a part in delivering better access to greenspace	1	Yes
			Launch of new executive agency Active Travel England	1	Yes
			On 11 March 2022 the Department for Levelling Up, Housing and Communities awarded BCP Council £120,000 towards the development of a Design Code to help deliver more beautiful and sustainable places	1	Yes
			On 15 March 2022 the United Nations adopted the resolution “Integration of mainstream bicycling into public transportation systems for sustainable development” document A/76/L.35 by consensus	1	Yes
			Section 3.2.4 of the Poole Town Centre Supplementary Planning Document adopted 15 December 2015	1	Yes
			Shared space has been deemed no longer suitable as shown by the withdrawal of Local Transport Note 1/11 and the publication of the Inclusive Transport Strategy in July 2018	1	Yes
			Statement made by Baroness Vere, Minister at the Department for Transport, on Transforming Transport in South East Dorset, published on the BCP Transforming Travel Blog	1	Yes
Enhanced amenity / placemaking for cyclists and pedestrians	12	No			
Stops motor traffic rat-running through Poole Park	11	No			
Encourages exercise / healthy lifestyle choices	10	No			
Other routes are available for motor traffic to access the Park	9	No			
Better connectivity for users of Baiter Poole and Whitecliff Harbourside Parks	9	No			
Forms part of an integrated sustainable transport network	7	Yes	Provides a useful link to National Cycle Network Route 25	3	Yes
			Cycling provides an alternative mode of transport for those that cannot afford to use a car and / or public transport	1	Yes
Improves air quality in the parks	5	No			
Supports efforts to decarbonise transport	5	No	Escalating fuel prices, the need to reduce dependency on foreign energy imports and environmental protests have meant that cycling is higher up the electorate's agenda	1	Yes
Reduces severance for those who are registered blind or partially sighted	3	Yes	Blind cricket takes place in Poole Park and some participants find it hard to navigate the bridge in its current configuration	1	Yes
Complements the access improvement works within Poole Park	2	No			
Creates a traffic-free cycle route which avoids the Sandbanks Road railway bridge	2	Yes			
Helps reduce congestion by encouraging a modal shift away from single occupancy car use	2	Yes			
Just because it has been open to motorised vehicles up until now does not mean it should stay that way	2	Yes			
Will enable a boardwalk or raised platform to be installed at the bridge to mitigate against flooding	2	Yes			
Could reduce road maintenance costs	1	No			
Deters anti-social vehicle noise e.g., playing loud music	1	Yes			
Less noise	1	Yes			
Low cost and simple measure	1	Yes			
Provides an alternative cycle route away from the promenade which is frequented by pedestrians	1	Yes			
Supports regeneration and businesses	1	Yes			

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Sub-theme			Sub-item		
Description	Mentions	New theme?		Mentions	New theme?
Survey results published by Ipsos on 4 April 2022 showing public backing for actions by the government to encourage cycling and usage of public transport	1	Yes			
The council's Transforming Travel initiative will mitigate displaced traffic	1	Yes			
Whitecliff Road at Keyhole Bridge sits on former marsh land meaning that water inherently pools in this location during high tide even on days without precipitation. The railway embankment only compounds this. Consequently, the road is prone to greater levels of wear and tear than normal and continuing to allow access to motorised vehicles will simply exacerbate this further	1	Yes			

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Table 5 – Sub-themes and sub-items for 'Consultation process' main theme

Sub-theme			Sub-item		
Description	Mentions	New theme?		Mentions	New theme?
Reaction to draft decision published on 15 January 2021 and / or final decision published on 28 January 2021	7	No	Economic and delay assessment that was used to justify the removal of the closure is flawed since the size of most vehicles today exceeds the width restriction at Keyhole Bridge	2	Yes
			Oppose	2	No
			Air quality argument for removing the closure was based on supposition - no measurements were actually taken	1	Yes
			Congestion and delay assessment that was used to justify the removal of the closure exaggerated the traffic impact and was unrepresentative since it was based on the closure of Poole Park to motorised vehicles in 2016 which occurred at a different location	1	Yes
			Economic and delay assessment that was used to justify the removal of the closure may be overblown given figures published on 9 February 2022 as part of the annual TomTom Traffic Index	1	Yes
			Economic impacts relating to increased congestion and journey times are no longer representative owing to recent societal changes. Proliferation of hybrid working coupled with a greater scrutiny on environmental and health impacts alongside rising fuel costs, means that long-term behavioural change is transpiring, with a modal shift from private car use towards more sustainable travel options	1	Yes
Comments about groups supporting a closure	6	Yes	Transport Technical Report dated 31 March 2022[4] produced by KMC Planning Limited on behalf of Keyhole Bridge Group is biased because the publisher has been paid by their client to produce it	2	Yes
			Concern that Keyhole Bridge Group will stir up support for the closure in a manner that is not balanced or fair	1	Yes
			Concur with written submissions from BH Active Travel and Keyhole Bridge Group	1	Yes
			Cycle lobby are exaggerating safety concerns so they can further their vested interests	1	Yes
			Vested interests of local residents to increase their property value and / or private amenity by making Whitecliff Road a de-facto cul-de-sac	1	Yes
Consultation map	4	Yes	Incorrectly shows National Cycle Network Route 25 passing through Keyhole Bridge	4	Yes
			Blue dotted lines are not designated cycle routes	1	Yes
Comments about groups opposing a closure	3	Yes	Some council officers seem to prioritise traffic flow above other considerations	2	Yes
			Some councillors are pampering to car drivers in order to win votes	2	Yes
			Harassment and intimidation from some towards those who support the closure and other similar schemes, deterring people from making their views known	1	Yes
BCP traffic counts undertaken in August and September 2020 at the junction of Whitecliff Road / Twemlow Avenue are unrepresentative because behavioural change owing to the trial closure at Keyhole Bridge had yet to bed in. This means the counts underestimate the number of cyclists and pedestrians which benefited from the ETRO	2	Yes			
Initial consultation did not make clear to respondents that a width restriction existed	2	Yes			
Results from initial consultation process demonstrate widespread support for the closure	2	Yes			

[4] For further information please refer to the section of this report labelled **Other representation received**.

Sub-theme			Sub-item		
Description	Mentions	New theme?		Mentions	New theme?
Concern that children have been inadequately informed and engaged in the consultation	1	Yes			
Consultation material for the review needs to mention the existing width restriction	1	Yes			
Local authority consultations such as this tend to draw extreme views from both sides of the debate and there is a need for independent polling to determine what the local consensus is	1	Yes			
Online questionnaire for the review contains questions which are aimed at those using the bridge and do not take into account those not using the bridge due to safety concerns	1	Yes			
The review is not neutral and asks people wishing to prioritise walking and cycling through Keyhole Bridge to respond	1	Yes			

Table 6 – Sub-themes and sub-items for 'Disadvantages of closing Keyhole Bridge to motorised vehicles' main theme

Sub-theme			Sub-item		
Description	Mentions	New theme?	Description	Mentions	New theme?
Unnecessary	12	No	No issues with the previous arrangement before ETRO/2	12	No
			Insufficient number of cyclists, pedestrians or motor vehicles to warrant the closure	3	No
			Narrow carriageway and lack of visibility act as a self-enforcing traffic calming feature	3	No
			Roads within Poole Park are already closed to motorised vehicles between 6am and 10am Mondays to Saturdays	2	Yes
			Changes to the Highway Code introduced on 29 January 2022 mean cyclists and pedestrians have legal priority over motorised vehicles	1	Yes
Displaced traffic onto surrounding roads	8	No	Congestion	6	No
			Pollution	4	No
			Longer journeys for motorised vehicles in terms of distance and / or time	3	No
			Sandbanks Road	2	No
			Configuration of the Orchard Avenue / Sandbanks Road junction is unsuitable from the perspective of capacity and / or safety in becoming the default eastbound exit for motorised vehicles from Poole Park	1	Yes
			Orchard Avenue / Twemlow Avenue	1	No
Cyclist behaviour at the closure point	5	No	Speeds	5	No
			Not giving way to / near misses with pedestrians	4	No
Cycling is not a viable replacement for motorised vehicles	3	No			
Makes it harder for the elderly / disabled to access the park	2	No			
Pedestrians at the closure point not sharing the space walking 2-4 abreast	2	Yes			
Railway bridge on Sandbanks Road cannot accommodate the displaced traffic from Keyhole Bridge because it is not wide enough for two-way traffic movements	2	Yes			
Since the road is adopted highway and its maintenance is funded through vehicle excise and fuel duty, it would be unfair to ban drivers from using it	1	Yes			
Unfair on those who do not live near the park	1	No			

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Table 7 – Sub-themes and sub-items for 'Pre-existing concerns / matters not directly related to the scheme' main theme

Sub-theme			Sub-item		
Description	Mentions	New theme?	Description	Mentions	New theme?
Other active travel schemes introduced as part of the Active Travel Fund	5	Yes	Consultations for the other schemes should be re-opened to take account of changing societal attitudes	1	Yes
			ETRO/1 on Poole Quay and the Lower High Street	1	Yes
			Initiatives introduced by other local authorities	1	Yes
			Portfolio Holder decisions for the ETROs on Birds Hill Road, Churchfield Road and Tatnam Road did not cite any evidence of increased traffic on surrounding roads	1	Yes
Removal / re-profiling of the raised tables in Poole Park as part of the access improvement works have resulted in increased traffic speeds	2	Yes			
Transforming Cities Fund programme	2	No			
Whitecliff Park walking and cycling improvements	2	Yes	An alternative alignment should be pursued away from the promenade and parallel to the railway line	2	Yes
			Closing Keyhole Bridge to motorised vehicles will make this scheme redundant	1	Yes
			Proposals are dangerous, posing a risk to pedestrians	1	Yes
Behaviour of cyclists	1	No	Riding in areas where they should not be i.e., footways and pedestrianised areas	1	No
Carriageway and footway surface on Whitecliff Road between Keyhole Bridge and Twemlow Avenue is in a state of disrepair	1	Yes			
Holes Bay roundabout toucan crossing	1	Yes			
Many of the railway bridges across the conurbation in their current configuration provide inadequate widths for cycling and walking infrastructure	1	Yes	Archway Road railway bridge was made one-way to increase footway width	1	Yes
			Coy Pond Road railway bridge has a modal filter prohibiting motorised vehicles	1	Yes
			The southernmost railway bridge on Bourne Valley Road includes a chicane and cycle lane	1	Yes
Poole Park Railway	1	Yes			

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Table 8 – Sub-themes and sub-items for 'Query' main theme

Sub-theme			Sub-item		
Description	Mentions	New theme?	Description	Mentions	New theme?
Existing Traffic Regulation Order at Keyhole Bridge	4	Yes	Enforcement of moving Traffic Regulation Orders	2	Yes
			Copy of the Traffic Regulation Order	2	Yes
			Description used in the Traffic Regulation Order to reference the location	1	Yes
			Does the width restriction apply to the width of a vehicle with its external rear-view mirrors?	1	Yes
			What is the restriction and how does it work in practice?	1	Yes
Keyhole Bridge Review	3	Yes	How will the consultation take place?	2	Yes
			Consultation period and how to comment	1	Yes
			Payment of Claimant's costs	1	Yes
			Possibility of further legal action	1	Yes
			What was the outcome from the High Court Ruling?	1	Yes
Assessments undertaken during the initial trial	1	Yes	Air quality	1	Yes
			Economic impact	1	Yes
How do I report highway concerns?	1	Yes	Overhanging vegetation	1	Yes
Local Cycling and Walking Infrastructure Plan	1	Yes			
Traffic monitoring to assess the impact of displaced traffic on surrounding roads	1	No			
Was the behaviour patterns of motorists affected by ETRO/2 investigated?	1	Yes			
What are the numbers of motorised vehicles using the bridge?	1	Yes			

Table 9 – Sub-themes for 'Alternative measures' main theme

Sub-theme		
Description	Mentions	New theme?
Install bollards six foot apart at Keyhole Bridge to create a self-enforcing width restriction	2	Yes
Build a new cyclist and pedestrian underpass	1	Yes
Closing the road within Poole Park to motorised vehicles	1	No
Camera enforcement of the existing width restriction	1	Yes
Improved signage at the bridge	1	No
Install traffic signals at Keyhole Bridge with priority phases for cyclists and pedestrians	1	Yes
Introduce a toll at Keyhole Bridge	1	Yes
Widen Keyhole Bridge	1	Yes

Table 10 – Sub-themes for 'Complementary measures' main theme

Sub-theme		
Description	Mentions	New theme?
Create turning heads on both approaches to the bridge	2	No
Install a boardwalk for non-motorised users so the route is passable when flooding occurs	2	Yes
Upgrade drainage at the bridge to minimise water accumulation	2	No
Additional planters / revised arrangement at the closure point to slow down cyclists	1	No
Erect new signage	1	Yes
In light of the new Road User Hierarchy in the Highway Code, all railway bridges across the conurbation need to be reassessed in terms of suitability of their existing configurations for cycling and walking infrastructure	1	Yes
Mandatory cycle lanes needed on Sandbanks Road between the junctions with Turks Lane and Whitecliff Road as currently there is a gap in provision	1	Yes
Reconfigure or remove the Civic Centre gyratory to improve traffic flow	1	Yes
Requirement for cyclists to dismount at the closure point	1	No
Resurface Whitecliff Road	1	No

Table 11 – Sub-themes for 'Other form of representation submitted'[5] main theme

Sub-theme		
Description	Mentions	New theme?
Transport Technical Report dated 31 March 2022 produced by KMC Planning Limited on behalf of Keyhole Bridge Group which argues that there is a positive net present value of permanently closing Keyhole Bridge to motor vehicles, contrasting the economic assessment undertaken in the Portfolio Holder final decision published on 28 January 2021	4	Yes
Bicycle camera footage dated 23 March 2022 4.54pm allegedly showing three motorised vehicles infringing the width restriction at Keyhole Bridge	1	Yes
Bicycle camera footage dated 23 March 2022 4.55pm allegedly showing vehicles approaching the bridge at speed, a close pass when a vehicle overtook a mobility scooter with an oncoming cyclist and oversized vehicles disobeying the width restriction	1	Yes
Bicycle camera footage dated 23 March 2022 4.56pm allegedly showing drivers not giving pedestrians priority at the bridge, traffic volumes and vehicles sat idling whilst giving way at the bridge	1	Yes
Flood Risk Report dated 27 December 2021 undertaken by Keyhole Bridge Group which alleges that appropriate mitigation could only be implemented by closing the bridge to motorised vehicles	1	Yes
Respondent undertook their own informal pedestrian and cyclist count on 4 March 2021	1	Yes
Photos with unspecified date showing vehicles allegedly contravening the width restriction at Keyhole Bridge	1	Yes
Traffic surveys undertaken by Keyhole Bridge Group on 8 March 2022 and 18 March 2022 allegedly demonstrating that the majority of vehicles passing through Keyhole Bridge were in contravention of the width restriction	1	Yes

Table 12 – Sub-themes for 'Respondent has changed their mind since the initial ETRO consultation' main theme

Sub-theme		
Description	Mentions	New theme?
Previously was against the closure - now in favour	1	Yes

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[5] For further information please refer to the section of this report labelled **Other representation received**.

Other representation received

A handful of written representation also included additional files alongside their written comments. In alphabetical order, these files ranged from:

- cyclist and pedestrian count
- flood risk report
- photographs
- traffic surveys
- transport technical report
- video footage.

Each of these files were included in the statistical analysis and coded as part of the thematic analysis. However, to better understand their context, this section discusses them further.

Keyhole Bridge Group submitted five files. Three of these are included in this chapter since they authored or commissioned them. The remaining two files were copies of documents produced by other third parties. They are mentioned in **Table 4** and are as follows:

- Poole Park Life Evaluation Report November 2021 (see **Appendix B – Poole Park Life Evaluation Report November 2021**)
- Traffic Management Act 2004: network management to support active travel, Updated 1 April 2022.

In accordance with the Data Protection Act 2018 (the UKs implementation of the General Data Protection Regulation (GDPR)), personal data has been redacted from these files where required. Redacted items include faces, names and vehicle registration numbers. The upcoming sub-sections specify which information has been redacted for each file type.

Council officers have not independently verified the veracity of these files. Therefore, they should be considered carefully along with all other written representation which has been received.

Cyclist and pedestrian count

One respondent undertook their own cyclist and pedestrian count on 4 March 2021 between 6.30am and 9.30am. A copy of their results is included in **Appendix C – Cyclist and pedestrian count undertaken by a respondent**. No details have been redacted.

Based on data collected, they allege that:

- from Twemlow Avenue to Poole Park there was:
  - 7 adult pedestrians
  - 25 cyclists.
- from Poole Park to Twemlow Avenue there was:
  - 1 adult pedestrian
  - 1 cyclist
  - 8 vehicles.

- From Keyhole Bridge to Poole Park there was:
    - 189 adult pedestrians
    - 5 child pedestrians
    - 1 pedestrian with a pushchair
    - 42 cyclists.
- From Poole Park to Keyhole Bridge there was:
    - 166 adult pedestrians
    - 8 child pedestrians
    - 2 pedestrians with pushchairs
    - 14 cyclists
    - 1 mobility scooter.

Flood Risk Report

Keyhole Bridge Group produced their own report setting out concerns regarding flooding at Keyhole Bridge. The report is included within **Appendix D – Keyhole Bridge Group Flood Risk Report** (no details have been redacted) and argues that:

- the bridge floods regularly for several days due to a combination of:
    - high tide heights in Poole Harbour
    - extreme rainfall events
    - a combination of moderate tide heights and rainfall
    - any of these combined with a strong south-westerly wind.
- flooding is exacerbated by
    - the sluice gate drainage system between Baiter and Poole Park
    - the low road level at the bridge
    - lack of drainage at the bridge.
- flooding could worsen further due to climate change and rising seas levels
- when Keyhole Bridge floods
    - there are alternative routes for motorised vehicles to access Poole Park which do not increase journey time or distance
    - cyclists and pedestrians are faced with a detour equating to between 15- and 20-minutes creating inequalities particularly for those with disabilities.
- an easier and more cost-effective solution to the flooding could be found if the bridge was closed to motorised vehicles.

Photographs

One respondent submitted six photos taken on an unspecified date. These are included below across: **Figure 4**; **Figure 5**; **Figure 6**; **Figure 7**; **Figure 8**; and **Figure 9**. Figure titles are based on information by the respondent and do not represent any interpretation from the council. Vehicle registration numbers have been redacted.

Figure 4 – Photograph 1 showing a vehicle allegedly contravening the width restriction at Keyhole Bridge

Figure 5 – Photograph 2 showing a vehicle allegedly contravening the width restriction at Keyhole Bridge

Figure 6 – Photograph 3 showing vehicles allegedly contravening the width restriction at Keyhole Bridge

Figure 7 – Photograph 4 showing vehicles allegedly contravening the width restriction at Keyhole Bridge

Figure 8 – Photograph 5 showing vehicles allegedly contravening the width restriction at Keyhole Bridge

Figure 9 – Photograph 6 showing vehicles allegedly contravening the width restriction at Keyhole Bridge

Traffic surveys

Keyhole Bridge Group undertook their own traffic surveys on 8 March 2022 and 18 March 2022. A copy of their results along with Traffic Order information they collated is included within **Appendix E – Keyhole Bridge Group traffic survey**. Names and vehicle registration numbers have been redacted.

Based on data collected, they claim that:

- on 8 March 2022 between 4.20pm and 5.19pm, 180 vehicles passed through Keyhole Bridge, 100% of which had a width which exceeded the width restriction
- on 18 March 2022 between 3.37pm and 4.20pm, 119 vehicles passed through Keyhole Bridge, 100% of which had a width which exceeded the width restriction.

Transport Technical Report

KMC Planning Limited were commissioned by Keyhole Bridge Group to produce a transport review to support the case for permanently closing Keyhole Bridge to motorised vehicles. A copy is included in **Appendix F – KMC Planning Limited Transport Technical Report**. The report is 26 pages long and is structured into five chapters:

- introduction
- a review of local and national policy
- safety considerations in relation to Highway Code changes that came into effect on 29 January 2022
- an assessment looking at the Active Travel Economic Case to establish the Net Present Value (NPV) of closing Keyhole bridge to motorised vehicles across the Department for Transport's standard 20-year appraisal period
- summary and conclusions.

Ultimately, the report argues that closing Keyhole Bridge to motorised vehicles:

- aligns with local and national policies
- addresses existing road safety concerns
- delivers a forecasted NPV of £8,465,948 over a 20-year period, consisting of:
    - +£10,400,417 worth of benefits from increased active travel
    - -£1,934,469 worth of disbenefits to motorists from increased congestion and delay.

The report also claims that the Decision Impact Assessment (DIA) produced by BCP Council on 22 October 2020 wrongly classified the overall impact of re-opening Keyhole Bridge to traffic.

Video footage

One respondent submitted three videos containing bicycle camera footage dated 23 March 2022. Plainly, it's difficult to integrate these into a traditional report. Therefore, ten screenshots have been taken to illustrate the points being made and are provided below across: **Figure 10**; **Figure 11**; **Figure 12**; **Figure 13**; **Figure 14**; **Figure 15**; **Figure 16**; **Figure 17**; **Figure 18**; and **Figure 19**. Figure titles are based on information by the

respondent and do not represent any interpretation from the council. Faces and vehicle registration numbers have been redacted. Copies of the original footage have been made available internally to the Portfolio Holder for Sustainability and Transport.

Figure 10 – Screenshot 1 allegedly showing motorised vehicles queuing on the northern approach to Keyhole Bridge

Figure 11 – Screenshot 2 allegedly showing a motorised vehicle infringing the width restriction at Keyhole Bridge

Figure 12 – Screenshot 3 allegedly showing motorised vehicles infringing the width restriction at Keyhole Bridge

Figure 13 – Screenshot 4 allegedly showing a close pass when a motorised vehicle overtook a mobility scooter with an oncoming cyclist on the northern approach to Keyhole Bridge

Figure 14 – Screenshot 5 allegedly showing oversized vehicles disobeying the width restriction at Keyhole Bridge

Figure 15 – Screenshot 6 allegedly showing an oversized vehicle disobeying the width restriction at Keyhole Bridge

Figure 16 – Screenshot 7 allegedly showing an oversized vehicle disobeying the width restriction at Keyhole Bridge

Figure 17 – Screenshot 8 allegedly showing a driver not giving a pedestrian priority at Keyhole Bridge

Figure 18 – Screenshot 9 allegedly showing a driver not giving a pedestrian priority at Keyhole Bridge

Figure 19 – Screenshot 10 allegedly showing high traffic volumes at Keyhole Bridge

Automatic Traffic Count data

Outline

The council has a series of permanent Automatic Traffic Counters (ATCs) on various classified[6] roads across the conurbation. ATCs use inductive loops embedded beneath the carriageway to record vehicle movements. These loops are demarcated by square shaped lines in the road.

Site ID 127 is the closest ATC to Keyhole Bridge with a range of available data. It is situated on Sandbanks Road adjacent to Whitecliff Harbourside Park, between the junctions with Whitecliff Road and Wedgewood Drive.

Traffic volume data has been extracted from this ATC site to understand historical changes. Site 127 currently has 15 years' worth of data spanning from 2005 to 2022. It should be noted that owing to technical difficulties, data is unavailable for 2016, 2017 and 2019. Furthermore, data in 2020 and 2021 is deemed to be unrepresentative owing to the impact on travel patterns caused by lockdown restrictions and other public health measures associated with the COVID-19 pandemic.

Methodology

Traffic volumes combining both directions of travel were analysed across two forms of data:

- Average Annual Daily Traffic (AADT)
- Multi-day volumes (MDVs).

AADT

AADT is a measure of the typical 24-hour traffic volume on a road for a particular year. It is a widely used indication of how busy a road is. AADT data was assessed to determine the:

- changes over time (both absolute and relative)
- mean
- standard deviation
- coefficient of variance.

Standard deviation illustrates the extent to which data is spread out around the mean. Coefficient of variance represents the ratio of the standard deviation relative to the mean. It is one way to ascertain whether a standard deviation is high or not.

Data for 2020 and 2021 was excluded from the statistical analysis to provide a meaningful comparison.

[6] Classified roads consist of A, B and C roads. C roads are those which connect A or B roads with one another. The National Street Gazetteer catalogues road classification via an interactive map and a list of streets.

MDVs

In contrast to AADT, MDVs is a more disaggregated dataset, showing traffic volumes across a set number of days. At the time of writing, the latest available MDVs was for a 22-day period in May 2022 (1 May – 22 May). Data for an equivalent time period prior to the COVID-19 pandemic was most recently captured in 2018 (1 May – 22 May).

These two 22-day periods were considered to contain representative data suitable for comparison because:

- both encompassed school term time (May half-term holiday for the two respective years was 30 May 2022 – 3 June 2022 and 28 May 2018 – 4 June 2018)
- self-isolation rules were formally relaxed on 1 April 2022 following the publication of the government's plan to live with and manage COVID-19 on 21 February 2022, meaning that traffic flows were essentially back to normal
- floating public holidays / school holidays during the Easter period meant April 2022 and 2018 lack comparable dates containing representative data.

Sifting of the two 22-day periods was undertaken to ascertain representative weekdays and weekends. The days selected are shown in **Table *13*** below.

Table 13 – Days selected for MDV comparison

	2022	2018
Weekdays selected for comparison	Wednesday 4 May	Wednesday 2 May
	Wednesday 11 May	Wednesday 9 May
	Wednesday 18 May	Wednesday 16 May
Weekend days selected for comparison	Saturday 14 May	Saturday 12 May
	Saturday 21 May	Saturday 19 May

Wednesdays were considered to be most representative of average weekday traffic volumes across the two time periods. Typically, Mondays and Fridays are prone to being influenced by weekend related trip patterns. However, since the adoption of hybrid working by some post COVID-19, it has been questioned whether such trip behaviour has spread into Tuesdays and Thursdays. Recent articles in the press have alleged that Thursday is the new Friday as employees travel to the office for core mid-week days. Whilst evidence to validate these claims is still in its infancy, there is palpably a level of uncertainty. Consequently, for now Wednesdays appear to offer the most robust assessment conditions.

Saturdays were considered to be most representative of average weekend days. This is because they are not subject to Sunday trading laws. Additionally, there seems to be a prevalence for more recreational activities / sporting events occurring on Saturdays compared to Sundays. For example, a larger proportion of football matches across the English football league system tend to take place on a Saturday. It should be noted that the Saturdays in **Table *13*** were specifically selected to avoid the Early May bank holiday which occurred on 3 May 2022 and 7 May 2018 respectively.

Analysis consisted of three distinct 24-hour comparisons across a weekday, weekend day and a 7-day average. The purpose of this was ascertain whether there were any discernible differences between different days of the week. Outputs included:

- the busiest AM and PM hours
- the 12-hour period 07:00 – 19:00 when most trips archetypally take place
- vehicles per minute to provide a rough indication of the relative change.

Results

Table 14 below summarises the results from the AADT assessment. **Table 15**, **Table 16** and **Table 17** summarise the results from the MDV assessment. The full datasets and analyses are included within **Appendix G – ATC Site 127 Sandbanks Road analysis**.

Table 14 – AADT comparison summary for ATC Site 127 Sandbanks Road

Year	AADT	Change from previous year	
		Quantity	%
2018	14483	-505	-3%
2020	11754	-2729	-19%
2021	11106	-648	-6%
2022[7] (comparison with 2018)	13978	-505	-3%
COVID-19 adjusted statistics (2005 to 2018 & 2022)[8] [9]			
Average	14144	-13	0.37%
Standard deviation	907	N/A	N/A
Coefficient of variance	0.06	N/A	N/A

Table 14 demonstrates that AADT on Sandbanks Road has fallen by 3% when comparing 2022 with 2018. This contrasts with the long-term average across 2005 to 2018 and 2022, when there was an increase of nearly 0.4%. Conceivably, the difference could be due to the fact that less than six months' worth of data has been collected so far this year. Alternatively, it could be an indication of behavioural change. However, because trip patterns are determined by a complex array of factors (one of which may be related to structural changes in the labour market), it is hard to determine any conclusions at this stage.

Nevertheless, a standard deviation of 907 indicates that the AADT values in the 2005 to 2018 and 2022 sample are subject to some limited dispersion around the mean. The AADT in 2022 is within two standard deviations of the sample mean, implying that the recorded traffic volume is fairly normal. Additionally, the 0.06 coefficient of variance signifies that relative to the mean the standard deviation is actually quite low. Consequently, AADT for 2022 so far can be considered representative.

[7] Partial AADT data because year is still to be completed.
[8] Change from previous year is based on comparison with 2018.
[9] Years with no data are excluded from the calculations.

Table 15 – Average weekday traffic volume comparison for ATC Site 127 Sandbanks Road

Time period	Average traffic volumes				
	Wednesday in first 22 days of May 2022	Wednesday in first 22 days of May 2018	Difference in 2022		
			Quantity	*%*	*Vehicles per minute*
AM peak hour	1253	1319	-66	-5%	-1.00
PM peak hour	1312	1319	-7	-1%	-0.12
07:00 – 19:00	12524	11921	603	5%	0.84
00:00 – 24:00	14707	14746	-39	0%	-0.03

Table 15 above highlights that on average for a typical weekday, total 24-hour traffic volumes on Sandbanks Road have remained relatively stable when comparing 2022 with 2018. What appears to have changed is when that traffic is travelling during the day. Traffic volumes seem to have:

- marginally decreased in both AM and PM peak hours suggesting a slight dispersion across daylight hours
- nominally increased during the 12-hour period spanning 07:00 – 19:00 insinuating that a little less are travelling overnight or in the early morning.

Table 16 – Average weekend day traffic volume comparison for ATC Site 127 Sandbanks Road

Time period	Average traffic volumes				
	Saturday in first 22 days of May 2022	Saturday in first 22 days of May 2018	Difference in 2022		
			Quantity	*%*	*Vehicles per minute*
AM peak hour	1113	1024	90	9%	1.49
PM peak hour	1170	1065	106	10%	1.76
07:00 – 19:00	11563	9889	1674	17%	2.33
00:00 – 24:00	14041	12731	1310	10%	0.91

Table 16 above shows that on average for a typical weekend day, total 24-hour traffic volumes on Sandbanks Road have increased by 10% when comparing 2022 with 2018, equating to one extra vehicle per minute. During the day this rise has been reflected in the peak hours as well as the 12-hour period 07:00 – 19:00.

Table 17 – Average 7-day traffic volume comparison for ATC Site 127 Sandbanks Road

Time period	7-day average		Difference in 2022		
	2022-05-01 to 2022-05-22	2018-05-01 to 2018-05-22	Quantity	%	Vehicles per minute
AM peak hour	1023	1103	-80	-7%	-1.33
PM peak hour	1239	1242	-3	0%	-0.05
07:00 – 19:00	12255	11883	372	3%	6.20
00:00 – 24:00	14476	14922	-446	-3%	-7.43

Table 17 above illustrates that across a 7-day average, total 24-hour traffic volumes on Sandbanks Road have fallen by 3% when comparing 2022 with 2018, corresponding to eight less vehicles per minute. However, it would appear that more of this lower volume is travelling between 07:00 – 19:00, excluding the peak hours. This reinforces the findings from **Table 15** and **Table 16** that traffic has become more dispersed during daylight hours and declined overnight / in the early morning.

Key findings

Overall, the results suggest that traffic volumes on Sandbanks Road in 2022 are broadly similar to those in 2018. Increases on certain days or during particular hours have been offset by declines at other times. Given the proximity of ATC Site 127 to Keyhole Bridge, its plausible that current traffic volumes on Whitecliff Road are also fairly alike to those in 2018.

ATC data during the time when the ETRO was trialled at Keyhole Bridge is unrepresentative owing to the impact of lockdown restrictions and other public health measures associated with the COVID-19 pandemic. Therefore, it cannot be determined with any level of certainty whether the ETRO resulted in an increase or decrease in motorised vehicles using Sandbanks Road.

Fundamentally, the caveat with any traffic survey data is that represents a snapshot of a period in time, a trait which is more pronounced for datasets covering only a selective number of days. Moreover, trip patterns are influenced by the complex interactions of a multitude of unquantifiable external factors. Consequently, fluctuations are an inherent characteristic of traffic volumes and past trends are no guarantee of future results.

Conclusions

Statistical analysis

During the 40-day review period, there were 81 items of written representation from 60 respondents, of which:

- 41 (68%) did not provide written representation during the initial ETRO consultation
- 19 (32%) did provide written representation during the initial ETRO consultation
- 4 (7%) were organisations as opposed to residents.

Levels of support for each option (based on the data in **Figure 2**) consisted of:

- 39 (71%) for **Option C** (permanently close Whitecliff Road at Keyhole Bridge to motor vehicles)
- 16 (29%) for **Option A** (leave Whitecliff Road open to all traffic through Keyhole Bridge)
- 0 (0%) for **Option B** (re-close Whitecliff Road at Keyhole Bridge to motor vehicles for a further trial period of six months using a new ETRO).

Thematic analysis

Altogether 188 themes were coded. Of these, 135 (71%) were new themes not raised by the written representation received during the initial ETRO consultation. This comprised of:

- 3 new main themes
- 62 new sub-themes
- 69 new sub-items.

Each of these new themes was highlighted as part of the **Thematic analysis** chapter of this report.

The top three new themes mentioned by respondents in this review are listed below in **Table 18** for each theme type from largest to smallest

The top three themes from the initial ETRO consultation mentioned by respondents in this review are listed below in **Table 19** for each theme type from largest to smallest.

Six new alternative measures and five new complementary measures were also suggested by respondents in this review. These are set out in **Table 20** below.

Table 18 – Top three new themes mentioned by respondents during this review

Main theme		Sub-theme		Sub-item	
Description	Mentions	Description	Mentions	Description	Mentions
Other form of representation submitted	7	Forms part of an integrated sustainable transport network	7	Vehicle sizes have become progressively larger meaning most vehicles passing through the bridge are contravening the width restriction	12
Only mentioned which option they supported and made no further comment	3	Comments about groups supporting a closure	6	Existing width restriction is not enforced	4
Respondent has changed their mind since the initial ETRO consultation	1	Other active travel schemes introduced as part of the Active Travel Fund	5	Incorrectly shows National Cycle Network Route 25 passing through Keyhole Bridge	4

Table 19 – Top three themes from the initial ETRO consultation mentioned by respondents during this review

Main theme		Sub-theme		Sub-item	
Description	Mentions	Description	Mentions	Description	Mentions
Advantages of closing Keyhole Bridge to motorised vehicles	51	Improves road safety	25	No issues with the previous arrangement before ETRO/2	12
Consultation process	23	Necessary	16	Bridge is too small for modern vehicles meaning it only suitable for cyclists and pedestrians	11
Disadvantages of closing Keyhole Bridge to motorised vehicles	15	Aligns with national / local policies	16	Motor vehicles do not give way to cyclists / pedestrians	9

Table 20 – New alternative and complementary measures mentioned by respondents during this review

Alternative measures	Complementary measures
Install bollards six foot apart at Keyhole Bridge to create a self-enforcing width restriction	Install a boardwalk for non-motorised users so the route is passable when flooding occurs
Build a new cyclist and pedestrian underpass	Erect new signage
Camera enforcement of the existing width restriction	In light of the new Road User Hierarchy in the Highway Code, all railway bridges across the conurbation need to be reassessed in terms of suitability of their existing configurations for cycling and walking infrastructure
Install traffic signals at Keyhole Bridge with priority phases for cyclists and pedestrians	Mandatory cycle lanes needed on Sandbanks Road between the junctions with Turks Lane and Whitecliff Road as currently there is a gap in provision
Introduce a toll at Keyhole Bridge	Reconfigure or remove the Civic Centre gyratory to improve traffic flow
Widen Keyhole Bridge	

Other representation received

A handful of written representation also included additional files alongside their written comments. In alphabetical order, these files ranged from:

- cyclist and pedestrian count
- flood risk report
- photographs
- traffic surveys
- transport technical report
- video footage.

ATC data

Traffic volume data was extracted from ATC site 127 on Sandbanks Road to understand historical changes. Site 127 is located adjacent to Whitecliff Harbourside Park and is the closest ATC to Keyhole Bridge with a range of available data.

A comparison of AADT data found that traffic volumes had fallen by 3% when comparing 2022 with 2018. Figures for the standard deviation and coefficient of variance of the sample period suggest that AADT for 2022 can be considered representative.

MDV comparisons found that when comparing 2022 with 2018 total 24-hour traffic volumes on Sandbanks Road have:

- remained relatively stable for a typical weekday
- increased by 10% (one extra vehicle per minute) for a typical weekend day
- fallen by 3% (eight less vehicles per minute) across a 7-day average.

Overall, the results suggest that traffic volumes on Sandbanks Road in 2022 are broadly similar to those in 2018. Given the proximity of ATC Site 127 to Keyhole Bridge, its plausible that current traffic volumes on Whitecliff Road are also fairly alike to those in 2018.

ATC data during the time when the ETRO was trialled at Keyhole Bridge is unrepresentative owing to the impact of lockdown restrictions and other public health measures associated with the COVID-19 pandemic. Therefore, it cannot be determined with any level of certainty whether the ETRO resulted in an increase or decrease in motorised vehicles using Sandbanks Road.

Overall summary

Figure *20* below summarises views about Keyhole Bridge from both the initial ETRO consultation and the 40-day review period. As shown, approximately two thirds of all respondents who chose to submit formal representation were in favour of permanently closing Whitecliff Road at Keyhole Bridge to motorised vehicles.

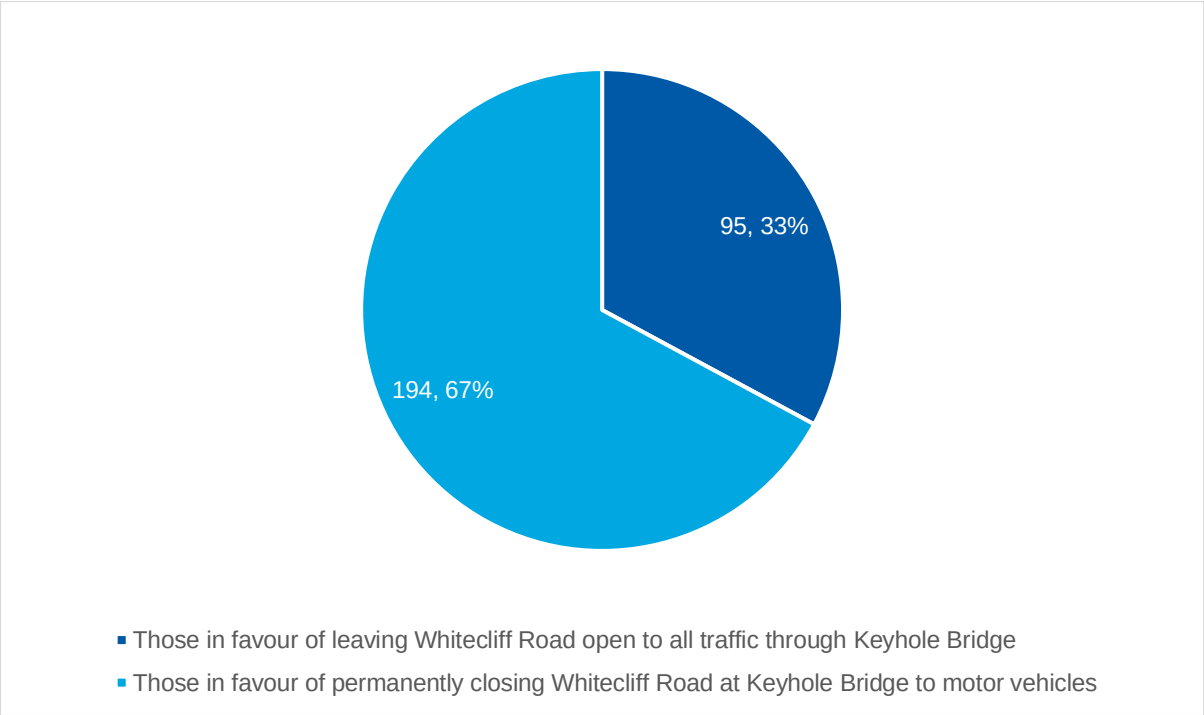

Figure 20 – Overall summary to identify levels of support expressed in the written representation from both the initial ETRO consultation and the 40-day review period

To avoid double counting, the statistics in **Figure 20** were derived as follows:

- those in favour of leaving Whitecliff Road open to all traffic through Keyhole Bridge consisted of:
  - 12 who did not provide written representation during the initial ETRO consultation and supported Option A in the 40-day review period
  - 83 who provided a written objection during the initial ETRO consultation.

- those in favour of permanently closing Whitecliff Road at Keyhole Bridge to motor vehicles consisted of :
    - 26 who did not provide written representation during the initial ETRO consultation and supported Option C in the 40-day review period
    - 168 who provided a written message of support during the initial ETRO consultation.

Appendices

Appendix A – Classification criteria

A broad range of views were submitted in regard to the Keyhole Bridge Review. The majority of written representation received was unequivocal. Some were noncommittal or mixed.

Owing to the nature of interpretation and its inherent subjectivity, there was the possibility that some correspondence could have been incorrectly classified. To counteract this, the control measure in place was to send out an acknowledgement confirming how the written representation had been categorised and the unique reference number it had been assigned. If a respondent disagreed or felt their feedback had been wrongly interpreted, they were able to reply and retrospective alterations to the classification could be made accordingly. The purpose of this was to ensure that views were not misrepresented. Additionally, it allowed for respondents to change their mind if they chose to.

Each message was reviewed on a case-by-case basis to determine its standpoint. Words, phrases and language used were assessed in their broader context rather than in isolation, to ensure feedback was fully considered and nuances accounted for. All messages received were considered in the consultation reporting process regardless of their classification.

Written representation was categorised into one of five types:

1. **Support for Option A –** correspondence which:
    - explicitly stated support for Option A
    - mentioned something similar to the notion that Whitecliff Road should remain open to all traffic through Keyhole Bridge.
2. **Support for Option B –** correspondence which:
    - explicitly stated support for Option B
    - mentioned something similar to the notion that Whitecliff Road at Keyhole Bridge should be re-closed to motor vehicles for a further trial period of six months using a new ETRO.
3. **Support for Option C –** correspondence which:
    - explicitly stated support for Option C
    - mentioned something similar to the notion that Whitecliff Road at Keyhole Bridge should be permanently closed to motor vehicles.
4. **Comment** – correspondence which did not indicate support or preference for one particular option
5. **Follow up message –** correspondence whereby:
    - the same person has communicated on more than one occasion
    - this could be via continuous or separate email chains or through the use of different email accounts
    - this approach avoids double counting the views of those who respond more than once but still captures any additional correspondence that takes place.
6. **Query –** correspondence which merely posed a question or requested further information.

Appendix B – Poole Park Life Evaluation Report November 2021

POOLE PARK LIFE EVALUATION REPORT

MIKE KING

NOVEMBER, 2021

Resources for Change Ltd
Directors: D Jones, S Sullivan, N Smith, M King
VAT number: 996 4504 72. Company Number 7310220.
Registered Address: Cwrt Isaf Farmhouse, Llangattock, Crickhowell, Powys NP8 1PH.

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The Evaluators would like to acknowledge the help of the Poole Park delivery team in supporting the evaluation process and to thank everyone who participated in the research.

INTRODUCTION

POOLE PARK LIFE

Poole Park is a late Victorian Public Park and is owned and managed by BCP Council. It lies just to the north-east of Poole Town Centre and was created on land
reclaimed from Poole Harbour. The Park covers an area of 43 ha, over half of this is water – a saline lagoon and two freshwater lakes.

The Park is incredibly popular and is intensively used by local communities as well as visitors from all over Southeast Dorset and beyond.

In 2017 it received a £2.7 million grant from the National Lottery Heritage Fund (NLHF) and with additional investment of £800,000 the 'Poole Park Life' park improvement project ran between August 2017 and August 2021 to implement the following vision:

To protect and enhance the historic landscape of Poole Park as a place of enjoyment, inspiration and reflection and a source of pride for all people of Poole, now and into the future.

DELIVERY THEMES

The delivery of the Poole Park Life project was split broadly into 6 themes,

- Access
  - Making the park more accessible and safer for a wider range of people
- Play
  - Improve the existing play areas and introducing a play landscape for all ages and abilities throughout the park.
- Heritage and Landscape
  - Restoring original features, enhancing their setting and ensuring Poole Park retains its original Victorian characteristics whilst improving the quality of the landscaping.
- Lakes and Lagoon
  - Better understanding the lakes, lagoon and related drainage which will lead to better informed management decisions and works that will improve water quality for people and wildlife.
- Geese and Wildlife
  - Seeking to control geese and wildfowl numbers within a park that is managed better for wildlife.
- The Future of Poole Park.
  - Ensuring a legacy for current a future users of the Poole Park

The delivery of these themes was designed to achieve several NLHF outcomes

NATIONAL LOTTERY HERITAGE FUND OUTCOMES

Difference for heritage:

- The Park or cemetery and its heritage will be better managed
- Heritage will be better interpreted & explained – improving peoples experience of heritage and enhancing their understanding
- Heritage will be identified/recorded – will be accessible to the public

Difference for people:

- People will have developed skills – informal learning and formal training
- People will have learnt about heritage – this will make a difference to them
- People will have volunteered time – enhanced well-being, new skills, increased confidence, a sense of purpose, a feeling of making a contribution to heritage and society.

Difference for communities

- Your local area/community will be a better place to live, work and visit
- More people and a wider range of people will have engaged with heritage

EVALUATION METHODOLOGY

The NLHF requires largescale funded projects to be independently evaluated to determine how well objectives and outcomes have been met and what can be learnt from the delivery of the project. Resources for Change (www.r4c.org.uk) was contracted in 2020 to undertake the evaluation and provide an end of project evaluation report.

Resources for Change adopted a participative evaluation approach, focusing on how the project's stakeholders and park users perceived how well the outcomes had been achieved and how effectively the project had been delivered. The evaluation method components were as follows:

- Stakeholder interviews
    - 20 interviews were undertaken in February and March 2021 with people who had been involved in the delivery of Poole Park Life including
        - helping to raise match funding for the project,
        - volunteering with the gardening work,
        - engaging students with activities and learning,
        - leading health walks,
        - attending stakeholder group meetings,
        - being a member of the Friends of Poole Park
        - regularly visiting and observing progress of the project work.
        - Provider of first aid.
        - Organising community engagement

- User Survey's
    - Online survey set to a wide range of interested parties, 106 respondents
    - Consultation stalls in the park, half Term week, June 2021, 180 respondents

- Output data review
    - Quantitative data linked to project outputs
- Impact case studies, researching two elements of the project in more depth
- Validation & reflections workshop
    - Ground truthing the evaluation findings with a range of stakeholders to identify lessons learnt and to help shape the conclusions

It should be noted that the evaluation took place before all elements of the project had been completed, particularly the drainage woks and installation of all the interpretation.

SEEKING A RANGE OF VIEWS

Figures 1-4 below illustrate that user survey element of the evaluation reached out to a wide range of people. These people were predominantly park users although there was a significant minority who had been involved in the park in other ways, as volunteers and event and training course attendees. All age groups were involved in the survey and whilst there were more females to males responding the ethnicity of those participating is largely in line with the profile of the Poole area.

Figure 1: Type of user

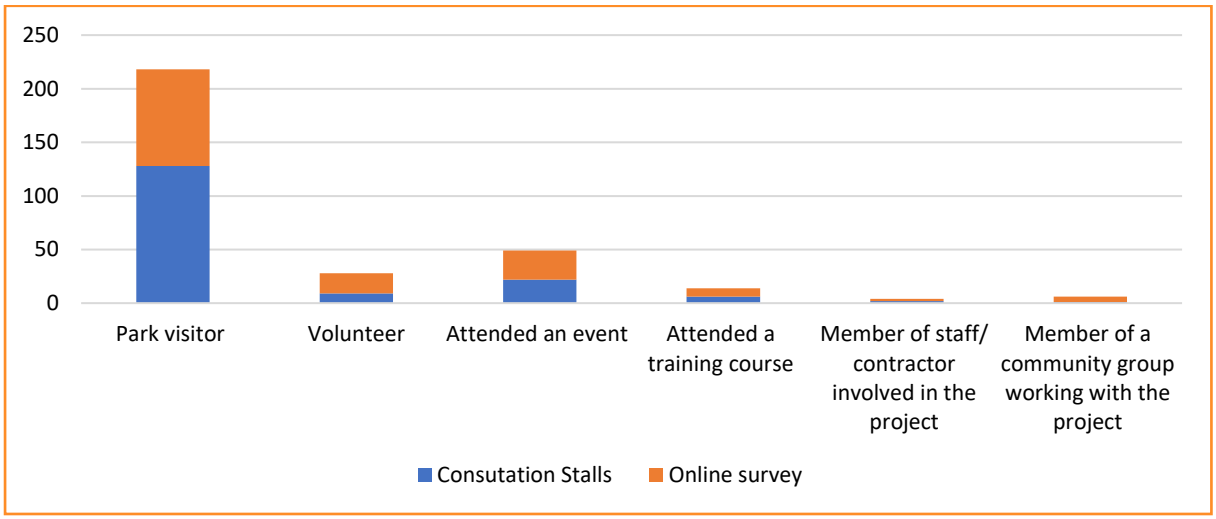


Figure 2: Age range

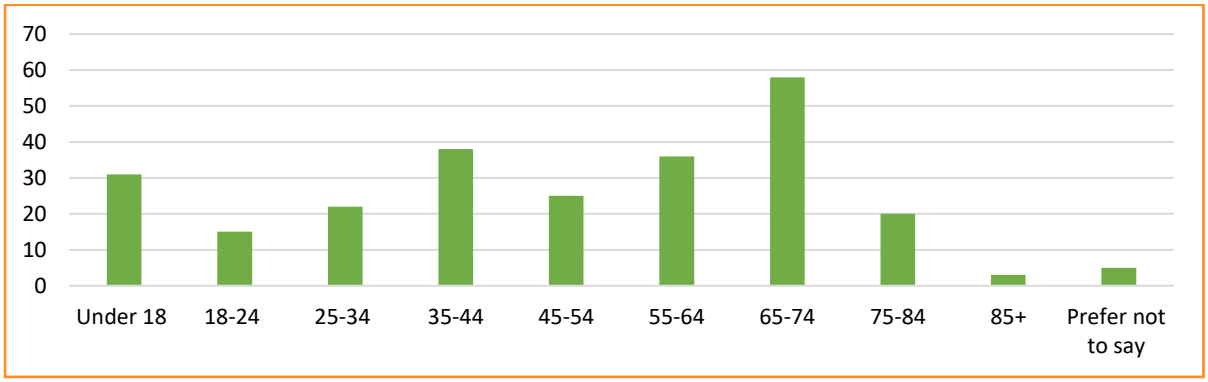


Figure 3: Gender

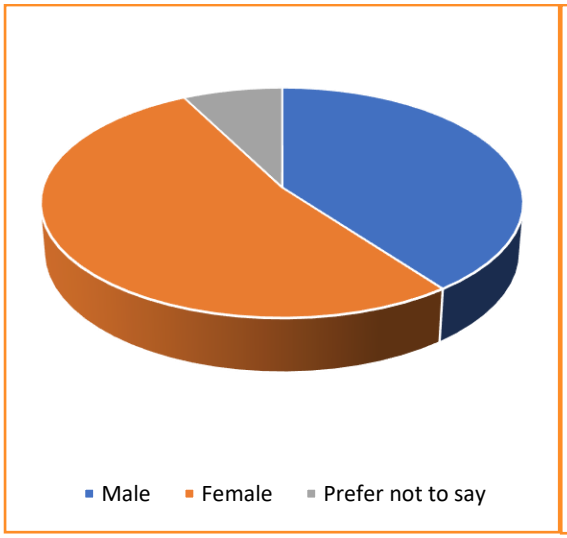
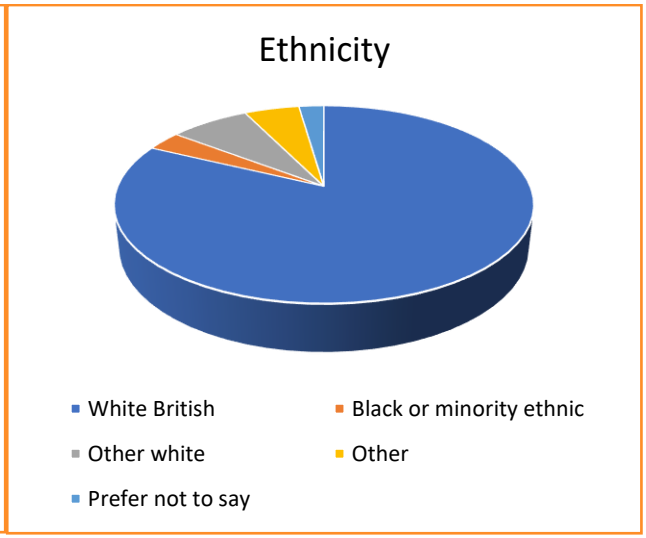


Figure 4: Ethnicity



EVALUATION FINDINGS

In this section we summarise the findings from the evaluation research, providing first the views of the stakeholders interviewed followed by the key findings from the two user surveys.

DELIVERY

STAKEHOLDER VIEWS

WHAT HAS BEEN DONE WELL

First a foremost stakeholders acknowledged that project was delivered to time and within budget in very challenging circumstances brought about by the Covid pandemic.

What stood out in our conversations with stakeholders was how well the project was managed. Those interviewed were keen to praise of the project management and communication. The efficient management of the contractors was also highlighted as something that was done well.

One summed the management by saying ‘’ *The project was very well run by. Good contractor management. Good public engagement. Overall, the Project was well received by the public*’’.

Other aspects of the good management included project communication and the social media. People mentioned the consultation – on site public events; attendance at walks; information provided through social media, email and a willingness of delivery team to be visible and to engage with the public.

The completion of the Rose Garden and the creation of the Quiet Gardens was highlighted as a significant achievement by the team.

Stakeholders involved directly in delivery felt that the wide range of activities was a real benefit as it provided variety in terms of the volunteer offer and the public interest in what was going on. This helped to generate support and good will for the project.

WHAT COULD HAVE BEEN DONE BETTER?

There was a general feeling from those directly involved in delivery that the project had tried to achieve too much and that some elements of the Activity Plan had not been delivered because of time and resource pressure. It was felt that although this situation was exacerbated by the Covid pandemic which made the delivery of certain elements more challenging it also reflects the perceived need to offer the funder 'a lot' in the hope of influencing their funding decision

There was some concern raised among the stakeholders about the way that the lottery proposal was put together and the allocation of funding. One stakeholder view was that the consultation and the project plan was already fixed before the public were consulted. They believed that 90% of the bid was not open to any consultation. Reference was also made to the amount of the project budget spent on revamping of the road. There was a feeling from a few stakeholders that money would have been better spent on pedestrian and cyclist access within the park, particularly around sorting the drainage issues near to the cricket pitch.

The cricket pitch and the frequent flooding of it and the surrounding paths was mentioned numerous times. Questions were asked if experts in drainage solutions have been commissioned to come up with solutions to this problem with one saying *''that I will be very disappointed if the project closes without the drainage being sorted.''*

In a similar vein another commented *"Path and road flooding throughout the park – seems to be worse. You cannot walk or run-on footpaths all the way from Park Gates/Copse Close around boating lake to Twemlow without stepping into road or getting your feet wet''.*

There was general feeling that through traffic should be further reduced in the park, if not eliminated, with one saying, *"It's a park not a road''*. Concern was expressed that not enough had been done for pedestrians and that many of the paths along the improved road and around the lake had not been improved.

Another stakeholder talked about the volunteers and how well managed they were but did add that providing tea and biscuits or some sort of refreshments for the volunteers would have been appreciated and might have encouraged some volunteers to return after their initial visit.

SURVEY FINDINGS

Questions about delivery were not asked in the 'In park' consultation stall survey as it was felt that most of the people taking part would be visitors. I was however addressed in the online survey. Here the results were somewhat mixed. There was a lot of positive feedback similar to that provided by the Stakeholders; well-managed, good communication, effective contract management. There was also negative comment about several issues that can be summarised as follows

The project having not addressed a number of long-standing issues in the way that the participants in the survey would have liked, primarily among these was the issues related to cars and parking. The evaluation team understand that there are and have been over a significant period a wide range of strongly held views on this topic. Poole Park Life set out to make improvements in this area but has clearly not satisfied everyone's aspirations and this was forcefully articulated in the feedback

The other set of negative comments were around relationships, particularly articulated by a small number of people who had pervious engagement in Poole Park and had found that the nature of this engagement had changed with the advent of the project. There was a feeling that perhaps this could have been handled better at the outset.

OUTCOMES AND IMPROVEMENTS

STAKEHOLDER VIEWS

All the stakeholders agreed that Poole Park Life had made significant and lasting improvements to the park. All stakeholder interviewed were positive about the quality of the restoration work carried out.

Of the many improvements mentioned, the dredging and restoration of the lagoon was highlighted as significant achievement, with one person explaining, *"Following the dredging of the lagoon, the ecology and the water quality have improved. There is now more invertebrates, crabs and sea bass. There is now a flushing regime around once a month. Previously there were algae blooms and swarms of midges. Regular flushing has stopped that happening. It's a real success story''*.

On the many other improvements one person summed it up succinctly by saying, *"the Quiet Garden, which is a totally new garden, the Rose Garden which was in a sorry state before the project started - it has now been transformed into a beautiful place. New trees have replaced the unhealthy ones''*.
Another said of the gardens *"The planting in Quiet Garden has been handled very well indeed. The planting is less formal and has a wilder, natural feel to it. The Rose Garden is good in that you can feel you are away from the constant traffic noise''*.

There was a general feeling that the park is much less cluttered and has a more naturalistic feel to the park without any loss of the Victorian charm. One person said *''The lighting is more traditional now and in keeping with a Victorian park''.*

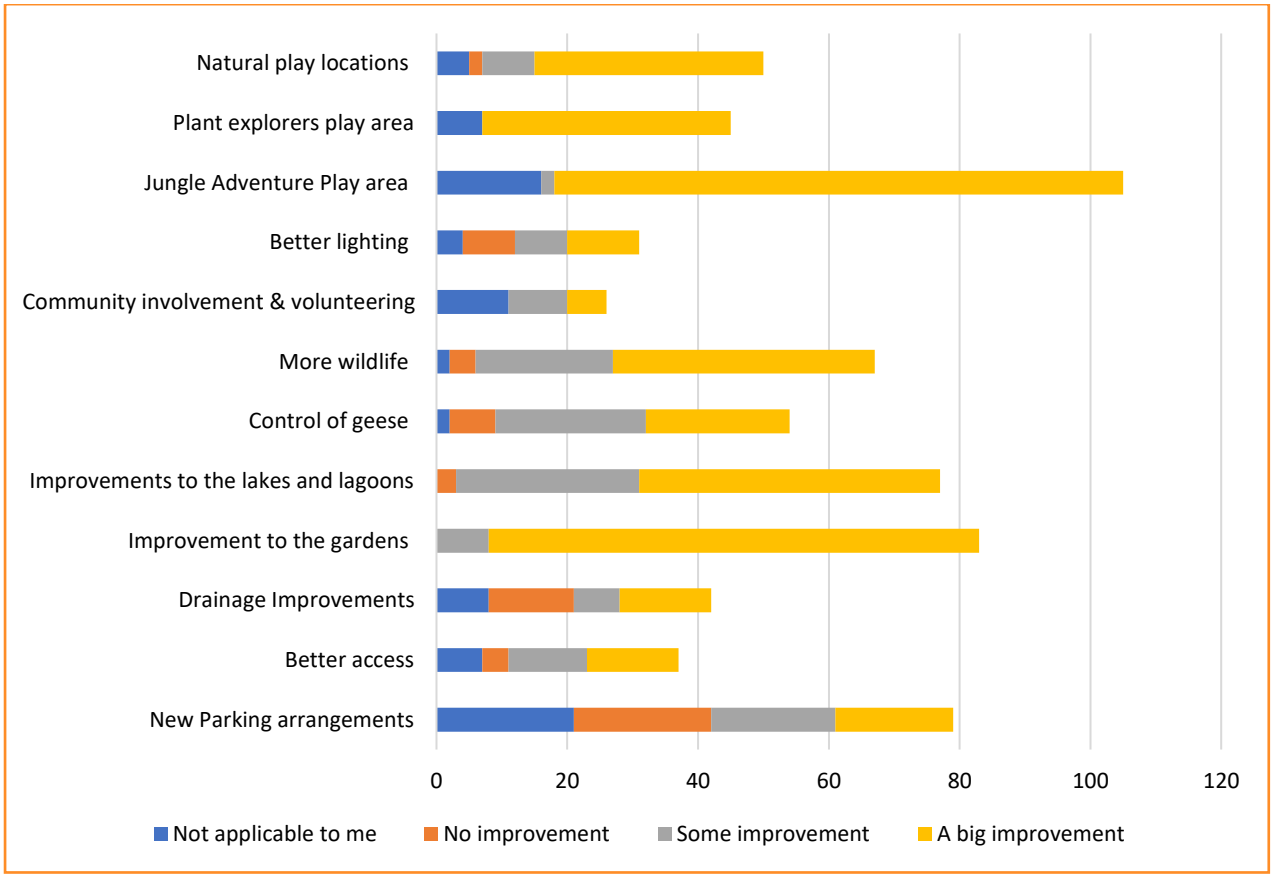
SURVEY FINDINGS

BIGGEST IMPROVEMENTS

People participating in the consultation stalls were asked to rate the key improvements that Poole Park Life had brought about, stating whether there had been a 'big improvement', 'some improvement', or 'no improvement'. The results are set out in figure 5 and show the two areas where people felt that there had been the biggest improvement was in the provision of new paly facilities and improvements to the gardens. The Jungle Adventure play area, which had recently been installed when the survey was being carried out is clearly a big success in most people's eyes and likewise other play facilities get the thumbs up as well. The gardens were also seen as a big project success, particularly the quiet garden, where people talked about a 'transformational' change for the better. The Environmental improvements made to lakes and lagoons resulting in more wildlife was also seen as a big improvement by many people.

The areas where people were less positive about the improvements made was around some of the infrastructure changes made, parking, lighting and drainage. Discussion with people at the consultation stall suggested that this was largely to do with differing views about what should be done (e.g., cars or no cars in the park) as apposed the quality of the work undertaken. The exception to this was the drainage works which had not been completed at the time the survey had been undertaken.

Figure 5: Opinions about improvements

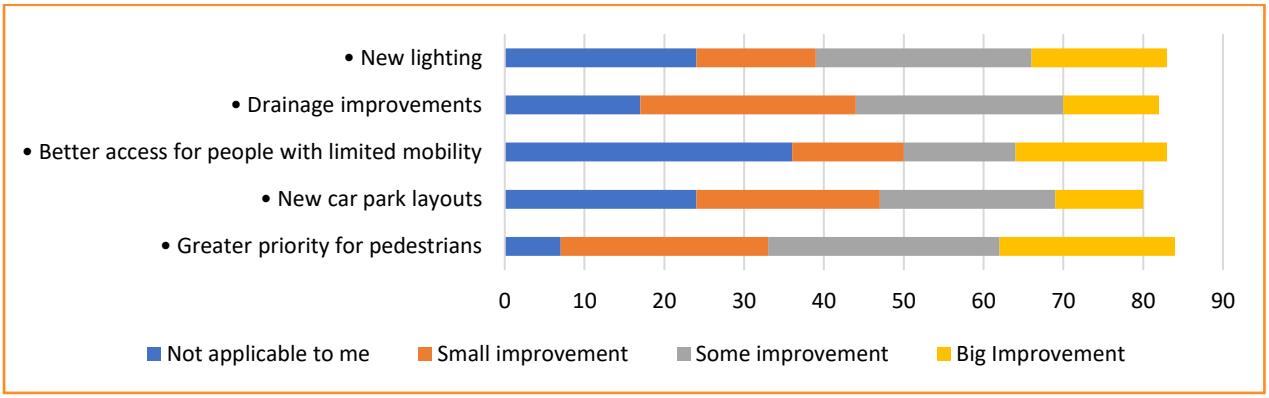


In the online users survey we were able to explore in more depth the improvements made under each project theme. A summary of findings is set out below.

IMPROVEMENTS FOR EACH THEME

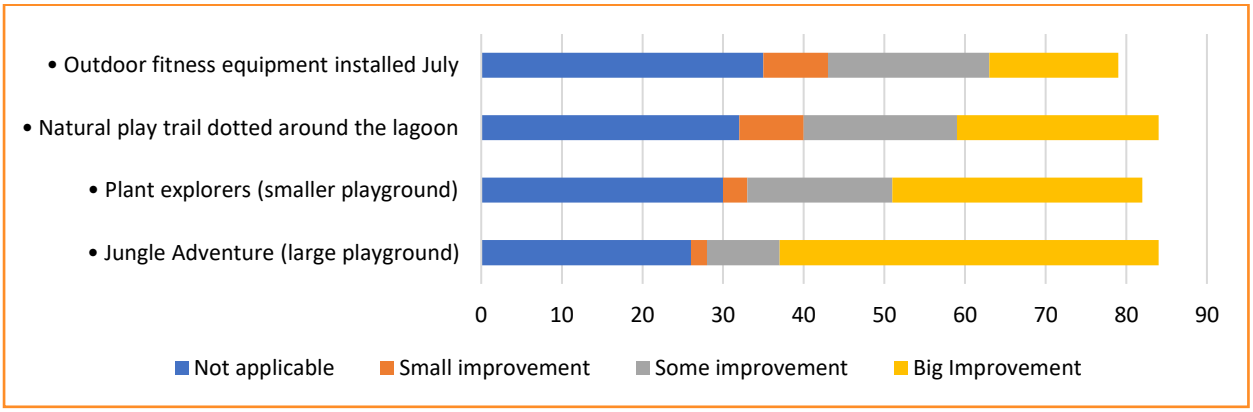
Regarding the **Access** theme the results echo those from the consultation stalls in that this is the area where the number of people considering 'Big Improvements' had been made was smallest and again, analysing the comments, this seems to come down to differing views as to what should have been done.

Figure 6: Access improvements



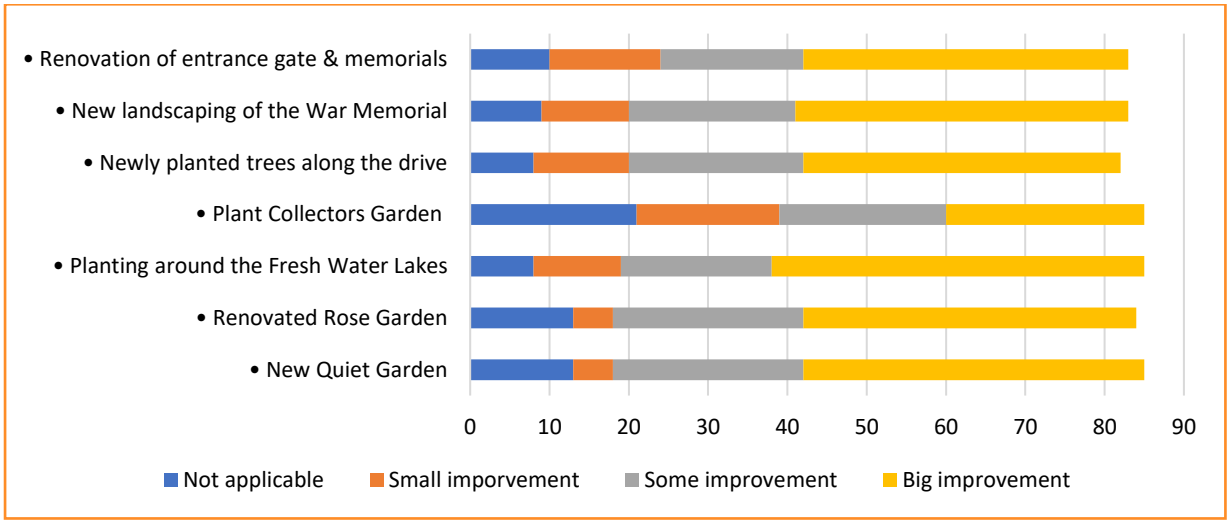
Again, the views about the **Play Improvements** from the participants undertaking the online survey is similar to the results of the consultation stalls, considering that the online survey was undertaken by an old age group. The play areas are ranked as 'Big Improvements' whilst the more specialised 'natural play' and 'fitness equipment' dotted around the park are still seen as an improvement but not as significant.

Figure 7: Play improvements



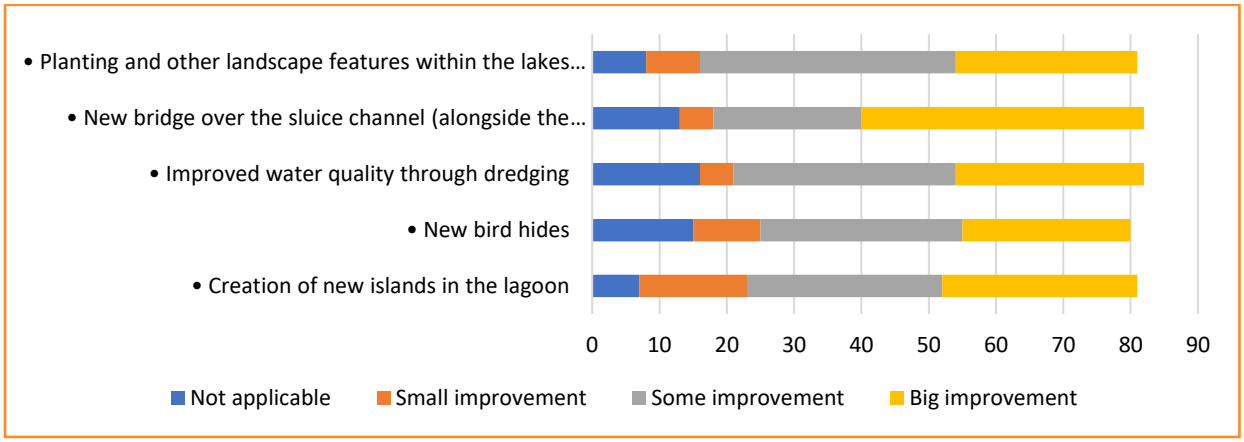
The online survey results were largely positive about the **Heritage and Landscape** improvements. Similar to the consultation stalls there was a lot of support for the new gardens, apart from the Plant Collectors Garden where comments suggested that fewer people had experienced this aspect as it was across the main entrance road from the rest of the park, and the work was not completed until after the survey had finished There was also some questions about whether plant collectors were the important theme for this garden when Poole had lots of other important people and events to commemorate. The planting around the lake and the new trees in the park were also seen as Big Improvement by as significant number of people.

Figure 8: Heritage and landscape improvements



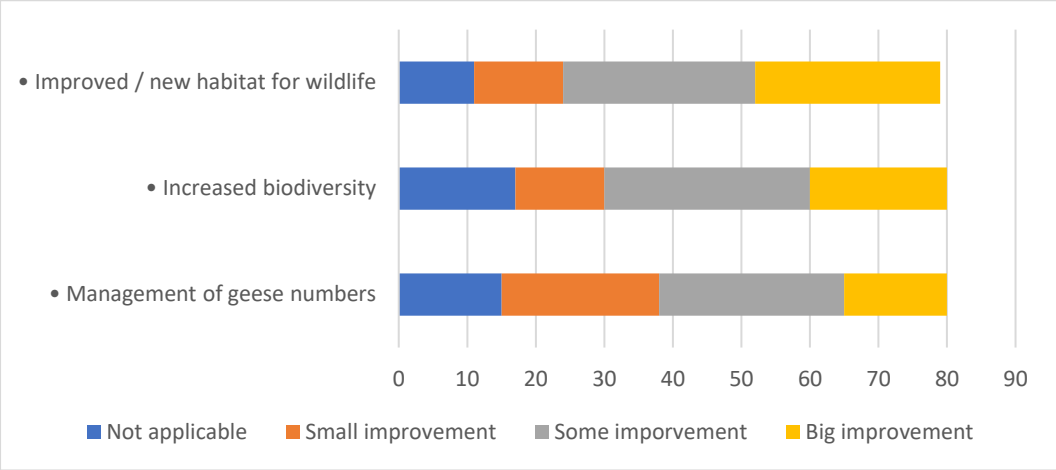
Whilst heritage and landscape improvements were largely viewed in a positive light the improvements made to the **lakes and lagoons** was viewed a little less so. Analysis of the comments suggest that this as again because of different opinions as to what should have been done and how it should have been carried out. For example, the new islands in the lagoon were largely welcome but their design was questioned as there was concern that ducklings and cygnets were not able to cope with the steep sides. Similarly, the siting and design of the bird hides were questioned but the new bridge over the sluice channel was seen as a big improvement.

Figure 9: Lakes and Lagoons



The number of people reporting 'Big Improvements' in the theme of **Geese and Wildlife** was relatively small and is perhaps related to the specialist nature of some of the wildlife gains. People recognised that wildlife habitats had been improved but their views on the impact of these was mixed, with some people reporting seeing certain type of wildlife, such as kingfishers, for the first-time whist others were concerned that the number of Swans had decreased. There was also a wider range of views about the management of geese numbers.

Figure 10: Geese and Wildlife Improvements



IMPACT

To gain an understanding of the impact the project had we asked several questions about 'what difference it had made'. In the surveys we asked about the difference that Poole Park Life project had made to the park and surrounding community, personal benefit derived from involvement in the project and use of the park and explored what people had learnt from being involved. We also asked people about the projects ambition of reaching a wider audience. The results are summarised below.

STAKEHOLDER VIEWS

Several of the stakeholders interviewed identified the personal benefits made to their lives with one person saying, *''It has helped with my depression – the colours in the park are a joy to look at''.*

The improvements to the gardens were highlighted as a success, particularly with the Quiet Garden being well laid out and designed well so that its more open for different users, such as those with disabilities. Another said *''It has made a positive difference to me - when I go out, I now often make a detour to walk through the park. I see more younger families in the park as well''.*

A walk leader said *"We have a regular walker in our group who has poor vision but can see colours (and smell flower scents), she delights in seasonal changes in planting and was very interested in the improvements – the wildflowers garden and the planting around the War Memorial were big hits with her"*

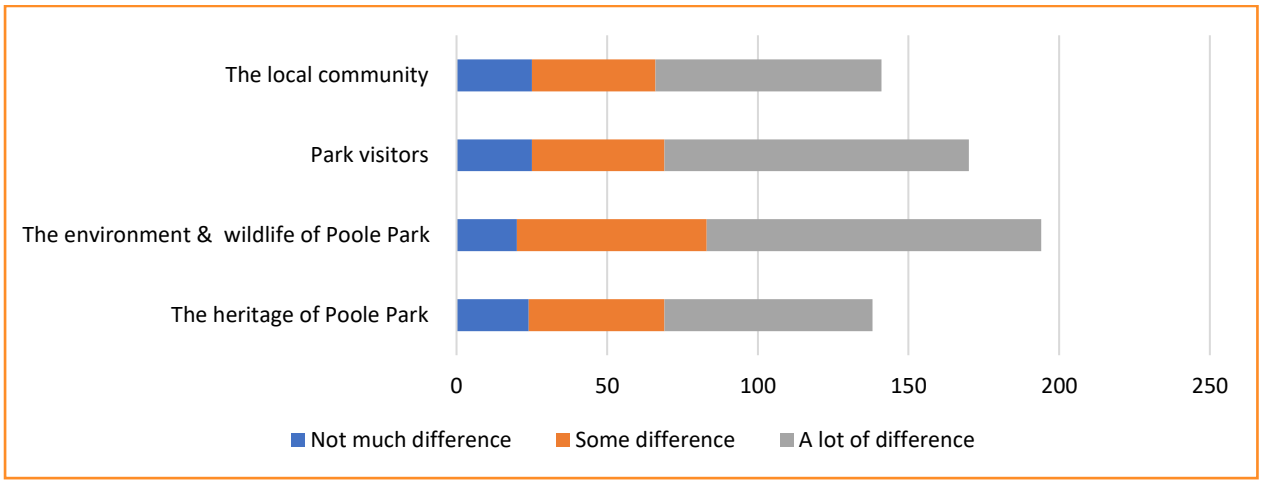
One stakeholder summed it up *''The Park has become more appealing for all generations - it is now a really pleasant place to visit. The Park has much more for people to interact with. It is great as there are different aspects to the park that people can engage with''.*

SURVEY FINDINGS

THE DIFFERENCE THE PROJECT HAS MADE

Both the online survey and the consultation stalls asked the participants to rate how much difference they felt Poole Park Life had made on the heritage, environment & wildlife, on Park Visitors and on the local community. Figure 11 sets out the results in each category 50% or more of the people undertaking the surveys felt that the project had made 'A lot of difference' and this was particularly so in the park visitors (59%) and Environment & Wildlife (57%) categories. There were several people in each category who felt that 'Not much difference' had been made, 17% for both 'Heritage' and 'The local community'. The comments from the online survey suggest that reasons for this are again related to the 'wrong things being do' or the 'wrong approach taken' which then impacts upon people's opinion of the value of what has been achieved.

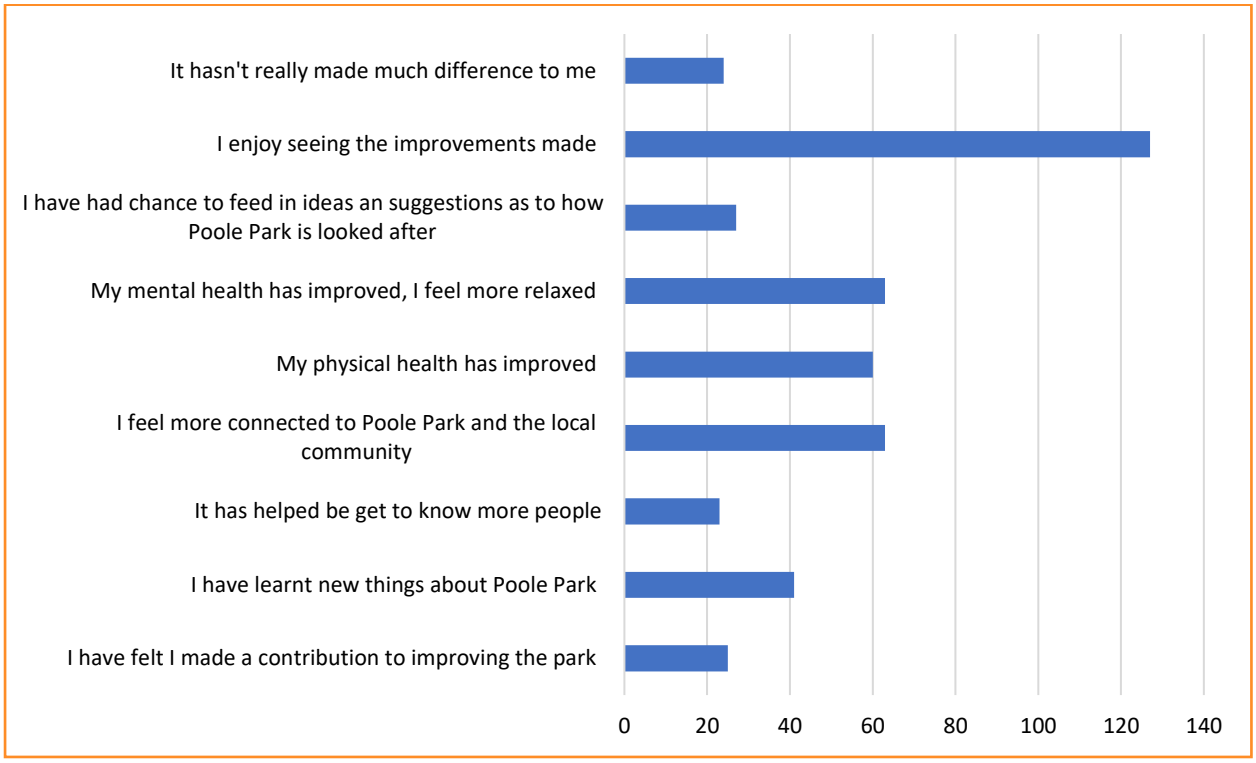
Figure 11: How much difference has it made



WHAT PEOPLE GOT OUT OF THEIR INVOLVEMENT?

Figure 12 looks at the personal benefit from being involved or experiencing the improvements that the project has made. From these results it is clear that people felt engaged in the process, a large majority saying that they enjoyed seeing how the project has developed. The other areas where personal benefit derived from the project seems to be important could collectively be described as wellbeing benefits; improved mental and physical health and a feeling of being more connected to the park and the local community. One area where we might have expected to see more personal benefit would perhaps be around 'making a contribution' but the low score is probably related to the fact that volunteers, staff and contractors, people in a position to make a contribution were a small proportion of the people surveyed.

Figure 12: Personal benefit

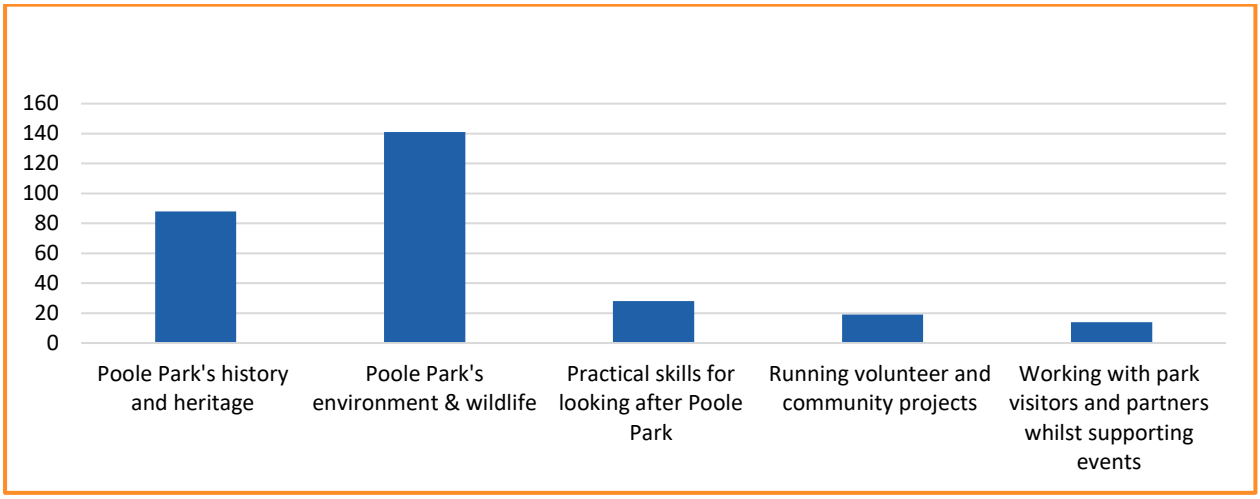


WHAT DID PEOPLE LEARN ABOUT?

Learning is a key NLHF outcome, so the survey explored this element of personal benefit in more detail, asking people what they had learned most about through their engagement with the project. Over 90% of people participating in either of the survey's said that they had learnt something new. Environment & wildlife was the area where most people reported learning new things followed by a lesser degree learning about history & heritage. This probably reflects the balance of interpretation at the time in the park, the programme of installation having not been fully completed and the fact that the people who participated in the Consultation stalls (where environment & wildlife scored highest) were experiencing wildlife first-hand. Likewise, due to the impact of covid the planned programme of guided walks and talks was curtailed, which meant less information was shared about the parks history and heritage than had originally been intended.

Less learning was derived from the process elements of the project, such as 'practical skills' but again this is likely to be because less people who were involved in these elements undertook the survey.

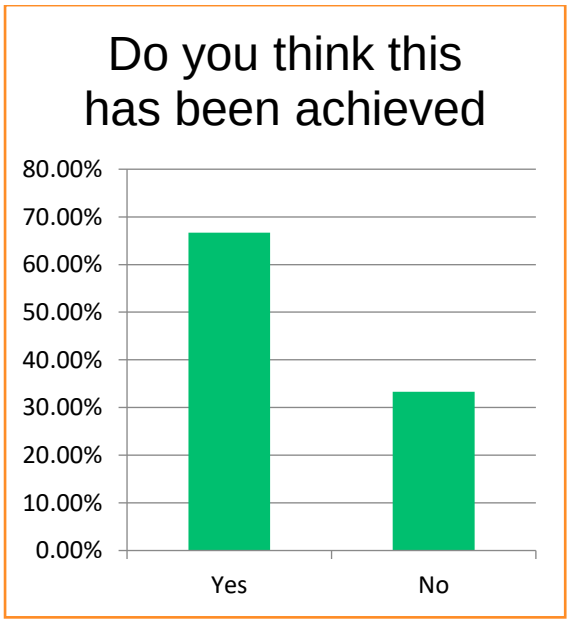
Figure 13: Learning



REACHING NEW AUDIENCES?

People undertaking the online survey were asked if they felt the Poole Park Life project had been successful at reaching out to a new audience (Figure 14). Just under 67% said that it had and provided the following reasons why they felt this had occurred

Figure 14. New Audiences



- In a response to the Covid imposed lockdowns, more people have accessed park and therefore benefitted from improvements
- Improved signage and interpretation created a more accessible and interesting space
- The project encouraged local people to help with projects or volunteer and advertising events and asking them to participate in the Park's development.
- The project has had quite a high profile on local social media

The 33% who felt that the project had not reached out to a wider audience gave the following reasons

- Too many cars in the park making people feel unsafe
- Not enough parking, reducing accessibility
- Divided local opinion
- Not enough publicity promoting what the park had to offer.

It is clear from these results that most people feel that the improvements to the park have made it more accessible and appealing to new audiences. The things that are seen as barrier to this are related to the constraints within which the project operated such as the fact that the park has a road open to traffic running through it.

LEGACY & THE FUTURE

The final area that the evaluation explored was project legacy and future aspirations for Poole Park now the project has been completed

STAKEHOLDER VIEWS ABOUT LEGACY

One long-time Poole resident estimated that they felt there were some 50% more park users than 4 years ago.

There was a feeling amongst the stakeholders that Poole Park Life has breathed new life into the park, that much of the community interaction would continue for some time to come and in respect of the infrastructure, one person summed it up by saying *"For 130 years we were still relying on what the Victorians built and most of the infrastructure was going in decline. What has been done now has kickstarted improvements that will last for the next 100 years".*

One stakeholder summed it up *"A continuum of what the Victorians did with the park when it was first conceived. We have come full circle in that now more than ever we need open green space and fresh air just as the Victorian society did a hundred or more years ago. It is such a rewarding place. It is also a great resource for the town and for people visiting the town from elsewhere''.*

SURVEY FINDINGS

A question about legacy was only asked in the online survey where people were asked to identify what they felt was the most important legacy of the Poole Park Life Project. There was no standout factor but a wider range of comments.

Some spoke about the physical improvements that had been made for example,

- Hard infrastructure that will last another 100+ years and is easier to maintain
- Much improved landscaping including new gardens
- A park that is used in many more ways than before, due to new interpretation, new additions to the park, community involvement, etc

Whilst others spoke more about the process of the project such as

- A community buzz that did not previously exist
- Relationships around the park are now better
- A lovely relaxing place for people to visit – uplifting to help us deal with the challenges ahead
- Created something that the people of Poole can be proud of

People were keen that the improvements and the activities in the park did not stop now the project had come to an end. Their aspirations were varied but key themes emerged as follows.

- The most common response to this question was to 'maintain well what we have got'. There was a sentiment in the responses that past improvements had not always been well maintained and therefore this was an area for future improvement.
- Car/ roads/ access and parking was perhaps the biggest area of comment in this section. As has already been mentioned there is a range of opinions on the topic but there seem to be a consensus around the idea that this issue was not yet satisfactorily addressed and work in this are needed to continue. There is a strong feeling that this is unfinished business.
- Miniature Steam Train. There used to be a narrow-gauge railway operating in the park. This was closed in 2018 and is a much-missed attraction. The Poole Park Life project did not set out to restore the railway but there is clearly a lot of local support for this to happen in the future
- Ongoing support for volunteers and a continued programme of events was also seen as important as these had been popular activities during the life of the project and were seen as providing a key link with the local community.

ANALYSIS

DELIVERY

The evaluation research indicated that most people who had been involved in the project or who had firsthand experience of it felt that it had been well run and had delivered considerable improvements to Poole Park.

It was recognised that the Covid Pandemic created a considerable challenge to project delivery, but it was felt that the team had been flexible and creative in their response. This meant that though although there were delays very little was lost from the original plan.

The project team had built good relationships with most of the stakeholders, had made themselves available to address concerns and issues as they arose and had communicated the projects progress well.

There has been a small amount of negative feedback about the way the project has been run which seems to relate to experience in previous projects and one or two issues, alluded to in the Findings section of this report which the project has progressed but not resolved to everyone's satisfaction.

One factor that has come out of the research is how interested people are in the delivery of the project. People really 'enjoyed seeing the improvements being made' (see figure 12) and took a real interest what was happening in the park**.** This not only indicates a strong local relationship with the park but also the importance of communicating project progress and even interpreting the work being undertaken. People, in Poole Park anyway, are as interested in the process of creating the improvement as they are the improvement itself.

The evaluation has identified the following key lessons that came from talking to stakeholders about the delivery of the project.

- Project planning
    - Be realistic. There was a feeling among stakeholders that the activity plan was over ambitious which put considerable strain on the delivery team and some things such as communication and stakeholder relationships sometime suffered as a result
    - Understand what local people need and not just want. It was felt that the consultation carried out in the scoping phase of the project was good at developing a long wish list, but it did not necessarily identify what was important

- Working with people
    - Put enough time into identifying, building and maintaining key relationships throughout the project. The project cannot be achieved without the input of others
    - Leave enough time for communication because if you don't time will have to be spent later in the project dealing with issues that arise because people don't feel they know what is going on
    - Celebrate changes and improvements and give people a chance to understand and experience what is changing
    - When working with volunteers – set up rules of engagement from the start, Codes of conduct/ standards of behaviour would have helped with some early teething problems with volunteer management.

OUTCOMES & IMPACT

DIFFERENCE FOR HERITAGE:

It is clear from the evaluation research it is the natural heritage improvements that people see as being most impactful, the work on the lakes and lagoon and in particular the development of the gardens. Two of the gardens, the Rose Garden and Plant Collectors Garden have a strong historical links, but the Quiet Garden has been created from scratch, turning an old go-kart track into a very popular plant-based attraction. This garden, largely constructed by volunteers incorporates many contemporary themes including pollination, biodiversity and wellbeing and provides a very good case study of the power of plants to restore and reconnect. The Quiet Garden is one of two case studies that we have incorporated into this report – see page 21.

Poole Park was created in the Victorian era for the people of Poole to enjoy greenspace and water and there is a general feeling coming from the research that the restoration work has done well in reflecting this heritage. It is still a park where you can promenade around the lagoon and take a boat out on the water, but you can do so in a way that is relevant in the 21st Century. Maintaining this connection with the past is seen as important, particularly among local people.

DIFFERENCE FOR PEOPLE:

The Poole Park Project engaged with a considerable number of people during its delivery phase. Headlines as follows

- 6,051 people involved in events of which 38% were young people
- 1, 135 volunteers providing 4579 hours of their time to different aspects of the project which equates to a £53,000 financial contribution to Poole Park Life

The delivery of the project incorporated many opportunities for volunteering, which was well organised and well received. Due to its success and the positive feedback, we received about the volunteer activities this subject forms the second case study included in this evaluation report – see page 24.

Involvement in the project and experience of the improvements in Poole Park have had a positive impact on many people's feelings of wellbeing with people reporting improvements to both mental and physical health. The pride that many people felt for Poole Park and how it is an important part of their everyday lives, often helping to relive depression and bring enjoyment.

People report learning more about the heritage of the park with a particular emphasis on the wildlife and environmental aspects which seems to add to the overall sense of an enjoyable experience when visiting the park

DIFFERENCE FOR COMMUNITIES

People reported feeling more connected to the park and the local community with a sense that there was a 'buzz around the place' which was not there before. Local people talked about a renewed sense of pride in Poole Park and were starting to see it again as an important community asset. Some stakeholders felt that more could be made of the park as a visitor attraction and thereby enhancing the economic value of the park to the community.

It is the relations with the community where perhaps further work needs to be done to ensure that the legacy of Poole Park Life is seen to derive strong local benefit

There are a lot of community activities that currently take place in the park, hosting as it does the local tennis, bowls, cricket and model boating clubs as well as being a venue for things such as Parkrun. The discussion at the evaluation workshop showed that while these groups were supportive of the improvements made, they did not necessarily feel engaged in the discussions about how the park will continue to develop but would like to be.

In a similar vein, and as already mentioned on a number of occasions there is a range of opinions in the community of the continued use of the park for through traffic and related to parking in the park. Depending on which side of this debate a particular person sits to some extent determines their view on the community benefit derived from the project.

MOST SIGNIFICANT DIFFERENCE

To complete the section on outcome and impact we have included some of the responses we got when we asked people to complete the following sentence 'The most significant difference the Poole Park Project has made is….

- that it is so enjoyable for everyone to visit, particularly for me in improving and combatting my depression. The fresh air, birds and colourful plants really do help me.
- in opening the opportunities for more activities. It is now a lovely place. The heritage money has made a huge difference. The pandemic has made the park even more valuable for residents and visitors alike.
- that the park feels more welcoming. The Council have made it more user friendly. It is lovely that so many people want to use it. Everybody should be proud of what has been achieved.
- the community involvement that the project has generated. The council officer and some of the councillors have been very good at generating interest in the park.
- it is now a new Victorian Park. A park we can promenade in as the Victorians once did.
- that it has brought the park into the 21st century.
- that it has enhanced the park as a leisure amenity for everyone living in, or visiting Poole, with a welcome facelift and renewed focus on pedestrians and a refocus on its wildlife and aquahabitat.
- that it has created an awareness of what improvements can be done to an area with good organisation, funding and committed staff and volunteers.
- an ecological transformation of the Lagoon.

LEGACY & THE FUTURE

The first public parks in towns and cities began to appear in the early Victorian era of the 1840s when the population of urban areas increased rapidly. By the 1860s, thanks to campaigners, the concept of free access to green space became more common place.

The idea for a park in Poole came about in the mid-1890s when Lord Wimborne presented plans for what was termed a 'People's Park and Recreation Ground' on former meadow and low-lying marshland near to the town centre. The Park was given the go ahead and was officially opened in 1890.

However, despite changing fashions and fortunes what has endured since the Victorian era is the realisation that people do need to live with quality green space nearby and that a strong social and

emotional bond can be readily created between the community and the park. This community bond and emotional connection has been particularly evident in respect of the public's feedback to the work of the Poole Park Life project.

"A legacy of the Poole Park Life project will be a greater appreciation by the community of the value of the park and a better understanding of what it takes to manage it. In many respects it has brought the community much more together. It is also a shared space- there are many flats in the area who do not have any green space. Also, the hospital is situated next to the park and many of the staff visit the park on their time off. I know that patients also use the park when they can. Poole Park is especially important to the community".

We now know that the once radical notion put forward by those Victorian campaigners that access to clean air, recreation and 'public enlightenment' is good for people has been proven to be true. Likewise, we have an ever-growing appreciation access to quality greenspace, regular physical exercise, and positive social interactions such as through volunteering are real contributors to maintaining health and wellbeing.

The investment by the National Lottery Heritage Fund Heritage, BCP Council, community groups and the community itself has given Poole Park a new lease of life. It has restored a tired and ailing infrastructure and enhanced the heritage and wildlife value of the place. Above that Poole Park Life has re-engaged the community in the life of the park. The Poole Park Life project have not just re-engineered a Victorian Park they have re-modelled a green space, that has good inclusive access, good facilities and an engaged community. Furthermore because of the new investment, the Park managers have recognised the health and wellbeing that quality green space can bring to their community and aspire to set Poole Park management to the highest possible standards within the available resources.

"There is a continuum of what the Victorians did with the park when it was first conceived. We have come full circle in that now more than ever we need open green space and fresh air just as the Victorian society did a hundred or more years ago. Poole Park is such a rewarding place".

CASE STUDIES

CASE STUDY 1: THE QUIET GARDEN – A SENSORY APPROACH

This case study focusses on the creation of a new garden within the park grounds and how the community became involved in its development.

THE IDEA.

The idea behind a themed sensory garden, formerly a disused Go Kart Track, was very much a community effort said Toni Powell the Poole Park Engagement Officer, *"the concept was discussed at an open workshop held in 2015 and we had people from a range of local organisations, the local nursing home,*

mental health groups and disability groups all inputting into the purpose and design of what was to eventually become known as the Quiet Garden.
Initially, we looked at who would want to use the garden, what areas in the park we could adapt or create, what people felt they required in a garden and who might want would use it. We also looked at access to water and noise or rather a lack of noise, as in how close an area was to the public road. We discussed the structure and colour of the proposed garden, accessibility in all its forms and finally, what wildlife we might attract to the new garden.

Figure 1. Bug hotel to attract pollinating insects, built by volunteers.

After several site visits, design concepts were drawn up by the Council's Landscape Designer who worked on the feedback provided by the residents. The final design was one that had vibrant colour, movement, and all - round interest that would mature over time".

ENTHUSIASM AND WILLINGNESS TO COMMIT TIME.

The construction of the Quiet Garden is completely down to local people's people determination and enthusiasm in coming up with ideas and in volunteering their time and labour, with only a minimal help from the Parks Team. The volunteers helped dismantle the Go Kart Track, which took 6 months and with the site cleared the infrastructure of the garden could start to take shape.

Once the site was cleared paths could be laid and bespoke benches were installed at carefully chosen spots to allow people to have time to reflect. The design included access to the water which also included putting boulders in the lake to create a visual interest. Numerous local businesses were keen to help and helped us by providing discounts on materials.

The planting by volunteers from the Garden Volunteer Group included 1500 plants of over 20 species of plants being selected for their source of nectar for pollinating insects and some for their all-year round flowering. Although a newly created garden the connection to the Victorian heritage of Poole Park was the planting of a Chilean Guava, a hardy evergreen which, in the summer, has small purple-red edible fruits that taste like strawberries and is said, by some, to be Queen Victoria's favourite fruit.

The completion of the Quiet Garden project was helped by an award of £8000 from the Tesco 'Bags for help' grant scheme in 2016 and was officially opened by the Mayor of Poole.

Figure 2. Interpretation describing the history of the Quiet Garden.

COMMUNITY ASSET

Several years on, feedback from a stakeholder survey carried out in March 2021 highlighted the creation of the Quiet Garden as a real community asset, with one lady saying *"the garden is an uplifting open space and wonderful amenity for relaxation. It has helped me combat my depression - the fresh air, the birds and the colourful plants really do help me"*.
The success and development of the Quiet Garden is down to several contributing and interlocking factors which by themselves would not necessarily lead to a such a successful outcome as we currently see today in September 2021.

Without the initial development funding and subsequent project funding provided by the NLHF then the project would not of had the stimulus to have been so ambitious in its approach to the gardens. However, funding is just part of the picture and other contributing factors involve how the project team took the time to engage with a diverse range of people in the area and to build up relationships and confidence on what the project had the potential to achieve.

A WELL-MANAGED PROJECT

What has stood out in the conversations with residents was how well the project was managed. People were unanimous in their praise of the project management and communication, with one resident summing up the management by saying *"The project was very well run by the team, with good contractor management and good public engagement and overall, the project was well received by the public".*

Other success factors identified by surveying local people included good communication, the effective use of social media and a willingness for the team to be visible and encouraging a sense of ownership of the park within the local community.

VOLUNTEER GARDEN COORDINATOR

As the project draws to a close the inevitable future maintenance of the garden and other areas in Poole Park has been considered with a local resident stepping forward to take on the role of Volunteer Garden Co-ordinator and another volunteer as the deputy. *"The Garden Co-ordinator's role, Toni explains, will be to manage the volunteers work in the gardens and to act as a link with the existing Parks Team. Apart for training on horticulture skills and tool safety etc we now must now consider Covid and to that extent we have drawn up a risk assessment for managing volunteers in the garden environment which will help reduce risks to our volunteers and the public".*

Figure 3. Ann Edwards who has taken on the role as Volunteer Garden Coordinator.

THE QUIET GARDEN: SUMMARY OF BEST PRACTICE.

- Park staff encouraged to engage with the public through social media, public events and onsite meetings.
- Successful bid to the NLHF which included Development funding.
- Landscape Designer available to help with advice and final design plan.
- Other resources sought and secured on the back of Heritage funding.
- Strong project management.
- Time spent recruiting and training local volunteers.
- Sense of community ownership built up around the Quiet Garden.

CASE STUDY 2: VOLUNTEERING IN POOLE PARK

This case study focusses on the Poole Park volunteers; a group set up by the project officer to engage a wider group of people in the management of the park.

To gain feedback from the volunteers a survey was carried out in October 2021 after the Poole Park Life project had closed.

HOW DID PEOPLE GET TO HEAR ABOUT THE VOLUNTEERING OPPORTUNITIES?

Local people got to hear about the volunteering activities in Poole Park through advertising including the Poole Park Life website, Facebook, word of mouth and from visitors to the park who just got chatting to the volunteers working in the park. There is also an 'A' board displayed when the volunteers are working to promote the volunteers' work.

Figure 4. One of the flower beds maintained by the Poole Park volunteers

When asked why people wanted to volunteer the question brought a range of replies including enjoyment and a sense of achievement on completing practical tasks. Making new friends was also highlighted as was the project organiser's enthusiasm on volunteering and her desire to help maintain and improve a well-loved local park.

THE BENEFITS GAINED FROM VOLUNTEERING

The benefits that volunteers described included giving something back to the Poole community, helping to look after a green space, friendship and the social interaction gained from working alongside other people on a joint activity.

Although anecdotal and not proven as such both physical and mental health benefits were cited as important individual gains from the volunteering experience. One volunteer summed it up by saying, *"I have lived here all my life and wanted to give something back to a place I hold dear to me and (I also) wanted to get involved in an outside hobby"*. Indeed, the benefits and importance of volunteering out of doors was mentioned numerous times by people.

The volunteering activities undertaken by volunteers naturally tended to focus on gardening within the park, but also included more general labouring work and litter picking. Skills gained were the associated horticultural skills and learning about plants and trees to be found in the park. There was general

agreement that the volunteer group had been set up well under the Poole Park Life project in that it had delivered good results. An additional benefit that was highlighted was the recruitment of two volunteer leaders who would run the volunteer group once the funded project work had been completed.

Figure 5. Volunteers Pete, Joyce and Ann in the Quiet Garden.

WHAT COULD BE IMPROVED?

On being asked is there anything about the volunteering at Poole Park that could be improved the response was around ensuring the practical volunteering and horticulture skills were maintained to a high standard and that there was continued clarity over the role of parks staff and the volunteers. Regular training to keep up horticultural skills with existing volunteers was mentioned as well as ensuring new volunteers were properly inducted into the group. Weekend sessions was also a request for those working full time during the week.

It was acknowledged, by the volunteers, that local authorities face funding constraints in managing parks but that there are solutions to be found with one respondent saying, *"The Park staff are already flat out doing a wonderful job but there are still areas in the park where more volunteers could be of practical assistance"*.

In respect of the ongoing role of the volunteer group one person said, *"Now that the Poole Park Life project has closed, I think the gardening volunteers as a group would benefit from an overarching structure, provided by either BCP or the Parks Foundation, as we currently have no funding stream for tools"*.

LEGACY AND FUTURE ASPIRATIONS

The survey concluded by asking the Poole Park volunteers their future aspirations for Poole Park. The most popular response was around maintaining and increasing community connections such as through

an annual celebration. Communication was an area identified for attention with one person saying "Perhaps more exposure in terms of how/who/where to contact so people can join the group". Other aspirations in the communication theme touched on community days and training events and broadening the range of people and groups involved; Wider community engagement mentioned included LGBTQ, students, elderly, and a wide range of fitness groups and charities who could make use of the park's wide-open space. Another suggestion was connecting with local musicians who could perform in the park.

Part of the Lottery funded enhancement works that BCP carried out at Poole Park Life involved water management and the desilting of the Lagoon, and one suggestion was that volunteers should have a focus on recording the wildlife and water purity of the Lagoon. This information could then be passed onto the wider community to help explain the role that the large water body plays in the biodiversity of the area, which often goes unseen.

Figure 6. Viewpoint over the Lagoon

A particular note of good practice by the Poole Park Life project was the recruitment and training of two volunteer coordinators who would act as a focal point and lead the volunteer work in the post project completion phase.

Finally, it was thought by some that the recruiting, and the training up of volunteer rangers was a concept worth exploring as a way of watching over the park and by providing a contact point for people visiting the park.

CONCLUSIONS

This evaluation focussed on obtaining and understanding the views of many people who have been involved in the Poole Park Life project and/ or are users of the park, in essence the participants and beneficiaries of the project.

The majority view is that the Poole Park Life project has been well run and has delivered considerable improvement to the park and the way people can benefit from their park experience. The fact that the

second half of the project has been delivered successfully during the Covid Pandemic is testament to the delivery teams heard work and skill.

People feel that the project has achieved a lot, particularly in respect to enhancing the environmental value of the area while maintaining the heritage of an important Victorian Park. Benefits have been wide ranging, but it is perhaps the 'soft' outcomes relating to Wellbeing, local connections and pride in the area are perhaps outcomes that might not have been envisaged at the start but demonstrate the importance of parks and open spaces to many aspects of people's lives.

It should not be surprising that the evaluation research has identified a range of views on what has been achieved. Clearly there is strong local feeling about certain aspects of Poole Park and the way it is used. These were present before the project, and where they have not been satisfied by the project's outcomes, they are still present. This to some extent reflects the passion that people feel towards the park and their local area. The solutions to some of these issues, although progressed by the project, still need to be resolved as part of the future plans for the Poole Park.

Based on these findings the evaluation team consider the Poole Park life project to have been successfully delivered and to have achieved significant outcomes for Heritage, People and Communities.

"I'm a Poole man, I have been here all my 79 years. I have grown up with the park and am a regular visitor. I have seen lots of changes over the years - with a lot more traffic now. It's a lovely park and what you (Poole Park Life) have done has been really good. Brilliant work. I feel the park is part of me - it's a very friendly place".

Mike King & Pete Johnstone
Resources for Change
October 2021

Appendix C – Cyclist and pedestrian count undertaken by a respondent

Flow 1 – Twemlow Road to Poole Park Flow 2 – Poole Park to Twemlow Road Flow 3 – Keyhole Bridge to Poole Park Flow 4 – Poole Park to Keyhole Bridge	Keyhole Bridge count Date: Thursday 4th March 2021 Weather conditions: Damp, Gloomy Social Situation: LOCKDOWN	Key: A = Adult C = Child PC = Pushchair Cy = Cyclist V = Vehicle MA = Mobility P = turn around to go back down

Time Interval		Flow 1							Flow 2							Flow 3						Flow 4					
		A	C	PC	Cy	V	MA	P	A	C	PC	Cy	V	MA	P	A	C	PC	Cy	V	MA	A	C	PC	Cy	V	MA
0630hrs	0645hrs															6			2			1					
0645hrs	0700hrs															12		1	3			5					
0700hrs	0715hrs	1				1										20	2					10	1		1		
0715hrs	0730hrs												1			19	1		4			15	1				
0730hrs	0745hrs															22	1		6			11					
0745hrs	0800hrs	5			1											11			1			18			1		
0800hrs	0815hrs	1											2			25			4			17			2		
0815hrs	0830hrs				1				1							17			7			24			3		
0830hrs	0845hrs					1										17	1		5			16			1		
0845hrs	0900hrs					1							2			17			3			16	2		1		
0900hrs	0915hrs					1							2			12			5			18	1	1	3		1
0915hrs	0930hrs					1						1	1			11			2			15	3	1	2		
TOTAL		7			25				1			1	8			189	5	1	42			166	8	2	14		1

Appendix D – Keyhole Bridge Group Flood Risk Report

KEYHOLE BRIDGE GROUP

Supplementary Evidence in support of closing Keyhole Bridge to Vehicular Traffic

Document Control

Document Identification

Title	Supplementary Evidence in Support of Closing Keyhole Bridge to Vehicular Traffic (KBG002)
Version No	3
Version Date	27 December 2021
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1 Flooding

1.1.1 Keyhole bridge flooding incidents have been observed by drivers, cyclists, and walkers. They are described by those passing through the bridge as 'occurring regularly'. The Keyhole Bridge Group has photographs of floods for the period 2021 to 2022. Floods have been observed in the months of January, February, April, May, October and November. Analysis of the images and the actual dates, together with comparison of rainfall and tidal events suggests that floods have occurred as a result of high tide heights in Poole Harbour, extreme rainfall events, a combination of 'moderate' tide heights and rainfall, and any of these combined with a strong South-Westerly wind. When these circumstances are present the bridge can be flooded for several days in a row.

1.1.2 The reason for these combinations is believed to be linked to the complex drainage through the sluice gate system between Baiter and Poole Park, combined with the low road level in Keyhole Bridge and lack of drainage.

1.2 Tide Heights

1.2.1 Tide heights for Poole harbour are available from a number of on-line resources including:

1.2.2 https://www.bbc.co.uk/weather/coast-and-sea/tide-tables

1.2.3 These resources make it clear that the maximum expected tide height for Poole harbour is currently in excess of 2 metres. The impact of high tides is exacerbated by the fact that Poole Harbour has a double high tide which prolongs the time water is at a high level. Sea levels are predicted to rise, something that BCP Council acknowledges in its Flood Risk Management Strategy. Based on predicted increases in sea levels, Figure 1 is an estimate of the number of days Poole Harbour will experience a tide height greater than 2.5 metres in the period to 2100. The data is based on information from the meteorological office https://www.metoffice.gov.uk/research/news/2019/uk-sea-level-projections-to-2300.

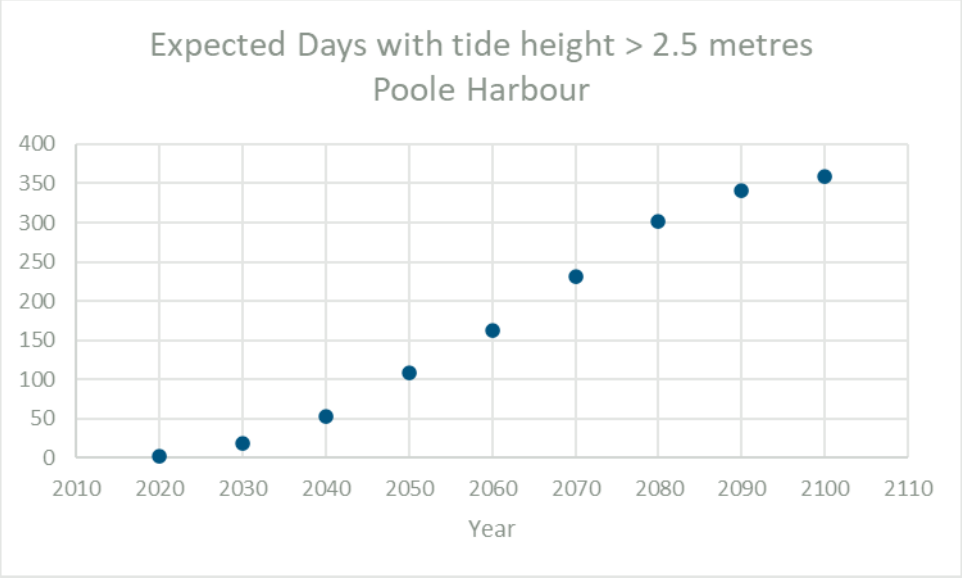


Figure 1 - Estimated increase in Tide Heights, Poole Harbour

1.2.4 Flooding events are therefore predicted to increase, and while the Council plan to improve the drainage system this is unlikely to provide a complete solution in the light of the predicted increase.

1.3 Drainage System

1.3.1 The drainage immediately adjacent to the bridge is believed to be directed to the sluice channel between Poole Park boating lake and Baiter and eventually into the harbour. BCP Council was asked for the specific details (drawings and schematics) and control system that regulate the Poole Park boating lake levels, and therefore surface water on Whitecliff Road. To date no response has been received.

1.4 Road Height

1.4.1 A field survey has been undertaken using a surveyors' dumpy level (and staff) to accurately determine the position of the road immediately adjacent to Keyhole Bridge relative to sea level.

1.4.2 The survey was undertaken on the 15th February 2022 during a moderate high tide (1.87m). The weather was dry with a moderate wind. The survey concluded that even under these conditions Keyhole Bridge was 70mm below the sea level of that morning (0825hrs). With increasingly high tides the road through the bridge will spend increasing amounts of time below sea level.

1.5 Resolving the flooding issue

1.5.1 The presence of motor traffic means it would be difficult and costly to completely resolve the flooding issue directly under the bridge. However a final and complete solution could be found if the bridge was closed to motor traffic. In its document Portfolio Holder Decision Record 15 January 2021 BCP Council commented *'…the bridge floods and without vehicles present this makes it easier to resolve this issue in the longer term...'*

2 Alternative routes

2.1.1 Keyhole Bridge is used by a mixture of vehicles, motorcycles, cyclists, pedestrians, and disability scooters. Pedestrians may have additional access restrictions such as walking frames or pushchairs. In the event of the bridge being closed to traffic, motorised visitors to the park approaching from Whitecliff would have to find an alternative route. On the occasions the bridge floods other users (non motor traffic) have to find an alternative route.

2.2 For Motor Vehicles accessing Poole Park

2.2.1 Vehicular access to the park is via three road entrances; the West and East Gate entrances, and the Whitecliff entrance. There is additional access to car parking via Copse Close. These are marked on the map Appendix 4.1 as items 2, 27, 33 and 33 respectively.

2.2.2 The Whitecliff entrance (33 on the map) can be approached from Keyhole Bridge or Twemlow Avenue.

2.2.3 If Keyhole Bridge were to be closed to motor traffic, for a park visitor wishing to visit the Ark using the East Gate (27 on the map) adds nothing to the distance of their journey and is a faster route (see Appendix 4.2).

2.2.4 It is worth noting for the reader that the majority of vehicles passing through the bridge are doing so in contravention of a width restriction traffic order. Keyhole Bridge Group has submitted additional evidence in this respect.

2.3 For Pedestrians and Cyclists accessing Poole Park

2.3.1 For pedestrians, cyclists and wheelers needing to avoid Keyhole Bridge on the occasions it floods the nearest alternative to cross the rail line is the underpass at the opposite end of Baiter (marked 38 on the map). This detour adds 15 to 20 minutes to the journey time (assuming a walking speed of 3 to 4 mph) and an extra distance of just under one mile. It is unavailable to wheelchair users due to the barrier created by the gate between Whitecliff Road and Baiter and the uneven surface on the return section of the route that runs alongside Poole Park lake. These barriers can also make it difficult for other users, for example those with a walking frame, pushchair or cycling. The additional journey required to avoid Keyhole Bridge is shown on Appendix 4.3 although note that historically the underpass is also prone to flooding.

2.4 Equalities Issues

2.4.1 During times in which the road running through the bridge is flooded, pedestrians, cyclists, and importantly those living with disabilities are disadvantaged by not having access through the bridge to Poole Park, locations beyond the park and Twemlow Avenue.

3 Conclusion and Recommendations

3.1 Conclusion

3.1.1 Keyhole Bridge is subject to regular flood events which are likely to increase in frequency. The detour for pedestrians, wheelers and cyclists when the bridge is flooded adds to the time and distance of their journey.

3.1.2 Conversely, in the event of the bridge being closed to motor traffic, drivers have an alternative route to access the park which does not add any distance to their journey and reduces their journey time.

3.1.3 If the bridge was closed to traffic the flooding issue could be fully addressed allowing 100% access for pedestrians, wheelers and cyclists. If the bridge remains open to motorised traffic these groups will continue to be deprived of access to this route for an increasing % of time.

3.1.4 There is a risk that minorities having impeded access could initiate litigation against BCP Council in order to protect their rights. This would be damaging to the Council and unnecessary given that most vehicles passing through the bridge are doing so in contravention of the existing traffic order due to their size.

3.2 Recommendations

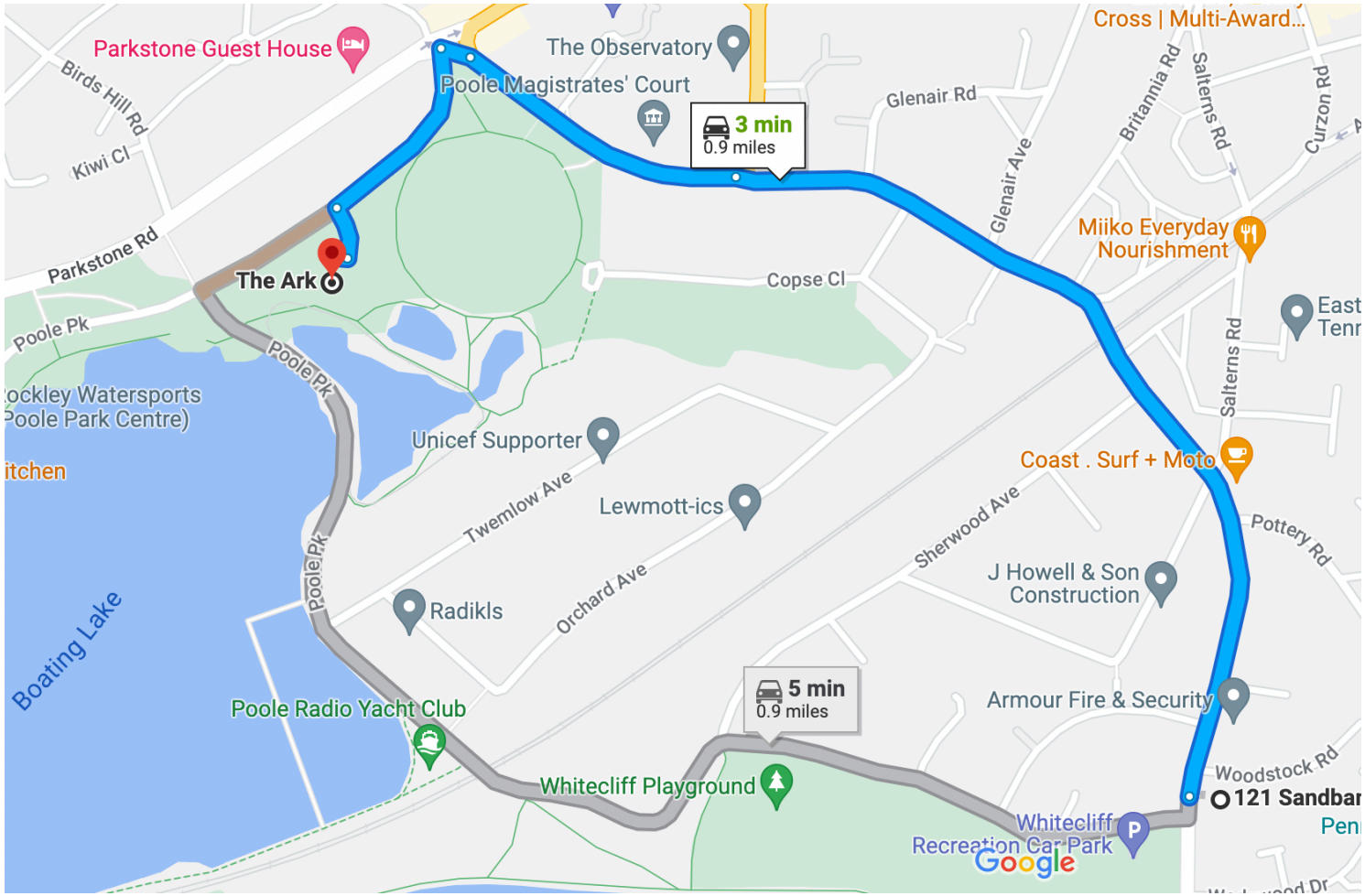
3.2.1 To ensure all users are able to access Poole Park and beyond by a direct and time efficient route Keyhole Bridge should be closed to motor traffic.

3.2.2 Mitigations in the form of a raised road level under the bridge, and / or comprehensive and integrated, automatic water level management system implemented, to ensure pedestrians, those with a disability, and cyclists have unimpeded access through the bridge at all times.

4 Appendix

4.1 Poole Park Map showing Entrances and Keyhole Bridge

4.2 Map showing alternative route for motor vehicles if Keyhole Bridge was closed to motor traffic



4.3 Map showing detour required by pedestrians, cyclists and wheelers when Keyhole Bridge is flooded

Appendix E – Keyhole Bridge Group traffic survey

KEYHOLE BRIDGE GROUP - REPORT ON WIDTH OF CARS USING KEYHOLE BRIDGE

Document No. :	KBSG001
Issue No. :	4
Date :	April 2021
Client :	N/A
Client Ref. :	N/A

Author :	DC
Verified By :	PB
Approved By :	SS

Title : Keyhole Bridge Traffic / Vehicular Assessment

Classification : Public / Uncontrolled

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Document Description

As part of the suite of new evidence supporting the closing of Keyhole Bridge, Poole, feeding into the new consultation, this analysis provides evidence of the type and frequency of vehicles travelling through Keyhole Bridge in contravention of the existing traffic order putting pedestrians and the bridge structure at risk.

Change Control

Issue	Date	Author	Change Description
1	15/12/21	PB	Initial Issue (includes RH pages)
2	14 March 2022	DC	vehicle types added from survey (8th March 2022).
3	16 March 2022	PB	Master list updated and lookup table info added.
4	26 March 2022	PB	Survey from 18/03 added.
5	01 April 2022	SS	Report from PB added plus copy of order and Council advice

References

Excel Worksheet Name	Description of Contents
Control and Contents	Revision control and contents list
Summary of Findings	An overview of findings from two surveys
Master List of Widths	List of vehicles and their width compared to restriction order and bridge width, plus the space available for average build man or women.)
DC Survey	Data taken from survey at Keyhole Bridge
PB Survey	Data taken from survey at Keyhole Bridge
Sharing the Space	The logistics of sharing the space
Traffic Order	Email From BCP Council (poor quality copy - refer to [redacted] BCP Council for original)
Advice from BCP Council	Email From BCP Council

Background

Keyhole Bridge, owned by Network Rail is a brick structure built in the late nineteenth century. It is protected by a traffic order, limiting the width of vehicles passing through KB to a maximum width of 6 feet (ft) or 1.829m. The actual width of the bridge is 2.7m (8ft 10in). The bridge width and associated width restriction traffic order were not considered in the previous ETRO report.

Surveys and results

On Tuesday 8th March the numberplate of all cars/vans passing through the keyhole bridge were photographed. From the number plates car makes and models were ascertained and car widths, with and without wing mirrors, were obtained. These were compared to the width restriction of six feet (1829 mm). (The results are included as DC Survey)

During the one-hour period 180 cars/vans were counted. Of these all 180 (100%) of cars/vans measured from wing mirror to wing mirror exceeded the 6ft limit. This measure was advised as the appropriate one to use by [redacted] in an email to [redacted] dated 4 March 2022. (Included as Advice from BCP Council) Using the less stringent width definition, excluding wing mirrors, some 44% exceeded the 6ft width restriction.

A further survey was carried out on 18 March 2022. On this occasion make and model of vehicles passing through the park in an Easterly direction was observed and also destination. From the makes and models car widths, with and without wing mirrors, were obtained. These were compared to the width restriction of six feet (1829 mm). (The results are included as PB Survey)

During the 43 minute period 119 cars/vans were counted. Of these all 119 (100%) of cars/vans measured from wing mirror to wing mirror exceeded the 6ft limit. This measure was advised as the appropriate one to use by [redacted] in an email to [redacted] dated 4 March 2022. (Included as Advice from BCP Council) Using the less stringent width definition, excluding wing mirrors, some 45% exceeded the 6ft width restriction.

It is notable that of the 119 vehicles entering the park in the PB survey only 21 (18%) stopped in the park, while the remaining 98 drove straight through without stopping (with one turning into Twemlow Avenue before reaching the bridge). A similar assessment was carried out by the Council in 2013. It noted 128 cars entering the park during the same time period. Of those where the destination was identified, 93 drove straight through the park in less than 5 minutes while only 14 were in the park longer than 5 minutes.

Thoughts and Conclusions.

One assumes the width restriction TRO, which came into force in 1969, was designed to both protect the bridge from damage and to allow space for pedestrians on the very narrow pavement. At the time cars were much smaller. The tab Master List shows a list of currently available cars, over half are wider than 6ft (not including wing mirrors) and with car widths having increased by 17% in the last 20 years this is more obvious with newer models. Clearly in the intervening 50 years cars have got considerably wider, the bridge has not and the issue will get worse as residents replace their older models.

Using the width of cars as defined by BCP Council in the periods under study all cars passing through are breaking the terms of the TRO. Even using an alternative width definition excluding wing mirror a large proportion (around 44% in DC Survey and 45% in PB survey) of vehicles are breaking the terms of the TRO. Neither the council nor the police are to our knowledge enforcing the width restriction which in the circumstances of it being widely flouted makes it meaningless. The losers in this are pedestrians.

The width restriction could be enforced by cameras (expensive) or bollards (potentially dangerous). Without enforcement closure of the bridge to all cars/vans would be the only option to ensure compliance.

It would seem perverse for BCP to calculate the economic benefits of keeping the park/keyhole bridge open as a Parkstone Road bypass when it is doing so knowing the width restriction is being totally or largely flouted.

Given the increase in car widths it would also seem perverse to include a route through Keyhole Bridge in future traffic planning. It would seem more appropriate to focus attention onto optimising the main roads that serve this area and encouraging active travel via the Keyhole Bridge routes as an alternative option

Make	Model	Width (excl. mirrors, mm)	1828 - width +/- (mm)	Available Space for Pedestrian (exlcuding Mirrors)	available space with Car and Pedestrian (Man 50%ile)	available space with Car and Pedestrian (Woman 50%ile)	Width (incl. mirrors, mm)	+/- (mm)	Available Space for Pedestrian (including Mirrors)	available space with Car and Pedestrian (Man 50%ile)	available space with Car and Pedestrian (Woman 50%ile)
ABARTH	595C	1627	201.8	973	488	533	2150	-321	188.5	-296.5	-251.5
ALFA ROI	GIULIETTA	1798	30.8	802	317	362	2230	-401	154	-331	-286
Audi	A1	1740	88.8	860	375	420	1940	-111	560	75	120
Audi	A3	1816	12.8	784	299	344	1984	-155	532	47	92
Audi	A4	1847	-18	753	268	313	2022	-193	490.5	5.5	50.5
Audi	A5	1846	-17	754	269	314	2029	-200	479.5	-5.5	39.5
Audi	A6	1902	-73	698	213	258	2110	-281	386	-99	-54
Audi	A7	1908	-79	692	207	252	2118	-289	377	-108	-63
Audi	A8	1945	-116	655	170	215	2130	-301	377.5	-107.5	-62.5
Audi	Q2	1794	34.8	806	321	366	2009	-180	483.5	-1.5	43.5
Audi	Q3	1856	-27	744	259	304	2024	-195	492	7	52
Audi	Q4	1865	-36	735	250	295	2108	-279	370.5	-114.5	-69.5
Audi	Q5	1893	-64	707	222	267	2140	-311	336.5	-148.5	-103.5
Audi	Q7	1970	-141	630	145	190	2212	-383	267	-218	-173
Audi	Q8	1995	-166	605	120	165	2190	-361	312.5	-172.5	-127.5
Audi	A1	1740	88.8	860	375	420	1940	-111	560	75	120
Audi	A3	1816	12.8	784	299	344	1984	-155	532	47	92
Audi	A4	1847	-18	753	268	313	2022	-193	490.5	5.5	50.5
Audi	A5	1846	-17	754	269	314	2029		479.5	-5.5	39.5
Audi	A6	1886	-57	714	229	274	2110	-281	378	-107	-62
Audi	A8	1945	-116	655	170	215	2130			-485	-440
Audi	E-tron	1935	-106	665	180	225	2043	-214	503	18	63
Audi	Q3	1849	-20	751	266	311	2024	-195	488.5	3.5	48.5
Audi	Q5	1893	-64	707	222	267	2140	-311	336.5	-148.5	-103.5
Audi	Q7	1970	-141	630	145	190	2212	-383	267	-218	-173
Audi	Q8	1995	-166	605	120	165	2190	-361	312.5	-172.5	-127.5
Audi	TT	1832	-3	768	283	328	1966	-137	567	82	127
BMW	i3	1775	53.8	825	340	385	2039	-210	429	-56	-11
BMW	1-series	1799	29.8	801	316	361	2081	-252	378	-107	-62
BMW	2-series	1800	28.8	800	315	360	2038			-485	-440
BMW	3-series	1827	1.8	773	288	333	2086	-257	384.5	-100.5	-55.5
BMW	4-series	1852	-23	748	263	308	2081	-252	404.5	-80.5	-35.5
BMW	5-series	1868	-39	732	247	292	2126	-297	345	-140	-95
BMW	6-series	1902	-73	698	213	258	2158	-329	314	-171	-126
BMW	7-series	1902	-73	698	213	258	2168	-339	299	-186	-141
BMW	8-series	1902	-73	698	213	258	2137	-308	345.5	-139.5	-94.5
BMW	X1	1821	7.8	779	294	339	2060	-231	420.5	-64.5	-19.5
BMW	X3	1891	-62	709	224	269	2138	-309	338.5	-146.5	-101.5
BMW	X5	2004	-175	596	111	156	2218	-389	275	-210	-165
BMW	Z4	1864	-35	736	251	296	2024	-195	496	11	56
BMW	3 SERIES	1827	1.8	773	288	333	2152	-323	285.5	-199.5	-154.5
BMW	1 SERIES	1800	28.8	800	315	360	2167	-338	249.5	-235.5	-190.5
BMW	5 Series	1860	-31	740	255	300	2181	-352	258.5	-226.5	-181.5
BMW	3 SERIES	1782	46.8	818	333	378	2215	-386	168.5	-316.5	-271.5
BMW	220	1800	28.8	800	315	360	2245	-416	132.5	-352.5	-307.5
BMW	220	1774	54.8	826	341	386	2254	-425	106	-379	-334
CHEVROI	SPARK	1597	231.8	1003	518	563	2244	-415	32.5	-452.5	-407.5
CHRYSLE	GRAN VOY	1954	-125	646	161	206	2224	-395	241	-244	-199
Citroen	Berlingo	1920	-91	680	195	240	2204	-375	254	-231	-186
Citroen	Grand C4	1826	2.8	774	289	334	2117	-288	337.5	-147.5	-102.5
Citroen	C5 Aircross	1840	-11	760	275	320	2099	-270	371.5	-113.5	-68.5
Citroen	C4	1800	28.8	800	315	360	2032	-203	452	-33	12
Citroen	C3 Aircross	1756	72.8	844	359	404	1976	-147	514	29	74
Citroen	C3	1749	79.8	851	366	411	2009	-180	461	-24	21
Citroen	C1 Airscape	1615	213.8	985	500	545	1884	-55	581.5	96.5	141.5
CITROEN	BERLINGO	1976	-147	624	139	184	2140	-311	378	-107	-62
CITROEN	NEMO	1684	144.8	916	431	476	2149	-320	218.5	-266.5	-221.5
CITROEN	DISPATCH	2204	-375	396	-89	-44	2188	-359	420	-65	-20
CITROEN	BERLINGO	2107	-278	493	8	53	2229	-400	310	-175	-130
CITROEN	DISPATCH	2204	-375	396	-89	-44	2236	-407	348	-137	-92
CITROEN	C2	1659	169.8	941	456	501	2241	-412	68	-417	-372
CITROEN	DS4	1810	18.8	790	305	350	2247	-418	134.5	-350.5	-305.5
CITROEN	C2	1659	169.8	941	456	501	2253	-424	50	-435	-390
CITROEN	C1	1630	198.8	970	485	530	2257	-428	29.5	-455.5	-410.5
DACIA	DUSTER	1822	6.8	778	293	338	2192	-363	223	-262	-217
DAIHATS	SIRON	1665	163.8	935	450	495	2186	-357	153.5	-331.5	-286.5
Fiat	500	1683	145.8	917	432	477	1900	-71	591.5	106.5	151.5
Fiat	Panda	1662	166.8	938	453	498	1882	-53	608	123	168
Fiat	Tipo	1796	32.8	804	319	364	2025	-196	460.5	-24.5	20.5
Fiat	Van Talento	1956	-127	644	159	204	2283	-454	153.5	-331.5	-286.5
FIAT	FULLBACK	1815	13.8	785	300	345	2143	-314	293	-192	-147
FIAT	DOBLO	1832	-3	768	283	328	2194	-365	225	-260	-215
FIAT	PUNTO	1660	168.8	940	455	500	2249	-420	56.5	-428.5	-383.5
FIAT	FULLBACK	1815	13.8	785	300	345	2251	-422	131	-354	-309
Ford	Fiesta	1735	93.8	865	380	425	1941	-112	556	71	116
Ford	Eco sport	1765	63.8	835	350	395	2057	-228	397	-88	-43
Ford	Puma	1805	23.8	795	310	355	1930	-101	607.5	122.5	167.5
Ford	Focus	1825	3.8	775	290	335	1979	-150	544	59	104
Ford	Tourneo connect	1835	-6	765	280	325	2137	-308	312	-173	-128
Ford	Kuga	1883	-54	717	232	277	2178	-349	274.5	-210.5	-165.5
Ford	Mondeo	1852	-23	748	263	308	2021	-192	494.5	9.5	54.5
Ford	Mustang	1916	-87	684	199	244	2080	-251	438	-47	-2
Ford	S Max	1916	-87	684	199	244	2137	-308	352.5	-132.5	-87.5
Ford	Galaxy	1916	-87	684	199	244	2137	-308	352.5	-132.5	-87.5
Ford	Explorer	2004	-175	596	111	156	2285	-456	174.5	-310.5	-265.5
Ford	Tourneo custom (van)	1986	-157	614	129	174	2272	-443	185	-300	-255
Ford	ranger	1867	-38	733	248	293	2163	-334	289	-196	-151
Ford	TRANSIT CONN	1835	-6	765	280	325	2135	-306	315	-170	-125
FORD		1828	0.8	772	287	332	2155	-326	281.5	-203.5	-158.5
FORD	TRANSIT	2044	-215	556	71	116	2160	-331	382	-103	-58
FORD	KUGA	1884	-55	716	231	276	2161	-332	300.5	-184.5	-139.5
FORD	TRANSIT	2360	-531	240	-245	-200	2196	-367	486	1	46
FORD	KUGA	1883	-54	717	232	277	2207	-378	231	-254	-209
FORD	TRANSIT	2137	-308	463	-22	23	2208	-379	356.5	-128.5	-83.5

1828.8

Dimensions	Man (Percentiles)			Women (Percentiles)		
	5%	50%		5%	50%	
17-Shoulder Breadth (Bideltoid)	440	485	530	390	440	490

Vehicle designs more than 6 feet wide	242	100 %
Vehicle designs compliant with 6 feet	0	0 %
Vehicle designs more than 2.08m	181	

FORD	TRANSIT	2360	-531	240	-245	-200	2217	-388	454.5	-30.5	14.5
FORD	KA	1827	1.8	773	288	333	2231	-402	167	-318	-273
FORD	B-MAX	1751	77.8	849	364	409	2237	-408	120	-365	-320
FORD	Transit	2360	-531	240	-245	-200	2136	-307	576	91	136
HONDA	JAZZ	1725	103.8	875	390	435	2146	-317	243.5	-241.5	-196.5
HONDA	CIVIC	1765	63.8	835	350	395	2187	-358	202	-283	-238
HONDA	JAZZ	1695	133.8	905	420	465	2200	-371	147.5	-337.5	-292.5
HONDA	CR-V	1855	-26	745	260	305	2205	-376	220	-265	-220
HONDA	CIVIC	1877	-48	723	238	283	2154	-325	307.5	-177.5	-132.5
HYUNDA	IX35	1820	8.8	780	295	340	2159	-330	271.5	-213.5	-168.5
HYUNDA	TUCSON	1865	-36	735	250	295	2173	-344	273	-212	-167
HYUNDA	I30	1760	68.8	840	355	400	2211	-382	163.5	-321.5	-276.5
HYUNDA	I10	1595	233.8	1005	520	565	2256	-427	13.5	-471.5	-426.5
JAGUAR	XF	1877	-48	723	238	283	2145	-316	321	-164	-119
KIA	SPORTAGE	1855	-26	745	260	305	2156	-327	293.5	-191.5	-146.5
KIA	VENGA	1765	63.8	835	350	395	2175	-346	220	-265	-220
KIA	SPORTAGE	1855	-26	745	260	305	2228	-399	185.5	-299.5	-254.5
Land Rover	Range Rover	1990	-161	610	125	170	2220	-391	265	-220	-175
Land Rover	Range Rover Sport	1990	-161	610	125	170	2220	-391	265	-220	-175
Land Rover	Range Rover Velar	1950	-121	650	165	210	2145	-316	357.5	-127.5	-82.5
Land Rover	Evoque	1904	-75	696	211	256	2100	-271	402	-83	-38
Land Rover	Discovery	1990	-161	610	125	170	2220	-391	265	-220	-175
Land Rover	Discovery Sport	1920	-91	680	195	240	2173	-344	300.5	-184.5	-139.5
Land Rover	Defender	1996	-167	604	119	164	2105	-276	440.5	-44.5	0.5
LAND RO	FREELANDER 2	1910	-81	690	205	250	2206	-377	246	-239	-194
LEXUS	300	1845	-16	755	270	315	2171	-342	266	-219	-174
MAZDA	2	1695	133.8	905	420	465	2178	-349	180.5	-304.5	-259.5
MAZDA	2	1695	133.8	905	420	465	2203	-374	143	-342	-297
MAZDA	3	1795	33.8	805	320	365	2214	-385	176.5	-308.5	-263.5
MAZDA	3	1795	33.8	805	320	365	2225	-396	160	-325	-280
MAZDA	3	1795	33.8	805	320	365	2226	-397	158.5	-326.5	-281.5
MAZDA	CX-5	1840	-11	760	275	320	2227	-398	179.5	-305.5	-260.5
MAZDA	CA 5	1840	-11	760	275	320	2260	-431	130	-355	-310
MERC	CLK	1990	-161	610	125	170	2165	-336	347.5	-137.5	-92.5
MERC	CLS	1896	-67	704	219	264	2170	-341	293	-192	-147
MERC	C CLASS	2016	-187	584	99	144	2177	-348	342.5	-142.5	-97.5
MERC	CLA	1857	-28	743	258	303	2184	-355	252.5	-232.5	-187.5
MERC	GLE	2157	-328	443	-42	3	2191	-362	392	-93	-48
MERC	C CLASS	1810	18.8	790	305	350	2223	-394	170.5	-314.5	-269.5
MERC	C CLASS	2016	-187	584	99	144	2232	-403	260	-225	-180
MERC	B CLASS	1786	42.8	814	329	374	2242	-413	130	-355	-310
MERC	C CLASS	1770	58.8	830	345	390	2246	-417	116	-369	-324
Mercedes	A class	1796	32.8	804	319	364	1992	-163	510	25	70
Mercedes	B class	1796	32.8	804	319	364	2020	-191	468	-17	28
Mercedes	E class	1861	-32	739	254	299	2065	-236	433	-52	-7
Mercedes	S class	1921	-92	679	194	239	2109	-280	397	-88	-43
Mercedes	G Wagon	1931	-102	669	184	229	2055	-226	483	-2	43
Mercedes	V Class	1928	-99	672	187	232	2249	-420	190.5	-294.5	-249.5
MINI	COOPER	1925	-96	675	190	235	2220	-391	232.5	-252.5	-207.5
MITSUBI	OUTLANDER	1810	18.8	790	305	350	2153	-324	275.5	-209.5	-164.5
MITSUBI	OUTLANDER	1800	28.8	800	315	360	2258	-429	113	-372	-327
Nissan	Leaf	1788	40.8	812	327	372	1945	-116	576.5	91.5	136.5
Nissan	Qashquai	1838	-9	762	277	322	2084	-255	393	-92	-47
Nissan	E-NV200	1755	73.8	845	360	405	2011	-182	461	-24	21
Nissan	Micra	1743	85.8	857	372	417	1935	-106	569	84	129
Nissan	Juke	1800	28.8	800	315	360	1983	-154	525.5	40.5	85.5
Nissan	Navara	1850	-21	750	265	310	2085	-256	397.5	-87.5	-42.5
Nissan	X Trail	1820	8.8	780	295	340	2060	-231	420	-65	-20
NISSAN	SKYLINE	1780	48.8	820	335	380	2133	-304	290.5	-194.5	-149.5
NISSAN	QAHQAI	1806	22.8	794	309	354	2176	-347	239	-246	-201
NISSAN	MICRA	1743	85.8	857	372	417	2183	-354	197	-288	-243
NISSAN	QASHQAI	1806	22.8	794	309	354	2212	-383	185	-300	-255
NISSAN	QASHQAI	1780	48.8	820	335	380	2239	-410	131.5	-353.5	-308.5
PEUGEOT	308	1815	13.8	785	300	345	2141	-312	296	-189	-144
PEUGOT	207	1748	80.8	852	367	412	2179	-350	205.5	-279.5	-234.5
PEUGOT	PARTNER	2107	-278	493	8	53	2202	-373	350.5	-134.5	-89.5
PEUGEOT	107	1855	-26	745	260	305	2238	-409	170.5	-314.5	-269.5
Range Rover	Freelander 2	1910	-81	690	205	250	2130	-301	360	-125	-80
Renault	Arkana	1821	7.8	779	294	339	2034	-205	459.5	-25.5	19.5
Renault	Zoe	1787	41.8	813	328	373	1945	-116	576	91	136
Renault	Cleo	1798	30.8	802	317	362	1988	-159	517	32	77
Renault	Captur	1797	31.8	803	318	363	2003	-174	494	9	54
Renault	Megane	1875	-46	725	240	285	2058	-229	450.5	-34.5	10.5
Renault	Kadjar	1836	-7	764	279	324	2050	-221	443	-42	3
RENAULT	KANGOO	1672	156.8	928	443	488	2195	-366	143.5	-341.5	-296.5
RENAULT	CLIO	1798	30.8	802	317	362	2255	-426	116.5	-368.5	-323.5
Skoda	Enyaq	1879	-50	721	236	281	2148	-319	317.5	-167.5	-122.5
Skoda	Fabia	1780	48.8	820	335	380	1954	-125	559	74	119
Skoda	Scala	1793	35.8	807	322	367	1988	-159	514.5	29.5	74.5
Skoda	Octavia	1829	0	771	286	331	2003	-174	510	25	70
Skoda	Superb	1864	-35	736	251	296	2031	-202	485.5	0.5	45.5
Skoda	Kamiq	1793	35.8	807	322	367	1988	-159	514.5	29.5	74.5
Skoda	Karoq	1841	-12	759	274	319	2025	-196	483	-2	43
Skoda	Kodiac	1882	-53	718	233	278	2087	-258	410.5	-74.5	-29.5
SKODA	YETI	1793	35.8	807	322	367	2233	-404	147	-338	-293
SKODA	YETI	1793	35.8	807	322	367	2174	-345	235.5	-249.5	-204.5
SMART	FORTWO	1663	165.8	937	452	497	2163	-334	187	-298	-253
SUZUKI	ALTO	1828	0.8	772	287	332	2158	-329	277	-208	-163
SUZUKI	SWIFT	1735	93.8	865	380	425	2162	-333	224.5	-260.5	-215.5
SUZUKI	SX4	1755	73.8	845	360	405	2210	-381	162.5	-322.5	-277.5
Tesla	Model 3	1849	-20	751	266	311	2089	-260	391	-94	-49
Tesla	Model X	1999	-170	601	116	161	2271	-442	193	-292	-247
Tesla	Model S	1964	-135	636	151	196	2187	-358	301.5	-183.5	-138.5
Tesla	Model Y	1850	-21	750	265	310	2129	-300	331.5	-153.5	-108.5
TESLA	3	1850	-21	750	265	310	2250	-421	150	-335	-290
TOYOTA	RAV4	1855	-26	745	260	305	2144	-315	311.5	-173.5	-128.5
TOYOTA	AURIS	1760	68.8	840	355	400	2209	-380	166.5	-318.5	-273.5
TOYOTA	IQ	1680	148.8	920	435	480	2243	-414	75.5	-409.5	-364.5
TOYOTA	COROLLA	1760	68.8	840	355	400	2252	-423	102	-383	-338
TOYOTA	ALPHARD	1830	-1	770	285	330	2259	-430	126.5	-358.5	-313.5
VAUXHAI	Astra	2033	-204	567	82	127	2134	-305	415.5	-69.5	-24.5

VAUXHAI	Insignia	1828	0.8	772	287	332	2142	-313	301	-184	-139
VAUXHAI	CORSA	1828	0.8	772	287	332	2147	-318	293.5	-191.5	-146.5
VAUXHAI	VIVARO	1920	-91	680	195	240	2164	-335	314	-171	-126
VAUXHAI	VECTRA	2036	-207	564	79	124	2169	-340	364.5	-120.5	-75.5
VAUXHAI	VIVARO	1920	-91	680	195	240	2180	-351	290	-195	-150
VAUXHAI	ZAFIRA	2020	-191	580	95	140	2185	-356	332.5	-152.5	-107.5
VAUXHAI	COMBO	2107	-278	493	8	53	2190	-361	368.5	-116.5	-71.5
VAUXHAI	COMBO	2119	-290	481	-4	41	2193	-364	370	-115	-70
VAUXHAI	ZAFIRA	2020	-191	580	95	140	2197	-368	314.5	-170.5	-125.5
VAUXHAI	CORSA	1960	-131	640	155	200	2198	-369	283	-202	-157
VAUXHAI	CORSA	1960	-131	640	155	200	2199	-370	281.5	-203.5	-158.5
VAUXHAI	CORSA	1944	-115	656	171	216	2204	-375	266	-219	-174
VAUXHAI	ASTRA	2033	-204	567	82	127	2222	-393	283.5	-201.5	-156.5
VAUXHAI	ASTRA	2042	-213	558	73	118	2240	-411	261	-224	-179
Volvo	S60	1850	-21	750	265	310	2040	-211	465	-20	25
Volvo	S90	1879	-50	721	236	281	2019	-190	511	26	71
Volvo	V60	1850	-21	750	265	310	2040	-211	465	-20	25
Volvo	V90	1879	-50	721	236	281	2019	-190	511	26	71
Volvo	XC40	1863	-34	737	252	297	2034	-205	480.5	-4.5	40.5
Volvo	XC60	1902	-73	698	213	258	2117	-288	375.5	-109.5	-64.5
Volvo	XC90	1923	-94	677	192	237	2140	-311	351.5	-133.5	-88.5
Volvo	C40	1850	-21	750	265	310	2035	-206	472.5	-12.5	32.5
VOLVO		1830	-1	770	285	330	2182	-353	242	-243	-198
VOLVO	V50	1770	58.8	830	345	390	2201	-372	183.5	-301.5	-256.5
VOLVO	V50	1782	46.8	818	333	378	2221	-392	159.5	-325.5	-280.5
VOLVO	XC90	2008	-179	592	107	152	2261	-432	212.5	-272.5	-227.5
VW	Tiago	1757	71.8	843	358	403	1995	-166	486	1	46
VW	Polo	1751	77.8	849	364	409	1964	-135	529.5	44.5	89.5
VW	T Cross	1760	68.8	840	355	400	1977	-148	514.5	29.5	74.5
VW	Tiguan	1839	-10	761	276	321	2099	-270	371	-114	-69
VW	T Roc	1819	9.8	781	296	341	2012	-183	491.5	6.5	51.5
VW	Touareg	1984	-155	616	131	176	2193	-364	302.5	-182.5	-137.5
VW	Multivan	1904	-75	696	211	256	2297	-468	106.5	-378.5	-333.5
VW	Golf	1790	38.8	810	325	370	2131	-302	298.5	-186.5	-141.5
VW	SHARAN	1904	-75	696	211	256	2137	-308	346.5	-138.5	-93.5
VW	GOLF	1790	38.8	810	325	370	2139	-310	286.5	-198.5	-153.5
VW	CADDY	2062	-233	538	53	98	2148	-319	409	-76	-31
VW	TRANSPORTER	1904	-75	696	211	256	2157	-328	316.5	-168.5	-123.5
VW	T-ROC	1819	9.8	781	296	341	2168	-339	257.5	-227.5	-182.5
VW	PASSAT	1820	8.8	780	295	340	2189	-360	226.5	-258.5	-213.5
VW	GOLF	1790	38.8	810	325	370	2216	-387	171	-314	-269
VW	TRANSPORTER	1904	-75	696	211	256	2218	-389	225	-260	-215
VW	GOLF	1799	29.8	801	316	361	2219	-390	171	-314	-269
VW	PASSAT	1746	82.8	854	369	414	2234	-405	122	-363	-318
VW	TOURAN	1794	34.8	806	321	366	2235	-406	144.5	-340.5	-295.5
VW	GOLF	1790	38.8	810	325	370	2248	-419	123	-362	-317
VW	Crafter	1828	0.8	772	287	332	2138	-309	307	-178	-133
VW	Up	1645	183.8	955	470	515	1910	-81	557.5	72.5	117.5
Seat	Ibiza	1780	48.8	820	335	380	1942	-113	577	92	137
Mercedes	Sprinter	2345	-516	255	-230	-185	2620	-791	-157.5	-642.5	-597.5

Data sources - Automobiledimensions.com plus individual car manufacturers as appropriate

CARS/VANS PASSING THROUGH KEYHOLE BRIDGE 8 March 2022

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Time	Direction	Car Reg	Car Make	Car Model	Greater than 6ft, ex wing mirrors?	Greater than 6ft, inc wing mirrors?	Width No Mirror	Delta	Width Inc Mirror	Delta
16.20	WC2P	[redacted]	Range Rover	Freelander 2	YES	YES	1910	-81	2206	
16.20	P2WC	[redacted]	VW	Golf	NO	YES	1790	39	2131	-302
16.21	P2WC	[redacted]	RENAULT	CLIO	NO	YES	1798	31	2255	-426
16.21	P2WC	[redacted]	AUDI	Q3	YES	YES	1856	-27	2024	-195
16.22	P2WC	[redacted]	FORD	FIESTA	NO	YES	1735	94	1941	-112
16.22	WC2P	[redacted]	VW	Polo	NO	YES	1751	78	1964	-135
16.22	P2WC	[redacted]	Renault	Kadjar	YES	YES	1836	-7	2050	-221
16.24	WC2P	[redacted]	NISSAN	SKYLINE	NO	YES	1780	49	2133	-304
16.24	WC2P	[redacted]	VAUXHALL	Astra	YES	YES	2033	-204	2134	-305
16.25	P2WC	[redacted]	BMW	X5	YES	YES	2004	-175	2218	-389
16.25	P2WC	[redacted]	Ford	TRANSIT CON	YES	YES	1835	-6	2135	-306
16.26	P2WC	[redacted]	FORD	Transit	YES	YES	2044	-215	2160	-331
16.26	P2WC	[redacted]	VW	SHARAN	YES	YES	1904	-75	2137	-308
16.27	P2WC	[redacted]	VW	GOLF	NO	YES	1790	39	2139	-310
16.28	P2WC	[redacted]	FORD	Focus	NO	YES	1825	4	1979	-150
16.28	P2WC	[redacted]	CITROEN	BERLINGO	YES	YES	1976	-147	2140	-311
16.29	P2WC	[redacted]	PEUGOT	308	NO	YES	1815	14	2141	-312
16.30	WC2P	[redacted]	FIAT	FULLBACK	NO	YES	1815	14	2143	-314
16.31	P2WC	[redacted]	TOYOTA	RAV4	YES	YES	1855	-26	2144	-315
16.32	P2WC	[redacted]	SKODA	OCTAVIA	NO	YES	1829	0	2003	-174
16.32	P2WC	[redacted]	JAGUAR	XF	YES	YES	1877	-48	2145	-316
16.32	P2WC	[redacted]	HONDA	JAZZ	NO	YES	1725	104	2146	-317
16.32	WC2P	[redacted]	VAUXHALL	CORSA	NO	YES	1828	1	2147	-318
16.32	WC2P	[redacted]	VW	CADDY	YES	YES	2062	-233	2148	-319
16.32	P2WC	[redacted]	VOLVO	XC90	YES	YES	1923	-94	2140	-311
16.32	P2WC	[redacted]	CITROEN	NEMO	NO	YES	1684	145	2149	-320
16.33	P2WC	[redacted]	ABARTH	595C	NO	YES	1627	202	2150	-321
16.34	P2WC	[redacted]	RENAULT	CLIO	NO	YES	1798	31	2255	-426
16.34	P2WC	[redacted]	BMW	3 SERIES	NO	YES	1827	2	2152	-323
16.34	WC2P	[redacted]	FORD	FIESTA	NO	YES	1735	94	1941	-112
16.34	P2WC	[redacted]	VW	TIGUAN	YES	YES	1839	-10	2099	-270
16.34	P2WC	[redacted]	TESLA	MODEL 3	YES	YES	1849	-20	2089	-260
16.35	P2WC	[redacted]	MITSUBISHI	OUTLANDER	NO	YES	1810	19	2153	-324
16.35	P2WC	[redacted]	HONDA	CIVIC	NO	YES	1765	64	2187	-358
16.35	P2WC	[redacted]	KIA	SPORTAGE	YES	YES	1855	-26	2156	-327
16.35	P2WC	[redacted]	MERC	E CLASS	YES	YES	1861	-32	2065	-236
16.35	P2WC	[redacted]	VW	TRANSPORTE	YES	YES	1904	-75	2157	-328
16.36	P2WC	[redacted]	VW	POLO	NO	YES	1751	78	1964	-135
16.37	P2WC	[redacted]	LAND ROVER	DEFENDER	YES	YES	1996	-167	2105	-276
16.37	WC2P	[redacted]	SUZUKI	ALTO	NO	YES	1828	1	2158	-329
16.38	P2WC	[redacted]	HYUNDAI	IX35	NO	YES	1820	9	2159	-330
16.38	P2WC	[redacted]	FORD	TRANSIT	YES	YES	2044	-215	2160	-331
16.38	P2WC	[redacted]	FORD	KUGA	YES	YES	1884	-55	2161	-332
16.39	WC2P	[redacted]	SUZUKI	SWIFT	NO	YES	1735	94	2162	-333
16.39	P2WC	[redacted]	SMART	FORTWO	NO	YES	1663	166	2163	-334
16.39	P2WC	[redacted]	VW	TIGUAN	YES	YES	1839	-10	2099	-270
16.39	P2WC	[redacted]	VAUXHALL	VIVARO	YES	YES	1920	-91	2164	-335
16.40	P2WC	[redacted]	MERC	CLK	YES	YES	1990	-161	2165	-336
16.40	P2WC	[redacted]	BMW	1 SERIES	NO	YES	1800	29	2167	-338
16.40	P2WC	[redacted]	BMW	X3	YES	YES	1891	-62	2138	-309
16.41	P2WC	[redacted]	BMW	1 SERIES	NO	YES	1800	29	2167	-338
16.41	P2WC	[redacted]	VW	T-ROC	NO	YES	1819	10	2168	-339
16.41	P2WC	[redacted]	NISSAN	JUKE	NO	YES	1800	29	1983	-154
16.42	P2WC	[redacted]	VAUXHALL	VECTRA	YES	YES	2036	-207	2169	-340
16.42	P2WC	[redacted]	NISSAN	JUKE	NO	YES	1800	29	1983	-154
16.42	P2WC	[redacted]	BMW	X3	YES	YES	1891	-62	2138	-309
16.43	P2WC	[redacted]	MERC	CLS	YES	YES	1896	-67	2170	-341
16.43	P2WC	[redacted]	AUDI	A6	YES	YES	1902	-73	2110	-281
16.44	WC2P	[redacted]	LAND ROVER	DEFENDER	YES	YES	1996	-167	2105	-276
16.44	WC2P	[redacted]	LEXUS	300	YES	YES	1845	-16	2171	-342
16.45	P2WC	[redacted]	BMW	3 SERIES	NO	YES	1827	2	2152	-323
16.45	P2WC	[redacted]	VW	POLO	NO	YES	1751	78	1964	-135
16.45	P2WC	[redacted]	HYUNDAI	TUCSON	YES	YES	1865	-36	2173	-344
16.45	P2WC	[redacted]	LAND ROVER	DEFENDER	YES	YES	1996	-167	2105	-276
16.45	P2WC	[redacted]	SKODA	YETI	NO	YES	1793	36	2233	-404
16.45	P2WC	[redacted]	KIA	VENGA	NO	YES	1765	64	2175	-346
16.45	P2WC	[redacted]	NISSAN	QAHQAI	NO	YES	1806	23	2176	-347
16.46	WC2P	[redacted]	MERC	C CLASS	YES	YES	2016	-187	2177	-348
16.46	P2WC	[redacted]	AUDI	Q3	YES	YES	1856	-27	2024	-195
16.46	P2WC	[redacted]	MAZDA	2	NO	YES	1695	134	2178	-349
16.47	P2WC	[redacted]	PEUGOT	207	NO	YES	1748	81	2179	-350
16.47	WC2P	[redacted]	VAUXHALL	VIVARO	YES	YES	1920	-91	2164	-335
16.49	P2WC	[redacted]	VOLVO	XC60	YES	YES	1902	-73	2117	-288
16.49	P2WC	[redacted]	NISSAN	MICRA	NO	YES	1743	86	2183	-354
16.49	P2WC	[redacted]	MERC	CLA	YES	YES	1857	-28	2184	-355
16.49	P2WC	[redacted]	FORD	FIESTA	NO	YES	1735	94	1941	-112
16.50	WC2P	[redacted]	VAUXHALL	ZAFIRA	YES	YES	2020	-191	2185	-356
16.51	WC2P	[redacted]	DAIHATSU	SIRON	NO	YES	1665	164	2186	-357
16.51	P2WC	[redacted]	AUDI	A1	NO	YES	1740	89	1940	-111
16.51	P2WC	[redacted]	HONDA	CIVIC	NO	YES	1765	64	2187	-358
16.52	P2WC	[redacted]	CITROEN	DISPATCH	YES	YES	2204	-375	2188	-359
16.52	WC2P	[redacted]	VW	PASSAT	NO	YES	1820	9	2189	-360
16.53	P2WC	[redacted]	VAUXHALL	COMBO	YES	YES	2107	-278	2190	-361
16.53	P2WC	[redacted]	MERC	GLE	YES	YES	2157	-328	2191	-362
16.54	WC2P	[redacted]	MERC	A CLASS	NO	YES	1796	33	1992	-163
16.54	P2WC	[redacted]	LAND ROVER	DISCOVERY	YES	YES	1990	-161	2220	-391
16.54	P2WC	[redacted]	MERC	E CLASS	YES	YES	1861	-32	2065	-236
16.54	P2WC	[redacted]	DACIA	DUSTER	NO	YES	1822	7	2192	-363
16.54	P2WC	[redacted]	VAUXHALL	COMBO	YES	YES	2107	-278	2190	-361
16.55	WC2P	[redacted]	FIAT	DOBLO	YES	YES	1832	-3	2194	-365
16.55	P2WC	[redacted]	RENAULT	KANGOO	NO	YES	1672	157	2195	-366
16.56	WC2P	[redacted]	FORD	TRANSIT	YES	YES	2044	-215	2160	-331
16.56	P2WC	[redacted]	VAUXHALL	ZAFIRA	YES	YES	2020	-191	2185	-356
16.56	P2WC	[redacted]	VAUXHALL	CORSA	NO	YES	1828	1	2147	-318
16.57	WC2P	[redacted]	VAUXHALL	CORSA	NO	YES	1828	1	2147	-318
16.57	WC2P	[redacted]	HONDA	JAZZ	NO	YES	1725	104	2146	-317
16.57	P2WC	[redacted]	VOLVO	V50	NO	YES	1770	59	2201	-372
16.57	P2WC	[redacted]	VW	POLO	NO	YES	1751	78	1964	-135
16.57	P2WC	[redacted]	PEUGOT	PARTNER	YES	YES	2107	-278	2202	-373
16.59	WC2P	[redacted]	MAZDA	2	NO	YES	1695	134	2178	-349
16.58	P2WC	[redacted]	SKODA	OCTAVIA	NO	YES	1829	0	2003	-174
16.58	WC2P	[redacted]	FORD	FIESTA	NO	YES	1735	94	1941	-112
16.59	WC2P	[redacted]	VAUXHALL	CORSA	NO	YES	1828	1	2147	-318
16.59	P2WC	[redacted]	HONDA	CR-V	YES	YES	1855	-26	2205	-376
17.01	P2WC	[redacted]	LAND ROVER	FREELANDER	YES	YES	1910	-81	2206	-377
17.01	WC2P	[redacted]	FORD	KUGA	YES	YES	1884	-55	2161	-332
17.01	WC2P	[redacted]	FORD	FIESTA	NO	YES	1735	94	1941	-112
17.02	P2WC	[redacted]	MERC	E CLASS	YES	YES	1861	-32	2065	-236
17.02	P2WC	[redacted]	FORD	TRANSIT	YES	YES	2044	-215	2160	-331
17.03	WC2P	[redacted]	VOLVO	XC90	YES	YES	1923	-94	2140	-311
17.04	P2WC	[redacted]	FORD	FOCUS	NO	YES	1825	4	1979	-150
17.04	P2WC	[redacted]	TOYOTA	AURIS	NO	YES	1760	69	2209	-380
17.05	WC2P	[redacted]	SUZUKI	SX4	NO	YES	1755	74	2210	-381
17.05	P2WC	[redacted]	CITROEN	C4	NO	YES	1800	29	2032	-203
17.05	P2WC	[redacted]	HYUNDAI	I30	NO	YES	1760	69	2211	-382
17.05	WC2P	[redacted]	NISSAN	LEAF	NO	YES	1788	41	1945	-116
17.05	P2WC	[redacted]	NISSAN	QASHQAI	NO	YES	1806	23	2212	-383
17.05	P2WC	[redacted]	SEAT	KANGOO	NO	YES	1672	157	2195	-366
17.05	P2WC	[redacted]	VW	TIGUAN	YES	YES	1839	-10	2099	-270
17.05	P2WC	[redacted]	MAZDA	3	NO	YES	1795	34	2214	-385
17.06	P2WC	[redacted]	BMW	3 SERIES	NO	YES	1827	2	2152	-323
17.06	P2WC	[redacted]	VW	GOLF	NO	YES	1790	39	2139	-310
17.06	WC2P	[redacted]	FORD	TRANSIT	YES	YES	2044	-215	2160	-331
17.07	P2WC	[redacted]	MERC	A CLASS	NO	YES	1796	33	1992	-163
17.07	P2WC	[redacted]	SKODA	OCTAVIA	NO	YES	1829	0	2003	-174
17.07	P2WC	[redacted]	VW	TRANSPORTE	YES	YES	1904	-75	2157	-328
17.07	P2WC	[redacted]	VW	GOLF	NO	YES	1790	39	2139	-310
17.07	P2WC	[redacted]	MINI	COOPER	YES	YES	1925	-96	2220	-391
17.07	P2WC	[redacted]	VOLVO	V50	NO	YES	1770	59	2201	-372
17.07	P2WC	[redacted]	VAUXHALL	ASTRA	YES	YES	2033	-204	2134	-305
17.07	P2WC	[redacted]	AUDI	Q5	YES	YES	1893	-64	2140	-311
17.08	P2WC	[redacted]	MERC	C CLASS	YES	YES	2016	-187	2177	-348
17.08	P2WC	[redacted]	CHRYSLER	GRAN VOY	YES	YES	1954	-125	2224	-395
17.09	P2WC	[redacted]	MAZDA	3	NO	YES	1795	34	2214	-385
17.10	P2WC	[redacted]	MAZDA	3	NO	YES	1795	34	2214	-385
17.10	P2WC	[redacted]	MAZDA	CX-5	YES	YES	1840	-11	2227	-398
17.11	WC2P	[redacted]	KIA	SPORTAGE	YES	YES	1855	-26	2156	-327
17.11	P2WC	[redacted]	CITROEN	BERLINGO	YES	YES	1976	-147	2140	-311
17.11	P2WC	[redacted]	MERC	A CLASS	NO	YES	1796	33	1992	-163
17.11	P2WC	[redacted]	TESLA	MODEL 3	YES	YES	1849	-20	2089	-260
17.11	P2WC	[redacted]	ALFA ROMEO	GIULIETTA	NO	YES	1798	31	2230	-401
17.11	P2WC	[redacted]	FIAT	500	NO	YES	1683	146	1900	-71
17.11	P2WC	[redacted]	FORD	RANGER	YES	YES	1867	-38	2163	-334
17.12	WC2P	[redacted]	FORD	KA	NO	YES	1827	2	2231	-402
17.12	P2WC	[redacted]	MERC	C CLASS	YES	YES	2016	-187	2177	-348
17.12	P2WC	[redacted]	SKODA	YETI	NO	YES	1793	36	2233	-404
17.12	P2WC	[redacted]	VW	PASSAT	NO	YES	1820	9	2189	-360
17.12	P2WC	[redacted]	VW	TOURAN	NO	YES	1794	35	2235	-406
17.13	P2WC	[redacted]	AUDI	A4	YES	YES	1847	-18	2022	-193
17.13	P2WC	[redacted]	FORD	FOCUS	NO	YES	1825	4	1979	-150
17.13	P2WC	[redacted]	CITROEN	DISPATCH	YES	YES	2204	-375	2188	-359
17.13	WC2P	[redacted]	FORD	B-MAX	NO	YES	1751	78	2237	-408
17.13	WC2P	[redacted]	PEUGOT	107	YES	YES	1855	-26	2238	-409
17.13	P2WC	[redacted]	NISSAN	QASHQAI	NO	YES	1806	23	2212	-383
17.14	P2WC	[redacted]	VAUXHALL	ASTRA	YES	YES	2033	-204	2134	-305
17.14	P2WC	[redacted]	CITROEN	C2	NO	YES	1659	170	2241	-412
17.14	P2WC	[redacted]	MERC	B CLASS	NO	YES	1786	43	2242	-413
17.15	WC2P	[redacted]	TOYOTA	IQ	NO	YES	1680	149	2243	-414
17.15	P2WC	[redacted]	AUDI	A5	YES	YES	1846	-17	2029	-200
17.15	P2WC	[redacted]	CHEVROLET	SPARK	NO	YES	1597	232	2244	-415
17.15	P2WC	[redacted]	FIAT	500	NO	YES	1683	146	1900	-71
17.15	P2WC	[redacted]	BMW	220	NO	YES	1800	29	2245	-416
17.15	P2WC	[redacted]	MERC	C CLASS	YES	YES	2016	-187	2177	-348
17.15	P2WC	[redacted]	CITROEN	DS4	NO	YES	1810	19	2247	-418
17.15	P2WC	[redacted]	VW	GOLF	NO	YES	1790	39	2139	-310
17.15	P2WC	[redacted]	FIAT	PUNTO	NO	YES	1660	169	2249	-420
17.16	P2WC	[redacted]	TESLA	3	NO	YES	1795	34	2214	-385
17.16	P2WC	[redacted]	FIAT	FULLBACK	NO	YES	1815	14	2143	-314
17.16	P2WC	[redacted]	TOYOTA	COROLLA	NO	YES	1760	69	2252	-423
17.16	P2WC	[redacted]	CITROEN	C2	NO	YES	1659	170	2241	-412
17.17	P2WC	[redacted]	VW	TIGUAN	YES	YES	1839	-10	2099	-270
17.17	P2WC	[redacted]	BMW	220	NO	YES	1800	29	2245	-416
17.17	P2WC	[redacted]	RENAULT	CLIO	NO	YES	1798	31	2255	-426
17.17	P2WC	[redacted]	HYUNDAI	I10	NO	YES	1595	234	2256	-427
17.18	P2WC	[redacted]	CITROEN	C1	NO	YES	1630	199	2257	-428
17.19	P2WC	[redacted]	MITSUBISHI	OUTLANDER	NO	YES	1810	19	2153	-324
17.19	P2WC	[redacted]	TOYOTA	ALPHARD	YES	YES	1830	-1	2259	-430
17.19	P2WC	[redacted]	MAZDA	CA 5	YES	YES	1840	-11	2260	-431
17.19	P2WC	[redacted]	FIAT	500	NO	YES	1683	146	1900	-71
17.19	P2WC	[redacted]	VOLVO	XC90	YES	YES	2008	-179	2261	-432
				TOTAL YES		79	180			

NOTE: 6ft = 1829mm
Direction, P2WC = Park to Whitecliff, WC2P = Whitecliff to Park

TOTAL CARS PASSING THRO BRIDGE 180, OF WHICH:

79 were greater than 6ft (ex Wing Mirrors)	79
101 were less than 6ft (ex Wing Mirrors)	101
180 were greater than 6ft (inc Wing Mirrors)	180

CARS/VANS ENTERING PARK FROM KINGLAND ROAD AND PROGRESSING THROUGH PARK TO KB EXIT 18 March 1829

(TA = TURNED OFF AT TWEMLOW AVE, PP = STOPPED IN PARK)

Time	Type	Car Make	Car Model	KB	TA	PP	Greater than 6ft exc. mirrors?	Width No Mirror	Delta	Width Inc Mirror	Delta
15.37		Ford	Fiesta	y	N	N	NO	1735	94	1941	-112
	VAN.	Vauxhall	Astra	y	N	N	YES	2033	-204	2134	-305
		TOYOTA	RAV4	y	N	N	YES	1855	-26	2144	-315
		TOYOTA	IQ	y	N	N	NO	1680	149	2243	-414
		KIA	SPORTAGE	y	N	N	YES	1855	-26	2156	-327
		Renault	Captur	y	N	N	NO	1797	32	2003	-174
		RENAULT	CLIO	y	N	N	NO	1798	31	2255	-426
		Mercedes	C Class	y	N	N	YES	2016	-187	2177	-348
		VW	Transporter	y	N	N	YES	1904	-75	2157	-328
		Ford	Fiesta	y	N	N	NO	1735	94	1941	-112
		VW	Touran	y	N	N	NO	1794	35	2235	-406
		Vauxhall	Astra	y	N	N	YES	2033	-204	2134	-305
		Renault	Megane	y	N	N	YES	1875	-46	2058	-229
		Mazda		3 y	N	N	NO	1795	34	2214	-385
		Audi	Q3	y	N	N	YES	1856	-27	2024	-195
		Mazda		2 y	N	N	NO	1695	134	2178	-349
		Citroen	C4	N	N	y	N/A	1800	29	2032	-203
		Land Rover	Range Rover Sport	y	N	N	YES	1990	-161	2220	-391
		TOYOTA	AURIS	y	N	N	NO	1760	69	2209	-380
		VAUXHALL	VIVARO	y	N	N	YES	1920	-91	2164	-335
		VW	Transporter	y	N	N	YES	1904	-75	2157	-328
		VW	Crafter	y	N	N	NO	1828	1	2138	-309
		Hyundai	I10	y	N	N	NO	1595	234	2256	-427
		HONDA	CR-V	y	N	N	YES	1855	-26	2205	-376
		BMW	3-series	y	N	N	NO	1827	2	2086	-257
		DACIA	DUSTER	y	N	N	NO	1822	7	2192	-363
		Vauxhall	Astra	y	N	N	YES	2033	-204	2134	-305
		VAUXHALL	COMBO	y	N	N	YES	2107	-278	2190	-361
		Skoda	Fabia	N	N	Y	N/A	1780	49	1954	-125
		Honda	Jazz	N	N	Y	N/A	1725	104	2146	-317
		Vauxhall	Zafira	N	N	Y	N/A	2020	-191	2185	-356
		BMW	3 Series	N	Y	N	N/A	1827	2	2152	-323
		Range Rover	Discovery	Y	N	N	YES	1990	-161	2220	-391
		Citroen	C4	Y	N	N	NO	1800	29	2032	-203
		Kia	Sportage	Y	N	N	YES	1855	-26	2156	-327
		Peugeot		107 Y	N	N	YES	1855	-26	2238	-409
		BMW	5 Series	Y	N	N	YES	1860	-31	2181	-352
		Ford	Mondeo	Y	N	N	YES	1852	-23	2021	-192
		Ford	Puma	N	N	Y	N/A	1805	24	1930	-101
		VAUXHALL	VECTRA	N	N	Y	N/A	2036	-207	2169	-340
		Mercedes	E Class	N	N	Y	N/A	1861	-32	2065	-236
		VW	Golf	Y	N	N	NO	1790	39	2139	-310
		VW	Polo	Y	N	N	NO	1751	78	1964	-135
		Ford	Fiesta	Y	N	N	NO	1735	94	1941	-112
		Audi	A4	Y	N	N	YES	1847	-18	2022	-193
		Hyundai	I10	Y	N	N	NO	1595	234	2256	-427
		VW	Transporter	Y	N	N	YES	1904	-75	2157	-328
		Mazda	CX-5	Y	N	N	YES	1840	-11	2227	-398
		Renault	Zoe	Y	N	N	NO	1787	42	1945	-116
		Vauxhall	Astra	N	N	Y	N/A	2033	-204	2134	-305
		Landrover	Freelander 2	Y	N	N	YES	1910	-81	2206	-377
		BMW	X3	N	N	Y	N/A	1891	-62	2138	-309
		Range Rover	Discovery	Y	N	N	YES	1990	-161	2220	-391
		Ford	Mondeo	Y	N	N	YES	1852	-23	2021	-192
		Ford	Kuga	Y	N	N	YES	1884	-55	2161	-332
		SUZUKI	SX4	Y	N	N	NO	1755	74	2210	-381
		Fiat		500 Y	N	N	NO	1683	146	1900	-71
		BMW	3 Series	Y	N	N	NO	1827	2	2152	-323
		VW	Polo	Y	N	N	NO	1751	78	1964	-135
		Landrover	Freelander 2	Y	N	N	YES	1910	-81	2206	-377
		Vauxhall	Insignia	Y	N	N	NO	1828	1	2142	-313
		Citroen	C2	Y	N	N	NO	1659	170	2241	-412
		Mazda	CX-5	Y	N	N	YES	1840	-11	2227	-398
		Honda	Jazz	N	N	Y	N/A	1725	104	2146	-317
		VW	Touran	N	N	Y	N/A	1794	35	2235	-406
		Mercedes	A Class	Y	N	N	NO	1796	33	1992	-163
		HYUNDAI	TUCSON	Y	N	N	YES	1865	-36	2173	-344
		Volvo	V90	N	N	Y	N/A	1879	-50	2019	-190
		Vauxhall	Insignia	Y	N	N	NO	1828	1	2142	-313
		Audi	A4	N	N	Y	N/A	1847	-18	2022	-193
		Mercedes	B class	Y	N	N	NO	1796	33	2020	-191
		HONDA	CIVIC	Y	N	N	NO	1765	64	2187	-358
		BMW	1 Series	Y	N	N	NO	1800	29	2167	-338
		VW	Golf	Y	N	N	NO	1790	39	2139	-310
		Honda	Civic	Y	N	N	NO	1765	64	2187	-358
		VAUXHALL	ZAFIRA	N	N	Y	N/A	2020	-191	2185	-356
		VW	Golf	N	N	Y	N/A	1790	39	2139	-310
		VW	Up	Y	N	N	NO	1645	184	1910	-81
		Ford	KA	Y	N	N	NO	1827	2	2231	-402
		Volvo	XC90	Y	N	N	YES	1923	-94	2140	-311
		VW	Up	Y	N	N	NO	1645	184	1910	-81
		BMW	X1	Y	N	N	NO	1821	8	2060	-231
		Land Rover	Range Rover Sport	Y	N	N	YES	1990	-161	2220	-391
		Seat	Ibiza	Y	N	N	NO	1780	49	1942	-113
		HYUNDAI	TUCSON	Y	N	N	YES	1865	-36	2173	-344
		Ford	Fiesta	Y	N	N	NO	1735	94	1941	-112
		Vauxhall	Corsa	Y	N	N	NO	1828	1	2147	-318
		MERC	GLE	N	N	Y	N/A	2157	-328	2191	-362
		VW	Golf	N	N	Y	N/A	1790	39	2139	-310
		DACIA	DUSTER	Y	N	N	NO	1822	7	2192	-363
		Volvo	S90	Y	N	N	YES	1879	-50	2019	-190
		Masda		3 Y	N	N	NO	1795	34	2214	-385
DPD Van		Mercedes	Sprinter	Y	N	N	YES	2345	-516	2620	-791
		Ford	Kuga	Y	N	N	YES	1884	-55	2161	-332
		Mercedes	C Class	Y	N	N	YES	2016	-187	2177	-348
		VW	Transporter	Y	N	N	YES	1904	-75	2157	-328
		VW	Caddy	Y	N	N	YES	2062	-233	2148	-319
		Audi	A1	Y	N	N	NO	1740	89	1940	-111
		VW	Caddy	Y	N	N	YES	2062	-233	2148	-319
		Fiat		500 Y	N	N	NO	1683	146	1900	-71
		Peugeot		107 Y	N	N	YES	1855	-26	2238	-409
		Nissan	Qashquai	N	N	Y	N/A	1838	-9	2084	-255
		Honda	Civic	Y	N	N	NO	1765	64	2187	-358
		Ford	Focus	Y	N	N	NO	1825	4	1979	-150
		Fiat		500 Y	N	N	NO	1683	146	1900	-71
		PEUGEOT		308 N	N	y	N/A	1815	14	2141	-312
		Ford	Tourneo custom (van)	N	N	y	N/A	1986	-157	2272	-443
		PEUGEOT		107 N	N	y	N/A	1855	-26	2238	-409
		Ford	Focus	Y	N	N	NO	1825	4	1979	-150
		VW	Touareg	Y	N	N	YES	1984	-155	2193	-364
		Mazda		2 Y	N	N	NO	1695	134	2178	-349
		Ford	KA	Y	N	N	NO	1827	2	2231	-402
		Fiat		500 Y	N	N	NO	1683	146	1900	-71
		MINI	COOPER	Y	N	N	YES	1925	-96	2220	-391
		Fiat		500 Y	N	N	NO	1683	146	1900	-71
		Nissan	Micra	Y	N	N	NO	1743	86	2183	-354
		VW	Polo	Y	N	N	NO	1751	78	1964	-135
		Vauxhall	Astra	Y	N	N	YES	2033	-204	2134	-305
		Mercedes	A Class	Y	N	N	NO	1796	33	1992	-163
16.20		Nissan	Qashquai	Y	N	N	YES	1838	-9	2084	-255

TOTAL YES	98	1	21	44
TOTAL NO				53
				97

NOTE: 6ft = 1829mm
Key - KB = passsed through bridge
TA - turned off at Twemlow Avenue
PP - stopped in the park

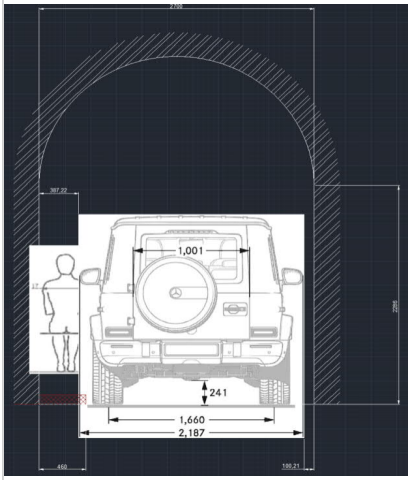
TOTAL CARS PASSING THROUGH BRIDGE 97, OF WHICH:
44 were greater than 6ft (ex Wing Mirrors)
53 were less than 6ft (ex Wing Mirrors)
97 were greater than 6ft (inc Wing Mirrors)
OF THE REMAINING CARS
1 turned off at Twemlow Avenue
21 stopped in the Park

The situation at Keyhole Bridge

Shared Space
Following the reopening of Keyhole Bridge in March 2021, in response to requests for safety improvements, the Council installed 'shared space' signs on the approaches to the bridge. There are two possible interpretations of these signs:

Interpretation 1 – the Council is suggesting that pedestrians and drivers use the bridge at the same time:
Figure 1 demonstrates that in the event of a large vehicle and an average build male there is insufficient space for both vehicle and pedestrian to share the space passing through KB. The master list took all the cars during the two surveys, plus an extensive list of new models, and applied the same analysis to determine the quantity of shared space scenarios which resulted in a true positive delta when both a vehicle and pedestrian were passing through KB at the same time.
What the analysis found was that the majority of vehicles would have no option but to collide with a pedestrian if they didn't either slowdown, take avoiding action (hitting the bridge), or wait until the pedestrian had emerged from the other side of the bridge before entering the bridge themselves. The photos illustrate drivers' unwillingness to do so.

Figure 1 – pedestrian and vehicle sharing the space in KB – note the overlap between pedestrian and vehicle and the vehicle's close proximity to the bridge wall.



Interpretation 2 – the Council is using the signs to indicate a space designed for safe sharing:
Shared space is concept intended to reduce or remove the physical divide between pedestrians, cyclists and motor vehicles. The aim is to improve the urban environment and foster a sense that urban space is for everyone, not just cars. It aims to change driver behaviour, the idea being that drivers will respond in a more caring manner if they know they are sharing the same space as pedestrians and cyclists. Typically, a shared space environment is one where streets are no longer heavily dominated by vehicles and shared space design (for e.g. the removal of detectable kerbs) calms traffic and reduces accidents. The idea is that such an environment may create a more pleasant setting that may tempt people to walk, linger and socialise – if they feel they will be safer. It is noted however that no additional design measures have been put into place at KB and it seems unlikely that the Council is suggesting KB is a shared space in terms of a designed concept.

In addition concerns have been raised regarding the use of shared spaces. Research on Shared Space Streets, a study undertaken by TRL for Transport for London, concluded that there is a self limiting factor on pedestrians sharing space with motorists, of around 100 vph. Above this, pedestrians treat the path taken by motor vehicles as a 'road' to be crossed rather than as a space to occupy. A relationship between visibility, highway width and driver speed was also identified, with a recommended 60 metre sight line for drivers on a 30mph road (i.e. Whitecliff Road). The sight lines at KB are considerably less then 60 metres and the number of vehicles per hour at KB exceeds 100. The UK government's guidance document LTN 1/11 (Using shared space to improve high streets for pedestrians) was withdrawn in August 2018 with one of the most significant factors being pressure from the RNIB due to the risk shared space design presents for blind or partially sighted people.

Wording of the order

The Poole Borough Council in exercise of their powers under section 1 of the Road Traffic Regulation Act , 1967 as amended by Part IX of the Transport Act , 1968 and of all other powers then enabling in that behalf hereby make the following order:
Save as provided in Article 2 of this order no person shall, except under the directions or with the permission of a police constable in uniform, cause any vehicle the width of which, inclusive of any load on the vehicle, exceeds 6 feet to proceed in the length of Whitecliff Road under the Whitecliff Railway Arch.
Nothing in Article 1 of this order shall apply so as to prevent any person from causing any vehicle to proceed in the length of road specified in that Article if the vehicle is being used in connection with any building operation or demolition in that length of road, the removal of any obstruction to traffic in that length of road, the maintenance, improvement or reconstruction of the railway arch or that length of road, or the laying, erection, alteration or repair in that length of road of any sewer or of any main, pipe or apparatus for the supply of gas, water or electricity or of any telegraphic line as defined in the Telegraph Act 1878.
The Interpretation Act 1889 shall apply for the interpretation of this order as it applies for the interpretation of an Act of Parliament.
This order will come into operation on the First day of July One thousand nine hundred and sixty-nine and may be cited as the Poole (Whitecliff Railway Arch) (Width Restriction) Order, 1969

Copy of the order

From: [redacted]@bcpcouncil.gov.uk>
Subject: Whitecliff Railway Arch
Date: 11 January 2022 at 09:54:04 GMT
To: [redacted]@bcpcouncil.gov.uk>

DATED 24th June 1969

POOLE BOROUGH COUNCIL

ROAD TRAFFIC REGULATION ACT, 1967
AS AMENDED BY PART IX OF THE TRANSPORT ACT 1968

ORDER

POOLE (WHITECLIFF RAILWAY ARCH) (WIDTH RESTRICTION) ORDER 1969

M. 14(1) p. 801/68

POOLE BOROUGH COUNCIL

POOLE (WHITECLIFF RAILWAY ARCH) (WIDTH RESTRICTION) ORDER 1969

The Poole Borough Council in exercise of their powers under section 1 of the Road Traffic Regulation Act, 1967 as amended by Part IX of the Transport Act, 1968 and of all other powers them enabling in that behalf hereby make the following order :-

1. Save as provided in Article 2 of this order no person shall, except upon the direction or with the permission of a police constable in uniform, cause any vehicle the width of which, inclusive of any load on the vehicle, exceeds 6 feet to proceed in the length of Whitecliff Road under the Whitecliff Railway Arch.

2. Nothing in Article 1 of this order shall apply so as to prevent any person from causing any vehicle to proceed in the length of road specified in that article if the vehicle is being used in connection with any building operation or demolition in that length of road, the removal of any obstruction to traffic in that length of road, the maintenance, improvement or re-construction of the railway arch or that length of road, or the laying, erection, alteration or repair in that length of road of any sewer or of any main, pipe or apparatus for the supply of gas, water or electricity or of any telegraphic line as defined in the Telegraph Act 1878.

3. The Interpretation Act 1889 shall apply for the interpretation of this order as it applies for the interpretation of an Act of Parliament.

4. This order will come into operation on the First day of July One thousand nine hundred and sixty-nine and may be cited as the Poole (Whitecliff Railway Arch) (Width Restriction) Order, 1969.

THE COMMON SEAL OF THE MAYOR ALDERMEN AND BURGESSES OF THE BOROUGH OF POOLE was hereunto affixed this twenty fourth day of June One thousand nine hundred and sixty-nine in the presence of :-

Mayor

Town Clerk

[redacted]
Business Support Assistant/Records

From: ETRO Response <ETROresponse@bcpcouncil.gov.uk>
Sent: 04 March 2022 16:04
To: [redacted]
Cc: dorsetroadsafety@dorset.PNN.police.uk <dorsetroadsafety@dorset.PNN.police.uk>; Enquiries - Civic Centre <enquiries@bcpcouncil.gov.uk>
Subject: Re: Width

Dear [redacted],

Thank you for your two items of correspondence (as included in the email chain below) regarding the Keyhole Bridge Review on Whitecliff Road. This is formal acknowledgement that your feedback has been registered as part of the consultation. To confirm, your messages have been logged as a query under the reference number KBR 2022_0014. If you feel your messages have been incorrectly classified, please do get in touch and this can be retrospectively altered.
Your feedback will be analysed along with all other written representation that is received. A report will be made available after the consultation setting out the results of this.

Further information about the consultation including background information, frequently asked questions and previous consultation results can be found on the consultation webpage at haveyoursay.bcpcouncil.gov.uk/keyholebridgereview.

With regards to your query, information about the width restriction at the bridge is provided on the FAQs section of the consultation webpage. This can be accessed at haveyoursay.bcpcouncil.gov.uk/keyholebridgereview/widgets/41058/faqs#question12001. A simple summary explanation rather than a copy of the Traffic Regulation Order (TRO) has been provided so it can be easily understood. TROs are documented using a specific layout and terminology, consisting of articles, schedules, and items. These can be confusing for those unfamiliar with them. The summary given includes the pertinent details from the TRO.

The first attachment to this email includes a copy of the TRO which applies at Keyhole Bridge. Please note that the TRO at Keyhole Bridge has been consolidated with other moving TROs into a single moving Order for the entire borough of Poole. This consolidation order can be cited as The Borough of Poole (Various Roads) (Regulation of Traffic Movement and Speed Limits) Order Number 14 and it came into operation on 15 March 2018. Changes to this consolidation order are made through amendment orders.

Parts of the consolidation order which are relevant to Keyhole Bridge are summarised in the table below:

Page number	Article / schedule	Description
viii	Article 2.1	Details the restriction types and which schedule it applies to. Article 2.1 t) deals with width restrictions.
x	Article 2.2	Sets out any exemptions to Article 2.1. The only exemption which applies to Article 2.1 t) is Article 2.2 g).
24	Schedule 2.01	Specifies the width restriction and which street(s) it applies to.

The width restriction that is specified in the TRO is that which allows for a vehicle to travel safely through. The wording in Article 2.1 t) 'inclusive of any load on the vehicle' does mean that the width restriction applies to the width of a vehicle with its external rear-view mirrors. General guidance and advice on the legislative requirements in Great Britain relating to rear-view mirrors is available to view at gov.uk/government/publications/mirrors-on-motor-vehicles/summary-of-requirements-for-mirrors-on-motor-vehicles. It should be noted that vehicle manufacturers tend to specify the width of their vehicles with and without external rear-view mirrors.

The document which you have kindly provided to us (second attachment to this email) is a copy of the Notice of Proposal dated 1 May 1969. This sets out the general effect of the TRO at the time the TRO was consulted on before the Order was made and came into operation.

We hope this information is of use.

Yours sincerely,

[redacted]
Assistant Traffic Engineer
Transport and Engineering
etroresponse@bcpc ouncil.gov.uk

www.bcpcouncil.gov.uk

Appendix F – KMC Planning Limited Transport Technical Report

kmc transport planning

Keyhole Bridge, Poole

Transport Technical Report

March 2022

prepared on behalf of

Keyhole Bridge Group

Document:	Transport Technical Report
Project:	Keyhole Brigde, Poole
Client:	Keyhole Bridge Group
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1 Introduction

Context

1.1 KMC is retained by Keyhole Bridge Group to provide a transport review to support the case for the permanent closure of the Keyhole Bridge in Poole to motorised vehicles. The location of Keyhole Bridge is illustrated in **Figure 1.1** below.

Figure 1.1 – Location of Keyhole Bridge, Poole

1.2 Keyhole Bridge in Poole was temporarily closed by Bournemouth, Christchurch and Poole Council (BCP Council) in August 2020 to promote active travel. BCP Council introduced an Experimental Traffic Regulation Order (ETRO) to prioritise walking and cycling on Whitecliff Road at Keyhole Bridge. In accordance with BPC Council's website this was "*to create a safer environment to travel to and through the area on foot or by bicycle*."

1.3 The decision to withdraw the ETRO was made in March 2021 and the bridge was reopened to motorised traffic based on the Council's assessment that the closure would create delays of circa 3 minutes at afternoon peak times on Parkstone Road, which would result in an economic cost of £220,000 per annum.

1.4 A ruling published by the High Court on 18 November 2021 found that in ending the consultation period earlier than had originally been indicated, the Council may have denied the opportunity for those who had not yet contributed to the consultation to do so. In line with that ruling, the Council is carrying out a further period of consultation from 28 February 2022 until 8 April 2022.

1.5 The Council is consulting on three options:

- Option A – leave Whitecliff Road open to all traffic through Keyhole Bridge;
- Option B – re-close Whitecliff Road at Keyhole Bridge to motor vehicles for a further trial period of 6 months using a new ETRO; or
- Option C – permanently close Whitecliff Road at Keyhole Bridge to motor vehicles.

Report Structure

1.6 Section 2 of this report includes a critique of how the closure of the bridge to motor vehicles aligns with national and local policy and the transport strategy of the Council.

1.7 Section 3 of this report summarises the safety considerations of the bridge in the context of recent changes to the Highway Code and the principle of a hierarchy of road users.

1.8 Section 4 of this report provides an Active Travel Economic Case (ATEC) which reviews the present value of benefits (PVBs), from an active travel perspective, that could have been derived from the closure of Keyhole Bridge to motorised vehicles over the Department for Transport's (DfT) standard 20 year appraisal period.

1.9 Although transport interventions can bring a range of benefits and disbenefits, this assessment focuses on the benefits and disbenefits to the users of active modes (e.g. walking and cycling). The appraisal outputs can then be compared to the disbenefits to motorised vehicle users presented by BCP Council in the Portfolio Holder's Final Decision notice, and the benefits and disbenefits presented in the report Data Evidence Whitecliff Road (January 2022).

1.10 Section 5 of this report provides a summary and conclusions.

2 Active Travel Policy Review

2.1 This section of the report reviews the closure of Keyhole Bridge against national and local policy. The economic evaluation of the scheme undertaken by BCP Council concentrates on the disbenefits of the scheme for motor vehicles. KMC considered the scheme assessment should also take into account the benefits for sustainable travel. The assessment undertaken by BCP Council does not take into account the policy context of the opportunities for mode shift to walking and cycling resulting from improving the environment through Keyhole Bridge by removing traffic. Support for active travel aligns with current policy at all levels, which seeks to prioritise active and sustainable travel over vehicular travel.

National Policy and Guidance

National Planning Policy Framework

2.2 The National Planning Policy Framework (NPPF) sets out the government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. Whilst the closure of Keyhole Bridge to traffic does not form part of a development proposal, NPPF highlights the Government's focus on encouraging sustainable travel to support health, wellbeing and environmental objectives.

Gear Change: A bold vision for walking and cycling

2.3 Gear Change was published in 2020 by the DfT. It's a document that *"aims to kick off the most radical change to our cities since the arrival of mass motoring*". The Government announced in May 2020 £2billion of new funding for cycling and walking. The funding is intended to go towards improving cycle infrastructure, so anyone can ride safely; low-traffic neighbourhoods, to stop rat-running and make it easier to walk and cycle; bus and bike corridors on some main roads; and funding for a rise in e-bikes, all of which will open up cycling to more and different people and make places better for everyone.

2.4 The document goes on to state "*We want to see a future where half of all journeys in towns and cities are cycled or walked. 58% of car journeys in 2018 were under 5 miles. And in urban areas, more than 40% of journeys were under 2 miles in 2017–2018. For many people, these journeys are perfectly suited to cycling and walking*".

2.5 The document sets out the benefits of physically separating cyclists from traffic to give people the confidence to cycle and dramatically increase the numbers of people cycling. It states that "*if it is necessary to reallocate road space from parking or motoring to achieve this, it should be done*". The document refers to a number of case studies where cycling has substantially increased following cycle

improvements (e.g. 55% increase in cyclists on Blackfriars Bridge in the six months after a protected bike track was installed).

2.6 Gear Change advocates providing safe, low-traffic cycling by closing roads to through traffic, usually with simple point closures and comments that this may be useful where the road is too narrow for a separated cycle lane.

2.7 The Government announced the establishment of Active Travel England (ATE) as part of a new cycling and walking plan set out in Gear Change.

2.8 ATE is a new executive agency that builds on the Government's commitment to boost cycling and walking and deliver a healthy, safe and carbon-neutral transport system. ATE aims to ensure that investment in active travel delivers the priorities for a healthy, safe and carbon-neutral transport system and in doing so will help raise the standard of cycling and walking infrastructure. ATE will manage the national active travel budget. It will also inspect, and publish reports on highway authorities for their performance on active travel, and identify particularly dangerous failings in their highways for cyclists and pedestrians. In these regards, the commissioner and inspectorate will perform a similar role to Ofsted from the 1990s onwards in raising standards and challenging failure.

2.9 The ATE website (www.activetravel.org.uk) provides a wealth of information on the funding sources, evidence, research, information/guidance and case studies relating to local cycling and walking infrastructure plans for local authorities. Whilst this includes economic assessment, it also highlights the importance of considering:

1. Linking active travel and public transport to housing growth and planning

2. The role of active travel in improving health

2.10 The health benefits of active travel are relevant to the Keyhole Bridge scheme. These benefits are not accounted for in the Council's economic assessment. The Active Travel Toolbox written by Sustrans (https://www.sustrans.org.uk/about-us/) advocates that:-

"One of the major attractions of cycling and walking is the positive benefits for public health and wellbeing. Active travel is an important means of building physical activity into our daily routines, also improving air quality and mental health. The health toolkit includes:

- *How walking and cycling can improve health and wellbeing in the workforce.*
- *Improving air quality through active transport.*
- *The role of walking and cycling in improving mental health."*

2.11 The advantages of active travel on physical and mental health include economic benefits such as:

- Lower turnover rates and reduced absenteeism;
- Improved productivity and employee morale; and
- Lower health care costs.

2.12 Sustrans acknowledge that more needs to be done to improve links between transport, health and wellbeing nationally and locally, including how we account for mental health outcomes in transport planning.

Local Policy and Guidance

Local Transport Plan 3: Bournemouth, Poole and Dorset Strategy (2011 – 2026)

2.13 The Local Transport Plan 3 (LTP3) sets out a strategy to deliver transport infrastructure across Dorset (comprising the three authority areas of Bournemouth, Poole and Dorset).

2.14 Section 2 of the LTP3 covers managing and maintaining the existing network more efficiently. The relevant key points from the chapter are summarised below:

> *"Prioritising 'best use' which achieves a wide range of objectives - such as environmental, safety and accessibility - not just maximising capacity for motor vehicles."*

> *"Managing roads to balance different user needs and to reflect the local context and their wider function in place shaping."*

2.15 LTP3 states that the established road user hierarchy in LTP3 Figure 7.2 will continue to be applied where appropriate. **Figure 2.1** below reproduces the road user hierarchy set out in Figure 7.2 of LTP3.

Figure 2.1 – Road User Hierarchy (Fig 7.2 of LTP3)

2.16 Policy D-1 aims to re-allocate road space to give priority to buses, cyclists, and pedestrians to increase the efficiency of the highway network.

2.17 Section 8 of LTP3 covers active travel and "greener" travel choices. Relevant key points include:

> *"Promoting a long-lasting culture of cycling and walking, and public transport use, where the private car is no longer the "natural" choice where suitable alternatives exist."*

"Creating attractive, functional, "people-friendly" places which also encourage walking and cycling."

2.18 Paragraph 8.1.1 states *"a key focus of the LTP3 is to increase the modal share of walking and cycling by encouraging transfer from the many shorter distance journeys currently made by car."*

2.19 Policy E-1 plans to improve the pedestrian and cyclist environment by giving greater priority to these modes, whilst also making them safer by reducing volumes of traffic and providing attractive transport infrastructure to cyclists and pedestrians.

2.20 Paragraph 8.2.1 asserts "*Many people are discouraged from walking and cycling because of the danger (both real and perceived), pollution and intimidation caused by passing traffic, and because of breaks in the continuity of networks. The LTP3 aims, in the first instance, to create more extensive people-friendly environments which encourage people to walk and cycle regularly out of choice. This will be supported by road safety measures, reducing the dominance of motor vehicles, and re-allocating road space."*

2.21 **Figure 2.2** below is the summary included at the end of Chapter 8 of the LTP3 which outlines how active travel and "greener" travel choices will contribute to LTP3 goals.

Figure 2.2 – How Active Travel and Greener Travel Choices will contribute to LTP3 Goals (Figure 8.16 of the LTP3)

Supporting economic growth	- More active travel contributing to reduced economic costs of physical inactivity - A reduction in single occupancy car trips, particularly for shorter distance utility trips, with higher levels of walking and cycling contributing to reduced congestion, primarily in urban centres - Greater opportunities to provide attractive, car-free and shared spaces which increase footfall and support local businesses - Promotion of local "green fuel" technology business, supporting the Green Knowledge Economy
Tackling climate change	- Greater awareness and uptake of lower carbon travel choices for journeys to work and school - A long lasting cultural change towards more sustainable travel choices - Reduced carbon footprint of tourist related travel in the LTP area - "Greener fuel" vehicles accounting for a greater proportion of all vehicles in the LTP area
Better safety, security and health	- Increased modal share of walking and cycling resulting in higher levels of physical activity, lower levels of obesity and improved general health - Vibrant communities with greater people activity resulting in increased natural surveillance and, therefore, reduced crime and fear of crime
Equality of opportunity	- Better access to a range of services by the affordable options of walking and cycling - More accessible and widely available information for all to inform travel decision making
Improve Quality of Life	- People more able to explore and enjoy Dorset's outstanding natural environment by walking and cycling - Higher quality public realm creating pedestrian and cyclist friendly environments - Protection and enhancement of Dorset's attractive built and natural environments

2.22 The closure of Keyhole Bridge to motorised vehicles is wholly in accordance with the LTP3 which aims to prioritise walking and cycling, reducing the dominance of the car and re-allocating road space.

BCP Council Local Cycling & Walking Infrastructure Plan

2.23 The Local Cycle and Walking Infrastructure Plan (LCWIP) will be BCP Council's long-term strategic plan setting out the cycling and walking vision and the infrastructure that is required across the area in line with the Governments Gear Change plans. Public consultation on the LCWIP document took place between 1 November - 12 December 2021. The Council are currently reviewing the consultation feedback.

2.24 The document includes the target for 55% of primary school children to walk (or scoot/cycle) to school by 2025, and reaffirms the national policies to support walking and cycling to improve health and reduce congestion:

"Enabling residents to make short journeys by walking or cycling will reduce congestion and create health benefits for our residents. It will also help free up the roads for those who need or want to drive". (Councillor Mike Greene, Portfolio Holder Transport and Sustainability)

2.25 Section 7 of the document discusses the need to maintain quiet routes for walking and cycling:

"Many roads which previously had low traffic levels are now used as short-cuts to avoid congestion or traffic lights. As a result, these streets accommodate greater traffic volumes than originally designed for often travelling at inappropriate speeds. This extra traffic causes negative impacts such as delays on the main roads as drivers divert onto and off of them to/from residential streets, increased noise and air pollution, accidents, reduced interaction with neighbours, and an overall less pleasant living environment. Quiet routes for walking or cycling are therefore not as safe or as attractive as they could be."

Policy Summary

2.26 National and local policy share a clear aim in encouraging sustainable travel, particularly for short journeys, by prioritising walking and cycling over car travel. This includes supporting the reallocation of road space to sustainable modes to make active travel appealing and give more people the confidence to walk and cycle.

2.27 The health benefits of walking and cycling on both physical and mental health are well documented and a key driving force behind policies to maximise the use of these modes.

The re-opening of Keyhole Bridge to traffic is not in line with the Council's own policies to reduce the negative impacts of traffic on walking and cycling journeys. It does not accord with the long term vision to support a mode shift to sustainable modes which over time, will help tackle the wider issue of congestion.

3 Safety Considerations

3.1 The Portfolio Holder Decision Record (decision date not before 25 January 2021) highlights that one of the aims of Whitecliff Road scheme is specifically *"to create a safer environment to travel to and through the area on foot and/or by bicycle with safer and more sustainable access to the Poole park area. A further aim is to reduce the number of vehicles driving through Poole Park itself."*

3.2 Recent changes to the Highway Code introduced a hierarchy of road users to improve the safety of people walking, cycling and riding horses. A similar hierarchy is noted in Local Transport Plan 3: Bournemouth, Poole and Dorset (strategy 2011- 2026).

3.3 When considering safety it is important to recognise that the perception of safety is an important factor in increasing participation in active travel while perception of risk supresses active travel. In 2018 the Department for Transport commissioned and published Cycling and Walking Safety: a Rapid Evidence Assessment for the Department for Transport which states the following:

> *In the UK, recent high-profile incidents involving cyclists and pedestrians led to an urgent review of cycling safety and have focussed attention on the risk and perceived risk of cycling and walking (Department for Transport 2018). Maximising participation in walking and cycling necessitates that cyclists and pedestrians feel safe. Pedestrian and cyclist perceptions of safety will, in turn, be influenced by actual levels of safety. (pg7)*

3.4 The schedule of representation included in the Portfolio Holder Decision Post Engagement report includes numerous references to pedestrian and cyclist's safety concerns. For example:

> *'I have 3 young children and we regularly use the route. It brings great peace of mind knowing we are not going to be met by vehicular traffic coming the other way.'*
>
> *'I breathe a sigh of relief when I enter the 'closed to traffic roads' as I know at this point I am safe and do not have to battle with cars to get through keyhole bridge on my way to Whitecliff.'*
>
> *'…in the past it always scared me, especially when pushing a pushchair, as I'd have to push it into to road where the path narrows, into the path of potential oncoming traffic on a blind corner. It feels so much safer now.'*

3.5 Comments also make it clear that these safety concerns extend further than the bridge, for example:

> *'It has also stopped car speeding along the roads leading up to the bridge from both sides.'*
>
> *'The (Whitecliff) road has become safer without the traffic cutting through the park as this traffic is now non existent. The road can't cope with parking and with fast flowing two way traffic.'*

'Less dangerous to cross road, less dangerous for those parking to visit white cliff play park as less cars and they aren't speeding through a 'rat run'

3.6 The bridge is very narrow (2.7m wide) with no footway. (There is a narrow ledge 46 cm wide on one side however this falls far short of the minimum recommended width for a footway). As documented in the Council's Decision Record, there were three road casualties at or near to the bridge in the last 10 years. Two of these were at the bridge itself and in both cases, pedestrians were struck by vehicles negotiating the narrow passage under the bridge. As noted in the Decision Record, the approaches to the bridge, particularly from the Whitecliff side have poor visibility, which mean that pedestrians have to step into the highway not knowing whether or not a car is approaching from the opposite end (Parkside).

3.7 The Decision Record goes on to comment that there have been no formally recorded casualties reported to the Council during the trial itself and that officers have recently been alerted to concerns regarding "speeding cyclists" and near misses with pedestrians as a result of the closure to vehicular traffic. However Council observations did not identify any problems and it is acknowledged within the Decision Record that this can be addressed through introducing other physical measures to force cyclists to slow down.

3.8 The Council's Decision Record discusses the implication of removing the closure for vulnerable groups and states that *"there are some negative impacts on pedestrians, including the young, elderly and disabled who will find it more difficult to travel through keyhole bridge safely. However, making the route more attractive to cyclists may increase the frequency and speed of cyclists and the consequential risk of pedestrians individuals being struck by cyclists if the measure is not removed (this could addressed by adjusting the existing measur*e)." The Council's equalities assessment recognised the disbenefits as well as the benefits of the bridge closure but concluded that *"the decision (to reopen the bridge) may be regarded as negative overall."*

3.9 KMC considers that there are cost effective measures that could be implemented to minimise the potential for collision between pedestrians and cyclists. Conversely, if the bridge were to remain open to vehicular traffic, making improvements that would improve safety between pedestrians/cyclists and motor vehicles to acceptable standards is more difficult and costly within the constraints of the bridge.

4 Active Travel Economic Case

Introduction

4.1 This section of our report summarises the economic case for the closure of Keyhole Bridge to vehicular traffic.

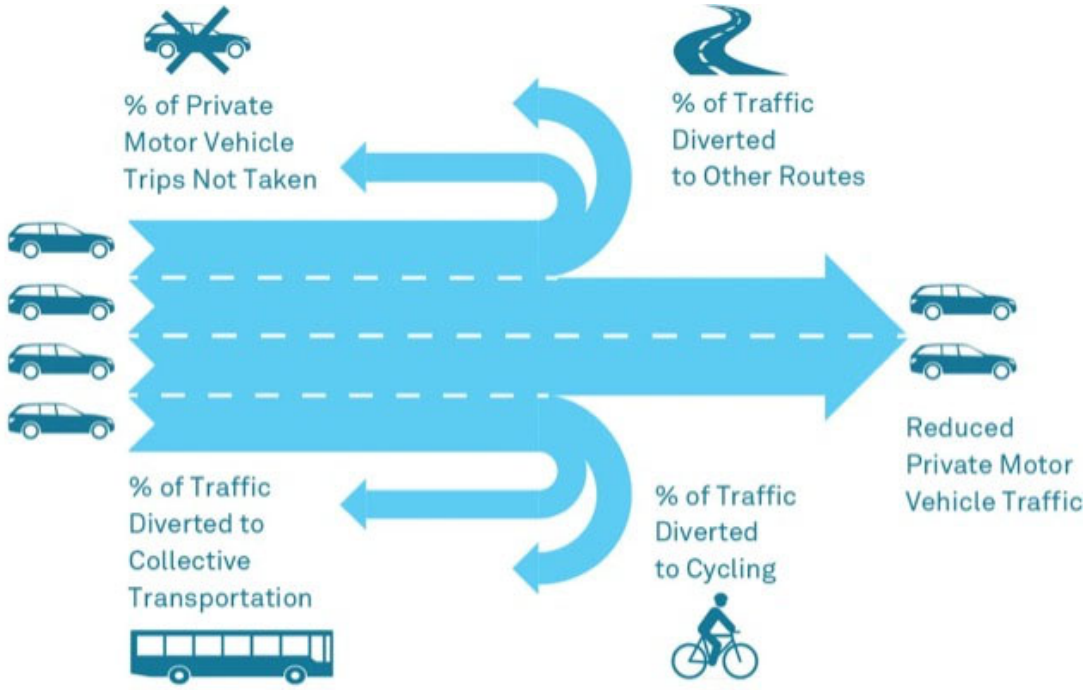
4.2 The economic case is split into three sub-sections. The first two sections review and challenge the economic disbenefits presented by BCP Council (also referred to as the Council), and the third reviews and challenges the Council's forecast active travel benefits.

Traffic Evaporation

Overview

4.3 Traffic evaporation describes the phenomenon of how traffic 'disappears' when road space is reallocated from private vehicles to more sustainable modes of transport such as walking, cycling and public transport. As summarised in **Figure 4.1** below, 'you get the traffic you build for'.

Figure 4.1: A Visual Illustration of the Traffic Evaporation Effect



Traffic Evaporation. Research shows that when road capacity is shifted to other modes, some peak-period traffic disappears from the network. Drivers shift to other modes, make trips at other times, or shift destinations.

Source: Global Street Design Guide

4.4 A study by Cairns et al (2002), building on their earlier seminal publication of the 'Evidence on the Effects of Road Capacity Reduction on Traffic Levels', showed that, after an initial 'settling in period', where road capacity was reduced for private cars the mean average traffic reduction was 21.9% and the median was 10.6%. Cairns et al (2002) identified the median percentage of 10.6% as a better reflection of central tendency.

4.5 Cairns et al (2002) explore the reasons for this reduction in traffic following road space reallocation, stating that the explanations are often more complex than had traditionally been assumed in traffic models. A number of reasons are cited, including:

- People switching mode of transport to active and public transport;
- People adjusting journey times to avoid peak times when travelling by car;
- People modifying their route; and,
- Increasingly, people choosing to work from home for all or part of the week (a possibility available to more people since the COVID-19 pandemic began) and, for other journey purposes, people simply not making the journey.

4.6 A significant research base demonstrates there is a direct correlation between road space reallocation and behaviour change, but, as Cairns et al (2002) acknowledged, this is not an overnight process. For example, the Cairns et al (2002) report showed that there was typically a short 'settling in period' after the reduction of road capacity for private cars. Here, traffic flows initially increased, before reducing as new patterns of behaviour became established.

4.7 Whilst the Cairns el al paper is from 2002 it is a seminal paper on transport planning that is still valid and used in current transport analysis. It brought together experience from 70 case studies on road space reallocation from general traffic, across 11 countries, with opinions from 200 transport professionals.

4.8 It is supported by a range of other important publications on so-called 'induced traffic'; the concept whereby new highway capacity generates traffic (and the converse whereby reducing capacity leads to traffic evaporation). This includes the Government's SACTRA report which acknowledged the phenomenon of induced traffic back in 1994.

Application

4.9 The Council's economic disbenefits calculation on Poole Park Road did not account for the traffic evaporation phenomenon. In light of this, KMC suggests that the Council's reported level of traffic disbenefits is likely to be an overestimation.

4.10 KMC has thus applied Cairns et al (2002) average mean (21.9%) and median (10.6%) traffic evaporation percentages to the Council's calculations under two different scenarios. These scenarios are set out below.

4.11 KMC also recognises that if the net number of vehicles using Parkstone Road was reduced due to traffic evaporation, this would also reduce journey delays.

4.12 Indeed, generally speaking, there is a strong relationship between traffic flow and delay. Simply put, the more traffic there is on a network, the greater the level of delay.

4.13 In uncongested conditions, and when a network is operating well within capacity, increasing levels of traffic flow tend to have a relatively minor effect on speeds and hence delays. However, as capacity is approached, speeds reduce more significantly and hence delays per vehicle increase.

4.14 The reverse is true when traffic flows are reduced. If traffic on a network reduces, then average speeds typically increase and delays per vehicle correspondingly decrease.

4.15 These impacts are typically assessed using a traffic model of a study area or longer-term observed journey times. We note that the Council's report Data Evidence Whitecliff Road (January 2022) includes a SATURN model but only uses the highway element of the model which is a fixed trip matrix and makes no allowance for traffic evaporation. Despite this the report shows that modelled journey times appear relatively unaffected by the closure of Keyhole Bridge. KMC does not have access to a forecasting model for Poole. However, as noted above, and evidenced by the Council's own SATURN model, the observed journey times used in the Council's assessment are not considered reflective of the longer-term impacts of the Keyhole Bridge closure.

4.16 In the absence of access to a traffic model, KMC has used the Department for Transport's (DfT) COBA manual (2021) to infer potential reductions in delay as a result of traffic evaporation. The COBA manual includes speed/flow curves which show the theoretical relationship between speed and flow for different categories of links. It is accepted that the application of link-based speed flow curves to network-wide traffic flow changes, such as those resulting from the closure of Keyhole Bridge, should be treated with caution. However, we have used the published curves to derive estimates of potential changes in delay that might result from the traffic evaporation effects described above.

4.17 **Table 4.1** below applies the speed/flow formula set out in the COBA manual for urban roads (Chapter 4, Part 5, Paragraph 4.5) as an appropriate proxy for the local network. We have estimated average speeds based on both the Council's observed flows on Parkstone Road on a weekday during the school term time (16:00-18:00), and those flows minus 10.6% (Cairns et al) to represent long term traffic evaporation impacts.

Table 4.1: Extractions from Figure 9/5 of the COBA Manual

Direction on Parkstone Road	Observed 2-hour flow (16:00-18:00 weekday)	Hourly flow in each direction (16:00-18:00 weekday)	Average speed at observed flow (from COBA)	Hourly flow (with traffic evaporation)	Average speed (from COBA)	Ratio of speeds
Outbound (Eastbound)	1,708	854	22.38kph	768.6	24.942kph	0.83
Inbound (Westbound)	2,150	1,075	15.75kph	967.5	18.975kph	0.90

Source: The flows were derived from the Portfolio Holder Decision Post Engagement Final Decision

4.18 **Table 4.2** below applies the speed ratio factors in **Table 4.1** to the per-vehicle delays estimated by the Council as a proxy estimation of how delays might reduce due to lower levels of traffic flow.

Table 4.2: Reduced Vehicle Delay with COBA Factors Applied assuming 10.6% (median) traffic evaporation

Direction on Parkstone Road	Pre-evaporation delay (secs)	Post-evaporation delay (secs)
Outbound (Eastbound)	202	168
Inbound (Westbound)	38	34

Source: Council observed delays when Poole Park closed (Portfolio Final Decision) and KMC application of DfT formulae

Traffic Evaporation Scenarios

4.19 Four scenarios have been developed that consider the impact of traffic evaporation on congestion and journey time delay:

- **Scenario 1a**: 10.6% (median evaporation) reduction in traffic flows applied to the number of vehicles travelling on Parkstone Road inbound and outbound from Poole between 16:00 and 18:00.
- **Scenario 1b**: 21.9% (mean evaporation) reduction in traffic flows applied to the number of vehicles travelling on Parkstone Road inbound and outbound from Poole between 16:00 and 18:00.
- **Scenario 2a**: 10.6% (median evaporation) reduction in traffic flows + COBA derived factors to estimate a reduction in the total additional journey delays per year (with median traffic evaporation).

- **Scenario 2b**: 21.9% (mean evaporation) reduction in traffic flows + COBA derived factors to estimate a reduction in the total additional journey delays per year (with median traffic evaporation).

4.20 **Table 4.3** demonstrates how, under the scenarios set out above, the Council's forecast level of disbenefit per annum would be reduced if the traffic evaporation phenomenon was applied to their calculations.

Table 4.3: Level of disbenefit in traffic evaporation scenarios

Scenario	Level of Disbenefit per annum
Council's Assessment	£219,666
Scenario 1a	£196,388
Scenario 1b	£171,564
Scenario 2a	£165,703
Scenario 2b	£144,758

4.21 KMC proposes to use Scenario 2a as a core scenario; Scenario 2a applies the median traffic evaporation effect of 10.6% and COBA derived factors to estimate a reduction in the total additional journey delays per year.

4.22 Under Scenario 2a the Council's forecast level of disbenefits would be reduced to **£165,703** per annum.

Vehicle Occupancy

4.23 The Council's current economic disbenefit calculations have been undertaken based on a car occupancy rate of 1.43 for 'general cars'. This number has been extracted from the TAG data book (see Table A.1.3.3) and is based on the occupancy rate for an 'average car journey' in the UK between the hours of 16:00 and 19:00.

4.24 Parkstone Road is, however, a key commuter corridor that serves major employment areas in Poole. As a result, Parkstone Road has a highly tidal profile of westbound (in the AM peak) and eastbound (in the PM peak) traffic flows. Furthermore, the traffic flows are based on delays that occur between 16:00 and 18:00. Therefore, it is considered more robust to base the car occupancy rate on the DfT's 'commuting car journey' occupancy rate of 1.14.

4.25 The Council calculated traffic disbenefits of **£2,365,000**, based on a vehicle occupancy rate of 1.0, discounted to 2010 prices, over a 20 year appraisal period.

4.26 Taking an average vehicle occupancy of 1.43 persons would increase the dis-benefit to **£3,382,000**, discounted to 2010 prices (paragraph 4.4 of the BCP Council Data Evidence Report, January 2022).

However, based on the evidence set out above, KMC considers that the average vehicle occupancy rate should be changed to 1.14 persons.

4.27 The application of the 1.14 vehicle occupancy ratio to the (1) Council's calculated congestion disbenefits and (2) KMC's recalculation of these disbenefits with the Scenario 2a traffic evaporation reductions, over a 20 year appraisal period, is set out below:

1. Council's calculated annual disbenefit with 1.14 vehicle occupancy: **£2,696,100** discounted to 2010 prices; and,

2. Scenario 2a traffic evaporation scenario with 1.14 vehicle occupancy: **£1,865,116** discounted to 2010 prices.

4.28 KMC proposes to treat Scenario 2a (with a 1.14 vehicle occupancy rate applied) as our core scenario in our Value for Money assessment.

4.29 It is also notes that the 2016 traffic survey was conducted in July/August which are peak times for traffic in the BCP area (see BCP Council's report Data Evidence Whitecliff Road (January 2022) Figure 2.5 – A350 Parkstone Road Weekly Traffic Profile 2016). The Council have assumed that July/August data can be expanded to estimate annual congestion 'disbenefits'; this approach may overstate the impact.

Walking and Cycling Benefits Review

4.30 The Council's existing Active Mode Appraisal Toolkit (AMAT) calculations are based on the closure of Keyhole Bridge leading to a 20% increase in cycle flows; however, the baseline flows are derived from a different "cycle infrastructure intervention in Weymouth". The Council's AMAT model inputs also assume a 12% increase in pedestrian flows based on national Living Streets data; however, the source of the pedestrian trips is not evidenced in their AMAT model.

4.31 The use of the Weymouth scheme AMAT outputs is not considered to be appropriate for the Keyhole Bridge scheme, especially when the Keyhole Bridge Community Group undertook walking and cycling counts both during the trial closure period (February 2021) and after Keyhole Bridge reopened to motorised vehicle traffic (September 2021).

4.32 Within the Council's AMAT spreadsheets a scheme cost of £100,000 has been inputted into the User Interface Cost tab and optimism bias has been set at 15%. The origin of this scheme cost is not confirmed and given the nature of the scheme, is likely to be an overestimation. Furthermore, the application of 15% optimism bias to this cost is also considered inappropriate, given the assessment is

retrospective and the cost of the scheme should thus be known. However, for consistency, KMC has retained this assumption in our calculations.

Our Approach

4.33 The trial closure of Keyhole Bridge was effective between 14th August 2020 and March 1st 2021.

4.34 The Keyhole Bridge Community Group undertook traffic counts whilst Keyhole Bridge was closed to motor vehicles on the 26th February 2021 between 15:30 and 18:00. The surveys took place towards the end of the trial period, by which time new active travel behaviours would have likely been established. Had the closure been in place for a longer period of time, it is quite possible that even greater use of active modes would have been observed as further behavioural adaptions took place.

4.35 Approximately five months after the reopening of Keyhole Bridge to motorised vehicle traffic, Keyhole Bridge Community Group undertook another traffic survey in September 2021.

4.36 Within our AMAT calculations KMC has used the September 2021 traffic surveys to inform the 'without scheme' traffic flow scenario, and the February 2021 surveys to inform the 'with scheme' scenario.

4.37 Both surveys were undertaken between 15:30 and 18:30. The total number of pedestrian and cycle flows in the 'without scheme' scenario, when Keyhole Bridge was open to motor vehicles, and the 'with scheme' scenario, when Keyhole Bridge was closed to motor vehicles, are presented below.

With Scheme

- Pedestrian trips: 632
- Cycling trips: 151

Without Scheme

- Pedestrian trips: 180
- Cycling trips: 67

Difference

- Pedestrian trips: +452
- Cycling trips: +84

4.38 The DfT's AMAT model requires pedestrian and cycling flows to be inputted in a daily format. Therefore, KMC used factors derived from the DfT's pedal cycle traffic distribution table (Table TRA0405) to convert the flows into a daily format (12-hour day). This dataset was used to derive the factors due to the wide range of data available, including flows across all days of the week and months

of the year to eliminate seasonal bias. As there is no national or local publicly available pedestrian dataset that met the same parameters, it was considered robust to use the same dataset as a proxy for pedestrians trips.

4.39 The calculated 12 hour daily flows for the 'with' and 'without' scenarios are set out below:

With Scheme

- Pedestrian trips: 3,350
- Cycling trips: 800

Without Scheme

- Pedestrian trips: 954
- Cycling trips: 355

Difference

- Pedestrian trips: +2,396
- Cycling trips: +445

4.40 Based on the assumption that 954 walking trips and 355 cycling trips represent the baseline (without scheme) daily flows, and 3,350 walking trips and 800 cycling trips represent the 'with intervention' daily flows, the active travel derived scheme benefits derived from AMAT would be **£10,400,417** (based on a 20 year appraisal period).

The Influence of the COVID-19 Pandemic on Walking and Cycling Trips

4.41 It is acknowledged that the data presented above is based on surveys undertaken during the COVID-19 pandemic. We have therefore taken the opportunity to review the influence of the pandemic on walking and cycling trips.

During COVID-19 lockdowns

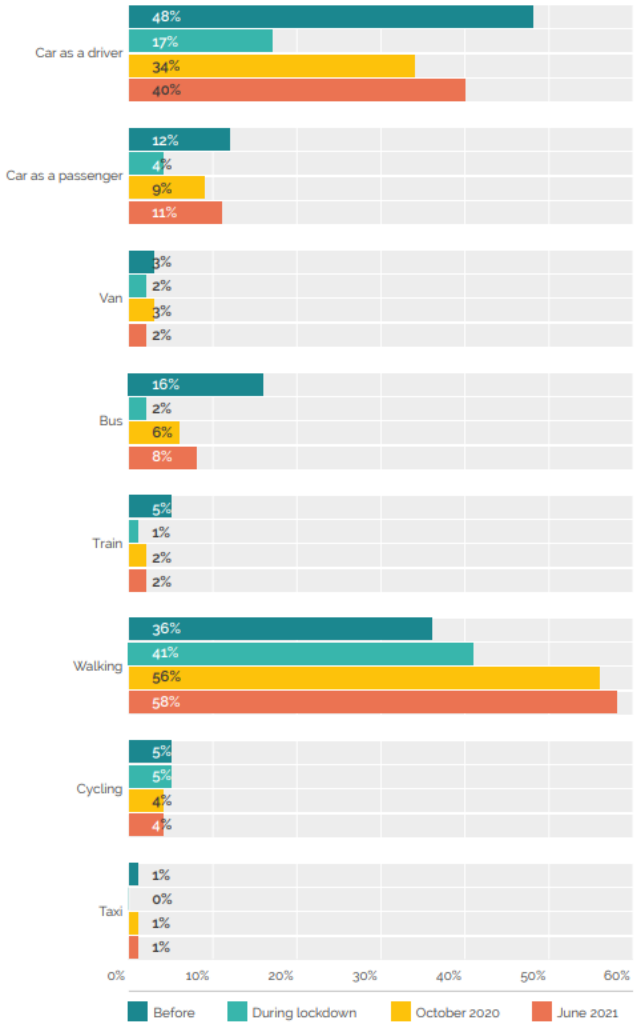
4.42 Research undertaken by Anable et al (2022) has shown that walking is the only mode of travel that people undertook more regularly during the COVID-19 lockdowns (henceforth, lockdowns), than they did in 2019 prior to the COVID-19 pandemic. Please note that regularly is defined as at least three days per week. In comparison, the number of people undertaking regular cycling trips was relatively stable; this being 5% in 2019 and 5% during lockdowns. The number of people driving regularly reduced from 48% in 2019 to 17% during lockdowns.

Post COVID-19 lockdowns

4.43 If 2019 data is compared to June 2021 data, when no lockdowns were in place, the following is observed:

- The number of people driving regularly increased to 40% in June 2021, but this is still lower than 2019 levels.
- The number of people cycling regularly reduced slightly from 5% in 2019 to 4% in June 2021.
- The increase in the number of people walking regularly during lockdown has been sustained. Here, 58% of people walked regularly in June 2021, compared to 36% in 2019.

Figure 4.2: Percentage of people reporting using each mode on at least three days a week



4.44 Reference: Anable, J., Brown, L., Docherty, I. and Marsden, G. 2022. Less is more: Changing travel in a post-pandemic society. Centre for Research into Energy Demand Solutions. Oxford, UK. ISBN: 978-1-913299-15-6

4.45 In light of the evidence presented above, it is considered that the Community Group's walking and cycling counts are appropriate for use in our active travel economic assessment.

Sensitivity Test

4.46 Notwithstanding the above evidence, as a sensitivity test, we have also set out three additional scenarios and compared them with the active mode benefits forecast by BCP Council, which were based on figures from the Weymouth scheme:

- If 75% of the KMC forecast active mode benefits were realised;
- If 50% of the KMC forecast active mode benefits were realised; and,
- If only 20% of the KMC forecast active mode benefits were realised.

4.47 The level of benefits for each of these scenarios is set out in **Table 4.4** below.

Table 4.4: AMAT Derived Active Mode Benefits for the Keyhole Bridge

Active Mode Benefit Scenarios	Forecast Level of Benefit
KMC Derived Active Mode Benefits	£10,400,417
75% KMC Derived Active Mode Benefits	£7,800,313
50% KMC Derived Active Mode Benefits	£5,200,208
20% KMC Derived Active Mode Benefits	£2,080,083
BCP Active Mode Benefits with 55% Growth (derived from Weymouth Scheme)	£2,055,064*
BCP Active Mode Benefits with 20% Growth (derived from Weymouth Scheme)	£931,847*

* Source: BCP Council AMAT output spreadsheets. £931,847 is the figure used by BCPs in their calculations.

Value for Money Assessment

Summary

4.48 On the basis of the analysis conducted, the practical effect of closing Keyhole Bridge to motorised vehicle traffic is seen in the calculated scheme benefits.

4.49 The effect of improving Poole's active travel network provides a strong imperative and policy justification for the promotion of additional movement by sustainable modes of travel.

4.50 The closure of Keyhole Bridge, as a directly assessed active travel intervention, is anticipated to provide net economic benefits of **£10,400,417** over a 20 year appraisal period. The forecast benefits are based on traffic counts provided by the Keyhole Bridge Community Group. Even if only 20% of the benefits are realised this still results in net economic benefits of **£2,080,083.**

4.51 KMC also reviewed and recalculated the congestion disbenefits provided by the Council; these disbenefits were based on a 1-month trial closure of Poole Park Road in 2016. Here, KMC assessed the impact of a 10.6% reduction in traffic flows and journey time delays due to traffic evaporation. A significant research base demonstrates there is a direct correlation between road space reallocation and behaviour change; however, this effect had not been considered by the Council.

4.52 KMC also proposed that a vehicle occupancy rate of 1.14, based on the DfT's 'commuting car journey' rate, should be used instead of the rate of 1.43 for 'general cars', which is used in the Council's economic disbenefit calculations for Parkstone Road.

4.53 The commuting car journey rate is deemed to be more appropriate for Parkstone Road because it is a commuter corridor that serves major employment areas in Poole. As a result, Parkstone Road has a tidal profile of westbound (in the AM peak) and eastbound (in the PM peak) traffic flows. The BCP Council traffic flows are also based on delays that occur between 16:00 and 18:00, which is when the majority of PM commuting journeys occur. Therefore, it is considered more appropriate to base the car occupancy rate on the DfT's 'commuting car journey' occupancy rate of 1.14.

4.54 The application of the 1.14 vehicle occupancy ratio to KMC's recalculation of the Council's disbenefits (with Scenario 2a traffic evaporation reductions applied) equates to an economic disbenefit of £1,865,116 discounted to 2010 prices. KMC has then added the Council's £100,000 scheme cost, which was discounted to 2010 prices within AMAT. The total PVC for the scheme was thus calculated to be **£1,934,469**.

4.55 The division of the scheme benefits against scheme costs (in 2010 prices) gives a benefit to cost ratio (BCR) of 5.4 based on KMC's active travel-related assessment outcomes; this falls into the 'very high' value for money category (BCR greater than 4) in the DfT's Value for Money Framework (VfM)[1].

4.56 **Table 4.5** below provides a summary of the scheme's Present Value of Costs (PVCs), Present Value of Benefits (PVBs) and BCRs under a number of different scenarios.

[1] DfT. Value for Money Assessment: Advice Note for Local Transport Decision Makers.

Table 4.5: Scheme Value for Money Assessment

	Scenario					
Output	*Scenario 2a + KMC AMAT Benefits*	Scenario 2a + 75% of KMC AMAT Benefits	Scenario 2a + 50% of KMC AMAT Benefits	Scenario 2a + 20% of KMC AMAT Benefits	Scenario 2a + BCP AMAT (20% Growth)	Scenario 2a + BCP AMAT (55% Growth)
PVC	£1,934,469	£1,934,469	£1,934,469	£1,934,469	£1,934,469	£1,934,469
PVB	£10,400,417	£7,800,313	£5,200,208	£2,080,083	£931,847	£2,055,064
NPV	£8,465,948	£5,865,844	£3,265,739	£145,614	-£1,002,622	£120,595
BCR	5.4	4.0	2.7	1.1	0.5	1.1
DfT VfM Category	*Very High*	Very High	High	Low	Poor	Low

Source: KMC and BCP Council

4.57 It can be seen from **Table 4.5** that the KMC core scenario (highlighted in blue) would result in a BCR of 5.4, which equates to a very high value for money. Even if only 20% of the KMC derived active mode benefits materialised, which we consider to be overly pessimistic, it would result in a BCR of 1.1 (e.g. the benefits and costs are effectively balanced).

4.58 Furthermore, even if the Council's calculated congestion disbenefits of £3,382,000 were deducted from KMC's calculated active mode benefits, the closure of Keyhole Bridge would still generate a positive net present value (NPV) for the KMC core scenario as well as the 75% and 50% of KMC AMAT benefits as presented in **Table 4.6** below.

Table 4.6: KMC Benefits Applied to BCP Council's Calculated Disbenefits

Output	Scenario 2a + KMC AMAT	Scenario 2a + 75% of KMC AMAT Benefits	Scenario 2a + 50% of KMC AMAT Benefits
PVC	£3,382,000	£3,382,000	£3,382,000
PVB	£10,400,417	£7,800,313	£5,200,208
NPV	£7,018,417	£4,418,313	£1,818,208
BCR	3.1	2.3	1.5
DfT VfM Category	High	High	Medium

4.59 The revised economic analysis set out within this report demonstrates the positive economic impact of closing Keyhole Bridge to motorised vehicle traffic. This economic analysis complements the policy case which clearly demonstrates a strong imperative and policy justification for the reinstatement of the modal filter at Keyhole Bridge.

5 Summary & Conclusions

5.1 This report has been prepared on behalf of the Keyhole Bridge Group to support their written representation in response to the current consultation by BCP Council regarding Keyhole Bridge, Poole. The Council is consulting on three options:

- Option A – leave Whitecliff Road open to all traffic through Keyhole Bridge;
- Option B – re-close Whitecliff Road at Keyhole Bridge to motor vehicles for a further trial period of 6 months using a new ETRO; or
- Option C – permanently close Whitecliff Road at Keyhole Bridge to motor vehicles.

5.2 The re-opening of Keyhole Bridge to traffic is not in line with the Council's own policies, or indeed national policies, which seek to induce a mode shift to sustainable modes and reduce the negative impacts of traffic on walking and cycling journeys. There are also safety concerns of the bridge being open to traffic.

5.3 BCP Council has provided an economic assessment of the closure of the bridge, which is set out in the BCP Council report titled 'Whitecliff Road Data Evidence', January 2022. The report concludes at paragraph 5.6 that "*Based on the data available from 2016, the cost to the economy from delayed traffic was £3.382million over 20 years. Benefits from predicted increased active mode travel were predicted to be £0.923million over 20 years.*"

5.4 It states at paragraph 4.9 that *"Adding the £0.923million benefit to the £-3.382million disbenefit would result in a £2.459million dis-benefit over a 20-year period."*

5.5 This report has reviewed the BCP Council's economic case and inputs and provided an updated assessment based on alternative inputs, which we consider to be more appropriate. The KMC economic assessment has forecast disbenefits to motorists of £1,934,469 over a 20 year period and benefits from increase in active travel of £10,400,417 over a 20 year period, resulting in a net present value (NPV) of **£8,465,948**. Even if only 20% of the forecast increase in active travel materialised, which is considered to be overly pessimistic, it would still result in a positive NPV over a 20 year period.

5.6 The revised economic analysis set out within this report demonstrates the positive economic impact of closing Keyhole Bridge to motorised vehicle traffic. This economic analysis complements the policy case which clearly demonstrates a strong imperative and policy requirement for the reinstatement of the modal filter at Keyhole Bridge.

5.7 The Decision Impact Assessment Report October 2020 classified the overall impact of reopening Keyhole Bridge to traffic as negative. The Portfolio Holder Decision (Post Engagement Final Decision

report the Portfolio Holder) stated that on the basis of the 2016 travel survey, the classifications for climate change and the economy should be green (not amber) and therefore the disbenefits of maintaining the closure of Whitecliff Road outweighed the benefits. Based on the evidence set out in this report, KMC concludes that this in incorrect, and that Keyhole Bridge should be permanently closed to motor vehicles, which is Option C of the Council's consultation

Appendix G – ATC Site 127 Sandbanks Road analysis

Multi-Day Volume Report POOLE_ATC 000000000127 2022-05-01 to 2022-05-22

Site Name 000000000127
Site ID 000000000127
Grid 403356090701
Description Sandbanks Road (speed site) Rtem CURRENT SITE (data 21/04/21)

Setup Setup0558 (Cls)
Lanes Each Lane
Time Period 1 hour
Class Any
Exclude data: None

All directions

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Average		Total
	2022-05-01	2022-05-02	2022-05-03	2022-05-04	2022-05-05	2022-05-06	2022-05-07	2022-05-08	2022-05-09	2022-05-10	2022-05-11	2022-05-12	2022-05-13	2022-05-14	2022-05-15	2022-05-16	2022-05-17	2022-05-18	2022-05-19	2022-05-20	2022-05-21	2022-05-22	Workday	7 Day	Count
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01:00:00	40	30	13	5	11	25	21	35	13	5	10	9	16	30	51	18	13	24	17	17	32	35	15	21	470
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07:00:00	201	275	818	827	911	939	360	283	919	897	955	959	920	414	179	791	923	923	886	870	333	279	854	694	14862
08:00:00	437	396	1018	1155	1316	1387	618	523	1343	1395	1366	1407	1218	637	350	1220	1282	1239	1250	1078	648	522	1205	1013	21805
09:00:00	626	661	856	933	989	1061	811	877	962	955	1022	1021	1121	941	612	844	909	930	960	951	884	807	945	902	19733
10:00:00	754	928	905	903	994	1163	1105	1091	994	871	907	997	1138	1145	764	865	952	1019	1099	963	987	1096	980	983	21640
11:00:00	916	1083	917	883	1026	1171	1255	1135	1001	899	993	962	1170	1081	865	903	1024	1074	1044	946	1081	1108	1006	1023	22537
12:00:00	890	1044	1030	941	1114	1277	1172	1184	1053	1040	991	1062	1262	1177	927	1013	1085	1157	1209	1004	1133	1134	1085	1086	23899
13:00:00	823	1007	887	880	1076	1181	1143	1129	1014	946	925	1066	1118	1098	857	859	1062	992	1074	1059	1040	1102	1010	1015	22338
14:00:00	906	956	956	1013	1127	1338	1231	1156	1123	1077	978	1139	1229	1066	878	941	1156	1053	1125	1165	1100	1051	1092	1081	23764
15:00:00	829	923	1000	1098	1303	1452	1221	1163	1184	1189	1001	1254	1272	1124	845	1063	1236	1182	1265	1286	1075	992	1181	1139	24957
16:00:00	800	932	1126	1202	1463	1588	1143	1172	1473	1472	1215	1380	1469	1187	794	1208	1283	1278	1354	1274	1153	1114	1314	1239	27080
17:00:00	641	935	1205	1308	1522	1361	1161	1133	1386	1548	1349	1414	1346	1002	711	1179	1235	1218	1431	1220	1087	925	1310	1208	26317
18:00:00	505	710	750	961	1023	976	928	906	923	1012	861	960	1121	842	535	779	731	840	1102	956	890	775	914	872	19086
19:00:00	401	545	510	642	745	748	769	814	628	621	652	731	876	671	434	574	533	575	876	680	723	659	662	656	14407
20:00:00	319	402	334	552	658	566	644	569	518	511	609	553	731	568	390	514	442	428	722	581	569	585	541	535	11765
21:00:00	228	281	273	439	428	417	455	308	320	312	504	427	548	378	267	352	336	386	462	470	478	335	397	384	8404
22:00:00	182	117	150	188	215	321	317	137	179	197	203	244	370	299	138	178	204	203	286	323	333	165	225	225	4949
23:00:00	88	48	55	82	86	188	215	62	86	82	76	93	198	170	96	50	72	73	126	181	164	49	100	106	2340
07-19	8328	9850	11468	12104	13864	14894	12148	11752	13375	13301	12563	13621	14384	11714	8317	11665	12878	12905	13799	12772	11411	10905	12896	12255	268018
06-22	9363	11153	12767	13914	15923	16838	14119	13544	15031	14936	14515	15534	16761	13447	9480	13282	14424	14495	16058	14715	13295	12592	14690	13996	306186
06-24	9633	11318	12972	14184	16224	17347	14651	13743	15296	15215	14794	15871	17329	13916	9714	13510	14700	14771	16470	15219	13792	12806	15015	14327	313475
00-24	9803	11493	13090	14300	16349	17486	14800	13970	15397	15320	14911	15993	17470	14109	9913	13652	14847	14911	16603	15366	13972	13037	15146	14476	316792
am Peak	11:00:00	11:00:00	08:00:00	08:00:00	08:00:00	08:00:00	11:00:00	11:00:00	08:00:00	08:00:00	08:00:00	08:00:00	08:00:00	10:00:00	11:00:00	08:00:00	08:00:00	08:00:00	08:00:00	08:00:00	11:00:00	11:00:00	08:00:00	11:00:00	
Peak Volume	916	1083	1018	1155	1316	1387	1255	1135	1343	1395	1366	1407	1218	1145	865	1220	1282	1239	1250	1078	1081	1108	1205	1023	
pm Peak	14:00:00	12:00:00	17:00:00	17:00:00	17:00:00	16:00:00	14:00:00	12:00:00	16:00:00	17:00:00	17:00:00	17:00:00	16:00:00	16:00:00	12:00:00	16:00:00	16:00:00	16:00:00	17:00:00	15:00:00	16:00:00	12:00:00	16:00:00	16:00:00	
Peak Volume	906	1044	1205	1308	1522	1588	1231	1184	1473	1548	1349	1414	1469	1187	927	1208	1283	1278	1431	1286	1153	1134	1314	1239	

southbound

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Average		Total
	2022-05-01	2022-05-02	2022-05-03	2022-05-04	2022-05-05	2022-05-06	2022-05-07	2022-05-08	2022-05-09	2022-05-10	2022-05-11	2022-05-12	2022-05-13	2022-05-14	2022-05-15	2022-05-16	2022-05-17	2022-05-18	2022-05-19	2022-05-20	2022-05-21	2022-05-22	Workday	7 Day	Count
00:00:00	23	14	7	8	11	10	22	29	7	7	7	10	13	27	37	10	14	9	8	13	32	36	10	15	354
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05:00:00	19	27	35	29	34	37	21	22	29	30	28	41	39	21	14	23	48	41	42	24	20	28	34	30	652
06:00:00	57	44	83	90	133	122	67	64	96	104	97	121	113	70	48	92	122	114	110	133	77	83	105	94	2040
07:00:00	110	169	397	388	454	445	208	162	449	431	446	432	443	251	101	384	432	452	418	422	185	179	411	342	7358
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09:00:00	322	349	427	525	528	547	481	508	490	498	504	564	602	522	336	421	507	479	527	484	477	492	497	483	10590
10:00:00	359	549	492	477	521	646	627	635	526	449	450	527	601	594	338	476	524	559	589	483	556	666	525	529	11644
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14:00:00	434	505	412	485	583	654	650	591	514	550	467	557	575	548	436	433	544	517	563	605	591	548	531	534	11762
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17:00:00	294	439	629	684	825	674	483	459	727	882	726	751	741	437	334	616	668	656	786	636	539	398	696	617	13384
18:00:00	257	314	395	465	570	506	425	423	491	547	448	503	562	396	271	397	394	435	594	495	420	382	474	444	9690
19:00:00	184	230	241	350	401	377	372	409	329	278	361	351	443	308	225	312	265	293	411	366	357	322	334	327	7185
20:00:00	149	190	160	277	294	260	290	232	271	242	288	277	346	274	196	288	211	220	326	307	264	276	264	257	5638
21:00:00	101	126	118	181	158	170	175	102	139	152	209	178	209	165	101	139	169	176	192	195	204	109	167	159	3468
22:00:00	80	33	60	61	80	162	158	49	75	85	87	102	164	140	58	59	79	87	129	148	135	62	94	95	2093
23:00:00	30	20	17	27	31	71	75	22	40	30	31	40	74	68	41	21	26	30	30	63	49	21	37	39	857
07-19	4114	5113	5669	6063	7090	7450	6346	6095	6771	6832	6335	6861	7293	6014	4186	5888	6531	6579	7174	6466	5934	5781	6541	6242	136585
06-22	4605	5703	6271	6961	8076	8379	7250	6902	7606	7608	7290	7788	8404	6831	4756	6719	7298	7382	8213	7467	6836	6571	7411	7079	154916
06-24	4715	5756	6348	7049	8187	8612	7483	6973	7721	7723	7408	7930	8642	7039	4855	6799	7403	7499	8372	7678	7020	6654	7542	7213	157866
00-24	4793	5852	6410	7108	8254	8686	7555	7057	7771	7777	7468	8000	8719	7121	4947	6860	7485	7584	8443	7746	7105	6773	7611	7287	159514
am Peak	11:00:00	11:00:00	08:00:00	08:00:00	08:00:00	08:00:00	11:00:00	11:00:00	08:00:00	08:00:00	08:00:00	08:00:00	08:00:00	11:00:00	11:00:00	08:00:00	08:00:00	08:00:00	08:00:00	08:00:00	11:00:00	10:00:00	08:00:00	11:00:00	
Peak Volume	451	596	517	609	665	697	733	655	685	663	714	714	628	645	425	650	681	670	647	583	592	666	623	540	
pm Peak	12:00:00	12:00:00	17:00:00	17:00:00	17:00:00	16:00:00	12:00:00	12:00:00	16:00:00	17:00:00	17:00:00	17:00:00	16:00:00	12:00:00	12:00:00	16:00:00	17:00:00	17:00:00	17:00:00	17:00:00	12:00:00	12:00:00	17:00:00	17:00:00	
Peak Volume	435	539	629	684	825	798	687	660	773	882	726	751	746	659	489	621	668	656	786	636	636	642	696	617	

Northbound

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Average		Total
	2022-05-01	2022-05-02	2022-05-03	2022-05-04	2022-05-05	2022-05-06	2022-05-07	2022-05-08	2022-05-09	2022-05-10	2022-05-11	2022-05-12	2022-05-13	2022-05-14	2022-05-15	2022-05-16	2022-05-17	2022-05-18	2022-05-19	2022-05-20	2022-05-21	2022-05-22	Workday	7 Day	Count
00:00:00	36	18	14	10	18	11	34	74	13	16	10	10	16	54	47	23	31	11	13	34	43	71	17	26	607
01:00:00	24	19	10	2	5	15	15	21	5	2	5	4	10	19	29	11	7	7	10	8	15	18	8	11	261
02:00:00	12	8	4	4	1	0	3	18	2	2	3	2	6	14	16	5	1	6	3	11	12	8	4	6	141
03:00:00	8	11	6	8	7	3	9	8	3	4	6	3	5	6	5	7	4	13	2	4	4	4	6	6	130
04:00:00	7	9	7	8	4	5	4	4	7	7	9	7	8	3	3	8	4	5	7	6	8	5	7	6	135
05:00:00	5	14	15	25	23	31	12	18	21	20	24	26	19	15	7	27	18	13	27	16	13	6	21	18	395
06:00:00	30	31	99	87	95	91	36	37	94	87	90	81	109	46	24	85	113	87	89	79	37	25	88	72	1552
07:00:00	91	106	421	439	457	494	152	121	470	466	509	527	477	163	78	407	491	471	468	448	148	100	443	352	7504
08:00:00	191	168	501	546	651	690	298	198	658	732	652	693	590	293	147	570	601	569	603	495	317	217	581	483	10380
09:00:00	304	312	429	408	461	514	330	369	472	457	518	457	519	419	276	423	402	451	433	467	407	315	448	419	9143
10:00:00	395	379	413	426	473	517	478	456	468	422	457	470	537	551	426	389	428	460	510	480	431	430	455	454	9996
11:00:00	465	487	443	439	497	603	522	480	493	456	535	478	580	436	440	423	461	490	443	498	489	454	488	483	10612
12:00:00	455	505	504	441	553	585	485	524	499	502	479	538	622	518	438	547	497	539	542	490	497	492	523	513	11252
13:00:00	422	509	451	458	543	628	524	555	498	472	467	544	567	515	424	429	566	527	516	498	489	483	512	505	11085
14:00:00	472	451	544	528	544	684	581	565	609	527	511	582	654	518	442	508	612	536	562	560	509	503	561	547	12002
15:00:00	412	466	535	612	684	782	635	633	646	577	518	682	658	607	422	549	683	633	709	680	536	539	628	603	13198
16:00:00	412	462	627	624	761	790	616	599	700	727	546	669	723	669	397	587	702	683	686	645	636	671	662	636	13932
17:00:00	347	496	576	624	697	687	678	674	659	666	623	663	605	565	377	563	567	562	645	584	548	527	614	591	12933
18:00:00	248	396	355	496	453	470	503	483	432	465	413	457	559	446	264	382	337	405	508	461	470	393	439	428	9396
19:00:00	217	315	269	292	344	371	397	405	299	343	291	380	433	363	209	262	268	282	465	314	366	337	329	328	7222
20:00:00	170	212	174	275	364	306	354	337	247	269	321	276	385	294	194	226	231	208	396	274	305	309	278	278	6127
21:00:00	127	155	155	258	270	247	280	206	181	160	295	249	339	213	166	213	167	210	270	275	274	226	230	225	4936
22:00:00	102	84	90	127	135	159	159	88	104	112	116	142	206	159	80	119	125	116	157	175	198	103	131	130	2856
23:00:00	58	28	38	55	55	117	140	40	46	52	45	53	124	102	55	29	46	43	96	118	115	28	63	67	1483
07-19	4214	4737	5799	6041	6774	7444	5802	5657	6604	6469	6228	6760	7091	5700	4131	5777	6347	6326	6625	6306	5477	5124	6355	6013	131433
06-22	4758	5450	6496	6953	7847	8459	6869	6642	7425	7328	7225	7746	8357	6616	4724	6563	7126	7113	7845	7248	6459	6021	7279	6917	151270
06-24	4918	5562	6624	7135	8037	8735	7168	6770	7575	7492	7386	7941	8687	6877	4859	6711	7297	7272	8098	7541	6772	6152	7473	7114	155609
00-24	5010	5641	6680	7192	8095	8800	7245	6913	7626	7543	7443	7993	8751	6988	4966	6792	7362	7327	8160	7620	6867	6264	7535	7188	157278
am Peak	11:00:00	11:00:00	08:00:00	08:00:00	08:00:00	08:00:00	11:00:00	11:00:00	08:00:00	08:00:00	08:00:00	08:00:00	08:00:00	10:00:00	11:00:00	08:00:00	08:00:00	08:00:00	08:00:00	11:00:00	11:00:00	11:00:00	08:00:00	08:00:00	
Peak Volume	465	487	501	546	651	690	522	480	658	732	652	693	590	551	440	570	601	569	603	498	489	454	581	483	
pm Peak	14:00:00	13:00:00	16:00:00	16:00:00	16:00:00	16:00:00	17:00:00	17:00:00	16:00:00	16:00:00	17:00:00	15:00:00	16:00:00	16:00:00	14:00:00	16:00:00	16:00:00	16:00:00	15:00:00	15:00:00	16:00:00	16:00:00	16:00:00	16:00:00	
Peak Volume	472	509	627	624	761	790	678	674	700	727	623	682	723	669	442	587	702	683	709	680	636	671	662	636	

Event key: QC failure | Atypical (QC) | Events | Special | Holiday | Offline
Weekends and defined holidays

Notes on data:
Weekly (7-day) averages are calculated as the average of workday values and weekend values, weighted in the proportion 5:2.

Holidays & Events:

Start	End	Type	Lanes	Included	Description
02/05/2022 00:00	02/05/2022 23:59	Holiday	-	Yes	Holiday

Multi-Day Volume Report POOLE_ATC 000000000127 2018-05-01 to 2018-05-22

Site Name 000000000127
Site ID 000000000127
Grid 403356090701
Description Sandbanks Road (speed site) Rtem CURRENT SITE (data 21/04/21)

Setup Setup0287 (6CLS)
Lanes Each Lane
Bins Total
Time Period 1 hour
Exclude data: None

All directions

	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Average		Total
	2018-05-01	2018-05-02	2018-05-03	2018-05-04	2018-05-05	2018-05-06	2018-05-07	2018-05-08	2018-05-09	2018-05-10	2018-05-11	2018-05-12	2018-05-13	2018-05-14	2018-05-15	2018-05-16	2018-05-17	2018-05-18	2018-05-19	2018-05-20	2018-05-21	2018-05-22	Workday	7 Day	Count
00:00:00	60	47	62	68	125	172	123	66	56	48	66	144	158	44	53	64	71	87	154	214	69	48	64	92	1999
01:00:00	24	15	17	40	68	96	58	32	32	17	34	63	108	16	17	22	22	32	71	88	35	27	28	43	934
02:00:00	14	12	5	10	39	36	22	12	14	6	7	28	44	12	17	12	11	6	35	34	20	10	12	19	406
03:00:00	9	6	9	10	21	26	19	17	7	12	11	20	25	6	4	11	6	5	24	29	8	10	9	14	295
04:00:00	3	3	7	5	4	13	10	7	7	10	9	9	13	6	7	5	10	4	16	18	6	7	7	8	179
05:00:00	13	12	12	16	7	15	11	16	15	13	13	17	9	16	10	9	19	17	7	5	13	12	14	13	277
06:00:00	46	49	42	39	42	22	31	50	53	31	40	33	30	43	45	53	44	58	40	31	38	32	43	40	892
07:00:00	158	148	156	161	95	84	118	172	153	160	175	101	78	156	162	147	163	160	114	88	167	182	159	140	3098
08:00:00	940	926	967	936	315	290	339	958	1004	983	923	289	225	936	941	980	944	930	369	211	940	998	915	735	16344
09:00:00	1357	1276	1398	1272	672	655	888	1373	1328	1406	1364	573	407	1285	1370	1354	1331	1302	762	464	1295	1336	1308	1103	24468
10:00:00	1006	891	1042	914	931	1117	1308	1028	972	1011	973	814	731	967	976	1018	1104	991	971	781	1024	921	1009	975	21491
11:00:00	969	785	1015	1072	1082	1245	1361	1083	981	941	1013	942	908	989	1040	937	964	1127	1105	1036	958	907	1009	1021	22460
12:00:00	984	848	1057	1111	1225	1332	1339	1105	1023	996	1086	1007	1015	1070	1093	959	1040	1025	995	1121	1050	981	1048	1067	23462
13:00:00	1013	1026	1138	1141	1123	1285	1195	1153	1088	1039	1051	1039	1021	1093	1173	1059	1128	1199	965	1199	1074	1081	1103	1104	24283
14:00:00	916	907	969	1070	1098	1139	1150	1101	1053	1000	989	960	901	1022	1097	932	1051	1128	954	1131	994	1052	1027	1028	22614
15:00:00	1034	1023	1060	1209	1045	1190	1090	1190	1010	1009	1082	923	975	1084	1132	896	1162	1205	1015	1159	1064	1121	1086	1076	23678
16:00:00	1179	1096	1239	1296	1053	1157	1200	1338	1181	1101	1220	917	950	1201	1188	1010	1157	1292	1016	1231	1219	1228	1197	1156	25469
17:00:00	1177	1275	1301	1158	1111	1225	1252	1490	1397	1277	1164	976	1030	1370	1397	1217	1306	1288	984	1152	1313	1388	1298	1236	27248
18:00:00	1264	1342	1350	1241	1180	1209	1314	1350	1325	1277	1183	896	932	1446	1337	1196	1394	1300	1090	1006	1306	1467	1318	1242	27405
19:00:00	946	1034	997	963	1081	1160	1266	937	968	942	846	726	629	1098	1222	906	1095	998	812	820	852	1039	1007	968	21337
20:00:00	632	687	715	713	928	1035	1039	675	621	684	582	574	501	705	842	604	759	763	742	659	512	821	710	718	15793
21:00:00	426	507	502	590	708	801	726	520	425	570	431	354	439	646	661	433	584	577	620	490	420	620	540	548	12050
22:00:00	249	366	324	421	493	497	463	329	362	382	308	282	259	403	396	395	389	402	367	255	334	426	372	368	8102
23:00:00	148	198	222	238	279	288	180	147	266	184	205	224	97	160	213	200	219	269	322	147	161	201	201	208	4568
07-19	11997	11543	12692	12581	10930	11928	12554	13341	12515	12200	12223	9437	9173	12619	12906	11705	12744	12947	10340	10579	12404	12662	12477	11883	262020
06-22	14047	13820	14948	14886	13689	14946	15616	15523	14582	14427	14122	11124	10772	15111	15676	13701	15226	15343	12554	12579	14226	15174	14777	14158	312092
06-24	14444	14384	15494	15545	14461	15731	16259	15999	15210	14993	14635	11630	11128	15674	16285	14296	15834	16014	13243	12981	14721	15801	15349	14734	324762
00-24	14567	14479	15606	15694	14725	16089	16502	16149	15341	15099	14775	11911	11485	15774	16393	14419	15973	16165	13550	13369	14872	15915	15483	14922	328852
am Peak	09:00:00	09:00:00	09:00:00	09:00:00	11:00:00	11:00:00	11:00:00	09:00:00	09:00:00	09:00:00	09:00:00	11:00:00	11:00:00	09:00:00	09:00:00	09:00:00	09:00:00	09:00:00	11:00:00	11:00:00	09:00:00	09:00:00	09:00:00	09:00:00	
Peak Volume	1357	1276	1398	1272	1082	1245	1361	1373	1328	1406	1364	942	908	1285	1370	1354	1331	1302	1105	1036	1295	1336	1308	1103	
pm Peak	18:00:00	18:00:00	18:00:00	16:00:00	12:00:00	12:00:00	12:00:00	17:00:00	17:00:00	17:00:00	16:00:00	13:00:00	17:00:00	18:00:00	17:00:00	17:00:00	18:00:00	18:00:00	18:00:00	16:00:00	17:00:00	18:00:00	18:00:00	18:00:00	
Peak Volume	1264	1342	1350	1296	1225	1332	1339	1490	1397	1277	1220	1039	1030	1446	1397	1217	1394	1300	1090	1231	1313	1467	1318	1242	

southbound

	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Average		Total
	2018-05-01	2018-05-02	2018-05-03	2018-05-04	2018-05-05	2018-05-06	2018-05-07	2018-05-08	2018-05-09	2018-05-10	2018-05-11	2018-05-12	2018-05-13	2018-05-14	2018-05-15	2018-05-16	2018-05-17	2018-05-18	2018-05-19	2018-05-20	2018-05-21	2018-05-22	Workday	7 Day	Count
00:00:00	26	21	26	27	62	77	44	25	24	16	24	57	71	18	22	24	37	27	62	87	33	18	26	38	828
01:00:00	13	5	10	14	25	39	20	13	14	5	12	31	46	7	8	11	7	13	27	38	16	12	11	18	386
02:00:00	7	6	3	5	17	13	12	5	6	2	2	12	17	4	6	6	3	3	16	10	8	4	5	8	167
03:00:00	5	4	4	6	11	10	10	9	2	6	7	13	11	3	2	7	2	3	15	14	6	3	5	7	153
04:00:00	2	1	5	4	2	5	6	4	6	6	4	4	6	4	4	2	7	1	3	7	3	4	4	4	90
05:00:00	6	6	5	5	1	9	5	6	7	5	6	10	3	7	5	4	6	9	3	2	6	5	6	5	121
06:00:00	20	27	25	23	27	16	23	31	35	17	21	19	18	28	27	27	27	41	25	22	20	22	26	25	541
07:00:00	94	72	83	84	56	61	84	92	75	91	101	61	59	80	93	77	75	96	60	63	93	108	87	80	1758
08:00:00	478	456	484	476	181	187	238	487	500	496	446	158	141	468	464	472	458	454	216	132	475	488	459	376	8355
09:00:00	688	643	720	647	368	457	681	679	670	741	701	296	241	639	680	706	665	656	415	274	653	663	677	581	12883
10:00:00	540	427	533	470	524	738	926	590	495	548	519	462	443	502	524	512	594	522	551	502	530	478	544	542	11930
11:00:00	546	404	552	578	644	773	899	627	525	477	535	500	514	553	588	458	550	603	661	582	545	489	558	574	12603
12:00:00	480	455	573	606	703	870	807	589	544	512	540	542	563	583	624	480	542	530	604	609	568	514	559	585	12838
13:00:00	514	550	583	626	641	767	713	649	607	524	552	561	553	598	647	548	624	659	533	677	559	580	596	603	13265
14:00:00	450	493	480	565	646	649	661	587	535	476	488	495	483	513	555	462	516	585	506	632	489	526	524	537	11792
15:00:00	501	503	527	579	554	619	567	553	483	589	538	425	464	539	523	434	569	574	504	570	504	557	534	531	11676
16:00:00	521	500	547	543	514	543	538	590	493	498	519	463	480	559	523	432	518	566	468	563	558	586	531	523	11522
17:00:00	578	633	620	674	528	541	554	678	692	630	602	465	473	653	680	620	645	657	467	519	642	688	640	600	13239
18:00:00	683	738	754	675	527	503	497	694	710	698	601	433	393	850	698	664	756	683	492	453	649	780	696	630	13931
19:00:00	501	496	548	522	513	520	522	528	488	528	456	370	293	616	685	477	602	529	374	387	456	567	533	497	10978
20:00:00	353	355	351	377	432	431	438	349	331	362	292	288	256	358	393	330	396	414	344	300	290	421	363	357	7861
21:00:00	188	239	244	279	312	297	263	250	212	246	220	170	216	268	276	240	266	258	287	208	218	275	246	247	5432
22:00:00	126	164	119	158	168	166	124	123	137	131	129	123	95	139	154	158	129	166	142	105	133	175	142	139	3064
23:00:00	69	92	109	109	105	117	66	67	144	80	83	88	41	57	114	86	112	117	124	56	61	90	91	90	1987
07-19	6073	5874	6456	6523	5886	6708	7165	6815	6329	6280	6142	4861	4807	6537	6599	5865	6512	6585	5477	5576	6265	6457	6405	6161	135792
06-22	7135	6991	7624	7724	7170	7972	8411	7973	7395	7433	7131	5708	5590	7807	7980	6939	7803	7827	6507	6493	7249	7742	7573	7287	160604
06-24	7330	7247	7852	7991	7443	8255	8601	8163	7676	7644	7343	5919	5726	8003	8248	7183	8044	8110	6773	6654	7443	8007	7805	7517	165655
00-24	7389	7290	7905	8052	7561	8408	8698	8225	7735	7684	7398	6046	5880	8046	8295	7237	8106	8166	6899	6812	7515	8053	7862	7597	167400
am Peak	09:00:00	09:00:00	09:00:00	09:00:00	11:00:00	11:00:00	10:00:00	09:00:00	09:00:00	09:00:00	09:00:00	11:00:00	11:00:00	09:00:00	09:00:00	09:00:00	09:00:00	09:00:00	11:00:00	11:00:00	09:00:00	09:00:00	09:00:00	09:00:00	
Peak Volume	688	643	720	647	644	773	926	679	670	741	701	500	514	639	680	706	665	656	661	582	653	663	677	581	
pm Peak	18:00:00	18:00:00	18:00:00	18:00:00	12:00:00	12:00:00	12:00:00	18:00:00	18:00:00	18:00:00	17:00:00	13:00:00	12:00:00	18:00:00	18:00:00	18:00:00	18:00:00	18:00:00	12:00:00	13:00:00	18:00:00	18:00:00	18:00:00	18:00:00	
Peak Volume	683	738	754	675	703	870	807	694	710	698	602	561	563	850	698	664	756	683	604	677	649	780	696	630	

Northbound

	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Average		Total
	2018-05-01	2018-05-02	2018-05-03	2018-05-04	2018-05-05	2018-05-06	2018-05-07	2018-05-08	2018-05-09	2018-05-10	2018-05-11	2018-05-12	2018-05-13	2018-05-14	2018-05-15	2018-05-16	2018-05-17	2018-05-18	2018-05-19	2018-05-20	2018-05-21	2018-05-22	Workday	7 Day	Count
00:00:00	34	26	36	41	63	95	79	41	32	32	42	87	87	26	31	40	34	60	92	127	36	30	39	54	1171
01:00:00	11	10	7	26	43	57	38	19	18	12	22	32	62	9	9	11	15	19	44	50	19	15	16	25	548
02:00:00	7	6	2	5	22	23	10	7	8	4	5	16	27	8	11	6	8	3	19	24	12	6	7	11	239
03:00:00	4	2	5	4	10	16	9	8	5	6	4	7	14	3	2	4	4	2	9	15	2	7	4	7	142
04:00:00	1	2	2	1	2	8	4	3	1	4	5	5	7	2	3	3	3	3	13	11	3	3	3	4	89
05:00:00	7	6	7	11	6	6	6	10	8	8	7	7	6	9	5	5	13	8	4	3	7	7	8	7	156
06:00:00	26	22	17	16	15	6	8	19	18	14	19	14	12	15	18	26	17	17	15	9	18	10	18	16	351
07:00:00	64	76	73	77	39	23	34	80	78	69	74	40	19	76	69	70	88	64	54	25	74	74	71	60	1340
08:00:00	462	470	483	460	134	103	101	471	504	487	477	131	84	468	477	508	486	476	153	79	465	510	457	359	7989
09:00:00	669	633	678	625	304	198	207	694	658	665	663	277	166	646	690	648	666	646	347	190	642	673	631	522	11585
10:00:00	466	464	509	444	407	379	382	438	477	463	454	352	288	465	452	506	510	469	420	279	494	443	465	433	9561
11:00:00	423	381	463	494	438	472	462	456	456	464	478	442	394	436	452	479	414	524	444	454	413	418	451	448	9857
12:00:00	504	393	484	505	522	462	532	516	479	484	546	465	452	487	469	479	498	495	391	512	482	467	489	483	10624
13:00:00	499	476	555	515	482	518	482	504	481	515	499	478	468	495	526	511	504	540	432	522	515	501	507	501	11018
14:00:00	466	414	489	505	452	490	489	514	518	524	501	465	418	509	542	470	535	543	448	499	505	526	503	491	10822
15:00:00	533	520	533	630	491	571	523	637	527	420	544	498	511	545	609	462	593	631	511	589	560	564	552	545	12002
16:00:00	658	596	692	753	539	614	662	748	688	603	701	454	470	642	665	578	639	726	548	668	661	642	666	632	13947
17:00:00	599	642	681	484	583	684	698	812	705	647	562	511	557	717	717	597	661	631	517	633	671	700	658	636	14009
18:00:00	581	604	596	566	653	706	817	656	615	579	582	463	539	596	639	532	638	617	598	553	657	687	623	612	13474
19:00:00	445	538	449	441	568	640	744	409	480	414	390	356	336	482	537	429	493	469	438	433	396	472	474	471	10359
20:00:00	279	332	364	336	496	604	601	326	290	322	290	286	245	347	449	274	363	349	398	359	222	400	346	361	7932
21:00:00	238	268	258	311	396	504	463	270	213	324	211	184	223	378	385	193	318	319	333	282	202	345	294	301	6618
22:00:00	123	202	205	263	325	331	339	206	225	251	179	159	164	264	242	237	260	236	225	150	201	251	230	229	5038
23:00:00	79	106	113	129	174	171	114	80	122	104	122	136	56	103	99	114	107	152	198	91	100	111	110	118	2581
07-19	5924	5669	6236	6058	5044	5220	5389	6526	6186	5920	6081	4576	4366	6082	6307	5840	6232	6362	4863	5003	6139	6205	6072	5722	126228
06-22	6912	6829	7324	7162	6519	6974	7205	7550	7187	6994	6991	5416	5182	7304	7696	6762	7423	7516	6047	6086	6977	7432	7204	6871	151488
06-24	7114	7137	7642	7554	7018	7476	7658	7836	7534	7349	7292	5711	5402	7671	8037	7113	7790	7904	6470	6327	7278	7794	7544	7217	159107
00-24	7178	7189	7701	7642	7164	7681	7804	7924	7606	7415	7377	5865	5605	7728	8098	7182	7867	7999	6651	6557	7357	7862	7621	7325	161452
am Peak	09:00:00	09:00:00	09:00:00	09:00:00	11:00:00	11:00:00	11:00:00	09:00:00	09:00:00	09:00:00	09:00:00	11:00:00	11:00:00	09:00:00	09:00:00	09:00:00	09:00:00	09:00:00	11:00:00	11:00:00	09:00:00	09:00:00	09:00:00	09:00:00	
Peak Volume	669	633	678	625	438	472	462	694	658	665	663	442	394	646	690	648	666	646	444	454	642	673	631	522	
pm Peak	16:00:00	17:00:00	16:00:00	16:00:00	18:00:00	18:00:00	18:00:00	17:00:00	17:00:00	17:00:00	16:00:00	17:00:00	17:00:00	17:00:00	17:00:00	17:00:00	17:00:00	16:00:00	18:00:00	16:00:00	17:00:00	17:00:00	16:00:00	17:00:00	
Peak Volume	658	642	692	753	653	706	817	812	705	647	701	511	557	717	717	597	661	726	598	668	671	700	666	636	

Event key: QC failure | Atypical (QC) | Events | Special | Holiday | Offline
Weekends and defined holidays

Notes on data:
Weekly (7-day) averages are calculated as the average of workday values and weekend values, weighted in the proportion 5:2.

Holidays & Events:

Start	End	Type	Lanes	Included	Description
07/05/2018 00:00	07/05/2018 23:59	Holiday	-	Yes	Holiday

ATC site 127 (Sandbanks Road) - 22 day date comparison May 2022 and May 2018

2022			2018		
Day	Date	Bank Holiday?	Day	Date	Bank Holiday?
Sun	2022-05-01	No	Tue	2018-05-01	No
Mon	2022-05-02	Yes	Wed	2018-05-02	No
Tue	2022-05-03	No	Thu	2018-05-03	No
Wed	2022-05-04	No	Fri	2018-05-04	No
Thu	2022-05-05	No	Sat	2018-05-05	No
Fri	2022-05-06	No	Sun	2018-05-06	No
Sat	2022-05-07	No	Mon	2018-05-07	Yes
Sun	2022-05-08	No	Tue	2018-05-08	No
Mon	2022-05-09	No	Wed	2018-05-09	No
Tue	2022-05-10	No	Thu	2018-05-10	No
Wed	2022-05-11	No	Fri	2018-05-11	No
Thu	2022-05-12	No	Sat	2018-05-12	No
Fri	2022-05-13	No	Sun	2018-05-13	No
Sat	2022-05-14	No	Mon	2018-05-14	No
Sun	2022-05-15	No	Tue	2018-05-15	No
Mon	2022-05-16	No	Wed	2018-05-16	No
Tue	2022-05-17	No	Thu	2018-05-17	No
Wed	2022-05-18	No	Fri	2018-05-18	No
Thu	2022-05-19	No	Sat	2018-05-19	No
Fri	2022-05-20	No	Sun	2018-05-20	No
Sat	2022-05-21	No	Mon	2018-05-21	No
Sun	2022-05-22	No	Tue	2018-05-22	No
Total days	22			22	

Key	
Colour	Meaning
	Dates selected for weekday comparison
	Dates selected for weekend comparison

ATC site 127 (Sandbanks Road) - weekday traffic volume comparison all directions

Time period	2022 vs 2018 weekday traffic volume comparison 1					2022 vs 2018 weekday traffic volume comparison 2					2022 vs 2018 weekday traffic volume comparison 3					Average traffic volumes				
	Wednesday	Wednesday	Difference in 2022			Wednesday	Wednesday	Difference in 2022			Wednesday	Wednesday	Difference in 2022			Wednesday in first 22 days of May 2022	Wednesday in first 22 days of May	Difference in 2022		
	2022-05-04	2018-05-02	*Quantity*	*%*	*Vehicles per minute*	2022-05-11	2018-05-09	*Quantity*	*%*	*Vehicles per minute*	2022-05-18	2018-05-16	*Quantity*	*%*	*Vehicles per minute*			*Quantity*	*%*	*Vehicles per minute*
00:00	18	47	-29	-62%	-0.48	17	56	-39	-70%	-0.65	20	64	-44	-69%	-0.73	18	56	-37	-67%	-0.62
01:00	5	15	-10	-67%	-0.17	10	32	-22	-69%	-0.37	24	22	2	9%	0.03	13	23	-10	-43%	-0.17
02:00	5	12	-7	-58%	-0.12	5	14	-9	-64%	-0.15	6	12	-6	-50%	-0.10	5	13	-7	-58%	-0.12
03:00	13	6	7	117%	0.12	10	7	3	43%	0.05	19	11	8	73%	0.13	14	8	6	75%	0.10
04:00	21	3	18	600%	0.30	23	7	16	229%	0.27	17	5	12	240%	0.20	20	5	15	307%	0.26
05:00	54	12	42	350%	0.70	52	15	37	247%	0.62	54	9	45	500%	0.75	53	12	41	344%	0.69
06:00	177	49	128	261%	2.13	187	53	134	253%	2.23	201	53	148	279%	2.47	188	52	137	265%	2.28
07:00	827	148	679	459%	11.32	955	153	802	524%	13.37	923	147	776	528%	12.93	902	149	752	504%	12.54
08:00	1155	926	229	25%	3.82	1366	1004	362	36%	6.03	1239	980	259	26%	4.32	1253	970	283	29%	4.72
09:00	933	1276	-343	-27%	-5.72	1022	1328	-306	-23%	-5.10	930	1354	-424	-31%	-7.07	962	1319	-358	-27%	-5.96
10:00	903	891	12	1%	0.20	907	972	-65	-7%	-1.08	1019	1018	1	0%	0.02	943	960	-17	-2%	-0.29
11:00	883	785	98	12%	1.63	993	981	12	1%	0.20	1074	937	137	15%	2.28	983	901	82	9%	1.37
12:00	941	848	93	11%	1.55	991	1023	-32	-3%	-0.53	1157	959	198	21%	3.30	1030	943	86	9%	1.44
13:00	880	1026	-146	-14%	-2.43	925	1088	-163	-15%	-2.72	992	1059	-67	-6%	-1.12	932	1058	-125	-12%	-2.09
14:00	1013	907	106	12%	1.77	978	1053	-75	-7%	-1.25	1053	932	121	13%	2.02	1015	964	51	5%	0.84
15:00	1098	1023	75	7%	1.25	1001	1010	-9	-1%	-0.15	1182	896	286	32%	4.77	1094	976	117	12%	1.96
16:00	1202	1096	106	10%	1.77	1215	1181	34	3%	0.57	1278	1010	268	27%	4.47	1232	1096	136	12%	2.27
17:00	1308	1275	33	3%	0.55	1349	1397	-48	-3%	-0.80	1218	1217	1	0%	0.02	1292	1296	-5	0%	-0.08
18:00	961	1342	-381	-28%	-6.35	861	1325	-464	-35%	-7.73	840	1196	-356	-30%	-5.93	887	1288	-400	-31%	-6.67
19:00	642	1034	-392	-38%	-6.53	652	968	-316	-33%	-5.27	575	906	-331	-37%	-5.52	623	969	-346	-36%	-5.77
20:00	552	687	-135	-20%	-2.25	609	621	-12	-2%	-0.20	428	604	-176	-29%	-2.93	530	637	-108	-17%	-1.79
21:00	439	507	-68	-13%	-1.13	504	425	79	19%	1.32	386	433	-47	-11%	-0.78	443	455	-12	-3%	-0.20
22:00	188	366	-178	-49%	-2.97	203	362	-159	-44%	-2.65	203	395	-192	-49%	-3.20	198	374	-176	-47%	-2.94
23:00	82	198	-116	-59%	-1.93	76	266	-190	-71%	-3.17	73	200	-127	-64%	-2.12	77	221	-144	-65%	-2.41
07:00-19:00	12104	11543	561	5%	0.78	12563	12515	48	0%	0.07	12905	11705	1200	10%	1.67	12524	11921	603	5%	0.84
06:00-22:00	13914	13820	94	1%	0.10	14515	14582	-67	0%	-0.07	14495	13701	794	6%	0.83	14308	14034	274	2%	0.29
06:00-24:00	14184	14384	-200	-1%	-0.19	14794	15210	-416	-3%	-0.39	14771	14296	475	3%	0.44	14583	14630	-47	0%	-0.04
00:00-24:00	14300	14479	-179	-1%	-0.12	14911	15341	-430	-3%	-0.30	14911	14419	492	3%	0.34	14707	14746	-39	0%	-0.03
AM peak time	08:00:00	09:00:00				08:00:00	09:00:00				08:00:00	09:00:00								
AM peak volume	1155	1276	-121	-9%	-2.02	1366	1328	38	3%	0.63	1239	1354	-115	-8%	-1.92	1253	1319	-66	-5%	-1
PM peak time	17:00:00	18:00:00				17:00:00	17:00:00				16:00:00	17:00:00								
PM peak volume	1308	1342	-34	-3%	-0.57	1349	1397	-48	-3%	-0.80	1278	1217	61	5%	1.02	1312	1319	-7	-1%	-0.12

ATC site 127 (Sandbanks Road) - weekend traffic volume comparison all directions

Time period	2022 vs 2018 weekend comparison 1					2022 vs 2018 weekend comparison 2					Average				
	Saturday	Saturday	Difference in 2022			Saturday	Saturday	Difference in 2022			Saturday in first 22 days of May 2022	Saturday in first 22 days of May 2018	Difference in 2022		
	2022-05-14	2018-05-12	*Quantity*	*%*	*Vehicles per minute*	2022-05-21	2018-05-19	*Quantity*	*%*	*Vehicles per minute*			*Quantity*	*%*	*Vehicles per minute*
00:00	81	144	-63	-44%	-1.05	75	154	-79	-51%	-1.32	78	149	-71	-48%	-1.18
01:00	30	63	-33	-52%	-0.55	32	71	-39	-55%	-0.65	31	67	-36	-54%	-0.60
02:00	19	28	-9	-32%	-0.15	15	35	-20	-57%	-0.33	17	32	-15	-46%	-0.24
03:00	12	20	-8	-40%	-0.13	12	24	-12	-50%	-0.20	12	22	-10	-45%	-0.17
04:00	15	9	6	67%	0.10	13	16	-3	-19%	-0.05	14	13	2	12%	0.03
05:00	36	17	19	112%	0.32	33	7	26	371%	0.43	35	12	23	188%	0.38
06:00	116	33	83	252%	1.38	114	40	74	185%	1.23	115	37	79	215%	1.31
07:00	414	101	313	310%	5.22	333	114	219	192%	3.65	374	108	266	247%	4.43
08:00	637	289	348	120%	5.80	648	369	279	76%	4.65	643	329	314	95%	5.23
09:00	941	573	368	64%	6.13	884	762	122	16%	2.03	913	668	245	37%	4.08
10:00	1145	814	331	41%	5.52	987	971	16	2%	0.27	1066	893	174	19%	2.89
11:00	1081	942	139	15%	2.32	1081	1105	-24	-2%	-0.40	1081	1024	58	6%	0.96
12:00	1177	1007	170	17%	2.83	1133	995	138	14%	2.30	1155	1001	154	15%	2.57
13:00	1098	1039	59	6%	0.98	1040	965	75	8%	1.25	1069	1002	67	7%	1.12
14:00	1066	960	106	11%	1.77	1100	954	146	15%	2.43	1083	957	126	13%	2.10
15:00	1124	923	201	22%	3.35	1075	1015	60	6%	1.00	1100	969	131	13%	2.18
16:00	1187	917	270	29%	4.50	1153	1016	137	13%	2.28	1170	967	204	21%	3.39
17:00	1002	976	26	3%	0.43	1087	984	103	10%	1.72	1045	980	65	7%	1.08
18:00	842	896	-54	-6%	-0.90	890	1090	-200	-18%	-3.33	866	993	-127	-13%	-2.12
19:00	671	726	-55	-8%	-0.92	723	812	-89	-11%	-1.48	697	769	-72	-9%	-1.20
20:00	568	574	-6	-1%	-0.10	569	742	-173	-23%	-2.88	569	658	-90	-14%	-1.49
21:00	378	354	24	7%	0.40	478	620	-142	-23%	-2.37	428	487	-59	-12%	-0.98
22:00	299	282	17	6%	0.28	333	367	-34	-9%	-0.57	316	325	-9	-3%	-0.14
23:00	170	224	-54	-24%	-0.90	164	322	-158	-49%	-2.63	167	273	-106	-39%	-1.77
		0				0	0				0	0			
07:00-19:00	11714	9437	2277	24%	3.16	11411	10340	1071	10%	1.49	11563	9889	1674	17%	2.33
06:00-22:00	13447	11124	2323	21%	2.42	13295	12554	741	6%	0.77	13371	11839	1532	13%	1.60
06:00-24:00	13916	11630	2286	20%	2.12	13792	13243	549	4%	0.51	13854	12437	1418	11%	1.31
00:00-24:00	14109	11911	2198	18%	1.53	13972	13550	422	3%	0.29	14041	12731	1310	10%	0.91
AM peak time	10:00:00	11:00:00				11:00:00	11:00:00								
AM peak volume	1145	942	203	22%	3.38	1081	1105	-24	-2%	-0.40	1113	1024	90	9%	1.49
PM peak time	16:00:00	13:00:00				16:00:00	18:00:00								
PM peak volume	1187	1039	148	14%	2.47	1153	1090	63	6%	1.05	1170	1065	106	10%	1.76

ATC site 127 (Sandbanks Road) - 7-day average traffic volume comparison all directions

Time period	7-day average		Difference in 2022		
	2022-05-01 to 2022-05-22	2018-05-01 to 2018-05-22	Quantity	%	Vehicles per minute
00:00	42	92	-50	-54%	-0.83
01:00	21	43	-22	-51%	-0.37
02:00	11	19	-8	-42%	-0.13
03:00	11	14	-3	-21%	-0.05
04:00	16	8	8	100%	0.13
05:00	48	13	35	269%	0.58
06:00	166	40	126	315%	2.10
07:00	694	140	554	396%	9.23
08:00	1013	735	278	38%	4.63
09:00	902	1103	-201	-18%	-3.35
10:00	983	975	8	1%	0.13
11:00	1023	1021	2	0%	0.03
12:00	1086	1067	19	2%	0.32
13:00	1015	1104	-89	-8%	-1.48
14:00	1081	1028	53	5%	0.88
15:00	1139	1076	63	6%	1.05
16:00	1239	1156	83	7%	1.38
17:00	1208	1236	-28	-2%	-0.47
18:00	872	1242	-370	-30%	-6.17
19:00	656	968	-312	-32%	-5.20
20:00	535	718	-183	-25%	-3.05
21:00	384	548	-164	-30%	-2.73
22:00	225	368	-143	-39%	-2.38
23:00	106	208	-102	-49%	-1.70
07:00-19:00	12255	11883	372	3%	6.20
06:00-22:00	13996	14158	-162	-1%	-2.70
06:00-24:00	14327	14734	-407	-3%	-6.78
00:00-24:00	14476	14922	-446	-3%	-7.43
AM peak time	11:00:00	09:00:00			
AM peak volume	1023	1103	-80	-7%	-1.33
PM peak time	16:00:00	18:00:00			
PM peak volume	1239	1242	-3	0%	-0.05

ATC site 127 (Sandbanks Road) - Average Annual Daily Traffic (AADT) comparison all directions

Time period	AADT all vehicles	Change from previous year	
		Quantity	%
2005	14137	NO DATA	
2006	11998	-2139	-15%
2007	15137	3139	26%
2008	15036	-101	-1%
2009	14299	-737	-5%
2010	14378	79	1%
2011	14319	-59	0%
2012	12863	-1456	-10%
2013	13464	601	5%
2014	14786	1322	10%
2015	14988	202	1%
2016		NO DATA	
2017		NO DATA	
2018	14483	-505	-3%
2019		No data	
2020	11754	-2729	-19%
2021	11106	-648	-6%
2022* (comparison with 2021)	13978	2872	26%
2022* (comparison with 2018)		-505	-3%
Unadjusted statistics (2005 to 2022) † §			
Average	13782	-11	1%
Standard deviation	1277	N/A	N/A
Coefficient of variance	0.09	N/A	N/A
COVID-19 adjusted statistics (2005 to 2018 & 2022) ‡ §			
Average	14144	-13	0.37%
Standard deviation	907	N/A	N/A
Coefficient of variance	0.06	N/A	N/A

* Partial AADT data because year is still to be completed.
† Change from previous year for 2022 is based on comparison with 2021.
‡ Change from previous year for 2022 is based on comparison with 2018.
§ Years with no data are excluded from the calculations.

Keyhole Bridge Review Consultation Report

May 2022

Research and Consultation Team

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1 Executive Summary

1.1 Respondents

791 respondents completed an online or paper form during the consultation period.

99% of respondents were responding as an individual, with 1% responding on behalf as an organisation.

14% of respondents submitted a response to either the initial consultation or during the 5-day engagement period. 86% did not submit a response previously.

1.2 Respondent profile

Just under two thirds of respondents (62%) are BCP residents (living outside of the Whitecliff area), with 60% of respondents visiting Poole Park and/or Whitecliff Park.

Just over four out of ten (42%) travel though for work/leisure/education purpose. 13% live in the Whitecliff area, with a further 2% living in Whitecliff Road, 3% in Twemlow Avenue or Orchard Avenue and 2% living in another road off Whitecliff Road.

11% work in the area, 11% are visitors to Poole, 6% park along Whitecliff Road and 3% own/run a business in the area*.

1.3 Views on the options

- 41% agree with Option A (leave Whitecliff Road open to all traffic through Keyhole Bridge), with 58% disagreeing.
- 26% agree with Option B (re-close Whitecliff Road at Keyhole Bridge to motor vehicles for a further trial period of six months using a new ETRO), with 59% disagreeing.
- 65% agree with Option C (permanently close Whitecliff Road at Keyhole Bridge to motor vehicles). 35% disagree.

1.4 Reasons for views on the options

The top four reasons for agreeing on each of the options are shown below:

Option A

- concerns regarding an increase in congestion on alternative routes (50%)
- better accessibility for the disabled (45%)
- concerns regarding air quality through Poole Park (41%)
- concerns regarding air quality on alternative routes (37%)

Option B

- to enable a trial closure to be undertaken during a period without Covid-19 related restrictions (52%)
- to facilitate a longer trial period (if experimental closure undertaken) (50%)
- better environment for cyclists (38%)
- better environment for pedestrians (36%)

Option C

- better environment for pedestrians (89%)
- better environment for cyclists (85%)
- concerns regarding air quality through Poole Park (59%)
- better accessibility for the disabled (59%)

1.5 Key differences in response

- Results vary by respondent type, age, gender and disability and mode of travel (with cyclists, pedestrians and those who drive having differing views) for each of the options.

1.6 Summary of comments

Respondents were asked to provide any other comments, alternative suggestions or amendments that they would like to make about the scheme.

Respondents were split in terms of whether Keyhole Bridge should be closed or kept open to motorised vehicles.

Reasons for wanting the bridge to be closed to motorised vehicles included improved safety for pedestrians and cyclists, both when using the bridge as well as within Poole Park and surrounding areas. Closing the bridge would prevent the park from being used as a cut through and there are alternative routes that they could use. Restricting access would create a cleaner, safer environment for pedestrians, cyclists and other park users to enjoy.

Conversely, respondents who wanted the bridge to remain open to motorised vehicles felt that there were no issues or conflict between different user groups using the bridge, while closing it would create congestion and increased pollution on surrounding routes. Respondents felt that the route should remain open to all and that closing it would restrict access to the park for elderly and disabled.

Respondents also commented on the consultation process and the previous trial period, with comments split between being in favour and against the decision to reopen the bridge to motorised vehicles.

Respondents suggested various alternative and complementary measures to closing the bridge to motorised vehicles, including installing traffic lights, making the bridge a one-way system and access restrictions within the park to control traffic flow.

Respondents also commented on the need to address the flooding that occurs under the bridge to make it easier and safer for pedestrians and cyclists to pass through.

While the majority of the main themes and comments identified within this report were consistent with the feedback provided via the initial consultation, there were some additional aspects captured that weren't mentioned previously, including:

- Comments about the consultation process and the decision to reopen the bridge to motorised vehicles
- Cyclists and pedestrians have alternative routes that they could use, including the underpass at Park Lake Road, if they did not want to go through Keyhole Bridge if it is open to motorised vehicles
- Access through Keyhole Bridge is easier for the elderly, those with a disability and those with pushchairs if it is closed to motorised vehicles.
- More suggestions for traffic lights to be installed at Keyhole Bridge instead of closing it to motorised vehicles.

2 Introduction and background

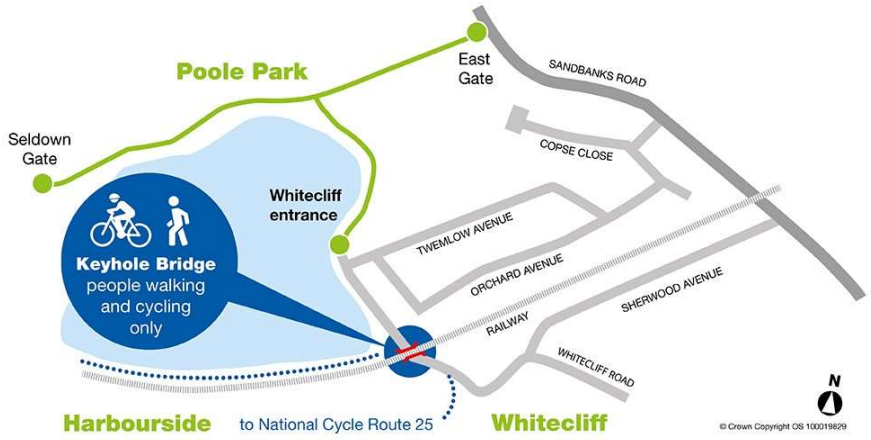
In August 2020, BCP Council introduced an Experimental Traffic Regulation Order (ETRO) to prioritise walking and cycling on Whitecliff Road at Keyhole Bridge. This was to create a safer environment to travel to and through the area on foot or by bicycle. The ETRO could run for up to 18 months and a decision was made to withdraw the ETRO in March 2021.

A ruling published by the High Court on 18 November 2021 found that in ending the consultation period earlier than had originally been indicated, the council may have denied the opportunity for those who had not yet contributed to the consultation to do so. In line with that ruling, the council carried out a further period of consultation from Monday 28 February until 23:59 on Friday 8 April 2022.

The purpose of the consultation is to gather any new thoughts, feedback or suggestions which, in addition to those gathered from the initial consultation exercise, may help inform a decision as to what changes to the road (if any) should be implemented.

In making the ruling the judge stated: *'Those who have already responded ought not to send a further response, unless there is a genuinely new point to be made. Accordingly, those who have already submitted a response should only provide a further response if they are making a genuinely new point'.*

Respondents were told that they may find it helpful to consider representations that had already been made before making their response.



2.1 Methodology

The consultation started on Monday 28 February and closed at 11:59 on Friday 8 April 2022.

Information about the review and a consultation form was available online at bcpcouncil.gov.uk/KeyholeBridgeReview.

3 Analysis

Results are broken down by respondent type, mode of travel and equalities groups (where sample sizes are large enough) to show any significant differences.

The base is small for some groups shown in the charts. Results are not shown where the base is less than 10, and where the base is between 10 and 30, it is marked with an * to highlight the low base number. Caution must be taken when using these findings.

Percentages

Figures in this report are presented as a percentage of people who answered the question. The percentages in this report will not always add up to 100%. This can be because of rounding, or because for some questions, respondents are allowed to select more than one response.

Qualitative comments

Qualitative responses (write in text) to questions were exported into Excel and were thematically analysed by Darmax Research. The most common themes are reported on in this report. Anonymised quotes from participants have been used to illustrate the themes identified.

Please note that while the purpose of qualitative data is to provide deeper insights into reasoning and impact rather than to quantify data, the numbers of respondents who mentioned the most prevalent themes are provided in this report to give an indication of the magnitude of response. However, given the nature of qualitative data, it should be noted that this does not provide an indication of significance in relation to the question asked.

In addition, where respondents have provided comments that relate to more than one theme, their feedback has been categorised into multiple categories.

4 Results

4.1 Respondents

791 respondents completed an online or paper form during the consultation period.

The respondent profile is shown in Appendix A and map of postcodes is shown in Section 5.

99% of respondents were responding as an individual, with 1% responding on behalf as an organisation (Base=781).

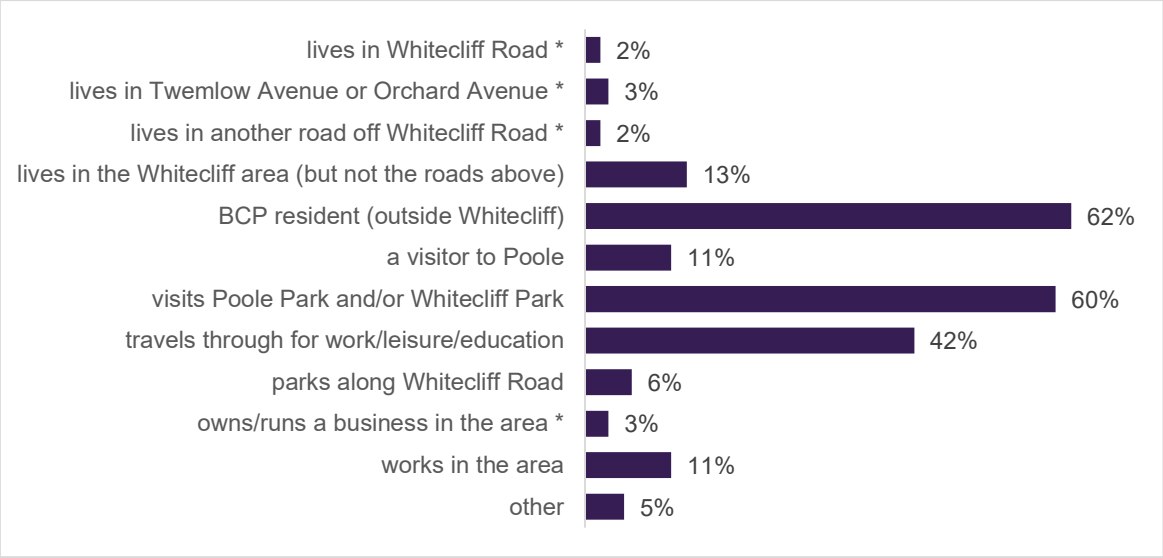
4.2 Respondent Type

Just under two thirds of respondents (62%) are BCP residents (living outside of the Whitecliff area), with 60% of respondents visiting Poole Park and/or Whitecliff Park. Just over four out of ten (42%) travel though for work/leisure/education.

13% live in the Whitecliff area, with a further 2% living in Whitecliff Road, 3% in Twemlow Avenue or Orchard Avenue and 2% living in another road off Whitecliff Road.

11% work in the area, 11% are visitors to Poole, 6% park along Whitecliff Road and 3% own/run a business in the area*.

Figure 1: Respondent type



Base (773)

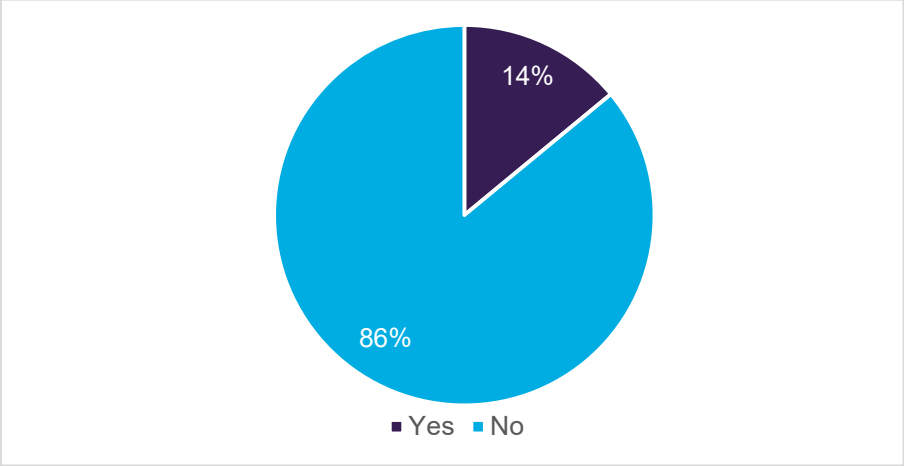
**'run a business'* has less than 10 respondents, so is too small to be used for any cross analysis. '*lives in Whitecliff Road*', '*lives in Twemlow Avenue or Orchard Avenue'* and '*lives in another road off Whitecliff Road'* also have small numbers, so have been combined into one category for cross-analysis with other questions.

4.3 Submitted a previous response

In making the ruling the judge stated: 'Those who have already responded ought not to send a further response, unless there is a genuinely new point to be made'.

14% of respondents submitted a response to either the initial consultation or during the 5-day engagement period. 86% did not submit a response previously.

Figure 2: Submitted a previous response

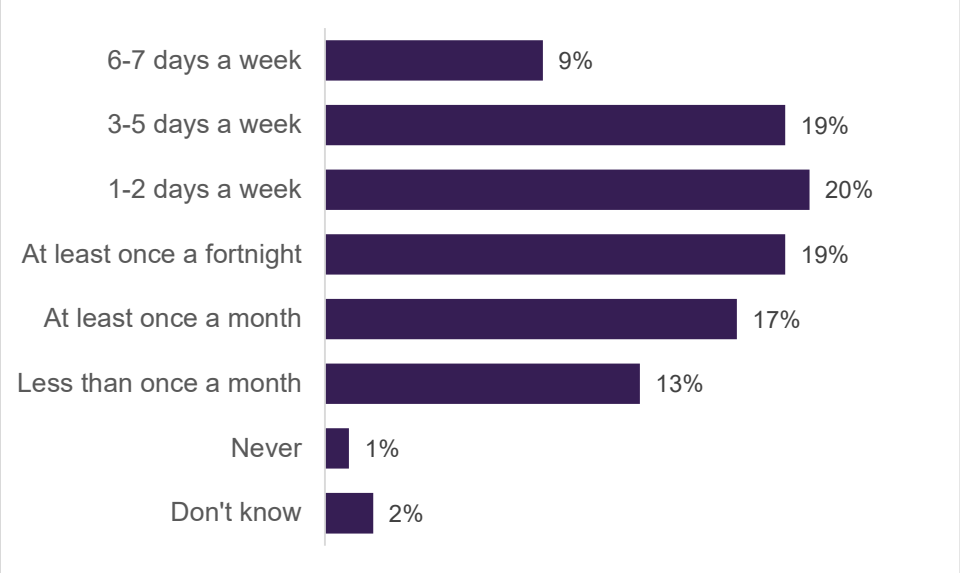


Base (728)

4.4 How often travel through the area

48% of respondents travel through the area once a week or more often, with 9% travelling through six to seven days a week.

Figure 3: How often travel through the area

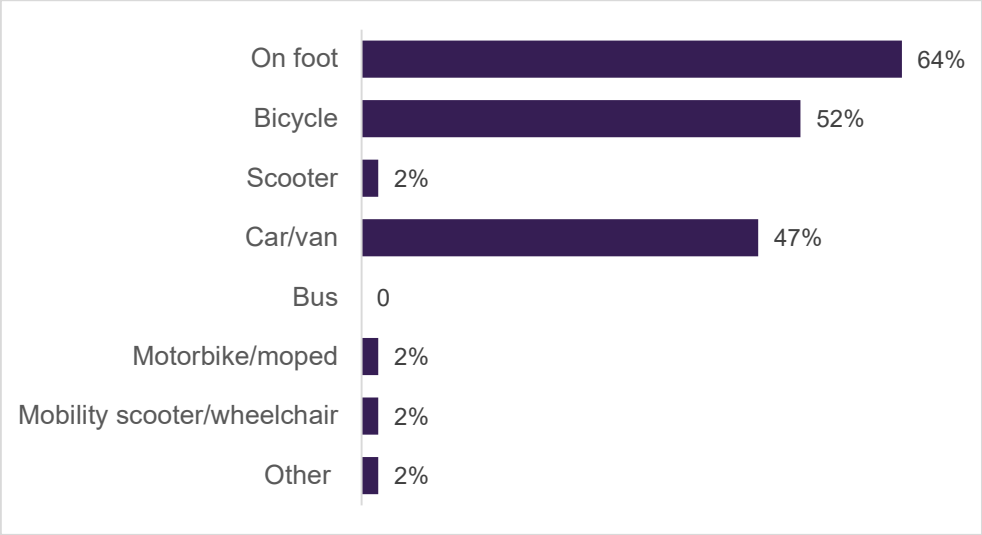


Base (785)

4.5 Mode of travel through the area

Most respondents travel through the area on foot (64%), with just over half (52%) travelling by bike and just under one half (47%) by car/van. 2% travel by motorbike/moped and by mobility scooter/wheelchair. 2% selected other, which included car, with walking children and horse.

Figure 4: How travel through the area

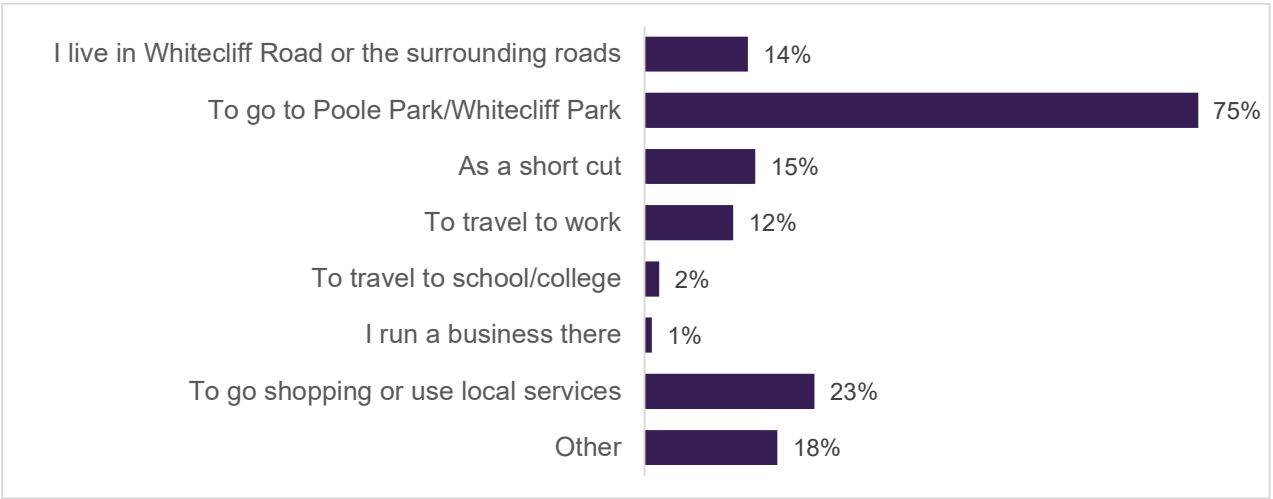


Base (775)

4.6 Why travel through the area

Three quarters of respondents (75%) travel through the area to go to Poole Park/Whitecliff Park. Just under one quarter (23%) go to shops or use local services, 15% use it as a short cut, 14% live in Whitecliff or the surrounding roads and 12% travel to work. 1% run a business there.

Figure 5: Why travel through the area



Base (761)

18% put ‘other’, which includes leisure, walking, cycling, running, travelling to Poole, Sandbanks and other reasons, as shown in the figure below.

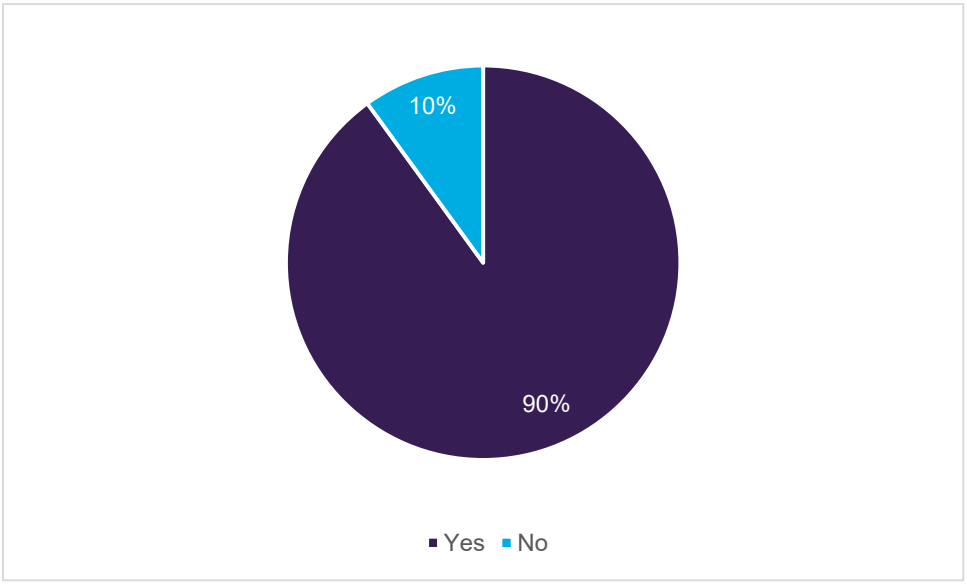
Figure 6: Other reasons for travelling through the area

Base (161)

4.7 Car and bike ownership

A high proportion of respondents (90%) own, or have use of, a car. 10% do not have use of a car.

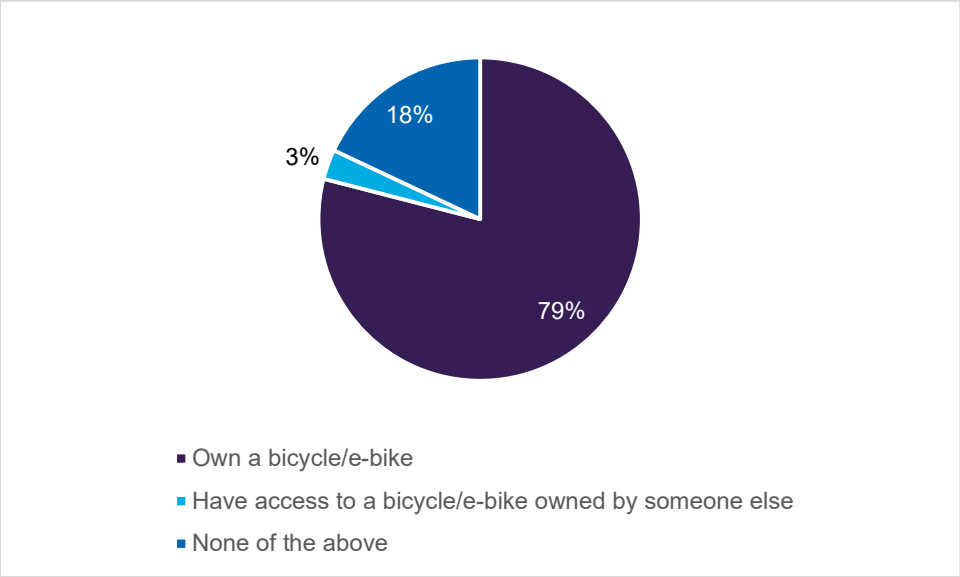
Figure 7: Car ownership



Base (772)

Just under eight out of ten respondents (79%) own a bicycle/e-bike and a further 3% have access to a bike. 18% do not have a bike/e-bike.

Figure 8: Own a bike/e-bike



Base (777)

4.8 Views on the options for Keyhole Bridge

Respondents were asked to what extent do you agree or disagree with the following options:

Option A – leave Whitecliff Road open to all traffic through Keyhole Bridge

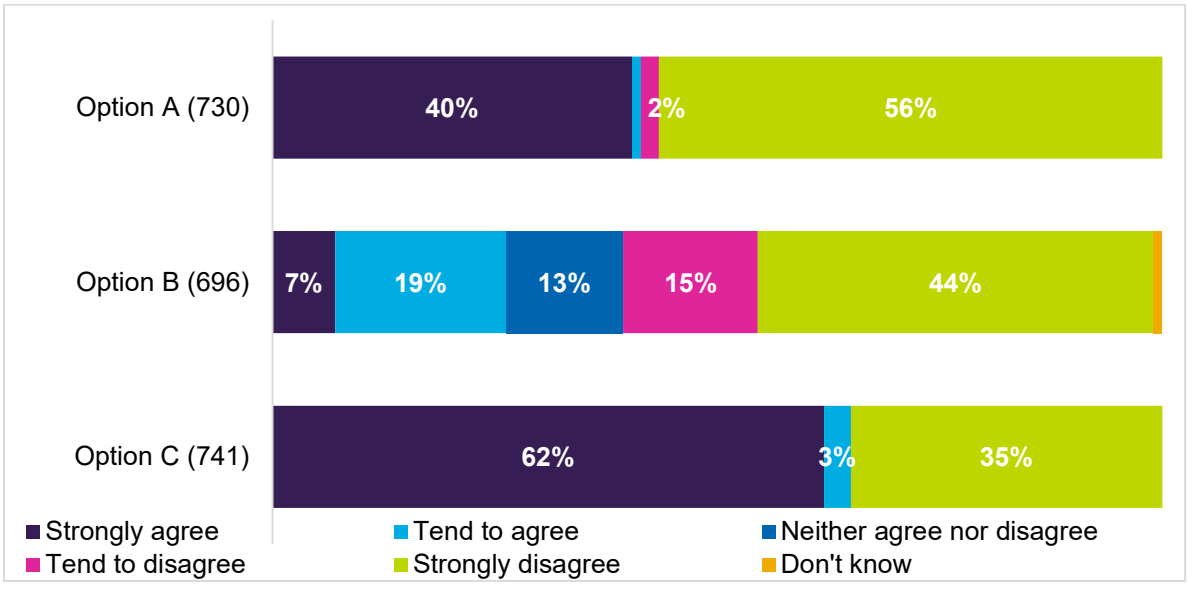
Option B – re-close Whitecliff Road at Keyhole Bridge to motor vehicles for a further trial period of six months using a new ETRO

Option C – permanently close Whitecliff Road at Keyhole Bridge to motor vehicles

The overall responses are shown below in the chart below.

- 41% agree with Option A (leave Whitecliff Road open to all traffic through Keyhole Bridge), with 58% disagreeing.
- 26% agree with Option B (re-close Whitecliff Road at Keyhole Bridge to motor vehicles for a further trial period of six months using a new ETRO), with 59% disagreeing.
- 65% agree with Option C (permanently close Whitecliff Road at Keyhole Bridge to motor vehicles. 35% disagree.

Figure 9: To what extent do you agree or disagree with the following options



Bases (as shown)

Views differ by respondent type, how they travel to/through the area; by age, disability and gender as described in more detail on the following pages. The commentary is followed by tables showing the results for each group.

4.8.1 Views on the options by respondent type

- Those who park along Poole Park/Whitecliff Park have the highest levels of agreement with ***Option A*** (59% agree) and the lowest levels of agreement with ***Option C*** (48% agree). 20% agree with ***Option B*** (68% disagree).
- Visitors to Poole have the lowest levels of agreement with ***Option A*** (24% agree) and the highest agreement with ***Option C*** (78% agree). 35% agree with ***Option B*** and 47% disagree (the highest level of disagreement).
- Those living in Whitecliff Road, Twemlow Avenue, Orchard Avenue or other road off Whitecliff Road are evenly split for ***Option A*** (50% agree and 50% disagree), just under two thirds disagree (67%) with ***Option B*** and 57% agree with ***Option C*** (43% disagree)***.*** These results are more mixed and are reflective of the variation in views of those living in the different roads in the Whitecliff area (it is too small to report the results of individual roads).
- Those living in the Whitecliff area (not in the roads above), BCP residents and those who visit Poole Park/Whitecliff Park have similar views about each of the options, with 41% to 44% agreeing with ***Option A,*** 25% to 29% agreeing with ***Option B***, and 62% to 63% agreeing with ***Option C.***
- Those who travel through for work/leisure/education agree with ***Option C*** the most (69% agree) and ***Option B*** the least (26% agree), followed by ***Option A*** (36% agree).
- Those who work in the area have the highest levels of agreement with ***Option B*** (40% agree and 49% disagree). 38% agree with ***Option A*** and 66% agree with ***Option C***.

The full table of results is on the next page. The grey shading shows where there are significantly different results.

Figure 10: Views on the options by respondent type

	Option A				Option B				Option C			
	Base	Agree	Neither	Disagree	Base	Agree	Neither	Disagree	Base	Agree	Neither	Disagree
lives in Whitecliff Rd, Twemlow Avenue, Orchard Ave or other road off Whitecliff Rd	52	50%	-	50%	45	27%	7%	67%	51	57%	-	43%
lives in the Whitecliff area (not roads above)	91	41%	1%	58%	83	29%	11%	60%	91	63%	-	37%
BCP resident (outside Whitecliff)	447	44%	0%	56%	425	25%	13%	62%	454	62%	-	38%
visitor to Poole	79	24%	-	76%	78	35%	18%	47%	79	78%	-	22%
visits Poole Park/Whitecliff Park	432	43%	-	57%	406	26%	13%	61%	436	63%	-	37%
travels through for work/leisure/education	298	36%	0%	63%	285	26%	15%	58%	304	69%	-	31%
parks along Whitecliff Road	44	59%	2%	39%	41	20%	12%	68%	44	48%	-	52%
works in the area	86	38%	1%	60%	81	40%	11%	49%	83	66%	-	34%

Bases (as shown)

4.8.2 Views on the options by mode of travel

- Shading is used to show where there is significant differences between groups, with red showing more negative and green showing more positive than other groups.
- Results vary by mode of travel, with those travelling by car having the highest support for ***Option A*** (75%), with just under one third (32%) of those who travel on foot and 23% of those travelling by bicycle agreeing with this option.
- Just over eight out of ten (81%) of those who cycle and just under three quarters (73%) of those who walk agree with ***Option C.*** This compares to 28% of those who drive.
- 13% of those who travel by car/van agree with ***Option B***, with 30% of those who walk and 33% of those who cycle agreeing.

Figure 11: Views on the options by mode of travel

315	Option A				Option B				Option C			
	Base	Agree	Neither	Disagree	Base	Agree	Neither	Disagree	Base	Agree	Neither	Disagree
On foot	458	32%	0%	68%	434	30%	16%	54%	470	73%	-	27%
Bicycle	370	23%	0%	77%	356	33%	17%	51%	391	81%	-	19%
Car/van	350	75%	0%	24%	319	13%	8%	80%	330	28%	-	72%

Bases (as shown)

4.8.1 Views on the options by equalities groups

Disability

- Those with a disability that limits their activities a lot have the highest levels of agreement for ***Option A*** (77% agree), whilst those with no disability have the highest agreement for ***Option C*** (72%).

Gender

- Females have higher levels of agreement for ***Option A*** (43%) than males (36%) and higher levels of disagreement for ***Option B*** (64%) than males (55%).
- Males have higher levels of agreement for ***Option C*** (70%) than females (62%).

Age

- Those aged 18-34 and 35-44 have the biggest variation in their views on Options A and C, with those aged 35-44 having the highest levels of agreement for ***Option C*** (73% agree), followed by those aged 18-34 (71% agree), whilst 72% of those aged 35-44 and 70% of those aged 18-34 disagree with ***Option A.***
- ***Option B*** has lower levels of agreement amongst those aged 45 and over, with 13% of those aged 75 years and over agreeing with ***Option B*** (71% disagree).

Figure 12: Views on the options by equalities groups

	Option A				Option B				Option C			
	Base	Agree	Neither	Disagree	Base	Agree	Neither	Disagree	Base	Agree	Neither	Disagree
Age												
18 - 34 years	**73**	30%	-	70%	73	36%	16%	48%	75	71%	-	29%
35 - 44 years	**136**	28%	-	72%	135	32%	16%	53%	140	73%	-	27%
45 - 54 years	**162**	41%	1%	58%	153	28%	13%	59%	162	62%	-	38%
55 - 64 years	**166**	48%	-	52%	154	23%	13%	64%	171	60%	-	40%
65 - 74 years	**109**	47%	-	53%	97	25%	9%	66%	112	65%	-	35%
75 years and over	**36**	50%	-	50%	31	13%	16%	71%	35	63%	-	37%
Gender												
Female	259	43%	-	56%	239	26%	10%	64%	260	62%	-	38%
Male	379	36%	-	64%	365	28%	16%	55%	396	70%	-	30%
Disability												
Yes - limited a lot	53	77%	-	23%	43	12%	7%	81%	45	29%	-	71%
Yes - limited a little	108	49%	1%	50%	101	18%	11%	71%	107	53%	-	47%
No disability	459	33%	-	66%	444	31%	14%	54%	485	72%	-	28%

Bases (as shown)

4.9 Reasons for views on the options

Respondents were asked to indicate the reason(s) for views on each of the options.

Response varied for each of the options, with the number of respondents for each question (the base) shown in the chart on the next page.

The main reasons for each of the options were:

Option A

- concerns regarding an increase in congestion on alternative routes (50%)
- better accessibility for the disabled (45%)
- concerns regarding air quality through Poole Park (41%)
- concerns regarding air quality on alternative routes (37%).

Option B

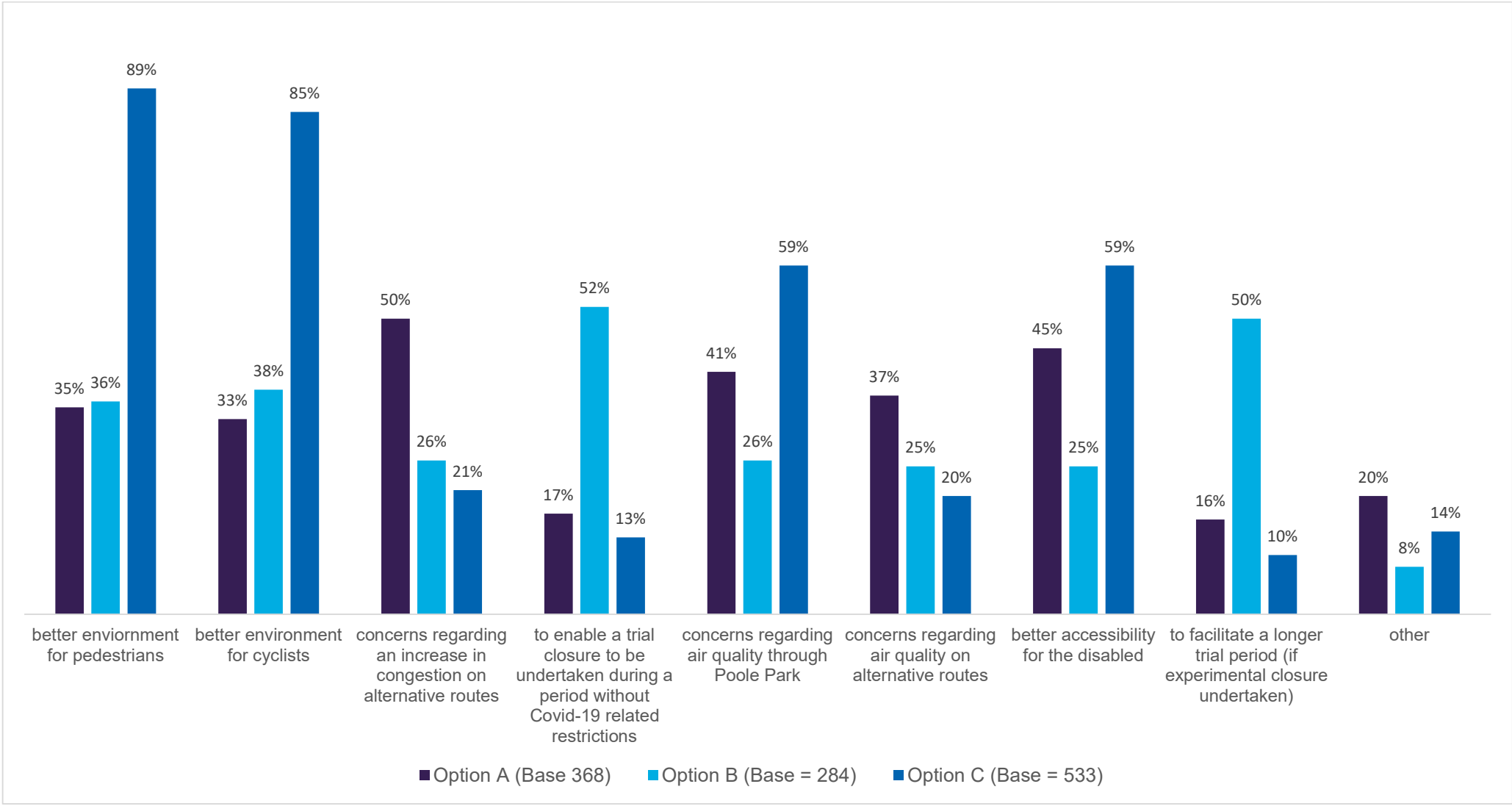
- to enable a trial closure to be undertaken during a period without Covid-19 related restrictions (52%)
- to facilitate a longer trial period (if experimental closure undertaken) (50%)
- better environment for cyclists (38%)
- better environment for pedestrians (36%)

Option C

- better environment for pedestrians (89%)
- better environment for cyclists (85%)
- better accessibility for the disabled (59%)
- concerns regarding air quality through Poole Park (59%)

Views differ by respondent type, how they travel to/through the area, by age, gender and disability and mode of travel as shown in more detail in the following pages.

Figure 13: Reasons for views on the options (please note the bases vary for each option)



4.9.1 Reasons for views on the options by respondent type

- The tables showing the breakdown of the results for each of the options by respondent type are shown on the next three pages.
- Grey shading is used to show the highest four reasons for each of the options, with the top four reasons for each option being broadly the same as the overall sample top four for ***Option A*** and ***Option B***, and exactly the same in ***Option C***.

Option A

- There is little variation amongst respondent types for ***Option A***, with *'better environment for pedestrians'* and *'concerns regarding air quality on alternative routes'* showing the only differences.
- Some groups (those living in Whitecliff Rd, Twemlow Ave, Orchard Ave or other road off Whitecliff Rd, those who visit Poole Park and/or Whitecliff Park and those who work in the area) have five/six top answers where the percentages for some of the reasons are the same.

Option B

- There is a slight variation amongst respondent types for reasons for views on ***Option B***.
- *'To enable a trial closure to be undertaken during a period without Covid-19 related restrictions'* is the highest reason for ***Option B*** for most groups.
- '*To facilitate a longer trial period'* was a top reason for all groups, with the exception of those living in Whitecliff Rd, Twemlow Ave, Orchard Ave or other road off Whitecliff Rd, where 24% selected this reason.

Option C

- Visitors to Poole have significantly higher responses for each of the issues, except for *'concerns regarding an increase in congestion on alternative routes'* for ***Option C***.

Figure 14: Reasons for views on Option A by respondent type

Option A (360)	All (368)	Whitecliff Rd, Twemlow Ave, Orchard Ave / other road off Whitecliff Rd (24)	Whitecliff area (but not the roads above) (51)	BCP resident (outside Whitecliff) (229)	a visitor to Poole (34)	visits Poole Park and/or Whitecliff Park (221)	work/ leisure/ education (135)	parks along Whitecliff Road (27)	works in the area (39)
better environment for pedestrians	35%	**42%**	27%*	34%	**47%***	**35%**	36%	**30%**	**36%**
better environment for cyclists	33%	**33%**	25%	34%	41%	33%	36%	26%	33%
concerns regarding an increase in congestion on alternative routes	**50%**	**54%**	**53%**	**52%**	**44%**	**50%**	**46%**	**48%**	**46%**
to enable a trial closure to be undertaken during a period without Covid-19 related restrictions	17%	17%	14%	17%	15%	15%	20%	15%	21%
concerns regarding air quality through Poole Park	**41%**	**33%**	**43%**	**38%**	**47%**	**41%**	**47%**	**33%**	**38%**
concerns regarding air quality on alternative routes	**37%**	**33%**	**35%**	**36%**	38%	**35%**	**39%**	22%	**36%**
better accessibility for the disabled	**45%**	**46%**	**45%**	**46%**	**50%**	**44%**	**47%**	**52%**	**44%**
to facilitate a longer trial period (if experimental closure undertaken)	16%	21%	16%	15%	21%	15%	19%	11%	18%

Figure 15: Reasons for views on Option B by respondent type

Option B (280)	All (284)	Whitecliff Rd, Twemlow Ave, Orchard Ave or other road off Whitecliff Rd (21)	lives in the Whitecliff area (but not the roads above) (39)	BCP resident (outside Whitecliff) (170)	a visitor to Poole (37)	visits Poole Park and/or Whitecliff Park (169)	travels through for work/leisure/education (122)	parks along Whitecliff Road (16)	works in the area (37)
better environment for pedestrians	**36%**	**38%**	36%	**33%**	**46%**	**38%**	**47%**	38%	**51%**
better environment for cyclists	**38%**	**43%**	**38%**	**34%**	**51%**	**41%**	**49%**	31%	**49%**
concerns regarding an increase in congestion on alternative routes	26%	29%	**38%**	25%	19%	31%	29%	**44%**	30%
to enable a trial closure to be undertaken during a period without Covid-19 related restrictions	**52%**	**43%**	**46%**	**57%**	**46%**	**56%**	**55%**	**56%**	**62%**
concerns regarding air quality through Poole Park	26%	**33%**	26%	25%	35%	24%	33%	19%	30%
concerns regarding air quality on alternative routes	25%	14%	26%	26%	24%	29%	31%	**56%**	32%
better accessibility for the disabled	25%	24%	23%	25%	27%	28%	32%	38%	41%
to facilitate a longer trial period (if experimental closure undertaken)	**50%**	24%	**49%**	**51%**	**51%**	**50%**	**49%**	**56%**	**46%**

Figure 16: Reasons for views on Option C by respondent type

Option C (524)	All (533)	Whitecliff Rd, Twemlow Ave, Orchard Ave or other road off Whitecliff Rd (36)	lives in the Whitecliff area (but not the roads above) (67)	BCP resident (outside Whitecliff) (323)	a visitor to Poole (60)	visits Poole Park and/or Whitecliff Park (312)	travels through for work/leisure/education (229)	parks along Whitecliff Road (22)	works in the area (61)
better environment for pedestrians	89%	86%	85%	87%	95%	87%	91%	73%	87%
better environment for cyclists	85%	78%	85%	84%	95%	83%	87%	68%	84%
concerns regarding an increase in congestion on alternative routes	21%	28%	21%	22%	23%	22%	20%	18%	21%
to enable a trial closure to be undertaken during a period without Covid-19 related restrictions	13%	14%	9%	13%	20%	13%	13%	0%	18%
concerns regarding air quality through Poole Park	59%	56%	52%	62%	73%	57%	63%	68%	66%
concerns regarding air quality on alternative routes	20%	28%	15%	19%	28%	20%	21%	23%	23%
better accessibility for the disabled	59%	53%	57%	59%	70%	59%	66%	64%	59%
to facilitate a longer trial period (if experimental closure undertaken)	10%	14%	10%	10%	13%	11%	10%	0%	10%

Bases (as shown)

4.9.2 Reasons for views on the options by equalities groups

There are statistically significant differences by age, disability and gender for each of the options, as shown in the summaries for each option below. The tables of results are on the next three pages.

Option A

Age

- Those aged 18-34 have several significantly higher reasons for their views on ***Option A*** than other age groups.
- *'Concerns regarding air quality through Poole Park'* is a more significant concern for ***Option A*** for those aged 18-34 (66%) than other age groups.
- *'Concerns regarding air quality on alternative routes*' is a more significant concern for ***Option A*** for those aged 18-34 (47%), those aged 35-44 (43%) and those aged 65-74 (39%) than other age groups, particularly those aged 75 years and over (13%).

Gender

- *'Concerns regarding an increase in congestion on alternative routes'* is a higher concern for females (56%) than males (54%) for ***Option A.***
- *'Concerns regarding air quality through Poole Park'* is a bigger reason for ***Option A*** for males (46%) than females (32%).

Disability

- Those with a disability have several significantly higher reasons for their views on ***Option A*** than those with no disability, including *'better accessibility for the disabled'* (69% with a limited illness that affects activities a lot, compared to 32% for those with no disability) and *'concerns regarding an increase in congestion on alternative routes'* (68% for those whose activities are limited a lot, compared to 48% with no limiting illness).

Option B

Age

- There is more variation in the selection of reasons for Option B by age, as the table 'Reasons for views on **Option B** by equalities groups' shows.

Gender

- There are no significant differences by gender for **Option B**.

Disability

- There are some differences by disability, with 36% of those with an illness that limits activities a lot selecting *'concerns regarding an increase in congestion on alternative routes'* as a reason, compared to 23% of those with no limiting illness. More of those with no disability selected *'to enable a trial closure to be undertaken during a period without Covid-19 related restrictions'* (53%) and *'to facilitate a longer trial period'* (52%) compared to those with an illness that limits activities a lot (29% for each reason).

Option C

Age

- Those aged 18-34 have four significantly higher reasons and those aged 35-44 have three significantly higher reasons for their views on ***Option C*** than other age groups, corresponding with higher proportions of these age groups agreeing with ***Option C***.

Gender

There are no differences by gender for **Option C**.

Disability

There are some differences by disability, including:

- 90% of those with no disability and 86% of those with an illness that limits their activities a little selecting *'better environment for pedestrians'* as a reason, compared to 67% of those with an illness that limits their activities a lot.
- 88% of those with no disability selected *'better environment for cyclists* as a reason, compared to 67% of those with an illness that limits their activities a little lot and 79% of those with an illness that limits their activities a little.
- There are also differences for *'concerns regarding an increase in congestion on alternative routes'*, *'concerns regarding air quality on alternative routes'* and *'to facilitate a longer trial period'*, as the table 'Reasons for views on **Option C** by equalities groups' shows.

Figure 17: Reasons for views on Option A by equalities groups

Option A	Age						Gender		Disability		
	18 - 34 years (32)	35 - 44 years (60)	45 - 54 years (82)	55 - 64 years (88)	65 - 74 years (67)	75 years + (16)	Female (127)	Male (190)	Yes - limited a lot (36)	Yes - limited a little (54)	No disability (222)
better environment for pedestrians	34%	28%	39%	30%	37%	31%	32%	33%	36%	37%	32%
better environment for cyclists	44%	28%	30%	30%	39%	31%	31%	32%	31%	41%	30%
concerns regarding an increase in congestion on alternative routes	53%	55%	46%	57%	42%	38%	56%	45%	64%	48%	48%
to enable a trial closure to be undertaken during a period without Covid-19 related restrictions	28%	18%	16%	13%	16%	13%	13%	17%	25%	24%	13%
concerns regarding air quality through Poole Park	66%	43%	34%	40%	37%	31%	32%	46%	28%	46%	40%
concerns regarding air quality on alternative routes	47%	43%	33%	34%	39%	13%	33%	39%	42%	46%	34%
better accessibility for the disabled	47%	30%	45%	44%	52%	19%	44%	42%	69%	59%	32%
to facilitate a longer trial period (if experimental closure undertaken)	28%	15%	13%	11%	18%	19%	13%	16%	25%	28%	10%

Figure 18: Reasons for views on Option B by equalities groups

Option B	Age						Gender		Disability		
	18 - 35 years (35)	35 - 44 years (51)	45 - 54 years (66)	55 - 64 years (69)	65 - 74 years (37)	75 years + (14)	Female (100)	Male (160)	Yes - limited a lot (14)	Yes - limited a little (40)	No disability (203)
better environment for pedestrians	46%	35%	45%	32%	24%	21%	32%	40%	21%	33%	40%
better environment for cyclists	40%	43%	50%	33%	22%	21%	34%	42%	29%	33%	42%
concerns regarding an increase in congestion on alternative routes	17%	33%	27%	28%	19%	36%	26%	26%	36%	35%	23%
to enable a trial closure to be undertaken during a period without Covid-19 related restrictions	51%	63%	47%	55%	57%	29%	51%	54%	29%	55%	53%
concerns regarding air quality through Poole Park	26%	31%	29%	20%	27%	21%	28%	25%	43%	23%	27%
concerns regarding air quality on alternative routes	14%	29%	32%	20%	32%	14%	25%	25%	36%	23%	24%
better accessibility for the disabled	29%	31%	36%	16%	16%	0%	24%	27%	21%	23%	27%
to facilitate a longer trial period (if experimental closure undertaken)	43%	63%	55%	46%	57%	14%	50%	50%	29%	50%	52%

Figure 19: Reasons for views on Option C by equalities groups

Option C	Age						Gender		Disability		
	18 - 35 years (58)	35 - 44 years (112)	45 - 54 years (111)	55 - 64 years (120)	65 - 74 years (83)	75 years + (24)	Female (185)	Male (303)	Yes - limited a lot (21)	Yes - limited a little (71)	No disability (376)
better environment for pedestrians	93%	95%	86%	85%	86%	88%	88%	89%	67%	86%	90%
better environment for cyclists	90%	93%	84%	80%	83%	83%	84%	86%	67%	79%	88%
concerns regarding an increase in congestion on alternative routes	26%	22%	23%	22%	17%	17%	22%	20%	33%	32%	18%
to enable a trial closure to be undertaken during a period without Covid-19 related restrictions	21%	13%	14%	10%	11%	0%	11%	13%	14%	17%	11%
concerns regarding air quality through Poole Park	57%	57%	57%	61%	64%	54%	61%	59%	48%	61%	60%
concerns regarding air quality on alternative routes	28%	20%	23%	17%	20%	8%	19%	20%	38%	23%	18%
better accessibility for the disabled	66%	63%	57%	53%	61%	42%	57%	60%	62%	63%	57%
to facilitate a longer trial period (if experimental closure undertaken)	16%	11%	10%	11%	8%	0%	11%	10%	14%	15%	8%

4.9.3 Reasons for views on the options by mode of travel

- *'Better environment for pedestrians'* is the highest reason for **Option C** for those who travel by bicycle (94%) and those who travel on foot (91%). This is followed by *'better environment for cyclists',* with 91% of those who travel on bicycle selecting this reason and 87% of those who walk.

- *'Concerns regarding an increase in congestion on alternative routes'* is significantly higher those who travel by car than those who walk and travel by bicycle for **all options**.

- *'Concerns regarding air quality through Poole Park'* is significantly higher for those who walk and travel by bicycle than those who travel by car for **all options**.

- *'Better accessibility for the disabled'* is a greater concern for **Option A** by those who drive (59%) and is a greater concern for **Option C** by those who walk (62%) and those who travel by bicycle (63%).

- *'To enable a trial closure to be undertaken during a period without Covid-19 related restrictions'* is significantly higher for **Option B** for those who walk (57%) and cycle (53%), compare to 37% of those who drive. '*To facilitate a longer trial period'* follows a similar pattern, with 52% of those who walk and 50% of those who cycle selecting this reason, compared to 36% of those who drive.

- *'Concerns regarding air quality on alternative routes'* is significantly higher for those who drive (**Option B**=31% and **Option C**=27%), compared to those who cycle or walk.

Figure 20: Reasons for views on Options by mode of transport

	Option A			Option B			Option C		
	On foot (206)	**Bicycle (152)**	**Car/van (230)**	**On foot (185)**	**Bicycle (156)**	**Car/van (105)**	**On foot (371)**	**Bicycle (329)**	**Car/van (154)**
better environment for pedestrians	35%	37%	41%	37%	40%	28%	91%	94%	66%
better environment for cyclists	33%	38%	38%	39%	42%	32%	87%	91%	60%
concerns regarding an increase in congestion on alternative routes	49%	43%	57%	27%	22%	43%	20%	20%	36%
to enable a trial closure to be undertaken during a period without Covid-19 related restrictions	17%	15%	20%	57%	53%	37%	11%	13%	16%
concerns regarding air quality through Poole Park	46%	51%	29%	26%	29%	17%	62%	62%	49%
concerns regarding air quality on alternative routes	33%	36%	36%	23%	21%	31%	19%	19%	27%
better accessibility for the disabled	40%	38%	59%	28%	26%	19%	62%	63%	37%
to facilitate a longer trial period (if experimental closure undertaken)	15%	14%	20%	52%	50%	36%	11%	9%	10%

4.10 Comments about the scheme

Respondents were asked to provide any other comments that they would like to make about the scheme. 410 respondents provided feedback to this question which has been coded into themes to make them easier to interpret. Please note that where respondents have provided comments that relate to more than one theme, their feedback has been categorised into multiple categories.

Responses were coded in to seven key themes relating to 'wanting Keyhole Bridge closed to motorised vehicles', 'wanting Keyhole Bridge open to motorised vehicles', 'alternative measures', complementary measures', 'comments about the consultation process', 'changes in use since previous trial period was removed', and 'other road closures/schemes'.

Theme	Number of comments
Want Keyhole Bridge closed to motorised vehicles	484
Want Keyhole Bridge open to motorised vehicles	312
Alternative measures	36
Complementary measures	32
Comments about the consultation process	96
Changes in use since previous trial period was removed	15
Other road closures/schemes	7

4.10.1 Want Keyhole Bridge closed to motorised vehicles

There were 484 comments relating to the desire for Keyhole Bridge to be closed to motorised vehicles. These comments were further themed into four subthemes relating to 'safety', creating an 'enhanced amenity for cyclists and pedestrians', 'reduced access for motorised vehicles', and 'general comments in support of a closure'.

Theme	Number of comments
Safety	147
Enhanced amenity for cyclists and pedestrians	112
Reduced access for motorised vehicles	169
General comments in support of a closure	56

4.10.1.1 Safety

There were 147 comments relating to improved safety if Keyhole Bridge is closed to motorised vehicles. 58 of these comments related to **increased safety of pedestrians and cyclists while using the bridge**, while 14 respondents commented that it is **unsafe as a shared space**. 6 respondents felt that allowing access to motorised vehicles creates an **unnecessary safety risk to other users**.

"The bridge provides access between two area of leisure and is unsafe to be used by pedestrians whilst vehicles can still use it."

"Pedestrians and cyclists are clearly at real risk from motor vehicles by having to share this very narrow road under bridge. Banning motor vehicles should be a no-brainer."

"It is meant to be shared space but, as always, drivers take over and it becomes dangerous."

"Allowing motorised vehicles through here is an unnecessary risk. So many young children use it. It's an accident waiting to happen."

36 respondents commented that motorised vehicles should not be allowed access through the bridge because they are **inconsiderate to pedestrians and cyclists**, do not give way and are driven aggressively and intimate other user groups.

"By remaining open to traffic it creates aggressive behaviour as motor vehicles don't like to wait for pedestrians or cyclists."

"The cars feel they have priority over pedestrians and so I often have to wait for all traffic to go under bridge before passing through."

26 respondents commented that **safety in the park would be improved** due to fewer motorised vehicles driving through if they were unable to access via Keyhole Bridge.

"Closure would ensure a safer environment for all users of both Poole Park as well as Baiter and Whitecliff."

"Whilst the Keyhole Bridge is open there is much more motor traffic throughout the whole park making it far less safe for all those wishing to take exercise and recreational use."

7 respondents commented that **safety in general and within the wider area would be improved** if motorised vehicles were unable to use Keyhole Bridge.

"Closing the Keyhole Bridge to motor traffic is the best solution for safety as there are alternative routes for motor vehicles with wider roads. Cars also drive at speed on the approach to Keyhole Bridge which makes it extremely dangerous for pedestrians and cyclists."

4.10.1.2 Enhanced amenity for cyclists and pedestrians

There were 112 comments relating to closing Keyhole Bridge to motorised vehicles and creating an enhanced amenity for cyclists and pedestrians. 41 respondents commented that preventing access to motorised vehicles through Keyhole Bridge means that the **park is more pleasant to walk and cycle in** and allows young children to play freely.

"During the trial closure the park and Whitecliff was a much nicer, safer place to walk/cycle without cars using it as a cut through."

"It was much better when closed during lockdown - the park was more enjoyable to walk through."

"During the closure it was a much more pleasant and relaxing environment in Poole Park. My children could ride their bikes, scoot and walk without the worry of cars."

In addition, 20 respondents commented that the **park will be used by more pedestrians and cyclists** if access was restricted and that they have previously avoided visiting the park as a result of motorised vehicles accessing it, while 4 respondents commented that **motorised vehicles accessing Keyhole Bridge makes it difficult to access the local parks as a pedestrian and/or cyclist**. A further 7 respondents commented that the closure increased the likelihood to walk and/or cycle, resulting in **health benefits** to them and the wider community.

"During the recent trial closure period, the bridge appeared to me to be heavily used by both pedestrians and cyclists and offered an alternative route via Poole Park to cyclists heading for Sandbanks."

"When the road was closed I started to cycle through, now it has reopened I have returned to my car."

"The cars feel they have priority over pedestrians and so I often have to wait for all traffic to go under bridge before passing through."

"It may take time for some people to take decisions to walk or cycle rather than drive but the positive effect on public health and environmental pollution from motor vehicles would pay off for all residents of Poole."

15 respondents felt that the closure to motorised vehicles **promotes alternative travel** and persuades them to walk or cycle rather than use their vehicles.

"Walking is the most democratic form of transport and we need to be doing way more across the BCP area to support and encourage it. Small projects like this are essential."

"The issues raised in this case key to release societal and economic value of active travel measures."

17 respondents felt that the closure would **improve access to the park for the elderly and those with a disability** as they would not be fearful of an accident with a motorised vehicle, while 8 respondents felt that this was the case for those with **pushchairs and buggies**.

"As a disabled person I strongly prefer being able to travel through the bridge without having to worry about the danger from cars refusing to share the space."

"I have trouble walking through Keyhole Bridge because I cannot walk very fast. Drivers do not let me walk through and the narrow ledge is not suitable for me to walk on."

"It is currently a very unsafe passageway for pedestrians, particularly those using a wheelchair or pram (of which I am neither but have observed this). Although there are signs giving pedestrians right of way, these are frequently not observed by motorists."

4.10.1.3 Reduced access for motorised vehicles

There were 169 comments relating to reduced access for motorised vehicles through Keyhole Bridge. 49 respondents commented that the closure of Keyhole Bridge to motorised vehicles **reduces the number of vehicles that use Poole Park as a 'rat-run'**.

"The main use of the Keyhole Bridge is to enable vehicles to use the park as a shortcut or rat run to and from Sandbanks Road to avoid the congestion around the Civic Centre and queues at the Sandbanks Road Railway Arch. Access to the park for these vehicles is simply to use the park road as a highway and not use the park itself."

"When this was closed before I significantly reduced the traffic using Poole Park as a cut through."

"Whilst cycling through Poole Park at 5.10pm there is noticeable build-up of traffic travelling from Poole town centre to Whitecliff Road. The sudden increase of traffic at this time on weekdays can only be people leaving work in Poole town centre and using the park as a rat run to get towards Sandbanks."

In addition, 30 respondents commented that it is **unnecessary for motorised vehicles to use this route** as there are alternative routes that they can use instead that have little impact on their journey times.

"There are other ways for motorised traffic to pass around the area."

"There are plenty of routes for traffic to take into Poole without driving through Poole Park and disrupting pedestrians, joggers, and cyclists."

30 respondents felt that closing the bridge to motorised vehicles was **better for the environment** and there is more pollution in the park when vehicles have access through Keyhole Bridge. A further 10 respondents commented that **parks should be car free** and therefore it would be positive if they were restricted access via the bridge.

"When the bridge was temporarily closed before, there was a big improvement in air quality and more people were encouraged to leave their cars at home for shorter journeys."

"It seems that all members of the larger community i.e. BCP residents would benefit from this closure. The more immediate residents may perceive it as a disadvantage, but they too would inevitably benefit from better air quality and a quieter environment."

"The is zero justification for motor vehicles in parks, they need to go the long way round and leave the way clear for people on foot, bike, wheelchair and mobility scooter."

31 respondents commented that the **bridge is too narrow and unsuitable for modern vehicles**, many of which are more than the 6ft width permitted through the bridge. Some of these comments were also concerned that the bridge structure may be damaged by vehicles unable to fit through, causing safety concerns for the railway.

"It's just too narrow for modern wide cars. Many of which are over 6' wide."

"The gap under the railway line is not wide enough to facilitate the use of both motor traffic and pedestrians."

"Removing motor vehicles removes risk of bridge strike impacting railway with associated delays and potential for derailment."

8 respondents commented that **cars travel at unsafe speeds** both before and through the bridge, while 11 respondents commented that **it is not possible to see what is coming from the opposite direction through the bridge** and therefore it would be positive if it were closed to motorised vehicles.

"When I have been in the area using the Keyhole Bridge whilst it is open to all I find it frightening the speed and disregard the drivers have to pedestrians, cyclists and each other."

"Cycling from Whitecliff to the bridge down the hill is always a nightmare as traffic is not seen until you get to the entrance to the bridge, where you often have to brake hard to avoid a collision."

"Vehicle traffic through the bridge is very dangerous for other users as there is no clear view through the bridge."

4.10.1.4 General comments in support of a closure

There were 56 comments in general support of closing Keyhole Bridge to motorised vehicles. 32 of these comments were that the **bridge should be closed to motorised vehicles** without giving specific details as to why.

"I cannot see any justification for keeping the bridge open for motor traffic."

"I strongly support a permanent closure of Keyhole Bridge to traffic."

In addition, 22 respondents commented that reopening the bridge is **inconsistent with climate emergency and travel plans/policies of the council**.

"BCP should be taking a lead in making it easier for people to walk and cycle and to leave the car at home, in order to meet its objectives on active travel, on *climate, on reducing emissions and saving oil."*

"It seems ridiculous, that in 2022, and with a major focus on being green, and providing accessibility to the disabled, walkers and cyclists, that the Keyhole Bridge has remained open to traffic at all. I do not see any strong case for the bridge to remain open to any motor vehicles for the foreseeable future."

2 respondents commented that they do not want motorised vehicles to be able to access Keyhole Bridge because it is a route that **connects with other cycle routes** in the area.

"Encourage active travel in a safe and secure environment, reducing the risk to pedestrians and cyclists. Natural link with the existing NCN 25."

4.10.2 Want Keyhole Bridge open to motorised vehicles

There were 312 comments relating to the desire for Keyhole Bridge to be kept open to motorised vehicles. These comments were further themed into five subthemes relating to 'access', 'displaced traffic', 'safety', 'conflict between cyclists and pedestrians', and 'general comments in support of keeping access'.

Theme	Number of comments
Access	106
Displaced traffic	52
Safety	6
Conflict between cyclists and pedestrians	40
General comments in support of keeping access	108

4.10.2.1 Access

There were 106 comments relating to motorised vehicles requiring access to Keyhole Bridge. 33 of these comments were that the **bridge should remain open to motorised vehicles** without giving specific details why.

"Please leave this road alone we do not need or want road closures or further trials."

"I think the bridge should stay open to traffic."

"Keep the bridge open to all vehicular and pedestrian traffic."

In addition, 27 respondents commented that the bridge should be **open to all**, while 11 respondents commented that they should still be able to access the park and that they **will stop visiting Poole Park if they cannot access it via Keyhole Bridge**.

"It's a public place for local people whether walking, cycling or driving."

"Keyhole Bridge should be open to all not just a select few of the population."

"I feel it should be open as Poole Park is great for dog walking but if the bridge was closed to car I feel it wouldn't be as easy to get there and would walk and spend my money elsewhere."

"If it was closed we would choose somewhere else to go to."

33 respondents commented that Keyhole Bridge was a **vital access point to the park for the elderly and disabled** who rely on their car.

"By closing the Keyhole Bridge to cars you are denying access to Poole Park to elderly and disabled people."

"Closure of the bridge would impact those with disabilities from getting to the park without significant detour."

"To close the bridge to all motorised vehicles would deprive people with accessibility issues to being driven through our beautiful park, especially the boating lake."

2 respondents felt that accessing Poole Park via Keyhole Bridge was a **good route if other roads in the local area are blocked**.

"This bridge provides an alternative route from Sandbanks to Poole for those of us who work at St Ann's Hospital if we need to avoid road works etc."

4.10.2.2 Displaced traffic

There were 52 comments relating to concerns of displaced traffic if access was restricted. 23 respondents commented that the closure of Keyhole Bridge to motorised vehicles results in traffic being displaced elsewhere and causes **congestion on other roads**.

"Closing a key route through Poole Park would only add to the congestion on all other routes which is already heavily congested."

"Closing this bridge only puts more traffic on surrounding roads. Should not even be an option."

"Congestion in Poole is bad enough with our existing road system so we should not be closing those we have."

In addition, 15 respondents felt that increased congestion on other roads and longer journeys results in **increased emissions and pollution** from cars.

"By closing this entrance to some will make further pollution as vehicles travel further."

"The closure caused increased travel time and vehicles covering greater distance. This caused increased pollution. The complete opposite of what is required."

8 respondents specifically felt that the closure will result in **more vehicles using Orchard Avenue and Twemlow Avenue**, while 3 respondents commented on increase **congestion along Sandbanks Road**. 3 respondents felt that there would be increased traffic along **Parkstone Road** and the Poole Park exit at Kingland Road.

"Currently, Poole Park has four entrance and three exit routes. If the Keyhole Bridge is closed there will only be two exit routes and the Eastbound exit from Orchard Avenue to Sandbanks Road can be very congested in summer and at peak times. The Westbound exit already gets congested too, due to the narrow carriageway alongside the large disabled parking bays. Sadly many motorists feel so intimidated by the narrow carriageway available that they cannot pass others from the opposite direction even when theoretically there would be room for them to do so. Forcing more traffic to exit Westbound to the George Roundabout or Parkstone Road will only increase town centre congestion and air pollution."

"When it was closed Sandbanks Road got so busy that the fumes for the people in Sandbanks Road must have been hell in the summer."

4.10.2.3 Safety

There were 6 comments relating to reduced safety if access was removed for motorised vehicles at Keyhole Bridge. 5 respondents felt that there would be **reduced safety in general** within the local area, while 1 respondent commented that there would be reduced safety at the **Orchard Avenue junction with Sandbanks Road**.

"When the first trial was in place, it was much more dangerous to cycle, as pedestrians took up the whole of the space. Having the route open to all means all users have to give respect to each other."

"Closing the bridge to vehicles would put pedestrians in danger."

"There have never been any accidents! Having cars exit onto Sandbanks Road turning right is dangerous."

4.10.2.4 Conflict between cyclists and pedestrians

There were 40 comments relating to concerns about conflict between cyclists and pedestrians should access be restricted to motorised vehicles. 19 respondents commented that **cyclists travel too fast and lack awareness of pedestrians** as a result of the bridge being closed to motorised vehicles.

"Closing the road to motor vehicles will result in cyclists becoming the danger - they will ride through at speed knowing that there will be no vehicles coming in the other direction."

"My concern is that cyclists are not good at sharing space. Without motor traffic they will consider themselves to have priority and they will intimidate pedestrians and place them at risk."

In addition, 21 respondents commented that Keyhole Bridge should remain open to motorised vehicles because **cyclists and pedestrians have alternative routes that they could use**, including the subway system at Park Lake Road.

"There is a perfectly good footpath/cycleway along the water's edge. There is no need to close this road."

"The scheme has been flawed from day one. There are plenty of cycle lanes across Whitecliff Park."

"Just as a point there is a purpose-built underpass just a short walk away."

4.10.2.5 General comments in support of keeping access

There were 108 general comments in support of allowing motorised vehicles access to Keyhole Bridge. 85 of these comments were that respondents had **never experienced any issues or conflicts** between different user groups when using Keyhole Bridge, regardless of whether they were using it as a driver, pedestrian or cyclist and therefore there was no need to restrict access.

"The bridge has been trouble free for decades. There isn't a problem to be resolved."

"This bridge has been open to cars for many years without any concern."

"As an older walker, I have never ever had a problem walking through Keyhole Bridge. Why change it when it works."

A further 5 respondents commented that it was unnecessary to close it to motorised vehicles because **cars are unable to travel at unsafe speeds** using the bridge, while 8 respondents felt that the scheme was a **waste of money** that could be better spent elsewhere.

"Traffic is slowed by cars/vans as cannot see through till last minute, which slows down cyclists etc as they don't know whether a vehicle is coming through."

"I'm very disappointed this has reared its ugly head again. We have so many more pressing issues in BCP that we cannot waste any more time on this."

8 respondents felt that **cyclists should not be prioritised over motorists**, while 2 respondents felt that the closure **does not increase the likelihood of cycling or walking**.

"I think it is divisive to favour one group of individuals over another and we should not be promoting cycling schemes that have a major impact on other road users."

"Having seen the rather heated debates online regarding this small stretch of road, and in general with other traffic reduction schemes, these things do not encourage people to walk and cycle more, they won't make an iota of difference."

4.10.3 Alternative measures

There were 36 suggestions of alternative measures that could be implemented instead of closing Keyhole Bridge to motorised vehicles. 6 respondents suggested that **traffic lights** should be installed at the bridge that allow pedestrians and cyclists to use the bridge without encountering motorised vehicles in the opposite direction. In addition, 2 respondents suggested **pedestrian crossings** be installed at the bridge to make it safer for them to use.

"If the bridge is to remain open for traffic then some sort of traffic lights and pedestrian access needs adding so that pedestrians/wheelchair users/cyclists can stop traffic in both directions while they go through."

"Please can we keep our roads open in BCP but make them safer for pedestrians and cyclists using traffic calming measures, better pavements and more pedestrian crossings."

4 respondents suggested that **signage needs to be improved** and made more visible, stating that pedestrians have priority within the bridge, while 1 respondent suggested that **mirrors** should be installed to make it easier to see whether a vehicle or other users were coming in the opposite direction.

"The signage to indicate pedestrian priority, is small and far away from bridge causing confusion over who has priority, therefore it reverts to the bigger vehicle."

"Maybe just put up a sign saying slow & take turns for this so don't know the bridge (as well as the shared space sign) & put up a mirror on each side so that you can see what's coming."

2 respondents suggested that the **bridge and footpath should be widened**, while 2 respondents suggested that there should be a **separate bridge for pedestrians and cyclists** built.

"If you are going to open Keyhole Bridge to motor traffic then at least make it wider."

"The problem is caused, as usual by a lack of tunnels/bridges across the railway lines specifically for pedestrians/cycles."

3 respondents suggested that a **one-way system** should be implemented through Keyhole Bridge with it acting as an exit only from Poole Park.

"I'd far rather see the bridge turned into a one way option (allowing traffic through from Poole Park) than closed entirely."

3 respondents suggested that **cyclists should have to dismount** when using Keyhole Bridge for the safety of others and 1 respondent suggested that the bridge be accessible to **motorised vehicles only**.

"The bridge must remain open fully and cyclists should either dismount and walk through to protect pedestrians. This is because cyclists go through too fast. Cars already have to slow down."

"One option could be to make the bridge motor vehicles only and would negate the problem of pedestrians."

The remaining alternative measures suggested related to access. 5 respondents suggested that routes within Poole Park be reconfigured so that it is used for **accessing the car parks only**, while 2 respondents suggested a **barrier within Poole Park** itself so it is no longer used as a through route. 3 respondents suggested that access should be restricted to **blue badge holders only**, while 1 respondent felt that **time restrictions on access via Keyhole Bridge** should be

considered. Finally, 1 respondent suggested that **emergency services should still be able to access Poole Park** via Keyhole Bridge.

"Is Poole Park a park or a car park? A traffic through road via the park is a policy disaster and should be avoided at all cost."

"It should be a consideration to close the park to through traffic by placing a barrier in the middle."

"Disabled parking should be provided."

"If you limited the hours it was open to traffic much like in Poole Park that would help greatly."

"To the best of my knowledge there have been no accidents on this route and it is very seldom used, if kept open it would provide access for emergency services and the less able bodied."

4.10.4 Complementary measures

There were 32 comments relating to complementary measures that the council should consider in addition to restricting Keyhole Bridge access to motorised vehicles. 8 respondents suggested that the council need to address the **flooding within Keyhole Bridge**, possibly by raising the road level and widening the footpath.

"I noted the usual flooding over winter which if motor transport was permanently banned could be more easily resolved thus improving the experience for pedestrians and cyclists."

"The path on the side can be extended and make the walk especially when flooded safer."

4 respondents suggested that **road surfaces** were in need of improvement.

"The section of road from the main entrance to Poole Park to Keyhole Bridge hasn't been resurfaced yet."

7 respondents felt that **cyclist's behaviour** is in need of management and could be achieved by banning them within Poole Park or providing alternative routes for them away from pedestrians.

"Cyclists are a problem in the park - personally I would disallow bike riding altogether in the park. They currently have access on the footpath around the perimeter of the lakes and all along the track from Whitecliff to the lakes. They should be on the road only like cars are."

5 respondents suggested that local roads and pavements require **more safe walking and cycling lanes**. 1 respondent suggested that **speed cameras** were required within the conurbation to improve safety on local roads.

"A decent cycling infrastructure (even at the cost of motorist convenience) will encourage more people to take up this form of transport. Travel times on the bike are barely any longer than driving."

"Please keep it closed to traffic and we need speed cameras on Sandbanks Road. It's become horrendous living here with all the noise and pollution."

4 respondents suggested that **no vehicles should be allowed to access Poole Park at all** in addition to restricting their use of Keyhole Bridge. In addition, 1 respondent suggested that **barriers that restrict motorbikes from using Keyhole Bridge** were required in addition to the proposed closure. 1 respondent suggested that **speed limits** for motorised vehicles should be reduced within Poole Park to improve the safety of other users, while 1 respondent suggested that **double yellow lines** were required to restrict parking and improve safety.

"No park should be shared with motor vehicles where drivers are looking to save journey time."

"It was evident that occasionally motorcycles would still go through and the barrier system would need to deter this."

"I would like the speed limit in Poole Park to be reduced to 5mph so that cars are not the prime users of the park."

"If the bridge remains open double yellow lines should be considered from Sherwood to avoid single lane traffic adding to the danger of this already dangerous route."

4.10.5 Comments about the consultation process

There were 96 comments relating to the consultation process. There were 18 comments that **questioned the council reasoning to reopen Keyhole Bridge** to motorised vehicles. In addition, 3 respondents commented that they felt that the **first consultation showed a desire to keep the bridge closed** to motorised vehicles.

"I have concerns about how the opening of Keyhole Bridge happened."

"I am appalled at the council's affront attitude (head in the sand) to fly in the face of sound logic and directives by ignoring public requirement in this matter. Are the council not employed to also represent its constituents and visitors!"

"It was clear from the first consultation that most people wanted to retain the closure to motor vehicles in this location."

In addition, 3 respondents commented that the **original consultation should not have ended early**, while 4 respondents commented on the **judicial review and court action** to continue consulting with the public. 1 respondent commented that they were not aware of the original consultation.

"The council were wrong to reopen it and wrong/corrupt in closing the feedback before the stated date. People gave their own money to fund the Judicial Review against their own council. These factors alone should be enough to shame the council into reopening it."

"It's pretty outrageous that money had to be collected to take you guys to judicial review in order to have this properly considered."

"I didn't know there was a consultation until the court case."

While 3 respondents commented that there was **no need to repeat the trial closure**, 2 respondents felt that a **further trial period was required**.

"The trial period has already occurred, no need to repeat it."

"A further trial period during the warmer months is necessary. It's not a true test to shut it to traffic when it's freezing cold & raining."

11 respondents commented that there had been **changes in priority use within the Highway Code since the original consultation** and therefore it was important to consider updated views.

"Changes in Highway Code since initial consultation giving priority to pedestrians and cyclists."

"I am responding again as things have changed since the original consultation. 1. Clarification of hierarchy of road users in the highway code. Priority to pedestrians then cyclists. This is something often not observed by car drivers."

While 19 respondents commented on and **criticised lobbying groups in favour of closing the bridge** to motorised vehicles, 4 respondents commented on and **criticised lobbying groups in favour of allowing access** to motorised vehicles, while 3 respondents cited **reports that were in support of closing the bridge**.

"I believe the scheme is driven by the pro-cyclist and anti-car lobbies, and thus you will get more responses from these people."

"This issue is being perpetuated by a group of people that seem to believe that closing the route will somehow improve cycling in the area walking and prevent accidents."

"It's only a small minority of diehard car drivers who don't want to understand the difference this closure would make who are against the proposal."

"As explained in Cycling UK's press release, the independent report blows the council's arguments out of the water, showing that closing the bridge to motor traffic has a net economic benefit of over £8.5 million, whilst re-opening it to motor traffic is inconsistent with the council's own policies."

This difference in viewpoint was further highlighted by 12 responses that questioned the **survey design and wording**, with conflicting opinions as to whether the survey was weighted towards keeping the bridge open or closing it to motorised vehicles.

"I'm concerned that the by giving these 3 choices the pro-closure vote is being split."

"The bias is tilted against option A."

"The way this survey has been written in such a way it is misleading and aimed towards cyclists and not for all who use the parks facilities. Although it's nice to see that air pollution is part of the survey as you have totally ignored pollution levels when closing roads in Oakdale, it is the same for Keyhole Bridge."

Respondents also commented on the **availability of evidence** to support either opinion. 3 respondents questioned whether monitoring of the available options had been undertaken prior to the consultation, while 5 respondents felt that it was important to monitor the scheme and gather data on its impact and to accurately capture the reasons for use of the bridge by motorised vehicles. Finally, 5 respondents commented on the evidence and supporting material that had been gathered that had been distributed within local media.

"Did actual monitoring of all options take place and if so were they widely made available to the public?"

"Properly collected and transparent evidence relating to 1. Traffic volumes using bridge and Poole Park; 2 Traffic speeds in Poole Park; 3 Environmental impact."

"A survey should be done to find out the reasons why cars are travelling under the bridge."

"It is clear from the photos and videos that the bridge is not adequate for motor traffic anymore."

"I have seen pictures in press and social media of issues but am sure these are staged to give a biased view."

4.10.6 Changes in use since previous trial period was removed

15 respondents specifically commented on changes in use and behaviour since the previous trial period was removed. 12 of these comments related to an **increase in motorised vehicles using Keyhole Bridge and Poole Park since the closure was removed**, resulting in increased noise and reduced safety, while 3 comments were that all **user groups were sharing the bridge safely and courteously since the restrictions had been removed**.

"Feel that the reopening of the bridge may have benefitted motorists wanting to take a short cut, but this has been detrimental to enjoyment of the park and Baiter/Whitecliff for all other users."

"I use this route quite often, either walking or in a car, occasionally on a bike. In the months since it was reopened, every time I go through, I see people cooperating, pausing to give way if necessary. I have not seen a single problem, and I do use the bridge quite a lot. It works just fine. Leave it alone."

4.10.7 Other road closures/schemes

There were 7 comments relating to other road closures and schemes. 5 respondents commented that the council should **stop introducing ETROs and Low Traffic Neighbourhoods**, while 1 respondent commented that investing in **cycling infrastructure is a waste of money**. 1 respondent suggested that **two-way traffic should be implemented from Ashley Cross to Poole town centre** to avoid the Civic Centre roundabout.

"Please stop closing roads and creating one-way systems. Back in the 90s Poole traffic was much better and the town as a whole benefitted from it. Now it takes hours to get anywhere whether by bus or by car and parking is a nightmare."

"Of course traffic from Lilliput and Sandbanks will have to travel around the Civic Centre rather than use the park as a cut through so make that a better experience. Consider having 2-way traffic from Ashley Cross into Poole without going around the Civic."

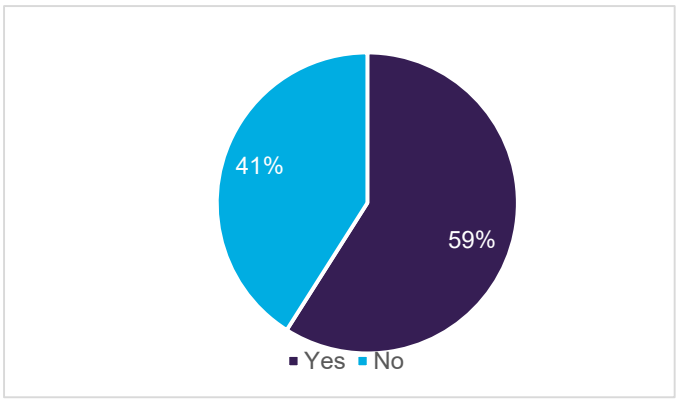
"Keyhole Bridge has been open to motorists for years and fail to see why it is needed to be closed again, along with other cycle paths is a total waste of funds that would be better spent on badly needed repairs and upgrades on the road infrastructure which the motorists pay for unlike cyclists who don't contribute any funds but a vast amount of money is wasted on cycle lanes."

4.11 Potential modal shift

Respondents were asked '*If Keyhole Bridge was closed to motor traffic, would it encourage you to walk or cycle rather than drive?*'

Just under six out of ten respondents (59%) would be encouraged to walk or cycle rather than drive if Keyhole Bridge was closed to motor traffic. Just over four out of ten (41%) would not be encouraged to walk or cycle rather than drove.

Figure 21: If Keyhole Bridge was closed to motor traffic, would it encourage you to walk or cycle rather than drive?



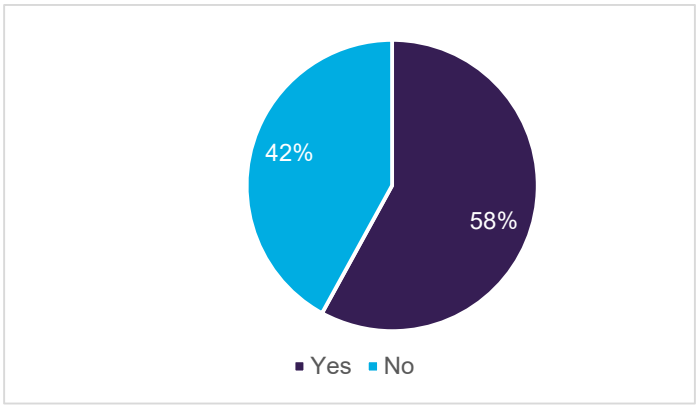
Base (777)

4.12 Past modal shift

Respondents were asked '*When Keyhole Bridge was closed to motor traffic, did it encourage you to walk or cycle rather than drive?*'

Just under six out of ten respondents (58%) were encouraged to walk or cycle rather than drive when Keyhole Bridge was closed to motor traffic. Just over four out of ten (42%) were not encouraged to walk or cycle rather than drove.

Figure 22: When Keyhole Bridge was closed to motor traffic, did it encourage you to walk or cycle rather than drive?



Base (767)

4.13 Differences in modal shift

As the table below shows, there are differences in potential and past modal shift by respondent type, mode of travel, age, gender and disability.

- Visitors to Poole Park have been and would be most likely to walk or cycle rather than drive when/if Keyhole Bridge is closed to traffic, compared to other respondent types – in particular those who park along Whitecliff Road.
- Those who walk or cycle are more likely to be encouraged to do so, than those who drive.
- Those with aged 35-44 are more likely to be encouraged to walk or cycle than those with aged 55-64.
- Those with no disability are more likely to be encouraged to walk or cycle than those with a limiting illness that limits their activities a lot.

Figure 23: Potential and past modal shift by respondent type, mode of travel, age, gender and disability.

	Potential modal shift			Past modal shirt		
	Base	Yes	No	Base	Yes	No
Respondent type						
live in Whitecliff Rd, Twemlow Ave, Orchard Ave or other road off Whitecliff Road	55	53%	47%	55	53%	47%
lives in the Whitecliff area (not the roads above)	94	59%	41%	94	57%	43%
BCP resident (outside Whitecliff)	478	55%	45%	474	55%	45%
a visitor to Poole	79	76%	24%	77	74%	26%
visits Poole Park and/or Whitecliff Park	461	57%	43%	455	56%	44%
travels through for work/leisure/education	318	64%	36%	313	64%	36%
parks along Whitecliff Road	46	39%	61%	45	40%	60%
works in the area	87	59%	41%	84	58%	42%
Mode of travel						
On foot	488	67%	33%	483	67%	33%
Bicycle	404	77%	23%	398	77%	23%
Car/van	360	23%	77%	357	23%	77%
Age						
18 - 34 years	75	65%	35%	73	60%	40%
35 - 44 years	139	68%	32%	137	67%	33%
45 - 54 years	167	58%	42%	164	59%	41%
55 - 64 years	182	55%	45%	182	54%	46%
65 - 74 years	127	57%	43%	126	57%	43%
75 years and over	42	52%	48%	41	51%	49%
Gender						
Female	279	55%	45%	274	53%	47%
Male	409	65%	35%	406	65%	35%
Disability						
Yes - limited a lot	55	24%	76%	52	17%	83%
Yes - limited a little	112	48%	52%	112	47%	53%
No disability	500	66%	34%	494	66%	34%

4.14 Alternative suggestions and complementary measures

Respondents were asked to write in any alternative suggestions, or complementary measures in relation to the scheme that they have. 257 respondents provided feedback to this question. Please note that where respondents have provided comments that relate to more than one theme, their feedback has been categorised into multiple categories.

Responses were coded in to four key themes relating to 'access', 'alternative measures', 'complementary measures' and 'additional measures in the local area'.

Theme	Number of comments
Access	156
Alternative measures	126
Complementary measures	60
Additional measures in the local area	22

4.14.1 Access

There were 156 comments and suggestions relating to access. 65 of these comments suggested that **Keyhole Bridge should remain open to motorised vehicles**. Many of these comments were that they had never experienced any issues with motorised vehicles using the bridge and that all users are respectful of each other.

"Do not close this bridge as it has always been safe to use for pedestrians and motor vehicles."

"I believe this needs to remain open for all as is. Anything else is a disaster waiting to happen."

"Leave Keyhole Bridge access alone and allow free movement of all classes of user."

In addition, 9 respondents commented that the money used for closing the bridge would be **better spent elsewhere**.

"Start sorting out the numerous dangerous potholes on our roads before wasting huge amounts on designated cycle lanes which are hardly used."

"Stop wasting taxpayers money."

However, 31 respondents commented that **Keyhole Bridge should be closed to motorised vehicles**.

"Close the bridge and promote cycling or walking to work. It's a dangerous place to walk through with cars also using."

"Just close the tunnel to vehicles – it was wonderful when it was closed before."

"Traffic just needs to use the main roads and not this "rat-run"."

22 respondents commented that **Poole Park should be closed to through traffic** altogether, while a further 9 respondents commented that access to motorised vehicles within Poole Park should be restricted to the **car parks only**.

"Close Poole Park to all traffic as a through route."

"I have always thought it would be good to see Poole Park closed to through traffic."

"All roads into the park should lead to a car park only, thus reducing the number of vans/cars using it as a short cut."

"More of the park should be closed to cars. Just need access to the 3 car parks. In between these should be shut. Cars should just enter at the nearest entrance to the car park they want to use."

8 respondents commented that a **barrier should be put in Poole Park** to restrict access, with suggestions including in the middle of the park, or alternatively so that access is restricted at the Poole Park gates near Twemlow Avenue.

"Close the park in the middle so cars cannot use it as a cut through."

"To avoid drivers using this as a cut through in Poole Park why not close access to Poole Park at Twemlow Avenue end - this would mean only residents of Twemlow Avenue etc would need to use Keyhole Bridge."

4 respondents suggested that **motorised vehicle access should be restricted to those with a disability only**.

"Cars need to be made aware it is a privilege not a right to drive through a park - driving through a park needs to be reserved for those with disabilities who wouldn't otherwise be able to access the space. Perhaps the parking spaces need to be for those with disability badges."

4 respondents suggested that **on-street parking should be banned**, while 2 respondents felt that **no parking should be allowed within Poole Park** at all.

"Removal of on-street parking along Whitecliff Road and protected lanes on Sandbanks Road will improve the overall route significantly improving its impact on increasing uptake in walking and cycling."

"Close Poole Park to through traffic and remove the central car park."

2 respondents commented on the **cost of parking** within Poole Park.

"Reduce the number of on-street parking spaces and increase the cost of parking."

4.14.2 Alternative measures

There were 126 comments and suggestions relating to alternative measures instead of closing Keyhole Bridge to motorised vehicles. 32 respondents suggested that **traffic lights could be installed at Keyhole Bridge** instead of closing it. A traffic light system would alleviate any shared space conflict and could operate so that they prioritised pedestrian use of the bridge. A further 3 respondents suggested that **pedestrian crossings** could be installed to help them use the bridge safely.

"Putting a traffic system on either side of the bridge so it is safe for all motorists, cyclists and pedestrians. In this case it wouldn't add congestion onto already congested routes which would increase air pollution along one route, it would enable a key route to remain open & provide safety for both motor vehicles and cyclists/pedestrians which will more than likely encourage more visitors who are capable of walking/cycling and those who are disabled that need to use their car but still wish to enjoy the area."

"A traffic light system whereby motor vehicles are given a green light only when PIR sensors do not detect cyclists or walkers under the bridge or on its approaches."

"Consider fitting a traffic lights/toucan "crossing" through the tunnel to control traffic and for use by pedestrians and cyclists to stop traffic. Make it camera controlled to penalise red light jumpers."

"If necessary & as an alternative to a total ban on cars, if that was likely, could a pelican type crossing be used, whereby pedestrians & cyclists would be protected while not restricting cars entirely."

26 respondents commented that **cyclists and pedestrians are able to use alternative routes** as opposed to using Keyhole Bridge and therefore there is no need to close it to motorised vehicles. In addition, these comments suggested that alternative routes could be built for cyclists and pedestrians, and that there could be separate paths for both of these two user groups to reduce conflict between them as well.

"Find a safer way for pedestrians or cyclists to pass."

"If pedestrians and cyclists don't like the bridge being open or don't like going through it then a 5 min walk or few minutes cycle they can go under the subway, that's what it's there for to be used."

"Make the seafront path wider and cyclist friendly. Give pedestrians their own pathway."

Furthermore, 4 respondents suggested that a **separate tunnel** be built to separate motorised vehicles from other users.

"A second smaller bridge/tunnel could be constructed next to the existing bridge for pedestrians and cyclists. It could link up with the existing cycle path that runs along Whitecliff seafront. This would mean it is a flatter route for cyclists having to navigate the winding road and mean they don't need to navigate the current gate system onto the road."

12 respondents suggested that there should be **improved signage at Keyhole Bridge** instead of closing it. Signage should make it clear and obvious that pedestrians and cyclists have priority over motorised vehicles using the bridge.

"Maybe a nice sign on the drive up for people who are new to the area or may need reminding that everyone uses the bridge and to be considerate of one another."

"Signage to advise users that other people/cars etc also use the bridge and users should do so with caution."

12 respondents suggested that there could be **time restrictions on when motorised vehicles could use Keyhole Bridge**, similar to the restrictions already in place within Poole Park. Different time restrictions were suggested, with some suggesting that there should be restrictions during rush hour, while others suggested that motorised vehicles should be restricted during the day or at weekends.

"I feel that the problem with cars was caused by rush hour traffic. If the park was closed to traffic during, and only during, rush hour traffic the problem would be eased."

"If not permanently closed maybe temporary times such as rush hour times open and rest of the time closed."

"The park could be open to traffic during rush hour to relieve congestion, then closed to traffic all day to allow people safe and comfortable use of the park."

9 respondents suggested that **Keyhole Bridge should be widened** to allow all user groups to coexist and share the space safely.

"The only way to make the Bridge safe for both cars, walkers and cyclists is to invest significant money in widening the Bridge."

"If the bridge remains open to motor vehicles then it must be widened as it is not fit for purpose."

7 respondents suggested that use of Keyhole Bridge could be restricted to **one-way only** to reduce conflict from both directions. The majority of these comments suggested that Keyhole Bridge be used as an exit from Poole Park only.

"The only alternative/complimentary measure I could suggest for consideration and consultation would be restricting vehicular traffic to one direction of travel only and that would have to be in the direction out of the Park only due to the fact that of the three entrances into Poole Park one already has no exit to vehicles."

5 respondents suggested that **speed humps** could be installed to ensure motorised vehicles pass slowly within the vicinity of Keyhole Bridge. A further 2 respondents suggested that **average speed cameras** could be installed to control traffic speed.

"Consider ramps to slow traffic down on each side of the bridge."

"Average speed cameras either end?"

4 respondents suggested that **mirrors** should be installed in order for users to see whether there was anything coming in the other direction through the bridge and reduce conflict.

"I don't believe there are concerns about safety that cannot be cheaply overcome by installing mirrors or even traffic lights."

A **ban on larger and wide motorised vehicles** was suggested by 4 respondents.

"Enforce the actual width restriction with 6' wide bollards, either side."

While 3 respondents suggested that the **priority use of the bridge by pedestrians should be enforced**, 2 respondents commented that **pedestrians and cyclists should be banned** from using the bridge.

"If it is decided to keep Keyhole Bridge open to traffic it is clear from comments made, and my own experiences, that more needs to be done to ensure pedestrian safety and to enforce car drivers to respect the pedestrian priority that is so often ignored at this point."

"Stop pedestrians and cyclists from using what is already a very narrow road/tunnel. They can cycle walk happily along the new cycle lane."

1 respondent commented that a **toll fee** should be implemented for motorised vehicles using Keyhole Bridge.

"Make it a toll bridge (small fee (20p) auto collected like the London congestion charge)."

4.14.3 Complementary measures

There were 60 comments and suggestions relating to complementary measures to closing the bridge to motorised vehicles. 22 of these comments related to the need to **address the flooding under Keyhole Bridge**. Suggestions included raising the raising of the road and footpath above the flood level.

"A puddle forms under the bridge in wet weather, hopefully this can be fixed by raising the height of the road and improving drainage."

"A raised platform for peds/cyclists/mobility scooters under the tunnel to negate the impact of regular flooding making it difficult to pass or impassable at times."

"If closed to traffic, I understand that the level of the bridge can be raised to reduce flooding. This will allow pedestrians, cyclists, wheelchair users, mobility scooters and parents with buggy to use the route at all times."

17 comments related to the need to **impose restrictions on cyclists** to improve the safety for pedestrians and other users of the area. Restrictions that were suggested focused on managing the speed that cyclists travel at, as well as making cyclists dismount under the bridge.

"If it is to be closed then there is a need to find a way to slow the cycles and scooter to make it safe for pedestrians. Currently cars do this slowing job for nothing."

"Cyclists and scooter riders should be required to dismount when passing under the bridge as a significant minority do not slow down sufficiently, especially given the rising popularity of electrically powered bikes & scooters."

"Implement a speed limit for cyclists using Poole Park. I have witnessed cyclists bullying pedestrians on a number of occasions. Poole Park is not a racetrack to be enjoyed solely by lycra-clad competitive cyclists, it should be open for everyone including the disabled who are not lucky enough to be able to walk or cycle."

10 respondents suggested that the **quality of road surfaces** need to be addressed in the local area, with potholes causing safety concerns for both pedestrians and cyclists.

"Improve the road on the Poole Park side of the bridge which is of such poor quality it represents a hazard to cyclists. Also, I would imagine it is difficult for wheelchair or pushchair users to safely move through the bridge with the current pavement set up."

"Resurface the road between the bridge and Twemlow Avenue, it is in an appalling state."

5 respondents suggested **lower speed limits** on the local roads.

"Yes, slow traffic everywhere to 20mph or lower, people then might get out if their cars and this will be the norm and the environment and our health will benefit."

4 respondents commented that the **cycle route into Whitecliff and Baiter Park** needs to be improved, potentially with the removal of the access gate to make cycling easier and more desirable.

"Remove the gate into Whitecliff Park as it is unsuitable for a cycle route."

"Yes - improve access to Baiter Park - longer dropped kerb, wider shared used path, and better gate access."

1 respondent suggested that there should be more **Beryl bikes and scooters** in and around Poole Park to encourage active travel, while 1 respondent suggested that a **roundabout** was required to make turning easier within Poole Park near Keyhole Bridge.

"Perhaps have Beryl bikes and scooters there for commuters?"

"To facilitate use of the parking spaces on the park side of the bridge a roundabout needs to be created, or more problems

between pedestrians and drivers will be created.as motorists try to turn around."

4.14.4 Additional measures in the local area

There were 22 comments and suggestions relating to additional measures required in the local area. 8 of these commented related to the **need for improved public transport** in the local area as well as alternative transport options available, while there were 2 comments relating to the availability of a **park and ride** scheme.

"Improve local public transport and wider traffic control measures to limit traffic to further promote and encourage walking and cycling."

"Reduce the number of motor vehicles on the roads in Poole by encouraging the use of public transport and discouraging the use of private motor vehicles."

"Facilitate the park and ride scheme again and make it attractive and economic to use."

6 respondents commented on **traffic control required elsewhere in the local area**, while 4 respondents commented on improvements required at the **Sandbanks Road Railway Bridge**. 2 respondents commented on there being traffic concerns around the **Civic Centre** in Poole.

"Address the congestion issues on the main road and mark the roads more clearly to improve traffic flow through the area."

"More modal filters and segregated or LTN1/20-compliant cycle routes in the whole conurbation."

"I wonder if narrowing the pavement under the bridge on Sandbanks Road has been considered to reduce the single lane transit and associated queuing."

"Improve the traffic pinch point under the railway bridge on Sandbanks Road near to the junction with Sherwood Avenue - this would be major civil works to widen the road and create a new bridge, but would benefit traffic flow."

"Sort out the traffic signal timings as the Civic Centre roundabout to help traffic move more fluently."

4.15 Equalities and Human Rights considerations

Respondents were asked to write in any positive or negative impacts of the proposal that they believe that BCP Council should take into account in relation to equalities or human rights, and if so, to provide supporting information and to suggest ways in which the organisation could reduce or remove any negative impacts or increase any positive impacts. 202 respondents provided feedback to this question.

Responses were coded in to four themes relating to 'protected characteristics, 'human rights', 'relevance of closure to equalities and human rights' and the 'proposed changes'.

Theme	Number of comments
Protected characteristics	197
Human rights	94
Relevance of closure to equalities and human rights	12
Proposed changes	18

4.15.1 Protected characteristics

There were 197 comments relating to the impacts of the proposal on protected characteristics. 63 respondents commented that the closure of Keyhole Bridge to motorised vehicles **positively impacts on those with a disability**. Reasons included that it meant that it resulted in safer access through the bridge, especially for those using mobility scooters and aids that are too wide to use the footpath and therefore have to position themselves in the middle of the road.

"Closing the Keyhole Bridge to motor traffic will improve the ability of disabled people to move around on their own, more freely to enjoy the park or get further more safely and with less stress."

"I have a severe sight disability and when the trial scheme was stopped it deterred me from using that route without someone with me."

"My disabled mum cannot go that route in her wheelchair - it's just too dangerous due to cars and too narrow for modern wide cars with a tiny pavement unfit for even able bodied adults."

In contrast, 51 respondents commented that the closure **negatively impacts the ability to access Poole Park of those with a disability** and are unable to walk or cycle. While some of these respondents acknowledged that there were alternative access points to Poole Park, the increased journey length would also come with a financial impact due to increased fuel use.

"Closing the bridge to cars will severely reduce access to the park by disabled users."

"Closing this route will make it more difficult for the less able bodied to visit the park."

"For those who may need to use a wheelchair/pushchair, drivers are not inconsiderate, drivers allow them to go under the bridge in the road."

21 respondents commented that the closure of Keyhole Bridge would **positively impact on the elderly** as it would encourage them to access Poole Park on foot via the bridge without the fear of sharing the space with motorised vehicles.

"Improved access for old / disabled people as they can safely pass through Keyhole Bridge."

"The bridge being open to motor traffic makes it all but inaccessible to the old, the very young, and those with any type of physical impairment."

However, 14 respondents commented that the closure of the bridge **negatively impacts on the ability of the elderly to access Poole Park** as they rely on their vehicles to access the park and are unable to walk very far.

"By shutting Keyhole Bridge you are discriminating against older people, some of which can only travel through the park by motor vehicle."

"Closing the bridge / road would spoil the park and restrict usage for older people and people with impaired mobility."

31 respondents commented that the closure of the bridge would **positively impact on young children** and encourage them and families to walk and cycle through the bridge more regularly due to reduced presence of motorised vehicles.

"Children and disabled wishing to travel sustainably should be given equal support in accessing the local amenities and benefit from a safe route between Whitecliff and Poole Park without having to walk a considerable distance to use the subway."

"It's surely a human right of our children in particular to be able to roam in safety within a park."

"This proposal would support me when using the tunnel with young children especially when they are scooting or cycling as the curbs and crossings are not protected from motorists."

However, 3 respondents commented that the closure would **discourage children and young families from visiting Poole Park** due to restricted access via Keyhole Bridge.

"The park is a recreational area typically frequented by young families who do not live within walking or cycling distance and those whose mobility constrains them to motorised transport. They have a right to access."

14 respondents commented that the closure **positively impacts on those who are pregnant and those with pushchairs and buggies** as they now feel safer to use the bridge and that they need to walk in the road due to the narrow footpath.

"I often walk with a friend with a baby and a buggy and the pavement is too narrow for her to walk on here, so we have to walk in the road and I am pretty sure most motorists do not realise that pedestrians have priority and often meet us head on in the tunnel or drive up behind us and hurry us through."

"Reopening this route to traffic means those with pushchairs or mobility aids are unable to move between Poole Park and Whitecliff without going in the road, round a blind bend. The parks should be safely accessible to everyone, not just those who can edge along a narrow pavement."

4.15.2 Human rights

There were 94 comments relating to the impacts of the proposal on human rights. 8 respondents commented that the closure of Keyhole Bridge to motorised vehicles **negatively impacts on drivers** and their right to drive, while 3 respondents commented that the closure **negatively impacts on taxpayers**.

"Drivers are being actively discriminated against by BCP."

"Yes as an active car/van driver, cyclist and walker, I believe that restricting any of these road/bridges etc goes against my rights as a local taxpayer."

A further 16 respondents commented that **cyclists should not be prioritised over other road users**, while these comments also felt that the closure would result in cyclists travelling at dangerous speeds to the detriment of other users of the bridge.

"This park belongs to the people of Poole. It does NOT belong solely to cyclists."

"Putting pedestrians at risk from speeding cyclists by shutting the bridge to cars. This infringes their human rights."

However, 15 respondents commented that there is a need to **prioritise the needs and safety of pedestrians and cyclists over motorised vehicles**, which the closure achieves.

"At the moment the ability for motor vehicles being able to use that route is failing to take into account the safety of pedestrians, cyclists and other forms of active travel."

"It's the right of pedestrians of all kinds to be safe, then cyclists. Traffic has no place in such a narrow tunnel."

11 respondents commented that the closure of Keyhole Bridge to motorised vehicles **denies access to all**.

"Leaving open to all traffic, gives the ability for all users; car, bike and pedestrian to still use the route."

"The bridge access should be open to all."

19 respondents commented that they have **the right to clean air**. While the majority of these reflected the thought that the closure would result in improved air quality within Poole Park, some of the comments felt that other areas would be adversely affected by reduced air quality from diverted vehicles using alternative routes.

"It seems incredible that people in the wonderful spaces of Whitecliff and Poole Park are denied the right to clean air due to the high numbers of vehicular traffic using the route. Surely, places like this should be sanctuaries away from pollution."

"You are knowingly pushing traffic into other areas; this action only raises higher levels of pollution to the said area. This will be against human rights, once the right to "clean air bill" clears the House of Lords."

4 respondents felt that there were **health and environmental benefits** from Keyhole Bridge being closed, while 6 respondents commented that the closure would **encourage more people to cycle and walk** in the local area.

"If option C is selected my overall wellbeing will improve considerably."

"Promote Poole Park as a recreational zone free of conflict with motor vehicles and ensuing pollution."

"We need to encourage more waking and cycling. The traffic is awful."

9 respondents commented that the closure would be a **positive for those on limited income and those who cannot afford a motorised vehicle**.

"Making this route safer for walking and cycling would help those that can't afford cars, who are the most marginalised."

"Prioritising motor traffic also prioritises the more wealthy with access to cars. With rising cost of living this should also be a consideration."

1 respondent was concerned with the closure resulting in **reduced access for emergency services**.

"Emergency vehicles needing to access the area would be impacted and the wasted diversion time would cause many, many unnecessary deaths."

1 respondent felt that there is a need to **make the area as safe as possible**, while 1 respondent felt that the closure would result in **reduced crime**.

"Poole Park should be made as safe as possible for all to use for recreational purposes as it was no doubt intended when first created."

"I believe that due to Low Traffic Neighbourhoods being introduced in Waltham in London they have as a direct result experienced improvements in air quality but also a decrease in the number of violent crimes, and in particular sexual assaults against women. I'll let you make your own conclusions from that."

4.15.3 Relevance of closure to equalities and human rights

There were 12 comments relating to the relevance that equalities and human rights have in terms of the proposed changes. 3 respondents commented that **everyone should be treated the same**, while 6 respondents commented that they **did not see the link between the closure of Keyhole Bridge to motorised vehicles and equalities or human rights**, with a further 3 commenting that the scheme has **no impact on human rights**.

"All have equal human rights."

"I fail to see where Human Rights comes into this scheme. This is about sharing a small bridge with persons walking, cycling or driving small cars."

"No human rights are involved in keeping the bridge open."

4.15.4 Proposed changes

There were 18 comments relating to the proposed changes. 4 respondents commented that **Keyhole Bridge should not be closed to motorised vehicles**, while 2 respondents commented on the need to **divert cyclists to alternative routes** and 1 commented that there are **alternative access points to Poole Park that pedestrians and cyclists could use** instead of Keyhole Bridge.

"Please keep it open."

"If possible when or if the bridge is closed to road traffic pedestrians and cyclists should be kept separate/segregated possibly by wands."

"People could use the specifically built underpass a short walk away!! It would separate pedestrians from the possible harm by vehicles, and pollution."

Conversely, 2 respondents commented that **Keyhole Bridge should be closed** to motorised vehicles, and 8 respondents commented that there are **alternative access points to Poole Park that motorised vehicles could use** instead of Keyhole Bridge.

"With the new hierarchy of road users published in the highway code there is further rational to permanently close Keyhole Bridge to vehicles."

"As motorised vehicles can access and egress the park via other routes there is no disadvantage to disabled drivers."

1 respondent commented that there are both **positive and negative aspects** to the proposed changes without giving specific details.

"There are both positive and negative points for the council to consider in equal measure."

5 Respondent profile

The equalities profile is shown below. Percentages are not shown for any groups that have subgroups with less than ten respondents.

Figure 24: Respondent profile

Equalities	Group	Number	Percentage
Age	18 - 24 years	12	2%
	25 - 34 years	63	8%
	35 - 44 years	140	19%
	45 - 54 years	169	23%
	55 - 64 years	187	25%
	65 - 74 years	130	17%
	75+ years	42	6%
Gender**	Female	282	40%
	Male	417	60%
Sexual orientation*	Straight / Heterosexual	544	96%
	All other sexual orientations	23	4%
Disability	Yes - limited a lot	56	8%
	Yes - limited a little	113	17%
	No	509	75%
Ethnic Group	White English / Welsh / Scottish / Northern Irish / British	618	94%
	White other / BME	36	6%
Religion*	No religion	345	56%
	Christian	252	41%
	Other Religion*	17	3%

* shows that some bases are less than 30.

**For the transgender question, counts were less than 10, so are not reported.

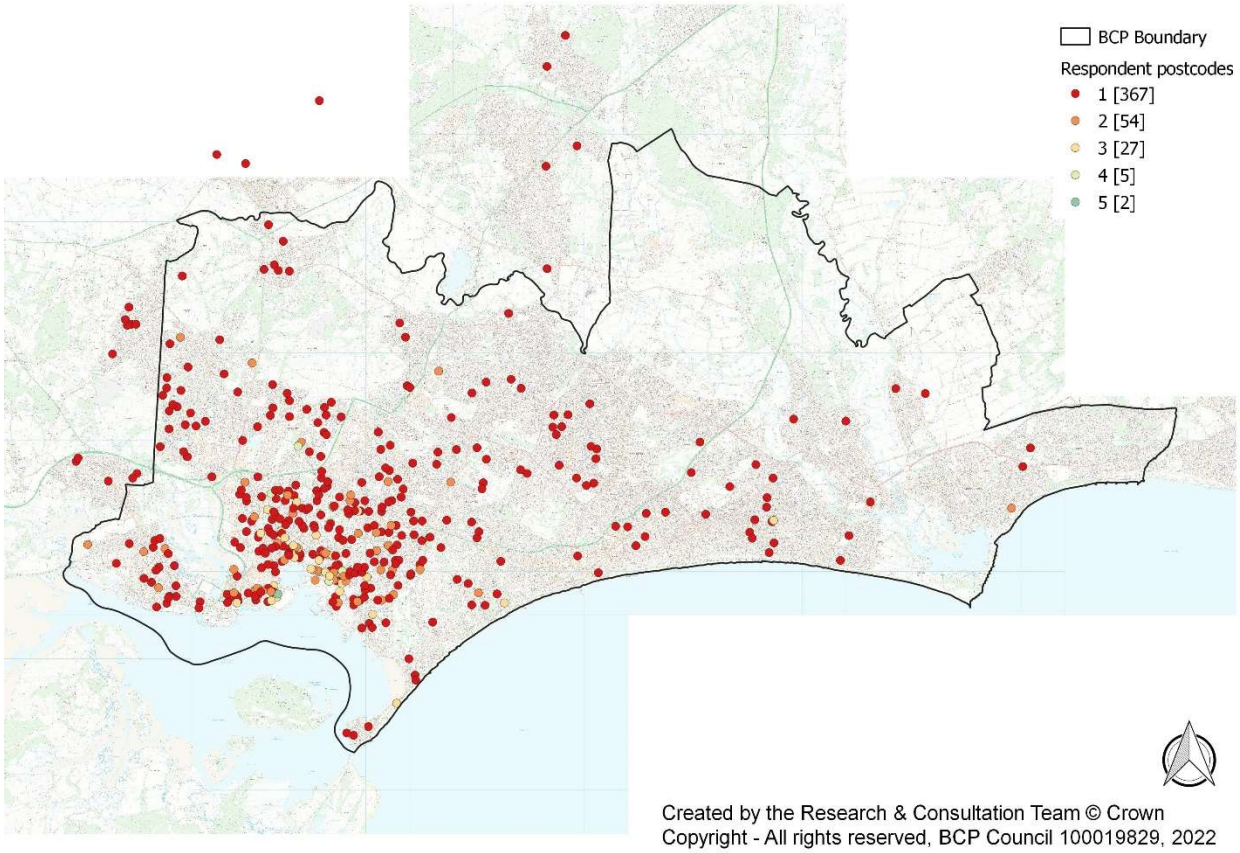
5.1 Respondent postcodes

The map below shows the postcodes of respondents. 641 respondents gave an answer to this question, with 613 giving a complete postcode. 586 postcodes could be mapped using the Southern postcode directory and of these 529 were within the BCP Council area.

The dots represent the centroid of the postcode and not an actual address.

The numbers next to the dots in the legend below show the number of respondents from each postcode. The number in brackets shows the number of dots with that number of respondents.

Figure 25: Respondent postcodes



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Economic Growth & Infrastructure
County Hall
Colliton Park
Dorchester
DT1 1XJ

Whitecliff Road

Data Evidence

Matthew Piles
Corporate Director for Economic Growth and Infrastructure

January 2022

DORSET COUNCIL,
ECONOMIC GROWTH AND INFRASTRUCTURE

DOCUMENT STATUS SHEET

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RECIPIENTS

Date	Name/Organisation
10/01/2022	**Richard Pearson - Transport Network Manager – BCP Council**
10/01/2022	**Richard Pincroft - Head of Transportation (inc. Sustainable Transport) – BCP Council**

REVISIONS
Details of revisions should be recorded manually on this form, which must be kept at the front of the document to which it refers

Rev	Description	Date
A	Minor updates to address queries from Richard Pearson and Richard Pincroft	10/01/2022
B		
C		
D		
E		

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1.0 INTRODUCTION

Background

1.1 Richard Pearson (Transport Network Manager – BCP Council) requested the Dorset Council Transportation modelling team to undertake additional traffic studies relating to the Council's decision to remove Whitecliff Road Experimental Traffic Regulation Order (ETRO) before the end of a six-month consultation period.

1.2 The ETRO includes the closure of Keyhole Bridge to motorised vehicles.

1.3 This report includes and summarises existing data, looks at a SATURN modelling exercise, and includes an economic assessment based on data observed during a physical trial in 2016.

1.4 The study area is shown **Figure 1.1**. The location of Keyhole Bridge on Whitecliff Road is shown as a blue line.

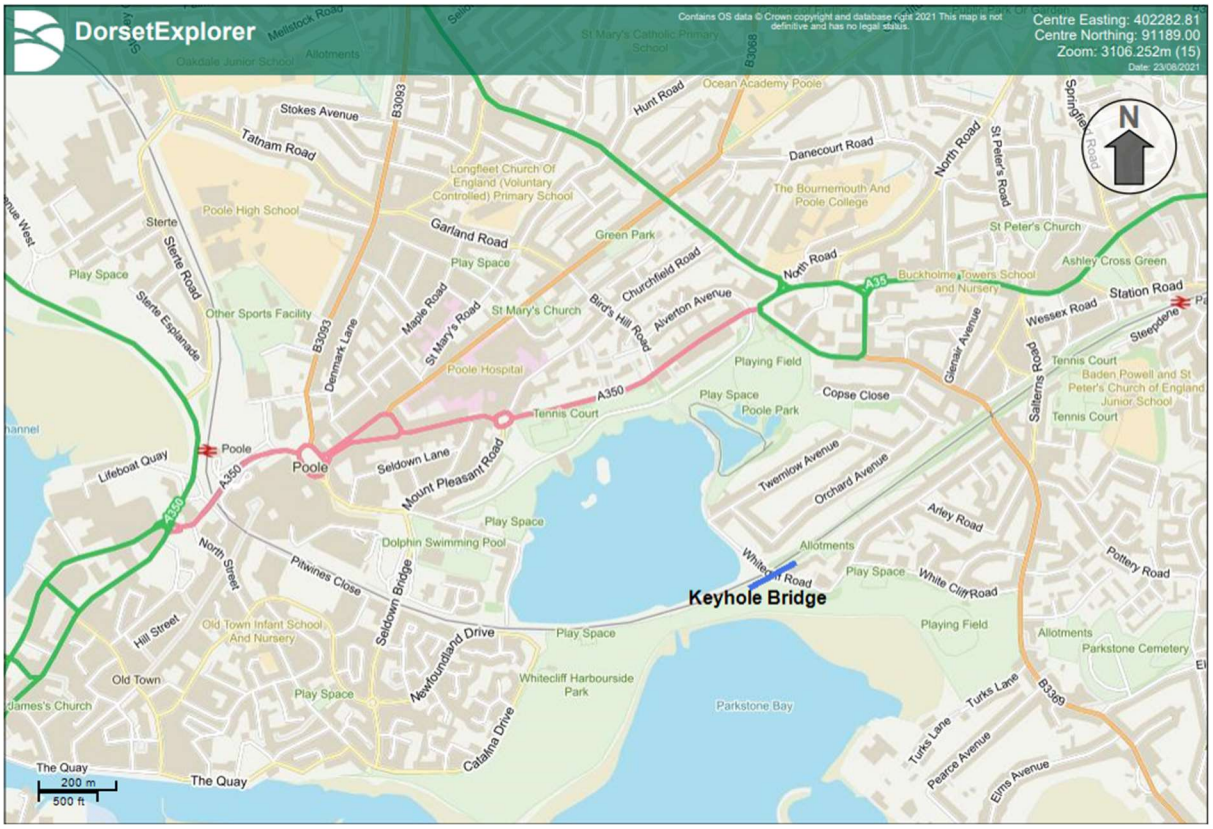

Figure 1.1 – Study Area

2.0 EXISTING DATA

2013 Poole Park – Parking Survey

2.1 During August 2013 a registration matching survey was undertaken in Poole Park to ascertain the number of vehicles parking and their length of stay. Registration plates were recorded at the three entrances/ exits to the park. (Sunday 4th, Thursday 8th, Saturday 10th and Tuesday 13th)

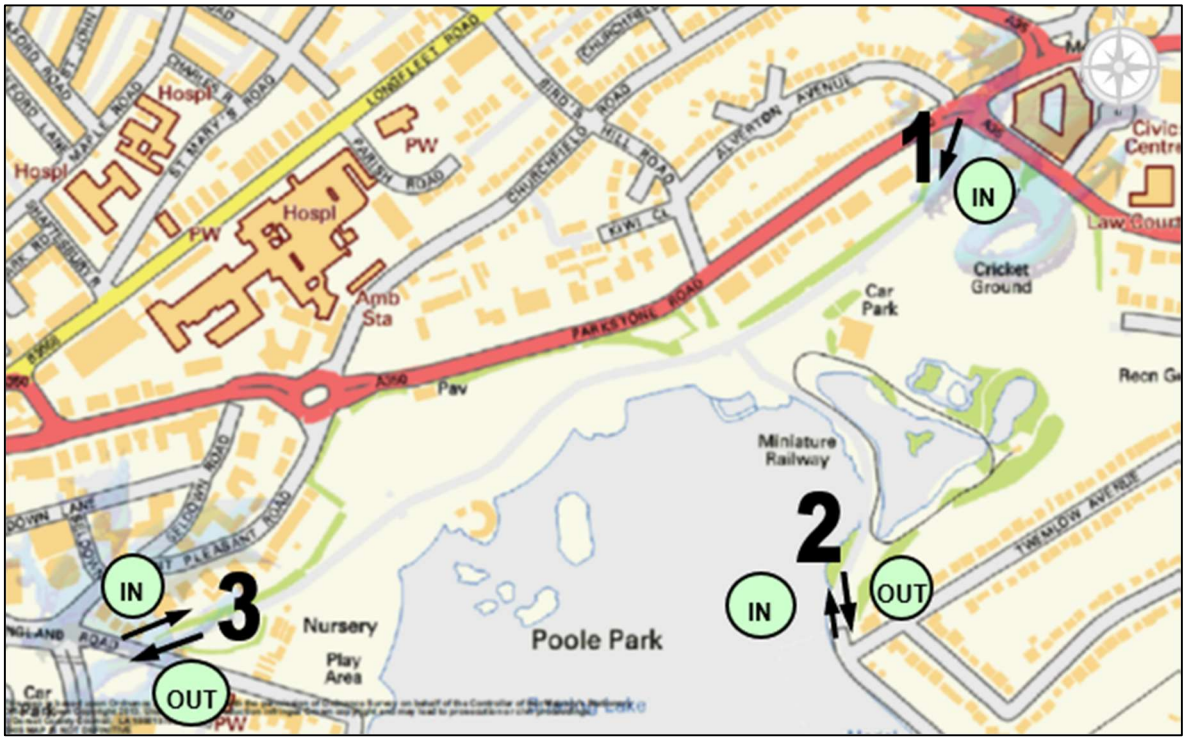

Figure 2.1 – Poole Park Registration Matching Locations

2.2 The results of the survey on Tuesday 13th August 2013 revealed that around half the vehicles entering and exiting at Whitecliff Road stayed less than 5 minutes in the park indicating they are driving through the park without stopping.

Time	Observed	>5mins	<5mins	Unknown	% <5mins
10	78	19	45	14	58%
11	104	36	52	16	50%
12	95	26	57	12	60%
13	105	24	63	18	60%
14	106	21	67	18	63%
15	128	14	93	21	73%
16	106	23	61	22	58%
17	180	7	79	94	44%
Total	902	170	517	215	57%

Table 2.1 – Vehicles Entering Poole Park at Whitecliff Road

Time	Observed	>5mins	<5mins	Unknown	% <5mins
10	71	6	42	23	59%
11	148	51	61	36	41%
12	153	50	78	25	51%
13	160	61	75	24	47%
14	139	47	57	35	41%
15	156	49	79	28	51%
16	209	67	108	34	52%
17	214	39	140	35	65%
Total	1250	370	640	240	51%

Table 2.2 – Vehicles Exiting Poole Park at Whitecliff Road

2016 Trial

2.3 A trial was carried out in Poole Park in July 2016. The road between the middle car park and the kitchen restaurant was closed to motorised traffic between 4pm and 6pm every week day as illustrated in **Figure 2.2**.

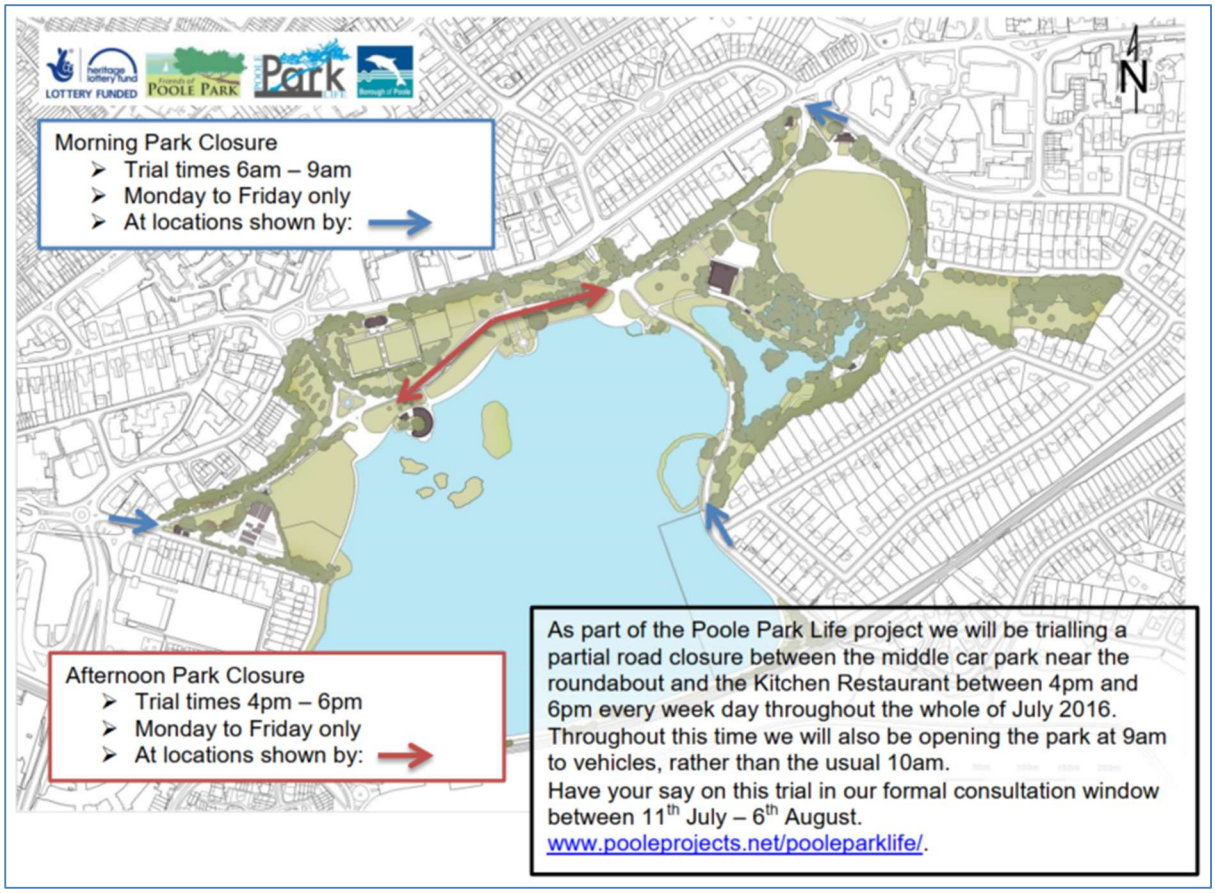

Figure 2.2 – Poole Park 2016 Trial

2.4 The 2016 trial is reported in the documents '*160915 Traffic Report on road closure.docx*' and '*160915 Transportation Report.docx*'. The traffic flow and journey time results are summarised below: (Figures highlighted in yellow are the corrected ones)

AM (0700-0900)	Before Closure - Term Time	During Closure - Term Time	During Closure - School Holidays	After Closure - School Holidays
Eastbound - From Poole				(*1851*)
Traffic Flow	2063	1997	1956	1909
Journey Time	03:54	03:57	04:00	03:44
Westbound - To Poole				(*1663*)
Traffic Flow	1903	1860	1744	1721
Journey Time	02:55	02:58	02:53	02:55

Table 2.3 – Parkstone Road 2016 Traffic Flows and Journey Times (AM Period)

PM (1600-1800)	Before Closure - Term Time	During Closure - Term Time	During Closure - School Holidays	After Closure - School Holidays
Eastbound - From Poole		(*1692*)	(*1731*)	(*1888*)
Traffic Flow	1724	1892	1967	1926
Journey Time	07:49	11:11	10:11	10:05
Westbound - To Poole				(*2072*)
Traffic Flow	2141	2159	2136	2075
Journey Time	04:46	05:24	05:01	04:57

Table 2.4 – Parkstone Road 2016 Traffic Flows and Journey Times (PM Period)

2.5 The 2016 trial showed in term time, average PM peak journey times from George Roundabout to the Civic Centre Gyratory increased from 7 minutes 49 seconds, to 11 minutes 11 seconds with the road in Poole park closed. An increase of 3 minutes 22 seconds. During the school holidays the increase was only 6 seconds. In the westbound direction, the road closure increased the average journey time by 38 seconds on Parkstone Road between George Roundabout and the Civic Centre Gyratory.

2.6 The surveys indicate that the main effects of the 2016 trial are seen during schooldays, and primarily in the eastbound direction. While the increased journey times in this direction are significant, it is likely that there would be some adjustment if drivers had to face this situation on a permanent basis.

Survey Dates

2.7 The dates of the surveys are believed to be:

(Thu 16 June to Fri 01 July) - 12 Weekdays before the 2016 trial and before the school holidays

(Mon 04 July to Mon 18 July) - 12 Weekdays during the 2016 trial and before the school holidays

(Wed 20 July to Fri 29 July) - 8 Weekdays during the 2016 trial and during the school holidays

(Mon 01 August to Wed 10 August) - 8 Weekdays after the 2016 trial and during the school holidays

2.8 The data has been reviewed and it would appear there are some possible typos in the original report hence the suggested corrections shown in yellow.

Journey Time Data

2.9 Historic journey time data has been obtained from the 'Basemap – Highways Analyst' system for the same dates used in the 2016 trial. The route(s) between George Roundabout and Whitecliff Road using Parkstone Road / Sandbanks Road are shown as a blue line in **Figure 2.3**. The eastbound journey times are shown in **Figure 2.4** and westbound in **Figure 2.5**. The total times are summarised in **Table 2.5.**

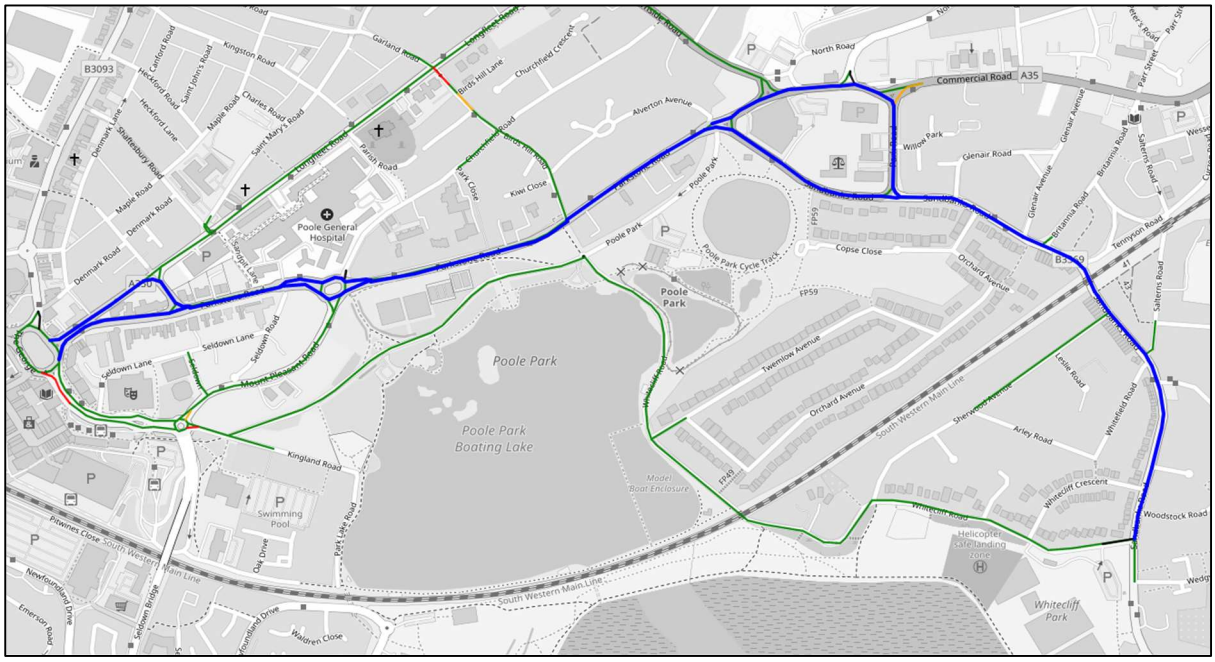

Figure 2.3 – Highways Analyst Journey Time Route

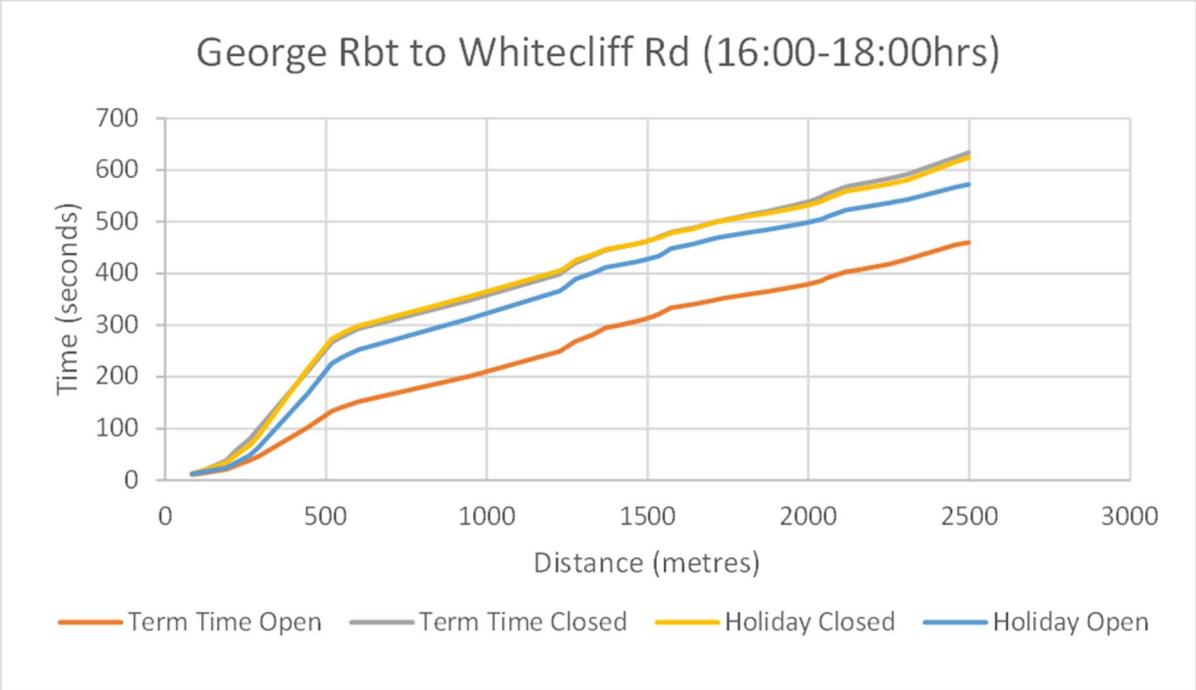

Figure 2.4 – George Roundabout to Whitecliff Road Distance vs Time

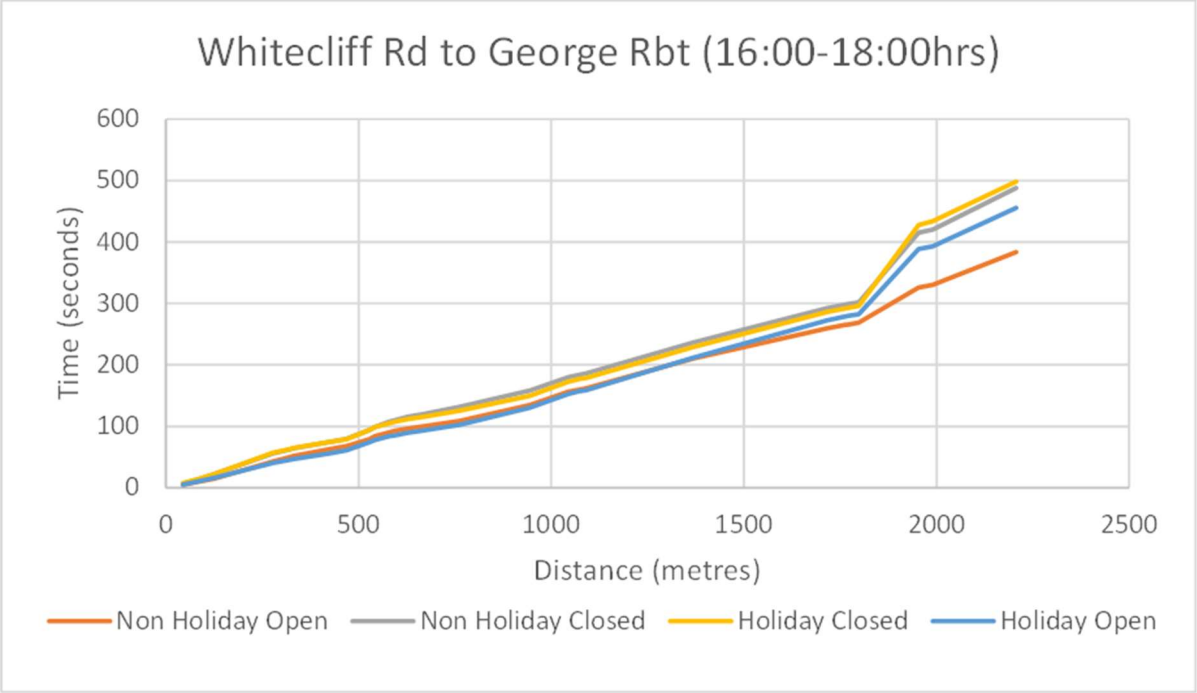

Figure 2.5 – Whitecliff Road to George Roundabout Distance vs Time

2.10 The data in the graphs show journey times were longest when road in Poole Park was closed. In both directions the delays occur on the section between George Roundabout and Mount Pleasant Roundabout. The difference in journey time along the other sections of the route appear to be minimal.

Period	EB	WB
Term Time Open	460.34	383.48
Term Time Closed	633.85	487.85
Holiday Closed	623.8	498.16
Holiday Open	572.7	455.42
Term Time Diff	173.51	104.37
Holiday Diff	51.1	42.74

Table 2.5 – Journey Time Comparisons (seconds)

2.11 The data from Highways Analyst shows journey times increased by 2:53 minutes (173 seconds) eastbound and by 1:44 minutes (104 seconds) westbound in the 1600-1800hrs PM period during term time and the school holidays respectively.

Traffic Counts

2.12 An automatic traffic counter on the A350 Parkstone Road between Mount Pleasant Roundabout and the Civic Centre recorded continuously throughout 2016. The weekly traffic flow profile is shown in **Figure 2.5**. The average traffic flow at this location is 23,000 vehicles per day. Traffic remains fairly constant throughout the year, although is generally slightly busier in August and quieter the end of December / beginning of January. The two busiest weeks being 18 July to 31 July when the road in Poole park was closed during the school holidays.

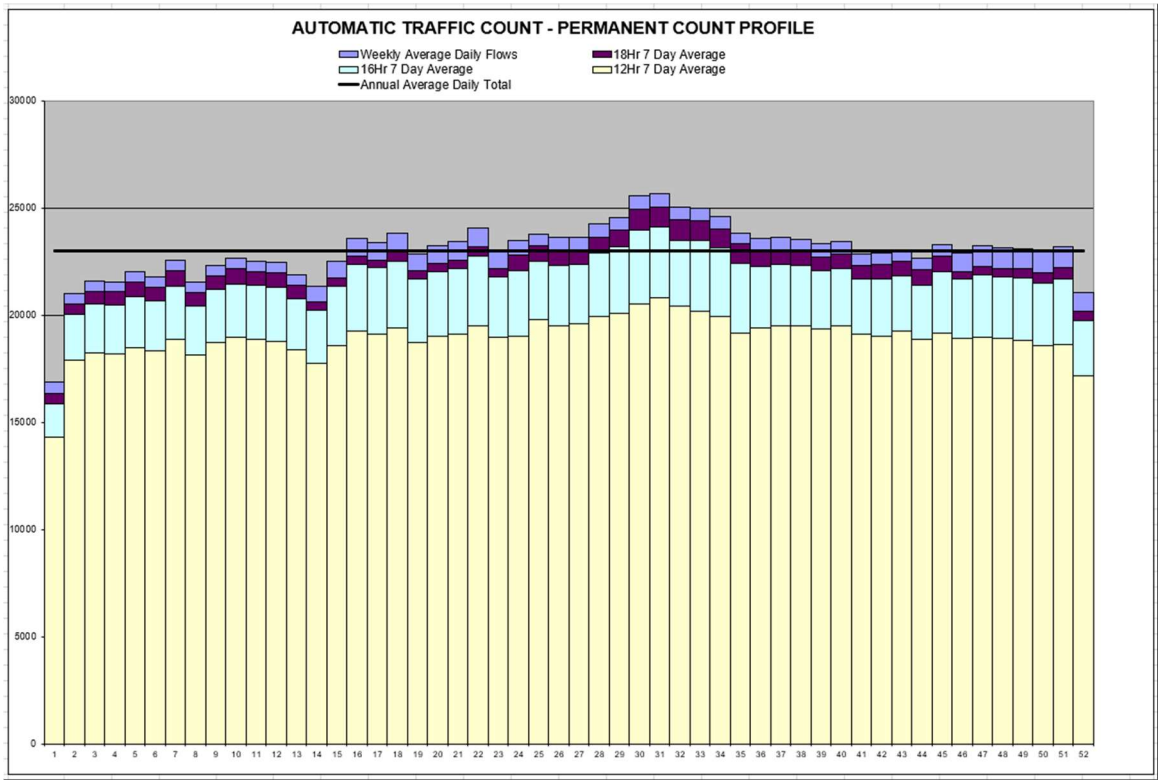

Figure 2.5 – A350 Parkstone Road Weekly Traffic Profile 2016

2.13 Unfortunately, the location has not been monitored since 2016 which would have shown any increase or decrease in traffic since that time.

2.14 **Table 2.6** contains Annual Average Daily Traffic (AADT) flows at five locations in Poole. From the data available it seems there was no increase in traffic from 2017 to 2019. The COVID pandemic has hugely reduced figures for 2020.

Road	Location	2017	2018	2019
A341	A341 Magna Road, Canford Magna	14,500	15,200	15,400
D83103	D83103 Surrey Road	15,800	15,400	15,100
B3074	B3074 Canford Heath Rd (East)	21,000	20,900	20,800
D82001	D82001 Herbert Avenue (East)	18,400	17,400	17,600
D81571	D81571 Seldown Bridge	12,500	12,400	12,400
	TOTAL	**82,200**	**81,300**	**81,200**

Table 2.6 – Annual Average Daily Traffic Figures

2.15 In March 2019 Automatic Traffic Counts (ATCs) were undertaken at the Kingland Road and Whitecliff Road entrances to Poole Park. Eastbound Traffic is shown in **Figure 2.6.** Traffic entering from the Kingland Road end can only exit via Kingland Road or Whitecliff Road. Traffic can also enter via Parkstone Road near the Civic Centre (this entrance was not monitored). The graph shows at 17:00hrs, a similar number of vehicles (approx. 270) entering the Park at Kingland Road exited at Whitecliff Road.

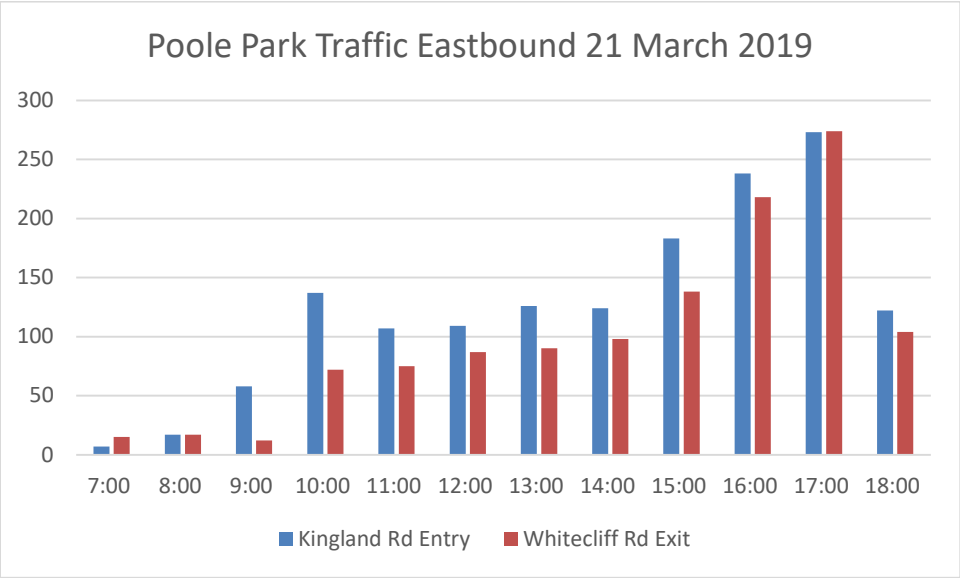

Figure 2.6 – Eastbound Traffic in Poole Park

2.16 **Figure 2.7.** Shows westbound traffic in Poole Park. While up to 100 vehicles per hour are entering form Whitecliff Road, double that number are exiting at Kingland Road.

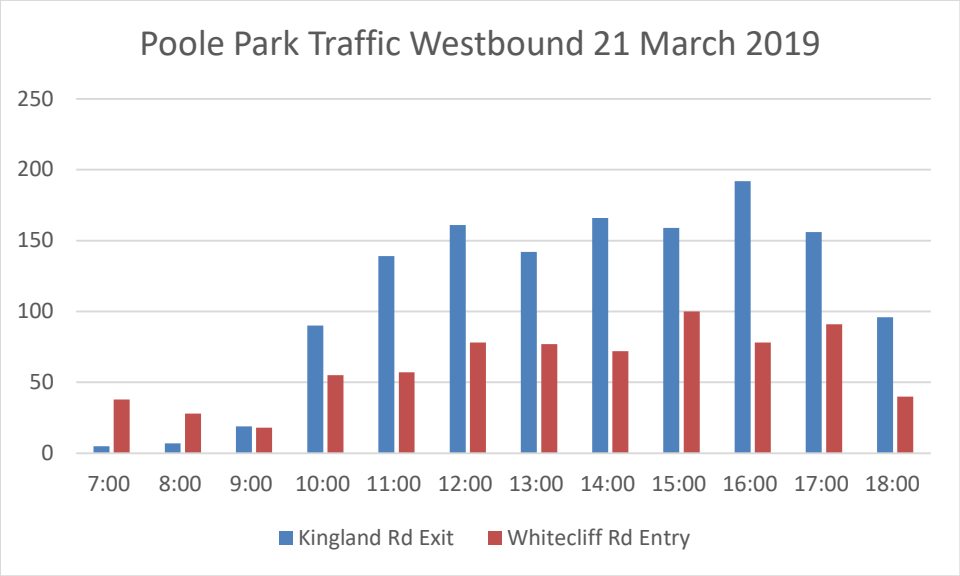

Figure 2.7 – Westbound Traffic in Poole Park

3.0 TRAFFIC MODELLING

Emergency Active Travel Fund (EATF)

3.1 The combined effect of fourteen schemes were modelled in July 2020 using the SATURN element of the 2017 South East Dorset Transport Model. This work is reported in the document: '*BCP_EATG Tranche 1 Scheme Closures REV1_210720.docx*'

Revised SATURN Modelling

3.2 The SATURN model has been refined to include access through Twemlow Avenue / Orchard Avenue. The model was run for the PM peak with Keyhole Tunnel open and closed.

3.3 Difference plots of traffic flow are shown in **Figure 3.1** the PM peak (1700-1800hrs). Increases in traffic are coloured green, decreases in traffic are coloured blue.

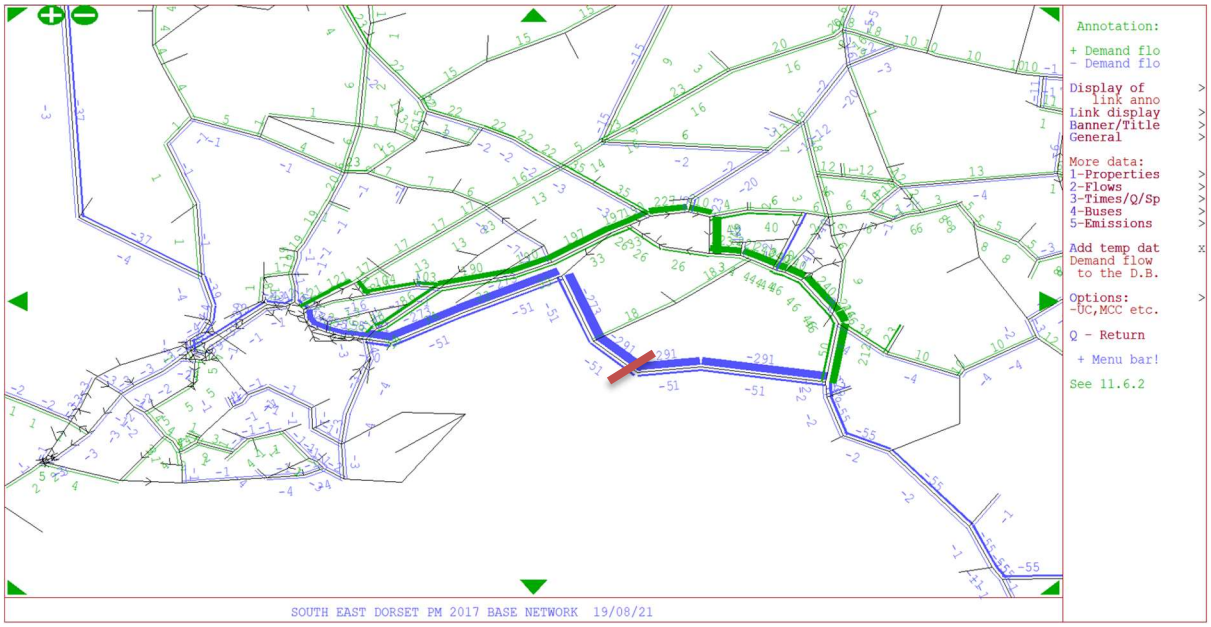

Figure 3.1 – **Difference Plot of Modelled Traffic 1700-1800hrs**

3.4 In the 1700-1800hrs time period there is an increase of approximately 190 PCUs Parkstone Road and 240 PCUs on Sandbanks Road heading east out of Poole. The model shows only a very small increase in traffic using Longfleet Road (less than 20 PCUs).

3.5 *Note Passenger Car Unit is a modelling term, there would be slightly fewer vehicles as large vehicles are represented as 2 PCUs*

3.6 Further analysis has been undertaken to compare modelled journey times. Despite the model showing difference in traffic flow, modelled journey times appear relatively unaffected. The PM peak hour journey times via Parkstone Road are shown in **Figure 3.3** and Longfleet Road shown in **Figure 3.4**.

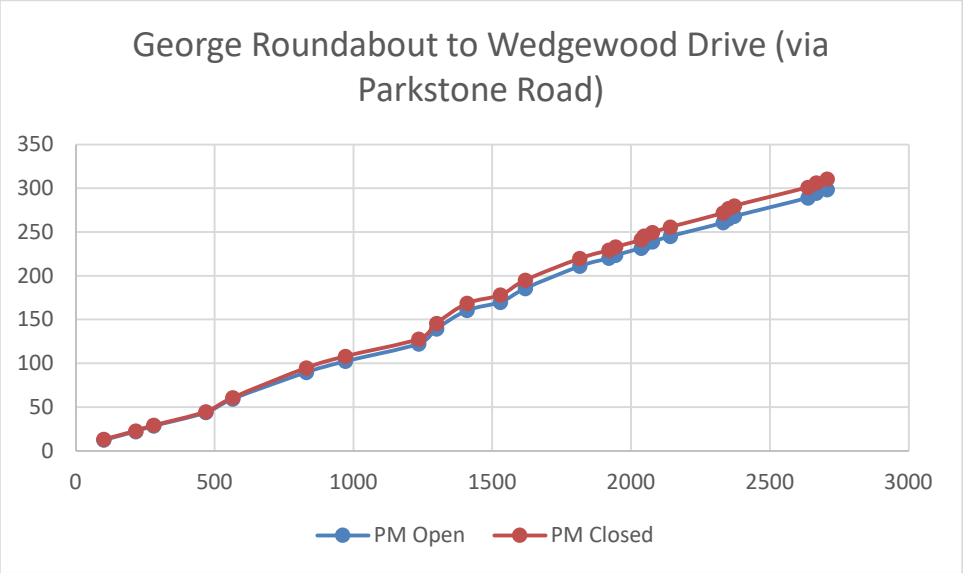

Figure 3.3 – PM Peak Hour (1700-1800) Journey Time via Parkstone Road

3.7 In the PM peak, traffic on travelling from George Roundabout to Wedgewood Drive increased by 23% and the journey time increased by 4.0% (12 seconds).

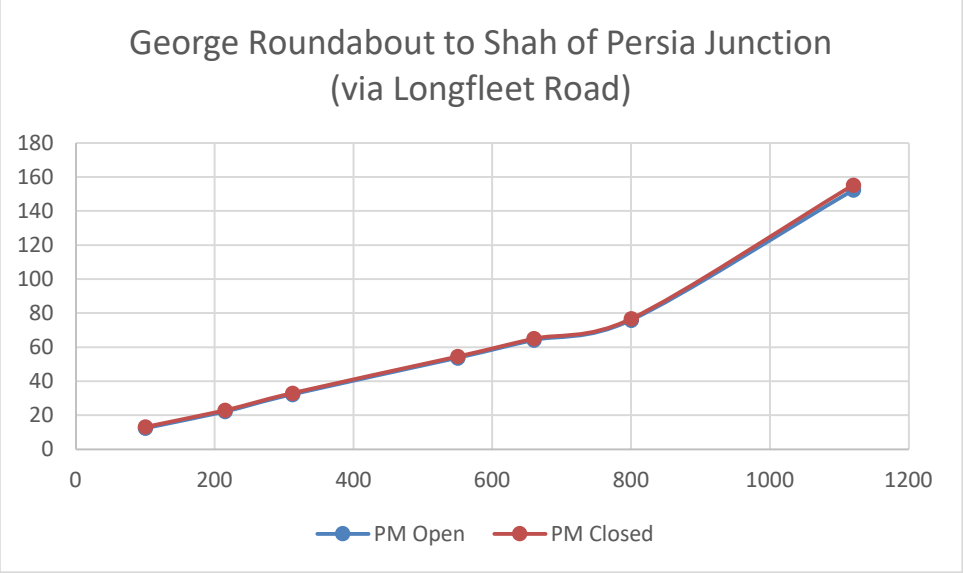

Figure 3.4 – PM Peak Hour (1700-1800) Journey Time via Longfleet Road

3.8 In the PM peak, traffic on travelling from George Roundabout to the Shah of Persia junction increased by 8.7% and the journey time increased by 1.9% (3 seconds).

3.9 Summary statistics have been extracted from the model runs and are presented in **Table 3.2**. These show the total travel time (PCU.Hours) and the total travel distance (PCU.Kilometres) and the average modelled speed.

Element	Open	Closed	Difference	Percent Diff.
TRAVEL TIME PCU.HOURS	18,377.6	18,394.3	16.7	0.09%
TRAVEL DISTANCE KMS	686,919.9	686,909.3	-10.6	0.00%
AVERAGE SPEED KPH	37.4	37.3	-0.1	

Table 3.2 – Model Summary Statistics (1700-1800)

3.10 Overall, the modelled closure of Keyhole Tunnel causes traffic to travel further and take longer but the percentage difference is less than 0.1% across the modelled network (the entire South East Dorset area).

3.11 The main diversion route around the park itself is via Sandbanks Rd. Traffic flow on this route is throttled by a road narrowing created by a rail overbridge to the north of the junction with Sherwood Ave. SATURN modelling does not fully account for this feature and the model output may be understating the journey time increase caused by increased traffic volume on this route.

4.0 ECONOMIC ASSESSMENT

4.1 A simple economic assessment was carried out as part of the Portfolio Holder Final Decision. This assumed a 202 second delay for 1,708 travellers per day in school term time resulting in a cost to the economy of **£219,666** for one year.

4.2 Applying these same assumptions over a 20-year period results in a total dis-benefit of **£3,122million** (assuming an annual 3.5% discount rate) or **£2.365million** if discounted to 2010 prices.

4.3 The assessment could be an under-estimate as it did not appear to take account of vehicle occupancy (TAG Databook Table 1.3.3 suggests an average 1.43 persons in the PM period) or vehicle operating costs (including amount of fuel consumed).

4.4 Taking an average vehicle occupancy of 1.43 persons would increase the dis-benefit to **£3,382million** discounted to 2010 prices.

4.5 A more comprehensive 20-year assessment has been undertaken to include more detailed information and includes potential benefits resulting from an increase in cycling and walking.

Walking and Cycling

4.6 Improving access for pedestrians and cyclists can help with a mode shift from cars to active modes. The Department for Transport have an Active Mode Appraisal Toolkit (AMAT) which is a spreadsheet model that can be used to calculate the benefits such as improved health over a 20-year period.

4.7 Applying a 55% increase in cycling, the AMAT model predicts **£1.987million** benefits over a 20-year period due to reduced risk of premature death and reduced absenteeism resulting from improved physical fitness.

4.8 Applying a 20% increase in cycling results in **£0.923million** benefits over a 20-year period.

4.9 Adding the **£0.923million** benefit to **the £-3.382million** disbenefit would result in a **£2.459million** dis-benefit over a 20-year period.

5.0 SUMMARY / CONCLUSION

5.1 The 2013 car park survey shows in August 2013 more than fifty percent of traffic recorded entering or exiting Poole park via Whitecliff Road was staying for less than 5 minutes and therefore highly likely to be through traffic avoiding the main roads external to the park.

5.2 The 2016 trial of partial road closure in Poole Park showed in term time, average PM peak journey times eastbound from George Roundabout to the Civic Centre Gyratory increased by 3 minutes 22 seconds. During the school holidays the increase was only 6 seconds. In the AM peak, the trial in Poole Park increased the average journey time by 38 seconds on Parkstone Road between George Roundabout and the Civic Centre Gyratory.

5.3 The historic traffic count at Parkstone Road showed traffic was fairly constant throughout the year. The two busiest weeks being 18 July to 31 July during the school holidays when the 2016 trial took place.

5.4 Traffic counts undertaken in Poole Park during March 2019 indicated that between 17:00 and 18:00 for every vehicle that entered the park from Kingland Road another exited at Whitecliff Road.

5.5 The traffic modelling undertaken predicted an additional 190 PCUs heading east out of Poole along Parkstone Road. Journey times were not predicted to increase greatly.

5.6 Based on the data available from 2016, the cost to the economy from delayed traffic was **£3.382million** over 20 years. Benefits from predicted increased active mode travel were predicted to be **£0.923million** over 20 years.

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kmc transport planning

Keyhole Bridge, Poole

Transport Technical Report

March 2022

prepared on behalf of

Keyhole Bridge Group

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1 Introduction

Context

1.1 KMC is retained by Keyhole Bridge Group to provide a transport review to support the case for the permanent closure of the Keyhole Bridge in Poole to motorised vehicles. The location of Keyhole Bridge is illustrated in **Figure 1.1** below.

Figure 1.1 – Location of Keyhole Bridge, Poole

1.2 Keyhole Bridge in Poole was temporarily closed by Bournemouth, Christchurch and Poole Council (BCP Council) in August 2020 to promote active travel. BCP Council introduced an Experimental Traffic Regulation Order (ETRO) to prioritise walking and cycling on Whitecliff Road at Keyhole Bridge. In accordance with BPC Council's website this was "*to create a safer environment to travel to and through the area on foot or by bicycle*."

1.3 The decision to withdraw the ETRO was made in March 2021 and the bridge was reopened to motorised traffic based on the Council's assessment that the closure would create delays of circa 3 minutes at afternoon peak times on Parkstone Road, which would result in an economic cost of £220,000 per annum.

1.4 A ruling published by the High Court on 18 November 2021 found that in ending the consultation period earlier than had originally been indicated, the Council may have denied the opportunity for those who had not yet contributed to the consultation to do so. In line with that ruling, the Council is carrying out a further period of consultation from 28 February 2022 until 8 April 2022.

1.5 The Council is consulting on three options:

- Option A – leave Whitecliff Road open to all traffic through Keyhole Bridge;
- Option B – re-close Whitecliff Road at Keyhole Bridge to motor vehicles for a further trial period of 6 months using a new ETRO; or
- Option C – permanently close Whitecliff Road at Keyhole Bridge to motor vehicles.

Report Structure

1.6 Section 2 of this report includes a critique of how the closure of the bridge to motor vehicles aligns with national and local policy and the transport strategy of the Council.

1.7 Section 3 of this report summarises the safety considerations of the bridge in the context of recent changes to the Highway Code and the principle of a hierarchy of road users.

1.8 Section 4 of this report provides an Active Travel Economic Case (ATEC) which reviews the present value of benefits (PVBs), from an active travel perspective, that could have been derived from the closure of Keyhole Bridge to motorised vehicles over the Department for Transport's (DfT) standard 20 year appraisal period.

1.9 Although transport interventions can bring a range of benefits and disbenefits, this assessment focuses on the benefits and disbenefits to the users of active modes (e.g. walking and cycling). The appraisal outputs can then be compared to the disbenefits to motorised vehicle users presented by BCP Council in the Portfolio Holder's Final Decision notice, and the benefits and disbenefits presented in the report Data Evidence Whitecliff Road (January 2022).

1.10 Section 5 of this report provides a summary and conclusions.

2 Active Travel Policy Review

2.1 This section of the report reviews the closure of Keyhole Bridge against national and local policy. The economic evaluation of the scheme undertaken by BCP Council concentrates on the disbenefits of the scheme for motor vehicles. KMC considered the scheme assessment should also take into account the benefits for sustainable travel. The assessment undertaken by BCP Council does not take into account the policy context of the opportunities for mode shift to walking and cycling resulting from improving the environment through Keyhole Bridge by removing traffic. Support for active travel aligns with current policy at all levels, which seeks to prioritise active and sustainable travel over vehicular travel.

National Policy and Guidance

National Planning Policy Framework

2.2 The National Planning Policy Framework (NPPF) sets out the government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. Whilst the closure of Keyhole Bridge to traffic does not form part of a development proposal, NPPF highlights the Government's focus on encouraging sustainable travel to support health, wellbeing and environmental objectives.

Gear Change: A bold vision for walking and cycling

2.3 Gear Change was published in 2020 by the DfT. It's a document that *"aims to kick off the most radical change to our cities since the arrival of mass motoring*". The Government announced in May 2020 £2billion of new funding for cycling and walking. The funding is intended to go towards improving cycle infrastructure, so anyone can ride safely; low-traffic neighbourhoods, to stop rat-running and make it easier to walk and cycle; bus and bike corridors on some main roads; and funding for a rise in e-bikes, all of which will open up cycling to more and different people and make places better for everyone.

2.4 The document goes on to state "*We want to see a future where half of all journeys in towns and cities are cycled or walked. 58% of car journeys in 2018 were under 5 miles. And in urban areas, more than 40% of journeys were under 2 miles in 2017–2018. For many people, these journeys are perfectly suited to cycling and walking*".

2.5 The document sets out the benefits of physically separating cyclists from traffic to give people the confidence to cycle and dramatically increase the numbers of people cycling. It states that "*if it is necessary to reallocate road space from parking or motoring to achieve this, it should be done*". The document refers to a number of case studies where cycling has substantially increased following cycle

improvements (e.g. 55% increase in cyclists on Blackfriars Bridge in the six months after a protected bike track was installed).

2.6 Gear Change advocates providing safe, low-traffic cycling by closing roads to through traffic, usually with simple point closures and comments that this may be useful where the road is too narrow for a separated cycle lane.

2.7 The Government announced the establishment of Active Travel England (ATE) as part of a new cycling and walking plan set out in Gear Change.

2.8 ATE is a new executive agency that builds on the Government's commitment to boost cycling and walking and deliver a healthy, safe and carbon-neutral transport system. ATE aims to ensure that investment in active travel delivers the priorities for a healthy, safe and carbon-neutral transport system and in doing so will help raise the standard of cycling and walking infrastructure. ATE will manage the national active travel budget. It will also inspect, and publish reports on highway authorities for their performance on active travel, and identify particularly dangerous failings in their highways for cyclists and pedestrians. In these regards, the commissioner and inspectorate will perform a similar role to Ofsted from the 1990s onwards in raising standards and challenging failure.

2.9 The ATE website (www.activetravel.org.uk) provides a wealth of information on the funding sources, evidence, research, information/guidance and case studies relating to local cycling and walking infrastructure plans for local authorities. Whilst this includes economic assessment, it also highlights the importance of considering:

1. Linking active travel and public transport to housing growth and planning

2. The role of active travel in improving health

2.10 The health benefits of active travel are relevant to the Keyhole Bridge scheme. These benefits are not accounted for in the Council's economic assessment. The Active Travel Toolbox written by Sustrans (https://www.sustrans.org.uk/about-us/) advocates that:-

"One of the major attractions of cycling and walking is the positive benefits for public health and wellbeing. Active travel is an important means of building physical activity into our daily routines, also improving air quality and mental health. The health toolkit includes:

- *How walking and cycling can improve health and wellbeing in the workforce.*
- *Improving air quality through active transport.*
- *The role of walking and cycling in improving mental health."*

2.11 The advantages of active travel on physical and mental health include economic benefits such as:

- Lower turnover rates and reduced absenteeism;
- Improved productivity and employee morale; and
- Lower health care costs.

2.12 Sustrans acknowledge that more needs to be done to improve links between transport, health and wellbeing nationally and locally, including how we account for mental health outcomes in transport planning.

Local Policy and Guidance

Local Transport Plan 3: Bournemouth, Poole and Dorset Strategy (2011 – 2026)

2.13 The Local Transport Plan 3 (LTP3) sets out a strategy to deliver transport infrastructure across Dorset (comprising the three authority areas of Bournemouth, Poole and Dorset).

2.14 Section 2 of the LTP3 covers managing and maintaining the existing network more efficiently. The relevant key points from the chapter are summarised below:

> *"Prioritising 'best use' which achieves a wide range of objectives - such as environmental, safety and accessibility - not just maximising capacity for motor vehicles."*

> *"Managing roads to balance different user needs and to reflect the local context and their wider function in place shaping."*

2.15 LTP3 states that the established road user hierarchy in LTP3 Figure 7.2 will continue to be applied where appropriate. **Figure 2.1** below reproduces the road user hierarchy set out in Figure 7.2 of LTP3.

Figure 2.1 – Road User Hierarchy (Fig 7.2 of LTP3)

2.16 Policy D-1 aims to re-allocate road space to give priority to buses, cyclists, and pedestrians to increase the efficiency of the highway network.

2.17 Section 8 of LTP3 covers active travel and "greener" travel choices. Relevant key points include:

> *"Promoting a long-lasting culture of cycling and walking, and public transport use, where the private car is no longer the "natural" choice where suitable alternatives exist."*

"Creating attractive, functional, "people-friendly" places which also encourage walking and cycling."

2.18 Paragraph 8.1.1 states *"a key focus of the LTP3 is to increase the modal share of walking and cycling by encouraging transfer from the many shorter distance journeys currently made by car."*

2.19 Policy E-1 plans to improve the pedestrian and cyclist environment by giving greater priority to these modes, whilst also making them safer by reducing volumes of traffic and providing attractive transport infrastructure to cyclists and pedestrians.

2.20 Paragraph 8.2.1 asserts "*Many people are discouraged from walking and cycling because of the danger (both real and perceived), pollution and intimidation caused by passing traffic, and because of breaks in the continuity of networks. The LTP3 aims, in the first instance, to create more extensive people-friendly environments which encourage people to walk and cycle regularly out of choice. This will be supported by road safety measures, reducing the dominance of motor vehicles, and re-allocating road space."*

2.21 **Figure 2.2** below is the summary included at the end of Chapter 8 of the LTP3 which outlines how active travel and "greener" travel choices will contribute to LTP3 goals.

Figure 2.2 – How Active Travel and Greener Travel Choices will contribute to LTP3 Goals (Figure 8.16 of the LTP3)

Supporting economic growth	- More active travel contributing to reduced economic costs of physical inactivity - A reduction in single occupancy car trips, particularly for shorter distance utility trips, with higher levels of walking and cycling contributing to reduced congestion, primarily in urban centres - Greater opportunities to provide attractive, car-free and shared spaces which increase footfall and support local businesses - Promotion of local "green fuel" technology business, supporting the Green Knowledge Economy
Tackling climate change	- Greater awareness and uptake of lower carbon travel choices for journeys to work and school - A long lasting cultural change towards more sustainable travel choices - Reduced carbon footprint of tourist related travel in the LTP area - "Greener fuel" vehicles accounting for a greater proportion of all vehicles in the LTP area
Better safety, security and health	- Increased modal share of walking and cycling resulting in higher levels of physical activity, lower levels of obesity and improved general health - Vibrant communities with greater people activity resulting in increased natural surveillance and, therefore, reduced crime and fear of crime
Equality of opportunity	- Better access to a range of services by the affordable options of walking and cycling - More accessible and widely available information for all to inform travel decision making
Improve Quality of Life	- People more able to explore and enjoy Dorset's outstanding natural environment by walking and cycling - Higher quality public realm creating pedestrian and cyclist friendly environments - Protection and enhancement of Dorset's attractive built and natural environments

2.22 The closure of Keyhole Bridge to motorised vehicles is wholly in accordance with the LTP3 which aims to prioritise walking and cycling, reducing the dominance of the car and re-allocating road space.

BCP Council Local Cycling & Walking Infrastructure Plan

2.23 The Local Cycle and Walking Infrastructure Plan (LCWIP) will be BCP Council's long-term strategic plan setting out the cycling and walking vision and the infrastructure that is required across the area in line with the Governments Gear Change plans. Public consultation on the LCWIP document took place between 1 November - 12 December 2021. The Council are currently reviewing the consultation feedback.

2.24 The document includes the target for 55% of primary school children to walk (or scoot/cycle) to school by 2025, and reaffirms the national policies to support walking and cycling to improve health and reduce congestion:

"Enabling residents to make short journeys by walking or cycling will reduce congestion and create health benefits for our residents. It will also help free up the roads for those who need or want to drive". (Councillor Mike Greene, Portfolio Holder Transport and Sustainability)

2.25 Section 7 of the document discusses the need to maintain quiet routes for walking and cycling:

"Many roads which previously had low traffic levels are now used as short-cuts to avoid congestion or traffic lights. As a result, these streets accommodate greater traffic volumes than originally designed for often travelling at inappropriate speeds. This extra traffic causes negative impacts such as delays on the main roads as drivers divert onto and off of them to/from residential streets, increased noise and air pollution, accidents, reduced interaction with neighbours, and an overall less pleasant living environment. Quiet routes for walking or cycling are therefore not as safe or as attractive as they could be."

Policy Summary

2.26 National and local policy share a clear aim in encouraging sustainable travel, particularly for short journeys, by prioritising walking and cycling over car travel. This includes supporting the reallocation of road space to sustainable modes to make active travel appealing and give more people the confidence to walk and cycle.

2.27 The health benefits of walking and cycling on both physical and mental health are well documented and a key driving force behind policies to maximise the use of these modes.

The re-opening of Keyhole Bridge to traffic is not in line with the Council's own policies to reduce the negative impacts of traffic on walking and cycling journeys. It does not accord with the long term vision to support a mode shift to sustainable modes which over time, will help tackle the wider issue of congestion.

3 Safety Considerations

3.1 The Portfolio Holder Decision Record (decision date not before 25 January 2021) highlights that one of the aims of Whitecliff Road scheme is specifically *"to create a safer environment to travel to and through the area on foot and/or by bicycle with safer and more sustainable access to the Poole park area. A further aim is to reduce the number of vehicles driving through Poole Park itself."*

3.2 Recent changes to the Highway Code introduced a hierarchy of road users to improve the safety of people walking, cycling and riding horses. A similar hierarchy is noted in Local Transport Plan 3: Bournemouth, Poole and Dorset (strategy 2011- 2026).

3.3 When considering safety it is important to recognise that the perception of safety is an important factor in increasing participation in active travel while perception of risk supresses active travel. In 2018 the Department for Transport commissioned and published Cycling and Walking Safety: a Rapid Evidence Assessment for the Department for Transport which states the following:

> *In the UK, recent high-profile incidents involving cyclists and pedestrians led to an urgent review of cycling safety and have focussed attention on the risk and perceived risk of cycling and walking (Department for Transport 2018). Maximising participation in walking and cycling necessitates that cyclists and pedestrians feel safe. Pedestrian and cyclist perceptions of safety will, in turn, be influenced by actual levels of safety. (pg7)*

3.4 The schedule of representation included in the Portfolio Holder Decision Post Engagement report includes numerous references to pedestrian and cyclist's safety concerns. For example:

> *'I have 3 young children and we regularly use the route. It brings great peace of mind knowing we are not going to be met by vehicular traffic coming the other way.'*
>
> *'I breathe a sigh of relief when I enter the 'closed to traffic roads' as I know at this point I am safe and do not have to battle with cars to get through keyhole bridge on my way to Whitecliff.'*
>
> *'…in the past it always scared me, especially when pushing a pushchair, as I'd have to push it into to road where the path narrows, into the path of potential oncoming traffic on a blind corner. It feels so much safer now.'*

3.5 Comments also make it clear that these safety concerns extend further than the bridge, for example:

> *'It has also stopped car speeding along the roads leading up to the bridge from both sides.'*
>
> *'The (Whitecliff) road has become safer without the traffic cutting through the park as this traffic is now non existent. The road can't cope with parking and with fast flowing two way traffic.'*

'Less dangerous to cross road, less dangerous for those parking to visit white cliff play park as less cars and they aren't speeding through a 'rat run'

3.6 The bridge is very narrow (2.7m wide) with no footway. (There is a narrow ledge 46 cm wide on one side however this falls far short of the minimum recommended width for a footway). As documented in the Council's Decision Record, there were three road casualties at or near to the bridge in the last 10 years. Two of these were at the bridge itself and in both cases, pedestrians were struck by vehicles negotiating the narrow passage under the bridge. As noted in the Decision Record, the approaches to the bridge, particularly from the Whitecliff side have poor visibility, which mean that pedestrians have to step into the highway not knowing whether or not a car is approaching from the opposite end (Parkside).

3.7 The Decision Record goes on to comment that there have been no formally recorded casualties reported to the Council during the trial itself and that officers have recently been alerted to concerns regarding "speeding cyclists" and near misses with pedestrians as a result of the closure to vehicular traffic. However Council observations did not identify any problems and it is acknowledged within the Decision Record that this can be addressed through introducing other physical measures to force cyclists to slow down.

3.8 The Council's Decision Record discusses the implication of removing the closure for vulnerable groups and states that *"there are some negative impacts on pedestrians, including the young, elderly and disabled who will find it more difficult to travel through keyhole bridge safely. However, making the route more attractive to cyclists may increase the frequency and speed of cyclists and the consequential risk of pedestrians individuals being struck by cyclists if the measure is not removed (this could addressed by adjusting the existing measur*e)." The Council's equalities assessment recognised the disbenefits as well as the benefits of the bridge closure but concluded that *"the decision (to reopen the bridge) may be regarded as negative overall."*

3.9 KMC considers that there are cost effective measures that could be implemented to minimise the potential for collision between pedestrians and cyclists. Conversely, if the bridge were to remain open to vehicular traffic, making improvements that would improve safety between pedestrians/cyclists and motor vehicles to acceptable standards is more difficult and costly within the constraints of the bridge.

4 Active Travel Economic Case

Introduction

4.1 This section of our report summarises the economic case for the closure of Keyhole Bridge to vehicular traffic.

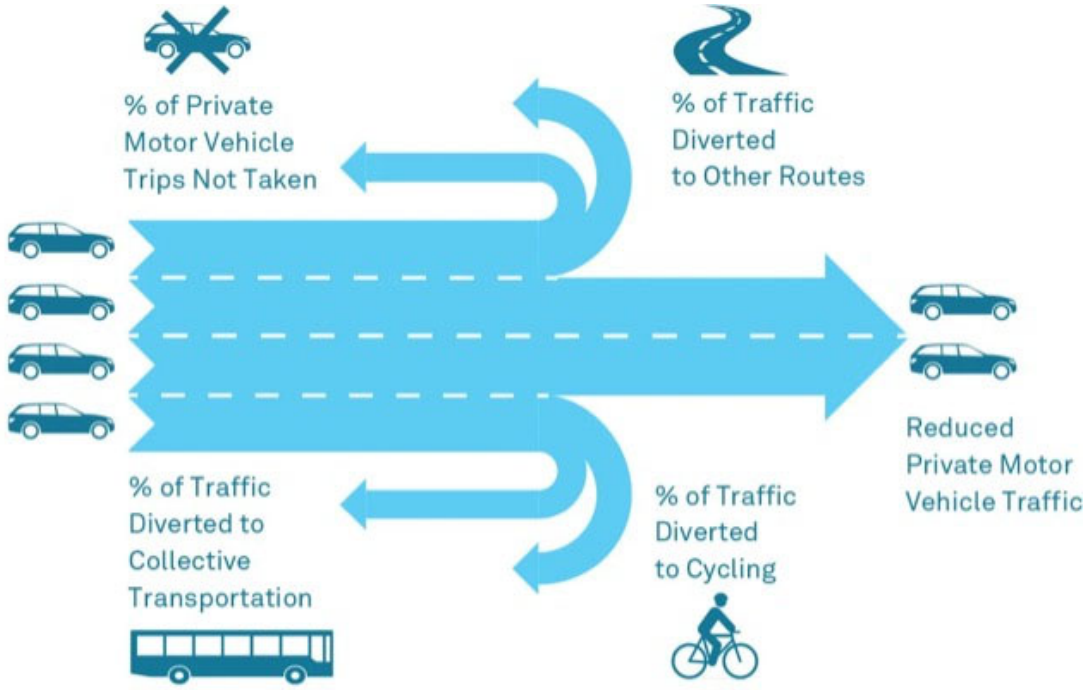
4.2 The economic case is split into three sub-sections. The first two sections review and challenge the economic disbenefits presented by BCP Council (also referred to as the Council), and the third reviews and challenges the Council's forecast active travel benefits.

Traffic Evaporation

Overview

4.3 Traffic evaporation describes the phenomenon of how traffic 'disappears' when road space is reallocated from private vehicles to more sustainable modes of transport such as walking, cycling and public transport. As summarised in **Figure 4.1** below, 'you get the traffic you build for'.

Figure 4.1: A Visual Illustration of the Traffic Evaporation Effect



Traffic Evaporation. Research shows that when road capacity is shifted to other modes, some peak-period traffic disappears from the network. Drivers shift to other modes, make trips at other times, or shift destinations.

Source: Global Street Design Guide

4.4 A study by Cairns et al (2002), building on their earlier seminal publication of the 'Evidence on the Effects of Road Capacity Reduction on Traffic Levels', showed that, after an initial 'settling in period', where road capacity was reduced for private cars the mean average traffic reduction was 21.9% and the median was 10.6%. Cairns et al (2002) identified the median percentage of 10.6% as a better reflection of central tendency.

4.5 Cairns et al (2002) explore the reasons for this reduction in traffic following road space reallocation, stating that the explanations are often more complex than had traditionally been assumed in traffic models. A number of reasons are cited, including:

- People switching mode of transport to active and public transport;
- People adjusting journey times to avoid peak times when travelling by car;
- People modifying their route; and,
- Increasingly, people choosing to work from home for all or part of the week (a possibility available to more people since the COVID-19 pandemic began) and, for other journey purposes, people simply not making the journey.

4.6 A significant research base demonstrates there is a direct correlation between road space reallocation and behaviour change, but, as Cairns et al (2002) acknowledged, this is not an overnight process. For example, the Cairns et al (2002) report showed that there was typically a short 'settling in period' after the reduction of road capacity for private cars. Here, traffic flows initially increased, before reducing as new patterns of behaviour became established.

4.7 Whilst the Cairns el al paper is from 2002 it is a seminal paper on transport planning that is still valid and used in current transport analysis. It brought together experience from 70 case studies on road space reallocation from general traffic, across 11 countries, with opinions from 200 transport professionals.

4.8 It is supported by a range of other important publications on so-called 'induced traffic'; the concept whereby new highway capacity generates traffic (and the converse whereby reducing capacity leads to traffic evaporation). This includes the Government's SACTRA report which acknowledged the phenomenon of induced traffic back in 1994.

Application

4.9 The Council's economic disbenefits calculation on Poole Park Road did not account for the traffic evaporation phenomenon. In light of this, KMC suggests that the Council's reported level of traffic disbenefits is likely to be an overestimation.

4.10 KMC has thus applied Cairns et al (2002) average mean (21.9%) and median (10.6%) traffic evaporation percentages to the Council's calculations under two different scenarios. These scenarios are set out below.

4.11 KMC also recognises that if the net number of vehicles using Parkstone Road was reduced due to traffic evaporation, this would also reduce journey delays.

4.12 Indeed, generally speaking, there is a strong relationship between traffic flow and delay. Simply put, the more traffic there is on a network, the greater the level of delay.

4.13 In uncongested conditions, and when a network is operating well within capacity, increasing levels of traffic flow tend to have a relatively minor effect on speeds and hence delays. However, as capacity is approached, speeds reduce more significantly and hence delays per vehicle increase.

4.14 The reverse is true when traffic flows are reduced. If traffic on a network reduces, then average speeds typically increase and delays per vehicle correspondingly decrease.

4.15 These impacts are typically assessed using a traffic model of a study area or longer-term observed journey times. We note that the Council's report Data Evidence Whitecliff Road (January 2022) includes a SATURN model but only uses the highway element of the model which is a fixed trip matrix and makes no allowance for traffic evaporation. Despite this the report shows that modelled journey times appear relatively unaffected by the closure of Keyhole Bridge. KMC does not have access to a forecasting model for Poole. However, as noted above, and evidenced by the Council's own SATURN model, the observed journey times used in the Council's assessment are not considered reflective of the longer-term impacts of the Keyhole Bridge closure.

4.16 In the absence of access to a traffic model, KMC has used the Department for Transport's (DfT) COBA manual (2021) to infer potential reductions in delay as a result of traffic evaporation. The COBA manual includes speed/flow curves which show the theoretical relationship between speed and flow for different categories of links. It is accepted that the application of link-based speed flow curves to network-wide traffic flow changes, such as those resulting from the closure of Keyhole Bridge, should be treated with caution. However, we have used the published curves to derive estimates of potential changes in delay that might result from the traffic evaporation effects described above.

4.17 **Table 4.1** below applies the speed/flow formula set out in the COBA manual for urban roads (Chapter 4, Part 5, Paragraph 4.5) as an appropriate proxy for the local network. We have estimated average speeds based on both the Council's observed flows on Parkstone Road on a weekday during the school term time (16:00-18:00), and those flows minus 10.6% (Cairns et al) to represent long term traffic evaporation impacts.

Table 4.1: Extractions from Figure 9/5 of the COBA Manual

Direction on Parkstone Road	Observed 2-hour flow (16:00-18:00 weekday)	Hourly flow in each direction (16:00-18:00 weekday)	Average speed at observed flow (from COBA)	Hourly flow (with traffic evaporation)	Average speed (from COBA)	Ratio of speeds
Outbound (Eastbound)	1,708	854	22.38kph	768.6	24.942kph	0.83
Inbound (Westbound)	2,150	1,075	15.75kph	967.5	18.975kph	0.90

Source: The flows were derived from the Portfolio Holder Decision Post Engagement Final Decision

4.18 **Table 4.2** below applies the speed ratio factors in **Table 4.1** to the per-vehicle delays estimated by the Council as a proxy estimation of how delays might reduce due to lower levels of traffic flow.

Table 4.2: Reduced Vehicle Delay with COBA Factors Applied assuming 10.6% (median) traffic evaporation

Direction on Parkstone Road	Pre-evaporation delay (secs)	Post-evaporation delay (secs)
Outbound (Eastbound)	202	168
Inbound (Westbound)	38	34

Source: Council observed delays when Poole Park closed (Portfolio Final Decision) and KMC application of DfT formulae

Traffic Evaporation Scenarios

4.19 Four scenarios have been developed that consider the impact of traffic evaporation on congestion and journey time delay:

- **Scenario 1a**: 10.6% (median evaporation) reduction in traffic flows applied to the number of vehicles travelling on Parkstone Road inbound and outbound from Poole between 16:00 and 18:00.
- **Scenario 1b**: 21.9% (mean evaporation) reduction in traffic flows applied to the number of vehicles travelling on Parkstone Road inbound and outbound from Poole between 16:00 and 18:00.
- **Scenario 2a**: 10.6% (median evaporation) reduction in traffic flows + COBA derived factors to estimate a reduction in the total additional journey delays per year (with median traffic evaporation).

- **Scenario 2b**: 21.9% (mean evaporation) reduction in traffic flows + COBA derived factors to estimate a reduction in the total additional journey delays per year (with median traffic evaporation).

4.20 **Table 4.3** demonstrates how, under the scenarios set out above, the Council's forecast level of disbenefit per annum would be reduced if the traffic evaporation phenomenon was applied to their calculations.

Table 4.3: Level of disbenefit in traffic evaporation scenarios

Scenario	Level of Disbenefit per annum
Council's Assessment	£219,666
Scenario 1a	£196,388
Scenario 1b	£171,564
Scenario 2a	£165,703
Scenario 2b	£144,758

4.21 KMC proposes to use Scenario 2a as a core scenario; Scenario 2a applies the median traffic evaporation effect of 10.6% and COBA derived factors to estimate a reduction in the total additional journey delays per year.

4.22 Under Scenario 2a the Council's forecast level of disbenefits would be reduced to **£165,703** per annum.

Vehicle Occupancy

4.23 The Council's current economic disbenefit calculations have been undertaken based on a car occupancy rate of 1.43 for 'general cars'. This number has been extracted from the TAG data book (see Table A.1.3.3) and is based on the occupancy rate for an 'average car journey' in the UK between the hours of 16:00 and 19:00.

4.24 Parkstone Road is, however, a key commuter corridor that serves major employment areas in Poole. As a result, Parkstone Road has a highly tidal profile of westbound (in the AM peak) and eastbound (in the PM peak) traffic flows. Furthermore, the traffic flows are based on delays that occur between 16:00 and 18:00. Therefore, it is considered more robust to base the car occupancy rate on the DfT's 'commuting car journey' occupancy rate of 1.14.

4.25 The Council calculated traffic disbenefits of **£2,365,000**, based on a vehicle occupancy rate of 1.0, discounted to 2010 prices, over a 20 year appraisal period.

4.26 Taking an average vehicle occupancy of 1.43 persons would increase the dis-benefit to **£3,382,000**, discounted to 2010 prices (paragraph 4.4 of the BCP Council Data Evidence Report, January 2022).

However, based on the evidence set out above, KMC considers that the average vehicle occupancy rate should be changed to 1.14 persons.

4.27 The application of the 1.14 vehicle occupancy ratio to the (1) Council's calculated congestion disbenefits and (2) KMC's recalculation of these disbenefits with the Scenario 2a traffic evaporation reductions, over a 20 year appraisal period, is set out below:

1. Council's calculated annual disbenefit with 1.14 vehicle occupancy: **£2,696,100** discounted to 2010 prices; and,

2. Scenario 2a traffic evaporation scenario with 1.14 vehicle occupancy: **£1,865,116** discounted to 2010 prices.

4.28 KMC proposes to treat Scenario 2a (with a 1.14 vehicle occupancy rate applied) as our core scenario in our Value for Money assessment.

4.29 It is also notes that the 2016 traffic survey was conducted in July/August which are peak times for traffic in the BCP area (see BCP Council's report Data Evidence Whitecliff Road (January 2022) Figure 2.5 – A350 Parkstone Road Weekly Traffic Profile 2016). The Council have assumed that July/August data can be expanded to estimate annual congestion 'disbenefits'; this approach may overstate the impact.

Walking and Cycling Benefits Review

4.30 The Council's existing Active Mode Appraisal Toolkit (AMAT) calculations are based on the closure of Keyhole Bridge leading to a 20% increase in cycle flows; however, the baseline flows are derived from a different "cycle infrastructure intervention in Weymouth". The Council's AMAT model inputs also assume a 12% increase in pedestrian flows based on national Living Streets data; however, the source of the pedestrian trips is not evidenced in their AMAT model.

4.31 The use of the Weymouth scheme AMAT outputs is not considered to be appropriate for the Keyhole Bridge scheme, especially when the Keyhole Bridge Community Group undertook walking and cycling counts both during the trial closure period (February 2021) and after Keyhole Bridge reopened to motorised vehicle traffic (September 2021).

4.32 Within the Council's AMAT spreadsheets a scheme cost of £100,000 has been inputted into the User Interface Cost tab and optimism bias has been set at 15%. The origin of this scheme cost is not confirmed and given the nature of the scheme, is likely to be an overestimation. Furthermore, the application of 15% optimism bias to this cost is also considered inappropriate, given the assessment is

retrospective and the cost of the scheme should thus be known. However, for consistency, KMC has retained this assumption in our calculations.

Our Approach

4.33 The trial closure of Keyhole Bridge was effective between 14th August 2020 and March 1st 2021.

4.34 The Keyhole Bridge Community Group undertook traffic counts whilst Keyhole Bridge was closed to motor vehicles on the 26th February 2021 between 15:30 and 18:00. The surveys took place towards the end of the trial period, by which time new active travel behaviours would have likely been established. Had the closure been in place for a longer period of time, it is quite possible that even greater use of active modes would have been observed as further behavioural adaptions took place.

4.35 Approximately five months after the reopening of Keyhole Bridge to motorised vehicle traffic, Keyhole Bridge Community Group undertook another traffic survey in September 2021.

4.36 Within our AMAT calculations KMC has used the September 2021 traffic surveys to inform the 'without scheme' traffic flow scenario, and the February 2021 surveys to inform the 'with scheme' scenario.

4.37 Both surveys were undertaken between 15:30 and 18:30. The total number of pedestrian and cycle flows in the 'without scheme' scenario, when Keyhole Bridge was open to motor vehicles, and the 'with scheme' scenario, when Keyhole Bridge was closed to motor vehicles, are presented below.

With Scheme

- Pedestrian trips: 632
- Cycling trips: 151

Without Scheme

- Pedestrian trips: 180
- Cycling trips: 67

Difference

- Pedestrian trips: +452
- Cycling trips: +84

4.38 The DfT's AMAT model requires pedestrian and cycling flows to be inputted in a daily format. Therefore, KMC used factors derived from the DfT's pedal cycle traffic distribution table (Table TRA0405) to convert the flows into a daily format (12-hour day). This dataset was used to derive the factors due to the wide range of data available, including flows across all days of the week and months

of the year to eliminate seasonal bias. As there is no national or local publicly available pedestrian dataset that met the same parameters, it was considered robust to use the same dataset as a proxy for pedestrians trips.

4.39 The calculated 12 hour daily flows for the 'with' and 'without' scenarios are set out below:

With Scheme

- Pedestrian trips: 3,350
- Cycling trips: 800

Without Scheme

- Pedestrian trips: 954
- Cycling trips: 355

Difference

- Pedestrian trips: +2,396
- Cycling trips: +445

4.40 Based on the assumption that 954 walking trips and 355 cycling trips represent the baseline (without scheme) daily flows, and 3,350 walking trips and 800 cycling trips represent the 'with intervention' daily flows, the active travel derived scheme benefits derived from AMAT would be **£10,400,417** (based on a 20 year appraisal period).

The Influence of the COVID-19 Pandemic on Walking and Cycling Trips

4.41 It is acknowledged that the data presented above is based on surveys undertaken during the COVID-19 pandemic. We have therefore taken the opportunity to review the influence of the pandemic on walking and cycling trips.

During COVID-19 lockdowns

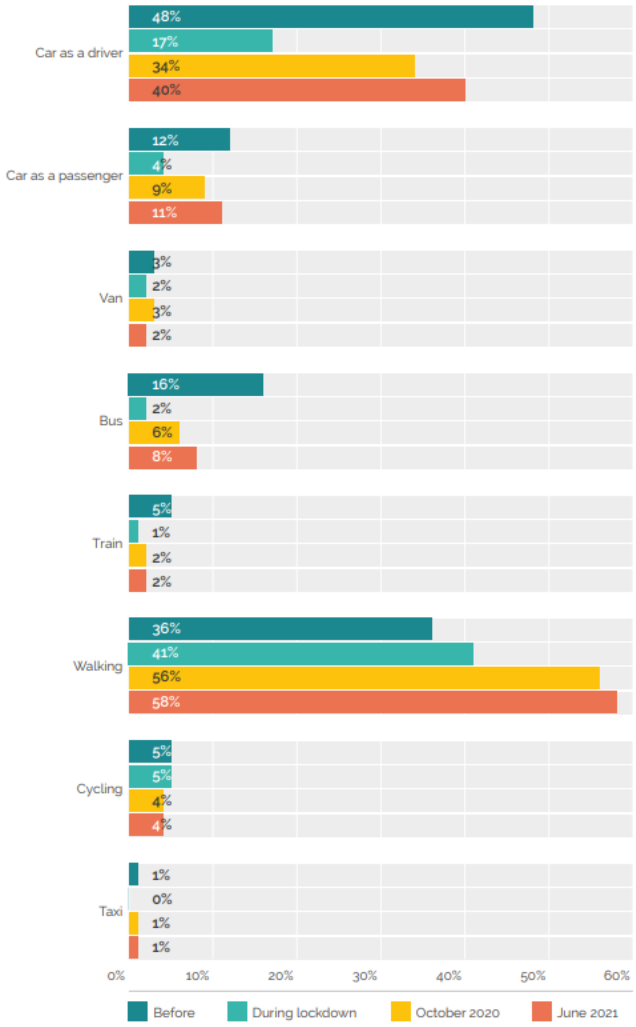
4.42 Research undertaken by Anable et al (2022) has shown that walking is the only mode of travel that people undertook more regularly during the COVID-19 lockdowns (henceforth, lockdowns), than they did in 2019 prior to the COVID-19 pandemic. Please note that regularly is defined as at least three days per week. In comparison, the number of people undertaking regular cycling trips was relatively stable; this being 5% in 2019 and 5% during lockdowns. The number of people driving regularly reduced from 48% in 2019 to 17% during lockdowns.

Post COVID-19 lockdowns

4.43 If 2019 data is compared to June 2021 data, when no lockdowns were in place, the following is observed:

- The number of people driving regularly increased to 40% in June 2021, but this is still lower than 2019 levels.
- The number of people cycling regularly reduced slightly from 5% in 2019 to 4% in June 2021.
- The increase in the number of people walking regularly during lockdown has been sustained. Here, 58% of people walked regularly in June 2021, compared to 36% in 2019.

Figure 4.2: Percentage of people reporting using each mode on at least three days a week



4.44 Reference: Anable, J., Brown, L., Docherty, I. and Marsden, G. 2022. Less is more: Changing travel in a post-pandemic society. Centre for Research into Energy Demand Solutions. Oxford, UK. ISBN: 978-1-913299-15-6

4.45 In light of the evidence presented above, it is considered that the Community Group's walking and cycling counts are appropriate for use in our active travel economic assessment.

Sensitivity Test

4.46 Notwithstanding the above evidence, as a sensitivity test, we have also set out three additional scenarios and compared them with the active mode benefits forecast by BCP Council, which were based on figures from the Weymouth scheme:

- If 75% of the KMC forecast active mode benefits were realised;
- If 50% of the KMC forecast active mode benefits were realised; and,
- If only 20% of the KMC forecast active mode benefits were realised.

4.47 The level of benefits for each of these scenarios is set out in **Table 4.4** below.

Table 4.4: AMAT Derived Active Mode Benefits for the Keyhole Bridge

Active Mode Benefit Scenarios	Forecast Level of Benefit
KMC Derived Active Mode Benefits	£10,400,417
75% KMC Derived Active Mode Benefits	£7,800,313
50% KMC Derived Active Mode Benefits	£5,200,208
20% KMC Derived Active Mode Benefits	£2,080,083
BCP Active Mode Benefits with 55% Growth (derived from Weymouth Scheme)	£2,055,064*
BCP Active Mode Benefits with 20% Growth (derived from Weymouth Scheme)	£931,847*

* Source: BCP Council AMAT output spreadsheets. £931,847 is the figure used by BCPs in their calculations.

Value for Money Assessment

Summary

4.48 On the basis of the analysis conducted, the practical effect of closing Keyhole Bridge to motorised vehicle traffic is seen in the calculated scheme benefits.

4.49 The effect of improving Poole's active travel network provides a strong imperative and policy justification for the promotion of additional movement by sustainable modes of travel.

4.50 The closure of Keyhole Bridge, as a directly assessed active travel intervention, is anticipated to provide net economic benefits of **£10,400,417** over a 20 year appraisal period. The forecast benefits are based on traffic counts provided by the Keyhole Bridge Community Group. Even if only 20% of the benefits are realised this still results in net economic benefits of **£2,080,083.**

4.51 KMC also reviewed and recalculated the congestion disbenefits provided by the Council; these disbenefits were based on a 1-month trial closure of Poole Park Road in 2016. Here, KMC assessed the impact of a 10.6% reduction in traffic flows and journey time delays due to traffic evaporation. A significant research base demonstrates there is a direct correlation between road space reallocation and behaviour change; however, this effect had not been considered by the Council.

4.52 KMC also proposed that a vehicle occupancy rate of 1.14, based on the DfT's 'commuting car journey' rate, should be used instead of the rate of 1.43 for 'general cars', which is used in the Council's economic disbenefit calculations for Parkstone Road.

4.53 The commuting car journey rate is deemed to be more appropriate for Parkstone Road because it is a commuter corridor that serves major employment areas in Poole. As a result, Parkstone Road has a tidal profile of westbound (in the AM peak) and eastbound (in the PM peak) traffic flows. The BCP Council traffic flows are also based on delays that occur between 16:00 and 18:00, which is when the majority of PM commuting journeys occur. Therefore, it is considered more appropriate to base the car occupancy rate on the DfT's 'commuting car journey' occupancy rate of 1.14.

4.54 The application of the 1.14 vehicle occupancy ratio to KMC's recalculation of the Council's disbenefits (with Scenario 2a traffic evaporation reductions applied) equates to an economic disbenefit of £1,865,116 discounted to 2010 prices. KMC has then added the Council's £100,000 scheme cost, which was discounted to 2010 prices within AMAT. The total PVC for the scheme was thus calculated to be **£1,934,469**.

4.55 The division of the scheme benefits against scheme costs (in 2010 prices) gives a benefit to cost ratio (BCR) of 5.4 based on KMC's active travel-related assessment outcomes; this falls into the 'very high' value for money category (BCR greater than 4) in the DfT's Value for Money Framework (VfM)[1].

4.56 **Table 4.5** below provides a summary of the scheme's Present Value of Costs (PVCs), Present Value of Benefits (PVBs) and BCRs under a number of different scenarios.

[1] DfT. Value for Money Assessment: Advice Note for Local Transport Decision Makers.

Table 4.5: Scheme Value for Money Assessment

	Scenario					
Output	*Scenario 2a + KMC AMAT Benefits*	Scenario 2a + 75% of KMC AMAT Benefits	Scenario 2a + 50% of KMC AMAT Benefits	Scenario 2a + 20% of KMC AMAT Benefits	Scenario 2a + BCP AMAT (20% Growth)	Scenario 2a + BCP AMAT (55% Growth)
PVC	£1,934,469	£1,934,469	£1,934,469	£1,934,469	£1,934,469	£1,934,469
PVB	£10,400,417	£7,800,313	£5,200,208	£2,080,083	£931,847	£2,055,064
NPV	£8,465,948	£5,865,844	£3,265,739	£145,614	-£1,002,622	£120,595
BCR	5.4	4.0	2.7	1.1	0.5	1.1
DfT VfM Category	*Very High*	Very High	High	Low	Poor	Low

Source: KMC and BCP Council

4.57 It can be seen from **Table 4.5** that the KMC core scenario (highlighted in blue) would result in a BCR of 5.4, which equates to a very high value for money. Even if only 20% of the KMC derived active mode benefits materialised, which we consider to be overly pessimistic, it would result in a BCR of 1.1 (e.g. the benefits and costs are effectively balanced).

4.58 Furthermore, even if the Council's calculated congestion disbenefits of £3,382,000 were deducted from KMC's calculated active mode benefits, the closure of Keyhole Bridge would still generate a positive net present value (NPV) for the KMC core scenario as well as the 75% and 50% of KMC AMAT benefits as presented in **Table 4.6** below.

Table 4.6: KMC Benefits Applied to BCP Council's Calculated Disbenefits

Output	Scenario 2a + KMC AMAT	Scenario 2a + 75% of KMC AMAT Benefits	Scenario 2a + 50% of KMC AMAT Benefits
PVC	£3,382,000	£3,382,000	£3,382,000
PVB	£10,400,417	£7,800,313	£5,200,208
NPV	£7,018,417	£4,418,313	£1,818,208
BCR	3.1	2.3	1.5
DfT VfM Category	High	High	Medium

4.59 The revised economic analysis set out within this report demonstrates the positive economic impact of closing Keyhole Bridge to motorised vehicle traffic. This economic analysis complements the policy case which clearly demonstrates a strong imperative and policy justification for the reinstatement of the modal filter at Keyhole Bridge.

5 Summary & Conclusions

5.1 This report has been prepared on behalf of the Keyhole Bridge Group to support their written representation in response to the current consultation by BCP Council regarding Keyhole Bridge, Poole. The Council is consulting on three options:

- Option A – leave Whitecliff Road open to all traffic through Keyhole Bridge;
- Option B – re-close Whitecliff Road at Keyhole Bridge to motor vehicles for a further trial period of 6 months using a new ETRO; or
- Option C – permanently close Whitecliff Road at Keyhole Bridge to motor vehicles.

5.2 The re-opening of Keyhole Bridge to traffic is not in line with the Council's own policies, or indeed national policies, which seek to induce a mode shift to sustainable modes and reduce the negative impacts of traffic on walking and cycling journeys. There are also safety concerns of the bridge being open to traffic.

5.3 BCP Council has provided an economic assessment of the closure of the bridge, which is set out in the BCP Council report titled 'Whitecliff Road Data Evidence', January 2022. The report concludes at paragraph 5.6 that "*Based on the data available from 2016, the cost to the economy from delayed traffic was £3.382million over 20 years. Benefits from predicted increased active mode travel were predicted to be £0.923million over 20 years.*"

5.4 It states at paragraph 4.9 that *"Adding the £0.923million benefit to the £-3.382million disbenefit would result in a £2.459million dis-benefit over a 20-year period."*

5.5 This report has reviewed the BCP Council's economic case and inputs and provided an updated assessment based on alternative inputs, which we consider to be more appropriate. The KMC economic assessment has forecast disbenefits to motorists of £1,934,469 over a 20 year period and benefits from increase in active travel of £10,400,417 over a 20 year period, resulting in a net present value (NPV) of **£8,465,948**. Even if only 20% of the forecast increase in active travel materialised, which is considered to be overly pessimistic, it would still result in a positive NPV over a 20 year period.

5.6 The revised economic analysis set out within this report demonstrates the positive economic impact of closing Keyhole Bridge to motorised vehicle traffic. This economic analysis complements the policy case which clearly demonstrates a strong imperative and policy requirement for the reinstatement of the modal filter at Keyhole Bridge.

5.7 The Decision Impact Assessment Report October 2020 classified the overall impact of reopening Keyhole Bridge to traffic as negative. The Portfolio Holder Decision (Post Engagement Final Decision

report the Portfolio Holder) stated that on the basis of the 2016 travel survey, the classifications for climate change and the economy should be green (not amber) and therefore the disbenefits of maintaining the closure of Whitecliff Road outweighed the benefits. Based on the evidence set out in this report, KMC concludes that this in incorrect, and that Keyhole Bridge should be permanently closed to motor vehicles, which is Option C of the Council's consultation

WHITECLIFF ROAD – KEYHOLE BRIDGE

Review of Economic Impacts

BACKGROUND

Keyhole Bridge on Whitecliff Road was closed to motorised traffic by Bournemouth Christchurch and Poole Council in August 2020 as part of an Experimental Traffic Regulation Order intended to promote active travel. It was re-opened to traffic in March 2021 before the end of a six-month consultation period on the basis that it was causing traffic delays with associated negative economic impacts.

This note sets out a review of the economic assessments undertaken by Dorset Council and KMC on behalf of the Keyhole Bridge Group, as presented in:

- Whitecliff Road – Data Evidence (Dorset Council, January 2022)
- Keyhole Bridge, Poole – Transport Technical Report (KMC Transport Planning, March 2022)

As part of the review no additional documents have been considered, nor additional analysis undertaken.

ECONOMIC ASSESSMENT FINDINGS

OVERVIEW

The analysis by Dorset Council produced results of an economic disbenefit of **£3.382m** (in 2010 prices and discounted to 2010 values[1]) over a 20-year assessment period due to traffic delays and a benefit from increased active travel of **£0.923m** over 20 years. Therefore, the overall estimated monetised impact is a disbenefit of **£2.249m** in Present Value terms.

The KMC work reports a value for the highway disbenefit of **£1.865m** and benefits of **£10.400m** for active travel. This produces a total Present Value of benefits of **£8.535m**.

The derived economic impacts of the intervention to close Keyhole Bridge to motorised traffic therefore vary significantly based on the approaches taken.

HIGHWAY IMPACTS

The estimation of monetised highway impacts considers the journey time delay, traffic demand, vehicle occupancy and value of time.

The journey time delay assumption is 3 minutes 22 seconds based on term time surveys in 2016 of eastbound traffic in the PM period following the closure of Poole Park Road. (The journey time impacts were much lower in the westbound direction and during school holidays.) This is applied to 1,708 “travellers” per day in school term time (source stated to be Portfolio Holder Decision Post Engagement Final Decision). While the use of the term “travellers” suggests individuals, this value has been treated as vehicles in the assessment, with an occupancy factor of 1.43 (based on DfT guidance for an average car trip) applied for the council’s analysis.

In comparison, the KMC work proposes a vehicle occupancy factor of 1.14 (based on DfT guidance for commuting journeys). Further, an assumption is made that there will be 10.6% ‘traffic evaporation’ (i.e., when road space is reallocated from private vehicles to more sustainable options such as walking and cycling, motor traffic levels can reduce) and an associated reduction in the average journey time delay (derived using COBA speed/flow curves).

[1] The use of 2010 prices and values is consistent with Department for Transport guidance for the appraisal of schemes.

DRAFT

No details of the assumptions for value of time are provided in terms of journey purpose split assumptions, nor confirmation of the application of value of time growth over the life of the appraisal.

ACTIVE TRAVEL IMPACTS

DfT's Active Mode Appraisal Toolkit (AMAT) has been used for the estimation of active travel impacts over a 20-year appraisal period. Dorset Council's analysis assumes a 20% uplift in cycling as a result of the closure (with an alternative test assuming 55%), and a 12% uplift for pedestrians[2]. No information is provided on the rationale for these assumptions or the respective absolute numbers of additional cyclists and pedestrians.

The KMC analysis utilises count data collected with the intervention (in February 2021) and without the intervention (in September 2021). This suggests an increase in cycling trips of 445 a day (a 125% increase) and 2,396 pedestrian trips a day (250%). These demand uplifts were used for the AMAT inputs to value the resulting benefit.

SUMMARY

The same broad approaches have been used for both economic assessments of the impact of the closure of Keyhole Bridge, however the application of significantly different input assumptions results in markedly different valuations of the impact.

For the highway disbenefit the higher occupancy factor (1.43 persons) applied in the Dorset Council's analysis results in a greater estimated loss of time and therefore economic disbenefit than assessed in the KMC report (which applies an occupancy factor of 1.14 persons). Both are based on DfT's guidance[3] and reflect different assumed journey purposes.

Secondly, the KMC report has incorporated the effect of traffic evaporation leading to fewer motorised vehicles on the highway network, which results in reduced travel time delays for those who continue to use the highway. The respective estimated economic disbenefits are set out below.

Given the uncertainty over the current occupancy rate and future rate, as well as potential traffic evaporation or growth, the range of valuations is illustrative and there is uncertainty over the value of the impact on highway economic disbenefits.

Highway Economic disbenefits (2020 prices and values for 20-year appraisal period)

Occupancy rate of 1.43	Occupancy rate of 1.14	Occupancy rate of 1.14 and 10.6% evaporation rate
£3.382m	£2.696m	£1.865m

The benefits of the intervention to motorised traffic will be experienced by cyclists and pedestrians. The most material influence on the estimate of this benefit is the assumption for the number of 'new' cyclists and pedestrians. In Dorset Council's analysis this leads to the active travel benefits not outweighing the highway disbenefits, while for the KMC analysis the scale of the active mode benefits does (including under a range of sensitivity tests on the uplift levels for cyclists and pedestrians).

Limited evidence is available on the impact of road closures to promote active travel and the design specification and local context will affect the outturn effect. The use of count data helps address this, however for the duration of the 20-year assessment period, there is, as for all schemes, uncertainty at this stage of the value of the impact on walking and cycling benefits.

[2] The 12% uplift in pedestrians applied in Dorset Council's AMAT analysis is identified in the KMC report. It is not reported in the council's document and therefore it is not clear if the benefits quoted in the council's document account for it or not.
[3] Table A1.3.3 in Department for Transport's TAG Data Book

Walking & Cycling Economic benefits (2020 prices and values for 20-year appraisal period)

Dorset Council analysis	KMC analysis
£0.923m	£10.400m

For both sets of analysis there is uncertainty over the application of assumptions, for example the level of vehicle occupancy and purpose of trips and the extent to which traffic evaporation may occur. There is also uncertainty over future levels of motorised vehicle, cycling and walking demand with the intervention and without it. These uncertainties and their implication for the estimation of economic benefits should be considered when reviewing the results, along with wider non-monetised impacts of closing or not closing Keyhole Bridge on Whitecliff Road to motorised traffic.

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Equality Impact Assessment: Report and EIA Action Plan

Whitecliff Road – Further Review

Purpose

What is being reviewed?	An Active Travel Scheme along Whitecliff Road in the Parkstone and Poole Town wards of Poole. This road links Poole Park and Whitecliff Recreation Ground and the road passes under the railway line at Keyhole Bridge. At this location the road narrows significantly and here, as part of the scheme, the road was changed on an experimental basis so it was closed to all motor traffic, with the aim of prioritising travel for people who walk and cycle. During the trial period motor traffic was not able to make through journeys along the length of Whitecliff Road but can still use other sections of the road. The measure prevented motor traffic from using this popular cut through that links Lilliput with Poole Town without the need to use Parkstone Rd and Sandbanks Rd. The scheme was implemented from 19 August 2020 and formed part of HM Government backed Active Travel Schemes arising out of the Covid-19 pandemic. The measure was a point road closure and was implemented using an Experimental Traffic Regulation Order (ETRO), with an original commitment for a 6 month's trial. The closure was carried out using timber planters both sides of the bridge and 15 metres of double yellow lines on one approach to allow motor traffic that is not able to pass – to be able to turn around at the end of Whitecliff Rd as the measure effectively turned this route into a cul-de-sac. This resulted in the loss of two parking

	spaces in Whitecliff Rd on the Lilliput/harbourside near to the bridge. Following a Portfolio Holder recommendation and then decision on 27th January 2021, Whitecliff Road was subsequently re-opened to all through motor traffic, re-instating the historic position and the ETRO revoked in March 2021. The Keyhole Bridge Group submitted a High Court challenge that included a challenge that the consultation conducted for the experimental measure was not retained for the full six months as originally stated by the Council. Following part of the challenge being upheld, BCP Council were ordered by the Court to undertake a further non-statutory consultation for 40 days from 28th February 2022 until 8 April 2022. The road currently remains open to all traffic and this EIA will cover the relevant implications of either closing Keyhole Bridge to motor traffic or keeping it open, to assist the Cabinet in making a decision regarding this matter.
Service Lead and Service Unit:	Richard Pearson – Transport Network Manager, Transport and Engineering.
People involved in EIA process:	Richard Pearson – Transport Network Manager Richard Barnes – Transport and Engineering E&D Champion. Beth Barker Stock – Sustainable Travel Team Leader.
Date/s EIA started and reviewed:	Original general EIA for all Active Travel Schemes – June 2020. Scheme specific EIA – January 2021, as part of Cabinet Member decision to re-open to all traffic. Subsequent Conversations 25 June 2022, 22 July 2022,

	various August 2022. Presented at EIA Panel on 11 August 2022, recommended alterations done w/c 15 August 2022.

Background

The initial road point closure on Whitecliff Road at Keyhole Bridge was consequential on a series of emergency active travel measures introduced during summer 2020 and a combined EIA was compiled at the time (June 2020) detailing anticipated impacts, pending responses to consultations just before and during the period of the measures being in place. Consultation, both statutory - as required for traffic regulation orders and non-statutory took place, firstly for the original point closure and then a second round of non-statutory consultation was carried out as an outcome from the judicial review. In addition, at the time the original decision was made to review the measure the Council's governance process allowed for an 'engagement' period to take place on any draft Council decision, before a final decision was made. In addition, the decision in this instance was called into review at the Council's Overview and Scrutiny Board on 3rd March 2022 and following these reviews the decision to remove the measure was upheld.

As part of the judicial review the Court ordered the Council to consider the following options:

Option A - leave Whitecliff Road open to all traffic through Keyhole Bridge.

Option B - re-close Whitecliff Road at Keyhole Bridge for a trial period of 6 months using a new ETRO.

Option C - permanently close Whitecliff Road at Keyhole Bridge.

The Court ordered that the decision on which (or alternative) option to select would be made by the Council's Cabinet.

This EIA will explore the equality impact associated with the above options so that Cabinet can understand the likely impact of their decision.

People could take part in the main consultations by using an online questionnaire (that included comment boxes) and/or by writing to the Council. The consultations and feedback have been used to help inform this EIA. The original EIA from June 2020 indicated that creating an improved and safer environment for people who walk and cycle may contribute to a more inclusive transport network. The intention of the government funding, as a reaction to the impact of the Covid-19 Pandemic was to allow space to enable people to travel confidently as a way of providing healthy local travel options - to mitigate against the impact of the lockdowns and travel restrictions associated with the Covid pandemic and also to try and capture the evident increase in the numbers of people cycling and walking during this period with an aim of maintaining that increase into the future. This provided some perceived equality benefits, as a less motor vehicle dominated public space can make it easier for people to walk and

cycle and may be particularly beneficial to those with disabilities and the elderly and those with young children. As locally and nationally the schemes progressed, there were concerns that the measures needed to improve cycling and walking were at the detriment to motorists through longer journey times arising from displacement of traffic, difficulties parking and accessing services. Some groups, including some disabled people who rely on cars, were adversely affected and considered that the changes made impacted them to a greater extent than others. Both nationally and locally many schemes were challenged on equality grounds with some removed or substantially modified. Two years after schemes were first introduced, the debate is far from settled and there are evidently both positive and negative aspects relating to this scheme that need to be carefully considered and weighed in order to make an informed decision.

Detailed insight is available from the consultations carried out.
On-line Consultation Report August 2020 to January 2021 – responses received either immediately before and during the point road closure totalled 450 responses. Of these, 60% agreed that cycling and walking should be prioritised at Keyhole Bridge and 61% viewed the scheme as having a positive impact. Responses varied by age, gender and disability.

For other protected groups there were not any significant differences that could be established considering the sample size.
The most recurring comment used to support the scheme was improved safety, but specific equality considerations were not cited.

Formal Consultation – August 2020 to January 2021. Required by the ETRO procedure, took place immediately before and during the point closure. 346 items of correspondence were received. 49% supportive 24% objected, other comments were neutral, following up points or queries. Responses are unable to be linked to protected groups unless individuals specifically mentioned those in their written responses. This means that some groups tend to emphasise their status in written responses but others who may benefit from the closure do not necessarily flag their characteristics. Factors in support of the closure, in order of those most cited were road safety, reduced rat running and better environment for cycling/walking – there was not any specific equality content. People against the scheme mentioned displaced traffic, that the closure was unnecessary and also safety concerns.

Five Day Engagement Period – from 15 January 2021. Following the draft decision by the Cabinet Member for Sustainability and Transport to revoke the ETRO – re-opening Whitecliff Road to all through traffic at Keyhole Bridge, there was a 5-day engagement period. 423 responses were received. Many responses supporting the continuation of the point closure cited how reduced motor traffic made it safer for more vulnerable users. A clear majority of those written responses requested the closure to be permanently re-instated, often with quite passionate support, with some robustly questioning why the trial closure was revoked. The points mentioned here, in support of the closure were more pronounced compared to the first set of consultation. Responses from those who wanted the road to remain fully open mentioned how the point closure made it more difficult according to their circumstances and some felt that during the closure their right to travel was affected.

On-line Consultation from 28 February 2022 to 8 April 2022. The second round of consultation as a result of judicial review asked respondents to the previous consultation not to send a further reply. 791 responses were received, 86% self-certified that they did not submit a response previously (The Council has no way of confirming that percentage).

Three options were presented –

Option A - Keep Whitecliff Road open to all traffic under Keyhole Bridge – 41% agreed and 58% disagreed.

Option B – Trial a further 6 month closure. 26% agree and 59% disagree.

Option C – Permanently close Keyhole Bridge to motor traffic. 65% agree and 35% disagree.

(note with some responses indicating *don't know* or *neither agree or disagree* percentages above will not equal 100%)

Written Responses from 28 February 2022 until 8 April 2022. The second required consultation also considered further written responses. 81 were received, 68% of these had not made a written representation before. Excluding comments, follow up messages and queries 29% supported keeping the road open to all traffic and 71% agreed to re-instate the closure. There was no support for the further 6 month's trial closure option.

In all the consultations there were significant differences in responses linked to where people lived and how they usually travelled – any equality perspectives here can only be supposed.

Some information about BCP residents travel pattens with detail about how there are significant variations between protected characteristics is available -
https://www.bcpcouncil.gov.uk/About-the-council/Research-reports/Documents/Travel-Survey-Report.pdf

Of the respondents to this survey 90% had access to a car and 53% owned a bicycle. 96% of the respondents to the first on-line consultation owned or had use of a car. For the second survey this was 90%. Parkstone ward has 79% of households with one or more cars and adjacent Poole Town ward 67.2%. The second on-line survey asked about cycle ownership – 79% owned one which is much higher than the BCP Council travel survey. This needs consideration in any interpretation.

The Pave-The-Way-full-report.pdf (transportforall.org.uk) provides insight to the impact of active travel schemes for disabled people.

Equality Impact Assessment: Report and EIA Action Plan

Findings

The findings and how they affect different groups are detailed – as there are a number of sources, they are all presented where relevant and may show different outcomes.

- ***Different Ages***

On-line Consultation Report August 2020 to January 2021.
Levels of agreement with the scheme itself, whether it made people more likely to cycle and walk, and the impact, showed for all age groups a majority agreement or positive impact. Support was highest from younger age groups and decreased with age. Specific comments were received that the point closure was discriminatory towards elderly people as they were less likely to access Poole Park by cycling or walking.

Formal Consultation – August 2020 to January 2021.
There was specific mention of an adverse impact on the elderly in relation to access to Poole Park when the road was closed.

Five Day Engagement Period – from 15 January 2021.
Many responses supporting the continuation of the point closure cited how the closure made it safer for more vulnerable users with the elderly, included. Mention was made that if the road was fully re-opened to all traffic this would make it 'Dangerous and even inaccessible' for elderly people. The benefits for 'Family recreation' were mentioned. Responses from those who wanted the road re-opened cited how the point closure made it more difficult for elderly people to go for a drive through Poole Park and how with Whitecliff Road closed to through traffic, it was challenging for elderly people to access Poole Park by other routes and means.

On-line Consultation from 28 February 2022 to 8 April 2022.
Support for keeping the area open to all traffic generally increased with age, reaching half of people over 70 agreeing at 50%. Support for closure to motor traffic decreased generally with age, but most ages showed majority agreement. Support was highest in the 34-44 age group at 73%. This second consultation asked people reasons why, they supported keeping the road fully open – including 'Better access for disabled people (to Poole Park)' This resulted in varying responses according to age, the 65-74 yrs. group with agreement at 52% was considerably more than the 19% from those aged over 75.

Written Responses from 28 February 2022 until 8 April 2022.
Similar points were made to the other consultations - a motor vehicle closure - made it more difficult for the elderly to access Poole Park, but benefited children and younger people as a result of a road with considerably less motor traffic.

The BCP travel survey report showed middle aged groups – between 35 and 54 years, were more likely to cycle regularly. Younger people and the over 65's were more likely to regularly walk, with middled aged groups proportionately walking less regularly. With the closure intended to enhance the amenity for cycling and walking the relevant groups listed would benefit if the scheme was re-instated. This survey showing that people over 65 regularly walk more than all other age groups except those under 24, contradicts consultation responses that suggest older people are less likely to walk.

- ***Current/Previous members of the Armed Forces***

  There were not any responses that highlighted any impact for this group

- ***Those with caring responsibilities***

  A response was received from a representative from a care company that used Whitecliff Road to take elderly residents for a drive in the park and the closure impacted on this.

- ***Those with physical disabilities, those with mental disabilities***

Consultation responses and comments from disabled people were not shown as physical or mental so this report is not able to differentiate.

On-line Consultation Report August 2020 to January 2021
A majority of disabled respondents were **not** in agreement with prioritising cycling and walking at Keyhole Bridge and felt the scheme had a negative impact. Disabled respondents were much less likely to cycle and walk compared to people that are not disabled. Specific comments were received that the point closure was discriminatory towards disabled people as they were less likely to access Poole Park by cycling or walking. Comments against the scheme mentioned barriers accessing Poole Park with disability cited.

Formal Consultation – August 2020 to January 2021.
There was specific mention of an adverse impact on disabled people in relation to access to Poole Park.

Five Day Engagement Period – from 15 January 2021.
Many responses supporting the continuation of the point closure cited how the closure made it safer for more vulnerable users with positives for disabled people. Mention was made that if the road was fully re-opened to all traffic this would make it 'Dangerous and even inaccessible' for disabled people. Responses from those who wanted the road re-opened mentioned how the point closure made it more difficult for less mobile people to go for a drive through Poole Park and how with Whitecliff Road closed to through traffic it was challenging for disabled people to access Poole Park by other routes and means.

On-line Consultation from 28 February 2022 to 8 April 2022.
People with a disability that limited their activity a lot showed high levels of agreement at 77% to keep the road open to all traffic, with 29% disagreeing.

Reasons for views on the options were sought, those in support for each option both mentioned 'Better accessibility for the disabled' considering absolute numbers citing this reason, significantly more respondents made this point in support of the closure to motor traffic at Keyhole Bridge. A view that access through Keyhole Bridge is easier for those with a disability when the road is closed to motor traffic was apparent in this second consultation. Alternatively, the point that if closed, access to Poole Park was compromised for people with a disability was also made.

This consultation asked people reasons why, they supported keeping the road fully open. 'Better access for disabled people' was raised by 69% of disabled respondents to a much greater extent than 32% non-disabled people. Conversely, the consultation also asked people the main reasons people used to support the closure - 'Better access for disabled people (to Poole Park)' was also raised as a benefit by 59% of disabled people and 57% for those without a disability. Considering all responses (people with and without a disability). 45% thought option A to keep the road open provided better accessibility for disabled people with a higher percentage of 59% considering option C – to re-instate the closure giving better disabled accessibility. The consultation shows that both main options can provide benefits to disabled people and that there is not a consensus.

Written Responses from 28 February 2022 until 8 April 2022.
Similar points were made to the other consultations – that with the road closed to through motor traffic - it was more difficult for the disabled to access Poole Park. Putting the closure back, was mentioned as helping reduce severance for blind and partially sighted people with blind cricket taking place in Poole Park.

The BCP travel survey report showed people without a disability are 11% more likely to cycle regularly and 9% more likely to walk regularly than disabled people. This supports the view expressed in consultation responses that disabled people are less likely to benefit from cycling and walking improvements.

Evidence from studies of other active travel schemes have suggested that some disabled people who drive are impacted to a greater extent by changes to the road network as people adapt to changes in different ways.

- ***Different genders***

On-line Consultation Report August 2020 to January 2021
Levels of agreement with the scheme itself, whether it made people more likely to cycle and walk and the impact showed for both men and women a majority agreement or positive impact. Support was slightly higher from men, compared to women. This may be because more men than women choose to cycle.

On-line Consultation from 28 February 2022 to 8 April 2022.
Women were more in favour of keeping the area open to all motor traffic 43%, compared to men at 36%. Both men and women showed a majority of agreement to close under Keyhole Bridge to motor traffic, men were more in agreement at 70% compared to 63% for women.

Women are more likely to be feel less secure due to lower surveillance levels from passing traffic should the closure be re-instated.

The BCP travel survey report indicated that men are 11% more likely to cycle regularly compared to women, so improving the environment for cycling here will proportionately benefit men.

With a road closure and less traffic surveillance reduced safety is likely to impact more on women, Research shows that 48% of women feel less safe since Sarah Everards death. (Bauer Media report – 31/08/2021).

- ***Those who identify as trans***

There were not any responses that showed any impact for this group and the numbers of responses linked to this group in consultations are too few to provide any conclusions.

- ***Those who are pregnant/on maternity***

Some comments mentioned circumstances related to pregnancy and maternity. Comments supportive of the scheme/trial/closure mentioned improved safety for buggies and pushchairs, some against the closure cited challenges accessing Poole Park while pregnant and impact on a regular ‘Mummies Group’ meeting. Benefits for children and younger people from a road with considerably less motor traffic, during the trial closure period were also mentioned.

- ***Those who are married/in a civil partnership***

There were not any responses that showed any impact for this group.

- ***People from different ethnic groups***

There were not any written responses that identified any impacts according to ethnicity and no significant differences were identified in consultation responses. The BCP travel survey report identified that 'White other' ethnicity, likely to be people from European Union countries resident here, are 6% more likely to cycle than 'White British' people. Improving the environment for cycling, delivered through re-instating the road closure is accordingly likely to benefit people from different ethnic groups.

- ***People with different religions or beliefs***

There were not any written responses that identified any impacts according to religion or belief and no significant differences were identified in consultation responses. The BCP travel survey report, showed that people from 'All other religions' are 9% more likely to cycle than Christian people'. Improving the environment for cycling by re-instating the road closure is anticipated to benefit people from different religious/belief groups.

- ***People with different sexual orientations***

There were not any written responses that identified any impacts according to sexual orientation and no significant differences were identified in consultation responses. The BCP travel survey report showed that people from 'All other sexual orientations' were 12% more likely to travel on foot regularly compared to heterosexuals. Re-instating the road closure – creating a better environment for walking is likely to proportionately benefit people that are not heterosexual.

- ***People in different socio-economic groups***

Socio-economic status is not identified in consultation responses and there were not any specific comments that can be linked. Generally, less prosperous areas have lower levels of car ownership – the BCP travel survey report showed that for the 10% most deprived locations according to the Index of multiple deprivation, car ownership was at 76%, with the least deprived 10% - the more prosperous areas, at 96% car ownership. Developing a transport network less reliant on cars will enable improved transport options for residents in less prosperous areas. Improving cycling

and walking provision along Whitecliff Road linking into the wider cycle route network will provide better and safer access to Poole Park, Poole Town Centre and the Sandbanks area.

- ***People's human rights***

Several responses mentioned human rights in the context that to close the road impacts on people's 'rights' to drive freely on the highway, and that closing the road to through traffic infringes their human rights.

- ***Further considerations***

There are several points relevant to multiple protected characteristics. Comments highlighted improved safety and health benefits evident when the road was closed - the narrow section under the bridge is 2.26 metres wide and the notional upstand on one side 0.46 metres. More vulnerable road users – children, young people, the elderly, disabled people and blind/partially sighted people have disproportionate impacts from accidents as they are either more likely to be affected and/or take longer to recover. Road safety improvements as a result of the closure will benefit the equality profile of vulnerable users. (However, if traffic is diverted around alternative routes, this increase in traffic may have similar negative impacts on those routes.)

With people able to make responses based on understanding of the circumstances with both the road open and closed, positives and negatives from each situation could be effectively compared. This was not possible for other BCP area active travel schemes where there was a single consultation. The benefits of an improved environment for people that walk and cycle, evident during the closure are reduced as the road is fully open again. This will affect the groups that benefited and those more likely as a result of the closure to walk and cycle – younger people and family groups. Some disabled people who stated they benefited from a safer environment will feel re-opening to all traffic after the trial provides a negative impact. A number of responses to the second consultation were very concerned that the positives they experienced during the trial closure, improved safety, less 'Rat running' traffic, better environment and health benefits had been removed or reduced when the road was re-opened. Alternatively, both scenarios allowed those affected by the closure to highlight how their usual travel patterns were disrupted and that they were able to be re-instated after the closure was removed.

During the trial concerns were raised about displacement of traffic and increased congestion in the surrounding areas. Differences here were more pronounced according to where people lived than their personal characteristics, evidence from other schemes nationally suggests that some groups, including the elderly and disabled are more affected and disoriented by changes in road layouts and take longer to adjust. Displacement of traffic also for some raised concerns about transferring air quality and safety issues to other areas along the diversion routes. In addition, during the trial closure, general motor traffic levels were lower overall and therefore the impact of closing the route may no have been fully experienced

during the 2020/21 trial. This raises the possibility that disbenefits of displaced traffic may have been more strongly articulated if the trial was re-run or the Bridge closed to motor traffic permanently.

The highway under Keyhole Bridge is prone to flooding which affects all road users.

If a route has relatively high levels of traffic flow or any sort this can result in some positive security benefits for all. This is because those with intention to commit crime feel that they are in public view and may therefore be less likely to do so. This may be particularly important at night when a location like Keyhole Bridge, if closed, may create a point at which muggers or other criminals may perceive as attractive. In the worst case one park in another area suffered a very serious incident on a park road that had been closed:

https://www.tapatalk.com/groups/watchingrobertpickton88015/john-haddon-murder-case-t3339.html

Conclusion

Summary of Equality Implications

In common with other similar schemes both local and national, where a change in road layouts has been trialled, there have been positive impacts for some people who benefit and challenges for others who are negatively impacted as their usual arrangements and environment have been affected. Nationally, active travel schemes have generated considerable debate and some have been challenged on equality grounds. There is still not a settled position after two years of evidence and to find an overall consensus could marginalise both positive and negative implications both between and within protected groups.

When the trial was underway to close Whitecliff Road to through motor traffic at Keyhole Bridge, awareness increased of the difficulties that motor vehicles caused to many people that walked and cycled through the area compared to the previous open arrangement. Then when the trial ended, the positives apparent during the closure for people that walk and cycled, some disabled people and some family groups then ended. For others the trial highlighted that their usual travel means or route, particularly to get to Poole Park was made more difficult and to find alternatives means some disabled and elderly people stated proportionally higher impacts. When the trial ended their previous travel patterns could resume, giving clarity as to how they were affected and reinstating their travel options.

Aside from the direct way of travelling, other impacts arise including safety, air quality and congestion implications. There was a strong perspective of road safety improvements arising from the trial closure with some positive equality implications for more vulnerable groups. Both positive and negative road safety concerns were also highlighted from walking and cycling conflicts arising from the closure.

Overall accidents involving motor vehicles are likely to have more serious implications, however it is noted that the route and Keyhole Bridge specifically has a relatively low casualty record whilst the diversion routes have a relatively high casualty record (approximately 10 times higher than the park route) that may be exacerbated by adding more motor traffic to a longer route with more potential conflict points. Conversely, more traffic on the diversion route may increase congestion and this could lead to lower traffic speeds on the diversion routes and that could help to reduce casualties. During the experimental closure in 2020/21 there were 2 serious collisions on the diversion route that resulted in 3 casualties. Because the trial period was relatively short, it is not possible to draw any overall statistically meaningful inference or conclusion as to whether casualties increased or decreased as a result of the closure or whether these casualties were directly or indirectly related to the trial and it is noted that traffic flows on the diversion routes were relatively low at the time of the trial due to the covid pandemic. This means that any increase in traffic may not have caused the same level of congestion compared to that arising had the trial taken place during a period when traffic flows were more typical of usual conditions. For air quality and congestion, the trial, by reducing some car trips crossing Poole Park without using the park itself, will likely improve air quality within the park, which is positive for an area of recreation. Some of these through trips will be transferred to other B roads that are more appropriate for motor traffic than a park, however this displaced traffic is likely to cause worse air quality and possibly increased road casualties on those routes and may also make those routes less attractive and less safe for cycling and walking. Poor air quality does proportionally impact more vulnerable people including children, the elderly and disabled people and the diversion routes pass by many domestic dwellings and other properties. If the trial did encourage more cycling and walking trips overall at the expense of car journeys (modal shift) then overall improvements in air quality may arise and there could be some positive equality implications.

The implications of the trial closure based on the consultation responses realised improvements to transport arrangements for people that are able to walk and cycle and enhanced safety through a narrow bridge which was highlighted by many, including some disabled people who travelled through there. Improving the local environment through reducing the impact of through motor traffic, benefits those that already cycle and walk but also encourages others, including from protected groups who are more likely to walk or cycle along the route if Keyhole Bridge is closed to motor traffic due to the overall reduction in motor traffic that would be likely to result on the route. Those that benefit will not necessarily cite equality issues in their support for the closure. There are through the consultation responses from specific groups – many disabled and some elderly people who were adversely affected by the closure as one way they could reach Poole Park by car was curtailed. The equality profile of those negatively impacted by the period the road was closed was more evident from the research than the equality profile of those that benefited, whilst noting there was majority agreement for the closure to through traffic overall and that the scheme was considered as providing an overall positive impact.

The closure of Keyhole Bridge improves air quality on the route and accessibility and safety for pedestrians, cyclists and those with wheelchairs or pushchairs, creating an attractive sustainable travel route that also links to other sustainable travel routes. The creation of such a route is likely to promote a further take up of sustainable travel modes although it is apparent that the route remains a viable route for these modes whether it is closed or not.

These benefits are offset to a degree because the closure of Keyhole Bridge displaces traffic onto alternative routes and has an opposite and adverse impact on those. In addition, the closure appears to have specific adverse impacts on those with protected characteristics including age, gender and disability. Closing the route may also have some associated surveillance disbenefits.

Overall, whilst different protected groups are impacted to a greater or less extent by either the opening or closure of Keyhole Bridge, no protected group is fundamentally impacted by either decision - as viable alternative routes exist.

[This action plan provides a summary of any negative impacts and relevant mitigating actions]

Equality Impact Assessment Action Plan

Please complete this Action Plan for any negative or unknown impacts identified above. Use the table from the Capturing Evidence form to assist.

The intention of this report and action plan is to show the representations and evident equality considerations. There are several options to be considered and it is not relevant for this report to make any recommendations. The action plan will consider both main options.

Issue identified	Action required to reduce impact	Timescale	Responsible officer
Loss of through vehicle route via Whitecliff Road to access Poole Park – if closure re-instated.	Increase awareness and detail information that there are other suitable routes to access Poole Park. Engage park user groups.	Will depend on when decision made.	John McVey
Enhanced amenity and safety for vulnerable road users apparent during the closure now lost as road re-open to all traffic.	Review suggestions arising out of consultation to improve safety and amenity based on the road continuing to be fully open. These included signalisation, improved signage, and drainage improvements.	Will depend on final decision, project review and budget available.	Richard Pearson/Lynne Wait/Matt Hosey
If the decision is made to re-instate the closure – some concerns were raised about pedestrian/cycling conflicts during the trial period.	If the decision was made to re-instate the closure, permanently, then a fully designed scheme appropriate for a long-term solution would be able to address some of the issues raised.	Will depend on final decision and budget available.	Richard Pearson/Simon Philp

Equality Impact Assessment: Report and EIA Action Plan

Form Version 1.2 Prepared by: Richard Pearson and Richard Barnes Date: 18/8/22

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Proposal Title: Whitecliff Rd Further Review (Leave Keyhole Bridge open

Impact Summary

Climate Change & Energy	Amber - Minor negative impacts identified / unknown impacts	
Communities & Culture	Amber - Minor negative impacts identified / unknown impacts	
Waste & Resource Use	Amber - Minor negative impacts identified / unknown impacts	
Economy	Amber - Minor negative impacts identified / unknown impacts	
Health & Wellbeing	Amber - Minor negative impacts identified / unknown impacts	
Learning & Skills	No positive or negative impacts identified	
Natural Environment	Amber - Minor negative impacts identified / unknown impacts	
Sustainable Procurement	No positive or negative impacts identified	
Transport & Accessibility	Amber - Minor negative impacts identified / unknown impacts	

Answers provided indicate that the score for the carbon footprint of the proposal is: **7.5**

Answers provided indicate that the carbon footprint of the proposal is:	**Moderate**	

Proposal ID: **450**

Proposal Title: Whitecliff Rd Further Review (Leave Keyhole Bridge open

Proposal Title: **Whitecliff Rd Further Review (Leave Keyhole Bridge open to motor traffic)**

Type of Proposal: **Project**

Brief description:

An Active Travel Scheme along Whitecliff Road in the Parkstone/Poole Town wards of Poole. This road links Poole Park and Whitecliff Recreation Ground and the road passes under the railway line at Keyhole Bridge. At this location the road narrows significantly and here, as part of the scheme, the road was changed on an experimental basis so it was closed to all motor traffic, with the aim of prioritising travel for people who walk and cycle. A subsequent High Court challenge resulted in the Council being ordered to consider the following options and instructed that the Cabinet make a final decision and this DIA is one of two that considers option A. (the other DIA considering option C) Option A - leave Whitecliff Road open to all traffic through Keyhole Bridge. Option B - re-close Whitecliff Road at Keyhole Bridge for a trial period of 6 months using a new ETRO. Option C - permanently close Whitecliff Road at Keyhole Bridge.

Proposer's Name: **Richard Pearson**

Proposer's Directorate: **Regeneration & Economy**

Proposer's Service Unit: **Growth & Infrastructure**

Estimated cost (£): **No Cost**

If known, the cost amount (£): **None**

Ward(s) Affected (if applicable):

Parkstone Poole Town

Sustainable Development Goals (SDGs) supported by the proposal:

1. No Poverty 3. Good Health and Well Being 5. Gender Equality 8. Decent Work and Economic Growth 9. Industry, Innovation and Infrastructure 10. Reduced Inequalities 11. Sustainable Cities and Communities 12. Responsible Consumption and Production 13. Climate Action 15. Life On Land 16. Peace, Justice and Strong Institutions

Proposal Title: Whitecliff Rd Further Review (Leave Keyhole Bridge open

Climate Change & Energy

Is the proposal likely to have any impacts (positive or negative) on addressing the causes and effects of climate change? **Yes**

If the answer was No, then the explanation is below (in this case there are no answers to subsequent questions in this section):

1) Has the proposal accounted for the potential impacts of climate change, e.g. flooding, storms or heatwaves? **No**

2) Does it assist reducing CO2 and other Green House Gas (GHG) emissions? E.g. reduction in energy or transport use, or waste produced. **Partially**

3) Will it increase energy efficiency (e.g. increased efficiency standards / better design / improved construction technologies / choice of materials) and/or reduce energy consumption? **Partially**

4) Will it increase the amount of energy obtained from renewable and low carbon sources? **Partially**

How was the overall impact of the proposal on its ability to positively address the cause and effects of climate change rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

Leaving this route open to motor traffic essentially maintains the current status quo and in that sense has neither positive or negative impacts on either the route through the park or the diversion routes. However, in the context of the option to close Keyhole Bridge to motor traffic, leaving this route open will increase carbon emissions and pollution in the park and adjacent roads however conversely it would not increase those issues on the diversion routes. Keeping Keyhole Bridge open to traffic is not likely to cause traffic to divert around the park and in doing so avoids the need for motor traffic to take a longer route that is also likely to be more congested as a result. Therefore keeping the bridge route open to motor traffic would have no impact on the diversion routes, however in the context of the option to close the route to motor traffic, a decision to leave the route open is less positive for the park but more positive for the diversion routes. The diversion route passes many residential and other properties. The maintenace of motor traffic in the park creates a slightly less safe and less attractive route for walking and cycling and it is probable that over the course of time, there would be no overall change to those modes either on the park route or the diversion routes.

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Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

If the Council decides to keep Keyhole Bridge open to motor traffic that may be seen as a counterproductive decision by those promoting and preferring sustainable travel options. This impact may be mitigated to some degree as the Council is currently constructing a high quality segregated route along the harbourside, through the Baiters area and this may provide a good quality and safe alternatve travel option for some cyclists and pedestrians.

Communities & Culture

Is the proposal likely to impact (positively or negatively) on the development of safe, vibrant, inclusive and engaged communities? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

1) Will it help maintain and expand vibrant voluntary and community organisations? **Partially**

2) Will it promote a safe community environment? **Partially**

3) Will it promote and develop cultural activities? **Partially**

How would the overall impact of the proposal on the development of safe, vibrant, inclusive and engaged communities be rated?

Amber - Minor negative impacts identified / unknown impacts

Reasoning for the answer (details of impacts including evidence and knowledge gaps):

Keeping Keyhole Bridge open motor traffic is not likely to foster more sustainable travel on the park route. Walking and cycling are regarded as more affordable methods of travel and as the Poole Town ward has relatively higher levels of deprivation this may not benefit these individuals or in fact any individual looking for a cost effective means of travel. The route through the park has a good safety record with 3 recorded casualties at or near Keyhole Bridge in the last 10 yrs. This means that the route is not regarded as a casualty cluster site, as this would be defined as a location that had 7 or more casualties in a 5 yr period. Maintaining motor traffic from the park route would not make the route safer or reduce the risk of injury on that route. However, compared to the action of closing Keyhole Bridge, keeping the park route open would not displace traffic to the diversion routes therefore would be unlikely to increase or decrease casualties on those routes. Within the consultation results, that include around 2,000 responses, there is evidence that older people, disabled people and women are less supportive of closing Keyhole Bridge to motor traffic. This may be because these groups are more dependant on motor vehicles and also that less women cycle compared to men. Therefore keeping this route open may be more equitable from the perspective of these groups and also, whilst there are alternative routes suitable for motor vehicles, if the bridge was closed, these routes are not likely to be more congested as a result of diverting more traffic onto them. Two separate traffic studies have been commissioned to look at the overall economic impact of closing Keyhole Bridge to motor traffic. One of these, commissioned by BCP Council, concluded that there would be an overall financial disbenefit of around

Proposal Title: Whitecliff Rd Further Review (Leave Keyhole Bridge open

£2.5m by closing the route, whereas another study, commissioned by the Keyhole Bridge Safety Group concluded that there would be an overall financial benefit of around £8.5m. Both reports were correctly prepared in accordance with DfT guidance, however the two reports made very different assumptions about vehicle occupancy, the amount of mode change, and the degree to which overall motor traffic would reduce as a result of the projected mode change - towards more sustainble choices. These assumptions have been described in more detail in the overall Cabinet decision report to assist the Cabinet in deciding which assumptions are likely to be more realistic, or which ones they believe.

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

The Council has an existing road safety strategy that includes engineering, educational and enforcement activities designed to reduce road casualties working with partner organisations, including Dorset Police and Fire and Rescue.

Proposal Title: Whitecliff Rd Further Review (Leave Keyhole Bridge open

Waste & Resource Use

Is the proposal likely to have any impacts (positive or negative) on waste resource use or production and consumption? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

1) Will it prevent waste or promote the reduction, re-use, recycling or recovery of materials? **Partially**

2) Will it use sustainable production methods or reduce the need for resources? **Partially**

3) Will it manage the extraction and use of raw materials in ways that minimise depletion and cause no serious environmental damage? **Partially**

4) Will it help to reduce the amount of water abstracted and / or used? **No**

How would the overall impact of the proposal on the sustainable production and consumption of natural resources be rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

A decision to keep Keyhole Bridge open to motor traffic is likely to maintain the same level of the use natural resources on that route. In the context of a possible decision to close the route, the decision to keep the Bridge open may be regarded as having a slight negative impact on the park route and is not likely to promote the take up of sustainable travel modes in the same way. However, by not diverting traffic to alternative routes, this decision may also mean that the use of resources on those routes is likely to stay the same, in the context of a possible decision to close Keyhole Bridge that would be likely to divert traffic and therefore increase energy use on the diversion routes, whilst also potentially making those routes less attractive for active travel modes, that a decision to leave Keyhole Bridge open would avoid.

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

The Council is continually reviewing options to more efficiently manage traffic on the road network by use of smarter technologies and better road user information.

Proposal Title: Whitecliff Rd Further Review (Leave Keyhole Bridge open

Economy

Is the proposal likely to impact (positively or negatively) on the area's ability to support, maintain and grow a sustainable, diverse and thriving economy? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

1) Will the proposal encourage local business creation and / or growth?
   Partially

2) Will the proposal enable local jobs to be created or retained?
   Partially

3) Will the proposal promote sustainable business practices?
   Partially

=How would the overall impact of the proposal on it's potential to support and maintain a sustainable, diverse and thriving economy be rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

Two separate traffic studies have been commissioned to look at the overall economic impact of closing the park route to traffic. One of these, commissioned by BCP Council, concluded that there would be an overall financial disbenefit of around £2.5m by closing the route, whereas another study, commissioned by the Keyhole Bridge Safety Group concluded that there would be an overall financial benefit of around £8.5m. Both reports were correctly prepared in accordance with DfT guidance, however the two reports made very different assumptions about vehicle occupancy, the amount of mode change, and the degree to which overall motor traffic would reduce as a result of the projected mode change to more sustainble choices. The different assumptions are discussed more fully in the main decision report to enable Cabinet to make an informed decision.

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

The Council is continually reviewing options to more efficiently manage traffic on the road network by use of smarter technologies and better road user information.

Proposal Title: Whitecliff Rd Further Review (Leave Keyhole Bridge open

Health & Wellbeing

Is the proposal likely to impact (positively or negatively) on the creation of a inclusive and healthy social and physical environmental for all? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

1) Will the proposal contribute to improving the health and wellbeing of residents or staff? **Partially**

2) Will the proposal contribute to reducing inequalities? **Partially**

3) Will the proposal contribute to a healthier and more sustainable physical environment for residents or staff? **Partially**

How would the overall impact of the proposal on the creation of a fair and healthy social and physical environmental for all be rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

In many regards a decision to keep Keyhole Bridge open to traffic maintains the status quo and is therefore neutral in this regard. Walking and cycling are often called active travel modes. Exercise is accepted as being a very important factor for individuals to reduce the risk of disease and remain healthy. As well as physical activity associated with active travel, walking and cycling create less noise and pollution compared to motor vehicles. Therefore a decision to keep Keyhole Bridge open to traffic would not create such a safe and attractive lower traffic route that may not therefore increase active travel in our community, but rather is likely to remain at similar levels to the current level or active travel use. Conversely, a decision to due to keep Keyhole Bridge open to motor traffic would not displace traffic onto the diversion routes and therefore these routes would not be made less attractive and safe for active travel compared to a decision to close the Bridge. The diversion routes would also not be more congested or polluted, to the benefit of residents and road users on those routes. Crime can have a very serious impact on an individual, the perpetrators and the wider community. Closing Keyhole Bridge to motor traffic may inadvertently reduce surveillance on this route and could increase the risk of criminal activity that would have a negative impact on society whereas a decision to keep the Bridge open to traffic is less likely to increase the risk but rather keep it at current levels and may therefore be beneficial in that regard.

Proposal Title: Whitecliff Rd Further Review (Leave Keyhole Bridge open

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

This impact may be mitigated some degree as the Council is currently constructing a high quality segregated route along the harbourside, through the Baiters area and this may provide a good quality and safe alternatve travel option for some cyclists and pedestrians. There are also many other wider options for individuals to maintain an active lifestyle that do not require adjustments to the Public Highway.

Proposal Title: Whitecliff Rd Further Review (Leave Keyhole Bridge open

Learning & Skills

Is the proposal likely to impact (positively or negatively) on a culture of ongoing engagement and excellence in learning and skills? **No**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):
Not directly, there may be some indirect link if active travel is promoted by reducing or not increasing traffic on the diversion routes if the Bridge is kept open. However if the Keyhole Bridge is kept open some individuals may potentially be able to travel to educational establishments or employment more easily by more affordable means by that route. In summary, a decision to keep the bridge open to traffic may improve the park route to the detriment of other routes.

1) Will it provide and/or improve opportunities for formal learning?

2) Will it provide and/or improve community learning and development?

3) Will it provide and/or improve opportunities for apprenticeships and other skill based learning?

How would the overall impact of the proposal on the encouragement of learning and skills be rated?

No positive or negative impacts identified ○

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

Proposal Title: Whitecliff Rd Further Review (Leave Keyhole Bridge open

Natural Environment

Is the proposal likely to impact (positively or negatively) on the protection or enhancement of local biodiversity or the access to and quality of natural environments? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

Not directly, there may be some indirect link if active travel is promoted by reducing or not increasing traffic on the diversion routes if the Bridge is kept open. However if the Keyhole Bridge is kept open some individuals may potentially be able to travel to educational establishments or employment more easily by more affordable means by that route. In summary, a decision to keep the bridge open to traffic may improve the park route to the detriment of other routes.

1) Will it help protect and improve biodiversity i.e. habitats or species (including designated and non-designated)? **No**

2) Will it improve access to and connectivity of local green spaces whilst protecting and enhancing them? **No**

3) Will it help protect and enhance the landscape quality and character? **No**

4) Will it help to protect and enhance the quality of the area's air, water and land? **Partially**

How would the overall impact of your proposal on the protection and enhancement of natural environments be rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

A decision to keep Keyhole Bridge open to motor traffic would not reduce motor traffic going through the park and therefore this decision would not alter the status quo in regard to the bird nesting areas and other wildlife in the park or the public amenity of the park. In that regard the decision to keep the Bridge open can be regarded as negative compared to a decision to close the Bridge, however, by keeping the Bridge open, it would serve to retain the Park's current levels of accessibility to visitors using all modes of transport and also make the Park easier to access for those who simply enjoy the experience of driving through it.

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

n/a

Sustainable Procurement

Does your proposal involve the procurement of goods, services or works? **No**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

If a decision is made to keep the road open to motor traffic, no physical work would be undertaken and therefore there is nothing to procure or deliver compared to the current status quo and therefore no impact.

Has or is it intended that the Strategic Procurement team be consulted?
If the Strategic Procurement team was not consulted, then the explanation for this is:

1) Do the Government Buying Standards (GBS) apply to goods and/or services that are planned to be bought?

2) Has sustainable resource use (e.g. energy & water consumption, waste streams, minerals use) been considered for whole life-cycle of the product/service/work?

3) Has the issue of carbon reduction (e.g. energy sources, transport issues) and adaptation (e.g. resilience against extreme weather events) been considered in the supply chain?

4) Is the product/service fairly traded i.e. ensures good working conditions, social benefits e.g. Fairtrade or similar standards?

5) Has the lotting strategy been optimised to improve prospects for local suppliers and SMEs?

6) If aspects of the requirement are unsustainable then is continued improvement factored into your contract with KPIs, and will this be monitored?

How is the overall impact of your proposal on procurement which supports sustainable resource use, environmental protection and progressive labour standards been rated?

No positive or negative impacts identified ○

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

Proposal Title: Whitecliff Rd Further Review (Leave Keyhole Bridge open

Transport & Accessibility

Is the proposal likely to have any impacts (positive or negative) on the provision of sustainable, accessible, affordable and safe transport services - improving links to jobs, schools, health and other services? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

1) Will it support and encourage the provision of sustainable and accessible modes of transport (including walking, cycling, bus, trains and low emission vehicles)? **Partially**

2) Will it reduce the distances needed to travel to access work, leisure and other services? **Partially**

3) Will it encourage affordable and safe transport options? **Partially**

How would the overall impact of your proposal on the provision of sustainable, accessible, affordable and safe transport services be rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

As discussed in previous sections, if a decision is made to keep Keyhole Bridge open to motor traffic it would not create a high quality and safe low traffic route, and that is not likely to promote an increase in cycling and walking along the route and in that regard this decision would not align with national and local transport policy, although the route would still be viable for those modes. These disbenefits may be offset by similar benefits created by motor traffic not being displaced to alternative routes, and therefore not causing longer journey times and potentially making these routes less safe and also more congested and polluted. As noted elsewhere some groups with protected characteristics may be adversely impacted by a decision to close Keyhole Bridge including older people, people with disabilities and women and in that context this decision does not negatively impact those groups. In this regard it is also likely that these same groups may find that travelling through Keyhole Bridge itself is somewhat more difficult and less safe if travelling by foot, in wheelchairs, if blind or partially sighted or if pushing a pushchair or guiding young children. Similarly, however, these same groups may find the alternative routes are not adversley impacted by displacement of traffic onto them. A decision to keep Keyhole Bridge open to motor traffic has not been assessed as having any fundamental impact on any group with protected characteristics as whilst there are impacts, there are also alternative routes available.

Details of proposed mitigation and monitoring (inc. timescales, responsible officers, related business plans etc):
n/a

Proposal Title: Whitecliff Rd Further Review (Close Keyhole Bridge to

Impact Summary

Climate Change & Energy	Amber - Minor negative impacts identified / unknown impacts	
Communities & Culture	Amber - Minor negative impacts identified / unknown impacts	
Waste & Resource Use	Amber - Minor negative impacts identified / unknown impacts	
Economy	Amber - Minor negative impacts identified / unknown impacts	
Health & Wellbeing	Amber - Minor negative impacts identified / unknown impacts	
Learning & Skills	No positive or negative impacts identified	
Natural Environment	Amber - Minor negative impacts identified / unknown impacts	
Sustainable Procurement	Amber - Minor negative impacts identified / unknown impacts	
Transport & Accessibility	Amber - Minor negative impacts identified / unknown impacts	

Answers provided indicate that the score for the carbon footprint of the proposal is: **7**

Answers provided indicate that the carbon footprint of the proposal is:	**Moderate**	

Proposal ID: **451**

Proposal Title: Whitecliff Rd Further Review (Close Keyhole Bridge to

Proposal Title: **Whitecliff Rd Further Review (Close Keyhole Bridge to motor traffic)**

Type of Proposal: **Project**

Brief description:

An Active Travel Scheme along Whitecliff Road in the Parkstone/Poole Town wards of Poole. This road links Poole Park and Whitecliff Recreation Ground and the road passes under the railway line at Keyhole Bridge. At this location the road narrows significantly and here, as part of the scheme, the road was changed on an experimental basis so it was closed to all motor traffic, with the aim of prioritising travel for people who walk and cycle. A subsequent High Court challenge resulted in the Council being ordered to consider the following options and instructed that the Cabinet make a final decision and this DIA is one of two that considers option C. (the other DIA considering option A) Option A - leave Whitecliff Road open to all traffic through Keyhole Bridge. Option B - re-close Whitecliff Road at Keyhole Bridge for a trial period of 6 months using a new ETRO. Option C - permanently close Whitecliff Road at Keyhole Bridge.

Proposer's Name: **Richard Pearson**

Proposer's Directorate: **Regeneration & Economy**

Proposer's Service Unit: **Growth & Infrastructure**

Estimated cost (£): **Below £5K**

If known, the cost amount (£): **Approx £5k.**

Ward(s) Affected (if applicable):

Parkstone Poole Town

Sustainable Development Goals (SDGs) supported by the proposal:

1. No Poverty 3. Good Health and Well Being 5. Gender Equality 8. Decent Work and Economic Growth 9. Industry, Innovation and Infrastructure 10. Reduced Inequalities 11. Sustainable Cities and Communities 12. Responsible Consumption and Production 13. Climate Action 15. Life On Land 16. Peace, Justice and Strong Institutions

Proposal Title: Whitecliff Rd Further Review (Close Keyhole Bridge to

Climate Change & Energy

Is the proposal likely to have any impacts (positive or negative) on addressing the causes and effects of climate change? **Yes**

If the answer was No, then the explanation is below (in this case there are no answers to subsequent questions in this section):

1) Has the proposal accounted for the potential impacts of climate change, e.g. flooding, storms or heatwaves? **Yes**

2) Does it assist reducing CO2 and other Green House Gas (GHG) emissions? E.g. reduction in energy or transport use, or waste produced. **Partially**

3) Will it increase energy efficiency (e.g. increased efficiency standards / better design / improved construction technologies / choice of materials) and/or reduce energy consumption? **Partially**

4) Will it increase the amount of energy obtained from renewable and low carbon sources? **Partially**

How was the overall impact of the proposal on its ability to positively address the cause and effects of climate change rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

Closing this route to motor traffic will reduce carbon emissions and pollution in the park and adjacent roads. It is likely to cause traffic to divert around the park and in doing so take a longer route that is also likely to be more congested as a result. Therefore this would increase carbon emissions and pollution and have a negative impact on the diversion routes. The diversion routes pass many residential and other properties. The lowering of motor traffic in the park creates a safer and more attractive route for walking and cycling and it is possible that over the course of time, closing the route could cause an overall switch to those modes and this would have a positive impact although it is difficult to be certain that would happen as any uptake in those modes could be offset by any overall increase in motor traffic on the diversion routes. It is also possible that adding more motor traffic on the diversion routes could have the oppositive impact in regard to safety, cycling and walking, on those routes.

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):
n/a

Communities & Culture

Is the proposal likely to impact (positively or negatively) on the development of safe, vibrant, inclusive and engaged communities? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

1) Will it help maintain and expand vibrant voluntary and community organisations? **Partially**

2) Will it promote a safe community environment? **Partially**

3) Will it promote and develop cultural activities? **Partially**

How would the overall impact of the proposal on the development of safe, vibrant, inclusive and engaged communities be rated?

Amber - Minor negative impacts identified / unknown impacts

Reasoning for the answer (details of impacts including evidence and knowledge gaps):

Closing Keyhole Bridge to motor traffic is likely to foster more sustainable travel on the park route. Walking and cycling are regarded as more affordable methods of travel and as the Poole Town ward has relatively higher levels of deprivation this may benefit individuals there or in fact any individual looking for a cost effective means of travel. The route through the park has a relatively good safety record with only 3 recorded casualties at or near Keyhole Bridge in the last 10 yrs. This means that the route is not regarded as a casualty cluster site, as this would be defined as a location that had 7 or more casualties in a 5 yr period. Removing motor traffic from the park route would be likely to make the route even safer and reduce the risk of injury on that route. However, displacing traffic to the diversion routes could have the opposite impact and there are already significant numbers of casualties on those routes. Within the consultation results, that include around 2,000 responses, there is evidence that older people, disabled people and women are less supportive of closing Keyhole Bridge to motor traffic. This may be because these groups are more dependant on motor vehicles and also that less women cycle compared to men. Therefore closing this route may be less equitable from the perspective of these groups and also, whilst there are alternative routes suitable for motor vehicles, these routes are likely to be more congested as a resulted of diverting more traffic onto them. Two separate traffic studies have been commissioned to look at the overall economic impact of closing Keyhole Bridge to motor traffic. One of these, commissioned by BCP Council, concluded that there would be an overall financial

disbenefit of around £2.5m by closing the route, whereas another study, commissioned by the Keyhole Bridge Safety Group concluded that there would be an overall financial benefit of around £8.5m. Both reports were correctly prepared in accordance with DfT guidance, however the two reports made very different assumptions about vehicle occupancy, the amount of mode change, and the degree to which overall motor traffic would reduce as a result of the projected mode change - towards more sustainable choices. These assumptions have been described in more detail in the overall Cabinet decision report to assist the Cabinet in deciding which assumptions are likely to be more realistic, or which ones they believe.

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

n/a

Proposal Title: Whitecliff Rd Further Review (Close Keyhole Bridge to

Waste & Resource Use

Is the proposal likely to have any impacts (positive or negative) on waste resource use or production and consumption? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

1) Will it prevent waste or promote the reduction, re-use, recycling or recovery of materials? **Partially**

2) Will it use sustainable production methods or reduce the need for resources? **Partially**

3) Will it manage the extraction and use of raw materials in ways that minimise depletion and cause no serious environmental damage? **Partially**

4) Will it help to reduce the amount of water abstracted and / or used? **No**

How would the overall impact of the proposal on the sustainable production and consumption of natural resources be rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

A decision to close Keyhole Bridge to motor traffic is likely to reduce the use natural resources on that route and may have a wider beneficial impact by promoting sustainable travel. By diverting traffic to alternative routes, this decision may also have the opposite impact to that stated above.

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

The Council is continually reviewing options to more efficiently manage traffic on the road network by use of smarter technologies and better road user information.

Proposal Title: Whitecliff Rd Further Review (Close Keyhole Bridge to

Economy

Is the proposal likely to impact (positively or negatively) on the area's ability to support, maintain and grow a sustainable, diverse and thriving economy? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

1) Will the proposal encourage local business creation and / or growth?
   Partially

2) Will the proposal enable local jobs to be created or retained?
   Partially

3) Will the proposal promote sustainable business practices?
   Partially

=How would the overall impact of the proposal on it's potential to support and maintain a sustainable, diverse and thriving economy be rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

Two separate traffic studies have been commissioned to look at the overall economic impact of closing the park route to traffic. One of these, commissioned by BCP Council, concluded that there would be an overall financial disbenefit of around £2.5m by closing the route, whereas another study, commissioned by the Keyhole Bridge Safety Group concluded that there would be an overall financial benefit of around £8.5m. Both reports were correctly prepared in accordance with DfT guidance, however the two reports made very different assumptions about vehicle occupancy, the amount of mode change, and the degree to which overall motor traffic would reduce as a result of the projected mode change to more sustainble choices. The different assumptions are discussed more fully in the main decision report to enable Cabinet to make an informed decision.

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

The Council is continually reviewing options to more efficiently manage traffic on the road network by use of smarter technologies and better road user information.

Proposal Title: Whitecliff Rd Further Review (Close Keyhole Bridge to

Health & Wellbeing

Is the proposal likely to impact (positively or negatively) on the creation of a inclusive and healthy social and physical environmental for all? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

1) Will the proposal contribute to improving the health and wellbeing of residents or staff? **Partially**

2) Will the proposal contribute to reducing inequalities? **Partially**

3) Will the proposal contribute to a healthier and more sustainable physical environment for residents or staff? **Partially**

How would the overall impact of the proposal on the creation of a fair and healthy social and physical environmental for all be rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

Walking and cycling are often called active travel modes. Exercise is accepted as being a very important factor for individuals to reduce the risk of disease and remain healthy. As well as physical activity associated with active travel, walking and cycling create less noise and pollution compared to motor vehicles. Therefore the closure of Keyhole Bridge would create a safe and attractive, lower traffic route that may increase active travel in our community. Conversely, due to the displacement of traffic onto the diversion routes, these may be less attractive and safe for active travel and may also be more congested and polluted, to the detriment of residents and road users on those routes. This impact may offset some of the benefit described above. Crime can have a very serious impact on an individual, the perpetrators and the wider community. Closing Keyhole Bridge to motor traffic may inadvertently reduce surveillance on this route and could increase the risk of criminal activity that would have a negative impact on society.

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

This impact may be mitigated some degree as the Council is currently constructing a high quality segregated route along the harbourside, through the Baiters area and this may provide a good quality and safe alternatve travel option for some cyclists and pedestrians. There are also many other wider options for individuals to maintain an active lifestyle that do not require adjustments to the Public Highway.

Learning & Skills

Is the proposal likely to impact (positively or negatively) on a culture of ongoing engagement and excellence in learning and skills? **No**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):
Not directly, there may be some indirect link if active travel is promoted by closing Keyhole Bridge as some individuals may potentially be able to travel to educational establishments or employment more easily by more affordable means however there is also a risk that this decision may have the opposite impact on other routes.

1) Will it provide and/or improve opportunities for formal learning?

2) Will it provide and/or improve community learning and development?

3) Will it provide and/or improve opportunities for apprenticeships and other skill based learning?

How would the overall impact of the proposal on the encouragement of learning and skills be rated?

No positive or negative impacts identified ○

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

Proposal Title: Whitecliff Rd Further Review (Close Keyhole Bridge to

Natural Environment

Is the proposal likely to impact (positively or negatively) on the protection or enhancement of local biodiversity or the access to and quality of natural environments? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

Not directly, there may be some indirect link if active travel is promoted by closing Keyhole Bridge as some individuals may potentially be able to travel to educational establishments or employment more easily by more affordable means however there is also a risk that this decision may have the opposite impact on other routes.

1) Will it help protect and improve biodiversity i.e. habitats or species (including designated and non-designated)? **Partially**

2) Will it improve access to and connectivity of local green spaces whilst protecting and enhancing them? **Partially**

3) Will it help protect and enhance the landscape quality and character? **Partially**

4) Will it help to protect and enhance the quality of the area's air, water and land? **Partially**

How would the overall impact of your proposal on the protection and enhancement of natural environments be rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

Beyond other points already made in this DIA, if Keyhole Bridge is closed to traffic then it would reduce through-traffic in the park. The park has many bird nesting areas and other wildlife that may benefit from reduced motor traffic and the amenity of the park may also be improved by a reduction in traffic. However a decision to close Keyhole Bridge would make the park slightly less accessible for those wishing to visit by motor vehicle or who simply enjoy driving through the park.

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

n/a

Sustainable Procurement

Does your proposal involve the procurement of goods, services or works? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

Has or is it intended that the Strategic Procurement team be consulted? **Yes – planning to discuss**

If the Strategic Procurement team was not consulted, then the explanation for this is:

1) Do the Government Buying Standards (GBS) apply to goods and/or services that are planned to be bought?
   Partially

2) Has sustainable resource use (e.g. energy & water consumption, waste streams, minerals use) been considered for whole life-cycle of the product/service/work? **Yes**

3) Has the issue of carbon reduction (e.g. energy sources, transport issues) and adaptation (e.g. resilience against extreme weather events) been considered in the supply chain?
   Yes

4) Is the product/service fairly traded i.e. ensures good working conditions, social benefits e.g. Fairtrade or similar standards?
   Not Relevant

5) Has the lotting strategy been optimised to improve prospects for local suppliers and SMEs?
   Not Relevant

6) If aspects of the requirement are unsustainable then is continued improvement factored into your contract with KPIs, and will this be monitored? **Not Relevant**

How is the overall impact of your proposal on procurement which supports sustainable resource use, environmental protection and progressive labour standards been rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

If a decision is made to close Keyhole Bridge then phycsical measures would be needed to stop motor vehicles using the route. It is likely that these would be

Proposal Title: Whitecliff Rd Further Review (Close Keyhole Bridge to

installed by the Council's in-house construction team called Neighbourhood Services (NS) and that they may use a wooden planter and/or bollards. The wood for a planter would be sourced by sustainable means. Travel to site to complete the install and any physical works would use energy and inevitably have a minor impact, although any works are likely to be very minor in scale. NS, by the nature of their work and location tend to employ people who are very local to the area.

Details of proposed mitigation/remedial action and monitoring (inc. timescales, responsible officers, related business plans etc):

Neighbourhood Services work to make their operation as sustainable as possible.

Transport & Accessibility

Is the proposal likely to have any impacts (positive or negative) on the provision of sustainable, accessible, affordable and safe transport services - improving links to jobs, schools, health and other services? **Yes**

If the answer was No, then the explanation is below (there are no answers to subsequent questions in this section):

1) Will it support and encourage the provision of sustainable and accessible modes of transport (including walking, cycling, bus, trains and low emission vehicles)? **Partially**

2) Will it reduce the distances needed to travel to access work, leisure and other services? **No**

3) Will it encourage affordable and safe transport options? **Partially**

How would the overall impact of your proposal on the provision of sustainable, accessible, affordable and safe transport services be rated?

Amber - Minor negative impacts identified / unknown impacts

The reasoning for the answer (details of impacts including evidence and knowledge gaps):

As discussed in previous sections, if a decision is made to close Keyhole Bridge to motor traffic it would create a high quality and safe low traffic route and that is likely to promote an increase in cycling and walking along the route and in that regard this decision would align with national and local transport policy. These benefits may be offset by similar disbenefits created by motor traffic being displaced to alternative routes, causing longer journey times and potentially making these routes less safe and also more congested and polluted. As noted elsewhere, some groups with protected characteristics may be adversely impacted by this decision, including older people, people with disabilities and women. In this regard it is also likely that these same groups may find that travelling through Keyhole Bridge itself is somewhat easier and safer by foot, in wheelchairs, if blind or partially sighted or if pushing a pushchair or guiding young children. Similarly, however, these same groups may find the alternative routes more challenging due to increased traffic and congestion on those routes. If Keyhole Bridge is closed it is noted that the alternative route has a width restriction on Sandbanks Rd, near Tennyson Rd where another railway bridge crosses the public highway. The use of the route through Poole Park as a through route can be regarded as unusual for a park. In terms of the management of the highway network, having two routes adds resilience and means that if either is closed temporarily, for an emergency or for planned roadworks, another route exists - that in the case of the Keyhole Bridge route is suitable for smaller motor vehicles. A

Proposal Title: Whitecliff Rd Further Review (Close Keyhole Bridge to

decision to close Keyhole Bridge has not been assessed as having any fundamental impact on any group with protected characteristics as whilst there are impacts, there are also alternative routes available.

The reason partially was selected on 1 and 3 is that the route already provides a useful sustainable link and closing the bridge to motor traffic only makes that link somewhat better. Whilst undoubtably improving the route itself for sustainable modes, it displaces some motor traffic onto a significant and longer diversion route and has the opposite impact on that route in terms of promoting sustainable travel.

In terms of whether the route reduces the distances needed to travel to access work, leisure and other services. The answer 'no' was selected because whether the Bridge is closed or not, the route can be used by sustainable modes and therefore there is no reduction in travel distance.

Details of proposed mitigation and monitoring (inc. timescales, responsible officers, related business plans etc):

n/a

CABINET

Report subject	**Economic Development Strategy – Skills Plan**
Meeting date	14 December 2022
Status	Public
Executive summary	The BCP Skills Plan, identifies BCP's skills and productivity challenges and defines a programme of key priorities and actions to address. It is part of the Economic Development Strategy (approved Nov 2021) and developed in collaboration with Dorset LEP and in consultation with a wide range of stakeholders, summarises an extensive evidence base and provides a priority framework for skills development to meet the needs of business in Bournemouth, Christchurch and Poole. This report highlights the main elements of the plan and seeks cabinet's approval. The plan sets the objectives and forms the framework for a project-specific action plan which is already in development.
Recommendations	**It is RECOMMENDED that:** **i) Cabinet approves the BCP Skills Plan which is part of the Economic Development Strategy (EDS)**
Reason for recommendations	The plan is part of the Economic Development Strategy to help deliver the council's strategic aims and objectives, with a focus on meeting skills need to drive productivity; attracting talent through a work and place centric delivery; retaining skilled workers through smarter collaborations; and encouraging a more aspirational community with learning for life opportunities. The emphasis of this work identifies Bournemouth Christchurch and Poole's skills and productivity challenges and defines a programme of key priorities and actions to address. The plan aligns with other related strategies and plans including - The Big Plan, the BCP Council Corporate Strategy, the Dorset Local Industrial Strategy, (as well as the recently agreed BCP Council Economic Development Strategy 2022-26) and the Dorset Local Skills Report. This plan also supports the local delivery of the Levelling up agenda (including the UK Shared Prosperity Fund - UKSPF), the new Skills Bill and the Local Skills Improvement Plan.

Portfolio Holder(s):	Councillor Philip Broadhead – Deputy Leader of the Council and Portfolio Holder for Development, Growth and Regeneration; and Councillor Toby Johnson, Lead Member for Levelling Up and Skills
Corporate Director	Adam Richens, Chief Finance Officer and Director of Finance
Report Authors	Claire Main – Economic Development Officer
Wards	Council-wide
Classification	For Decision

Background

1. The Skills Plan is part of the BCP Council Economic Development Strategy (EDS) to support the skills agenda for the communities of Bournemouth, Christchurch and Poole to meet business needs.
2. The area's economy still faces challenges which need to be addressed for it to reach its full potential and provide meaningful employment opportunities for our residents. In particular, productivity levels across the area are below average. This is compounded by wider factors including an ageing demographic, the significant gap between average wages and house prices, and a challenging labour market in terms of resources and skills. This Skills Plan is to drive ambition, grow productivity, retain and attract talent. The longer-term benefits will help to improve our community and support our vision to, 'harness the potential of our coastline of opportunity and make BCP a place where people and businesses want to be – because of the vibrancy of our communities, the strength of our economy, the skills of our people, the wealth of our culture and the quality of our infrastructure, our environment and quality of life'.
3. BCP Council is committed to creating the right environment for businesses to flourish. As part of this and as outlined in the EDS, BCP Council will work together with business to improve productivity and increase prosperity. A commitment to in-work training and active support for pathways to employment initiatives - including participation with local schools and increasing the use of apprenticeships and 'kick start' careers is stated in the EDS. In addition, increasing levels of diversity in the workforce and supporting an inclusive approach to employment for all is central to the strategy and Skills Plan. This will in turn help us to actively champion the area to the world – to our future talent, investors and customers.

BCP Skills Plan Overview

4. Finding people with appropriate skills and experience has been highlighted as a key issue for local businesses in the economy of Bournemouth, Christchurch and Poole. A key concern is that this situation could worsen without intervention because current demand is outstripping supply; and a third of the workforce is expected to retire in the next 15 years. In response, the Council commissioned the Dorset Local Enterprise Partnership (DLEP) skills team to undertake a desk-based research exercise to consider BCP Council strategies including the EDS

and liaise with key skills stakeholders and businesses for input around their skills needs. This included a series of interviews, in-depth employment and skills research and a consultation event bringing together partners and stakeholders.

5. Key findings from the desktop study and interviews have revealed that:
    a. Wages 8% lower than national average
    b. 17% of all jobs and 34% of part-time jobs paying below the living wage
    c. A third of the workforce, 76,000 people aged 50-64 expected to retire in the next 15 years
    d. Fewer young people expected to enter the workplace in the next 15 years (68,400 children aged 0-15)
    e. 'Replacement demand' already outweighing the supply, notwithstanding jobs creation – 14,000 new jobs expected by 2030
    f. The area has 48% hard-to-fill and skills shortage vacancies compared to 36% nationally
    g. Less young people continue education after KS5 (40% vs 47% England); and smaller proportions of the workforce educated to higher levels (NVQ 4+ 40% vs 43% England)
    h. A fifth of the working age population locally (20%) and nationally (22%) does not hold a Level 2 qualification
    i. Evidenced downward trend in adult participation in learning (18% decline between 2014/15 and 2020/21 in Bournemouth, Christchurch and Poole, vs 37% nationally).
6. Based on the desktop study and interviews, the following four areas will be prioritised in a Skills Plan to address local needs and exploit opportunities:

Priorities

7. **Priority 1** – Skills driving productivity/Sustainable productivity

Some industry sectors are not as productive as they could be and there is the potential for automation. **Action example**: Boost business creation & growth through employer investment in learning in the right places and introducing automation for specific tasks.

8. **Priority 2** – Work and place centric delivery/Attraction

With a high number of job vacancies and replacement demand exceeding the number of people entering the workforce, attraction of new talent into the BCP area is necessary. **Action example:** Promote the area as a top career destination and accelerate workforce entry.

9. **Priority 3** – Smart collaboration/Retention

With a decline in apprenticeships, a net loss of talent from local Universities, low engagement between employers and schools/universities/colleges/private providers, challenges in key sectors are magnified, particularly when trying to recruit to difficult to fill positions. As a result, half of businesses want to see improved skills provision

locally and this needs to be addressed. **Action example:** Boost industry collaborations for growth, facilitate employer access to students and job seekers, create vibrant culture of peer support and learning.

10. **Priority 4** – Learning for Life/Driving up Aspiration

Need to encourage further lifelong learning. Currently 20% of working age people do not hold a level 2 qualification; 13 local neighbourhoods are among the most educationally deprived; adult participation in learning is low; and 40% of employers provided no training. **Action example**: Increase availability of high skilled workforce, remove barriers to employment, innovate lifelong learning solutions, equality, diversity and accessibility interventions.

The plan will be actioned by education partners and key stakeholders in conjunction with BCP Council.

Action Plan

11. Should Cabinet approve the Skills Plan, the Economic Development team will work with Dorset LEP and all stakeholders to provide collaborative, high-level actions aligned to the BCP Skills Plan 2022-2026. This will be delivered through partners in the BCP region, with links to the Great Southwest and the Central South regions. This will ensure the BCP Skills Plan actions remove barriers, capitalise on existing and emerging opportunities within the area and beyond that works to UK government's immediate and medium-term opportunities for enhancing skills delivery to meet business needs. Examples of proposed activity include.:
    a. A Careers Expo in conjunction with Bournemouth University, showcasing a range of industry sectors and opportunities.
    b. Industry Sector Boards to influence actions via specific feedback from industry representatives. For example, Dorset Engineering and Manufacturing Cluster has created a Science, Technology, Engineering and Maths (STEM) working group to inform young people about the range of STEM career opportunities and to build a workforce that represents the diversity of the community.
    c. An Industry Skills Board bringing together all education/training partners, responding to the needs of the industry (as represented by the Sector Boards).
    d. As part of UK Shared Prosperity Fund (UKSPF), the Multiply Programme will deliver help with daily life skills as well as supporting numeracy requirements in the workplace, contributing to higher skilled and paid jobs.
    e. In 2024/2025, BCP Council will use its United Kingdom Shared Prosperity (UKSPF) allocation of £700,000 to further support skills needs as led by industry need.
    f. Continued collaboration with the work of 'Skills and Learning', 'Careers and Enterprise Company' and the wider BCP Council team supporting children and young people. In addition, continued working with external supporters of young people to drive up aspiration, for example, with 'Dorset Marvels' and 'Young Enterprise'.

Options Appraisal

12. To support the recommendations and approve the Skills Plan would enable BCP Council to balance the many economic opportunities within the area through the attraction and retention of skilled people. It will also drive-up aspiration and improve the number of people in the community engaging in lifelong learning. This will lead to improved productivity and prosperity in line with the aims and objectives of the Corporate Strategy and Big Plan. It will also help to address issues around low wages and reduce inequalities, eg, gender pay gaps.

13. To not support the recommendations will mean that BCP Council will not work with stakeholders (businesses, education providers and the wider community) to improve productivity and prosperity to the detriment of the area. This will continue to worsen both income and productivity gaps.

Summary of financial implications

14. To date, the plan has been funded through a combination of business-as-usual budgets and identified external funding such as the Additional Restrictions Grant (ARG4) to support the work of Dorset LEP; and by partners, eg, Bournemouth University using a budget to pay for the stakeholder event in July 2022.

15. Bids and government funds such as the UK Shared Prosperity Fund will be used to support the plan going forward. There will be no additional financial burden on the council in delivering the Skills Plan.

16. Key stakeholders will also make a significant contribution towards delivery of the Skills Plan and its actions, as key beneficiaries.

Summary of legal implications

17. There are no legal implications in relation to this plan. However, should there be legal implications as the Action Plan develops, legal colleagues will be instructed accordingly.

Summary of human resources implications

18. There are no human resources implications. The Skills Plan will be owned and delivered (in conjunction with key partners) by the BCP Council Economic Development team – within existing resources.

Summary of Levelling Up Goals and Support

19. The Skills Plan addresses the levelling up needs of the local area by seeking to boost productivity, improve wage gaps and reverse trends of high-growth business decline by enhancing people's education and skills, supporting business creation and growth and investing in research and innovation. These are core elements of the government's Levelling Up objectives and missions, in particular:

    - Objective 1: Boost productivity, pay, jobs and living standards by growing the private sector, especially in those places where they are lagging

- Mission 1: By 2030, pay, employment and productivity will have risen in every area of the UK, with each containing a globally competitive city, with the gap between the top performing and other areas closing.
- Mission 2: By 2030, domestic public investment in Research & Development outside the Greater South East will increase by at least 40% and at least one third over the Spending Review period, with that additional government funding seeking to leverage at least twice as much private sector investment over the long term to stimulate innovation and productivity growth.

- Objective 2: Spread opportunities and improve public services, especially in those places where they are weakest
  - Mission 5: By 2030, the number of primary school children achieving the expected standard in reading, writing and maths will have significantly increased. In England, this will mean 90% of children will achieve the expected standard, and the percentage of children meeting the expected standard in the worst performing areas will have increased by over a third.
  - Mission 6: By 2030, the number of people successfully completing high-quality skills training will have significantly increased in every area of the UK. In England, this will lead to 200,000 more people successfully completing high-quality skills training annually, driven by 80,000 more people completing courses in the lowest skilled areas.
- Objective 3: Restore a sense of community, local pride and belonging, especially in those places where they have been lost
  - Mission 9: By 2030, pride in place, such as people's satisfaction with their town centre and engagement in local culture and community, will have risen in every area of the UK, with the gap between top performing and other areas closing.

The Skills Plan also addresses the following Levelling Up Goals from the Purpose Coalition:

Summary of sustainability impact

20. Sustainability is a key consideration in the EDS and has been further considered though the development of the Skills Plan. A Decision Impact Assessment (DIA) has been completed and the Skills Plan supported.

Summary of public health implications

21. The Skills Plan will deliver positive economic interventions by driving up ambition, opening up opportunities to the wider community and ultimately improving employment, creating flexible and secure well-paid jobs, which will enhance the health and wellbeing of all.

Summary of equality implications

22. The Skills Plan was discussed at an Equality Impact Assessment (EIA) Panel on 10th November 2022 (see appendix). The Panel provided a green rating (good to go/approved) and suggested that the summary section from the presentation should be added to the form (as well as the addition of links to key statistics and other information where possible – now updated). The summary from the EIA report is as follows:

    a. The Skills Plan will benefit all members of the community (including those with protected characteristics) and will help improve equality - in line with the 6 domains of areas of life that can impact equality - education; work; living standards; health; justice and personal security; and participation.

    b. The Skills Plan will reduce inequalities across BCP, tackling gender pay gaps and encouraging learning to higher levels across the board, eg, driving up learning participation beyond KS5, which currently stands at 40% in BCP v 47% nationally.

    c. The focus is on driving aspiration and encouraging lifelong learning for all, which will in turn help to upskill local residents. In addition, by stakeholders working together, learning and training courses will align to the needs of the economy, enhancing job opportunities and having a positive impact on salaries.

Summary of risk assessment

23. The risks associated with the Skills Plan comprise: not being able to secure full member support, which may lead to disjointed/lack of delivery in certain locations; and a reputational risk associated with non-delivery of the plan. By working with key stakeholders from the start, we can manage a wider portfolio of actions and encourage partners to implement (as they are also key beneficiaries).

Background papers

24. Economic Development Strategy 2021-2026 (bcpcouncil.gov.uk)

Appendices

25. Appendix 1 Draft Skills Plan

26. Appendix 2 – EIA Screening Tool and Panel Review

Appendix 2

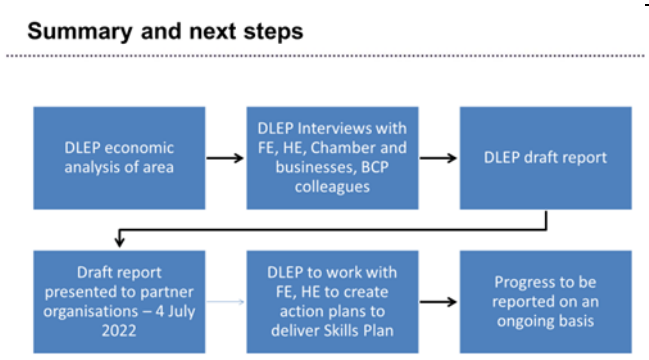
Equality Impact Assessment: conversation screening tool

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

Policy/Service under development/review:	Skills Plan – Linked to Economic Development Strategy
What changes are being made to the policy/service?	The BCP Skills Plan includes an Economy, Labour Market and Skills Data Pack and is linked to the Economic Development Strategy 2021-2026 (approved Nov 2021). The plan is developed in collaboration with Dorset LEP in consultation with a wide range of stakeholders, summarising an extensive evidence base and offering a priority framework for skills development in Bournemouth, Christchurch and Poole. The plan is linked to the Economic Development Strategy (EDS) to help deliver the council's strategic aims and objectives, with a focus on skills to drive productivity; attracting talent; retaining skilled workers through smarter collaborations; and encouraging a more aspirational community with learning for life opportunities. The emphasis of this work is to identify BCP's skills and productivity challenges and define a programme of key priorities and actions to address them, whilst aligning with other related strategies and plans including The Big Plan, the BCP Corporate Strategy, the Dorset Local Industrial Strategy, recently agreed Economic Development Strategy 2022-26, and the Dorset Local Skills Report. This plan also supports the local delivery of the Levelling Up Agenda/UK Shared Prosperity Fund, the new Skills Bill and the Local Skills Improvement Plan. Key issues to be addressed include: • Less young people continue education after KS5 (40% vs 47% England) • Smaller proportions of the workforce educated to higher levels (NVQ 4+ 40% vs 43% England) • A fifth of the working age population in BCP (20%) and nationally (22%) does not hold a Level 2 qualification

	• Evidenced downward trend in adult participation in learning (18% decline between 2014/15 and 2020/21 in BCP, vs 37% nationally) • Pronounced gender pay gap and unequal distribution of earnings • 13 (6%) neighbourhoods among most educationally deprived • 13% increase of children living in low-income families (6% increase UK) – linked to worse outcomes **<u>BCP Skills Plan Overview</u>** Resourcing talent and upskilling are noted as the top issues for local businesses. The skills team at Dorset LEP was asked to develop a plan linked to BCP strategies, in particular the EDS. Stakeholders, including educational providers (our three HEIs, College and private providers), companies and business support organisations were engaged, this included a stakeholder event hosted by Bournemouth University on behalf of BCP Council. Priorities identified.: **Priority 1** – Skills driving productivity/Sustainable productivity Some industry sectors are not as productive as they could be and there is the potential for automation. **Action**: Boost business creation & growth through employer investment in learning in the right places and introducing automation for specific tasks. **Priority 2** – Work and place centric delivery/Attraction With a high number of job vacancies and replacement demand exceeding the number of people entering the workforce, attraction of new talent into the BCP area is necessary. **Action:** Promote BCP as a top career destination and accelerate workforce entry. **Priority 3** – Smart collaborations/Retention With a decline in apprenticeships, a net loss of talent from local Universities, low engagement between employers and schools/universities/colleges/private providers, challenges in key sectors are magnified, particularly when trying to recruit to difficult to fill positions. As a result, half of businesses want

	to see improved skills provision locally and this needs to be addressed. **Action:** Boost cluster collaborations for growth, facilitate employer access to students and job seekers, create vibrant culture of peer support and learning. **Priority 4** – Learning for Life/Driving up Aspiration Need to encourage further lifelong learning. Currently 20% of working age people do not hold a level 2 qualification; 13 BCP neighbourhoods are among the most educationally deprived; adult participation in learning is low; and 40% of employers provided no training. **Action**: Increase availability of high skilled workforce, remove barriers to employment, innovate lifelong learning solutions, equality, diversity and accessibility interventions. **Action Plan** Once the Skills Plan is adopted, the Economic Development team will work with Dorset LEP and stakeholders to provide collaborative, high-level actions aligned to BCP Skills Plan 2022-2025, delivered through partners in BCP region, with links to Great Southwest and Central South regions. The actions will ensure the BCP Skills Plan removes barriers, capitalises on existing and emerging opportunities within BCP and beyond, working towards UK government immediate and medium-term opportunities for enhancing skills delivery to meet business needs. This plan has been co-designed with partners and sets out what we collaboratively need to achieve: creating a strong and productive workforce, driven by innovation, entrepreneurialism, and pride in place. The BCP Skills Plan outlines clearly what needs to be done offering a strong agenda for local leadership and collaborative working to help our economy, business and people to build resilience, realise emerging growth in our exemplar sectors, such as advanced engineering, fin-tech, green, health innovation, digital and creative and meet Net Zero ambitions, while adjusting to demographic and technological change. Setting out an ambitious agenda to create a learning region, from focusing on our young people to delivering higher level skills for our economy; and better connect businesses to training providers. We will strengthen our existing partnerships and create new collaborative clusters to attract and retain talent locally and respond to the economic and skills challenges of today and prepare for the future.

	
Service Unit:	Development Services
Persons present in the conversation and their role/experience in the service:	Matt Robson – Senior Economic Development Officer Claire Main – Economic Development Officer Plus, external engagement with stakeholders from business, support organisations, HE and FE.
Conversation dates:	March – June 2022
Do you know your current or potential client base? Who are the key stakeholders?	BCP residents to include live at home students, students based in BCP for the duration of their course, anyone of working age looking to reskill or upskill and the younger generation (school age upwards). HEIs, College and private training providers. BCP Council businesses (including community and voluntary organisations). Business clusters, support organisations and networks. BCP Council. Skilled workers and businesses outside of the BCP area who may wish to relocate to BCP.
Do different groups have different needs or experiences in relation to the policy/service?	BCP Council is fully committed to responding to the needs of different groups including those with protected characteristics though: The proposed plan will benefit all members of the community (including those with protected characteristics) and will help improve equality (in line with the 6 domains of areas of life that can impact equality - education; work; living standards;

	health; justice and personal security; and participation). Key issues to be addressed include: • Less young people continue education after KS5 (40% vs 47% England) • Smaller proportions of the workforce educated to higher levels (NVQ 4+ 40% vs 43% England) • A fifth of the working age population in BCP (20%) and nationally (22%) does not hold a Level 2 qualification • Evidenced downward trend in adult participation in learning (18% decline between 2014/15 and 2020/21 in BCP, vs 37% nationally) • Pronounced gender pay gap and unequal distribution of earnings • 13 (6%) neighbourhoods among most educationally deprived • 13% increase of children living in low-income families (6% increase UK) – linked to worse outcomes Enhanced opportunities through lifelong learning will be open to all. This will in turn support employment opportunities as well as help to entrepreneurs looking to set up their own businesses. The benefits of an improved economy will create a more prosperous place, which will benefit those in employment as well as those who are not of work age or are unable to participate in education and employment for other reasons. Higher skilled and more productive businesses enable higher wages and a better quality of life for our residents who may also act as carers. Upskilling in areas such as green and digital skills will also support economy and our wellbeing as a community.
Will the policy or service change affect any of these service users?	The Skills Plan will only have a positive impact on service users as detailed above.

[If the answer to any of the questions above is 'don't know' then you need to gather more evidence and do a full EIA. The best way to do this is to use the Capturing Evidence form]	
What are the benefits or positive impacts of the policy/service change on current or potential service users?	There will be 'general' positive impacts that benefit all members of the community through improved life chances through a focus on lifelong learning and by raising aspiration/improved access to opportunities.
What are the negative impacts of the policy/service change on current or potential service users?	We do not anticipate any negative impacts.
Will the policy or service change affect employees?	There will be no effect on employees as a result of this plan.
Will the policy or service change affect the wider community?	Yes, positively for the reasons outlined above.
What mitigating actions are planned or already in place for those negatively affected by the policy/service change?	N/A
Summary of Equality Implications:	The Skills Plan will benefit all members of the community (including those with protected characteristics) and will help improve equality - in line with the 6 domains of areas of life that can impact equality - education; work; living standards; health; justice and personal security; and participation. The Skills Plan will reduce inequalities across BCP, tackling gender pay gaps and encouraging learning to higher levels across the board, eg, driving up learning participation beyond KS5, which currently stands at 40% in BCP v 47% nationally. The focus is on driving aspiration and encouraging lifelong learning for all, which will in turn help to upskill local residents. In addition, by stakeholders working together, learning and training courses will align to the needs of the economy, enhancing job opportunities and having a positive impact on salaries.

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

EIA Panel Review		
EIA being reviewed	BCP Skills Plan	
Reference Number	211	
EIA presented by	Matthew Robson Claire Main Caroline McKay	
Date	10 November 2022	
Panel members present	Sam Johnson Terri Clark Erika Pye Vicky Edmonds	
Aspect	**RAG Rating**	**Comments**
Timeliness Is this EIA timely? i.e. considered before any decisions have been made		
Proportionate Is this EIA proportionate to the decision? i.e. is a full action plan needed?		A full EIA Report is not required
Protected Characteristics Have the experiences of different groups been considered?		These have been considered. Insert a link to the skills plan and draw across a couple of points specific to each characteristic.

Evidence Has evidence been used to draw conclusions?		Yes. You mentioned data comes from a dashboard and consultation results – is it possible to link them to the document?
Mitigating Actions Where necessary, have reasonable adjustments been proposed?		The whole skills strategy is a mitigating action for the identified skills gap and to achieve objectives in all the linked plans such as the corporate strategy, economic development strategy. Can we link to these documents?
Summary Does the summary provide the following? • An overview of equality considerations both positive and negative • The rationale for drawing these conclusions • Detail required mitigating actions.		The presentation was totally equality focussed. In the future, it might help to structure the EIA by the Six Equality Human Rights Domains. These were covered in the presentation given by Claire. The summary given in the presentation should be added to the EIA as these identified areas that needed to be addressed.
Overall rating		This was a good EIA.

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BCP Skills Plan 2022-2026

The BCP Skills Plan, developed in collaboration by BCP Council and Dorset LEP in consultation with a wide range of stakeholders, summarises an extensive evidence base and offers a priority framework for skills development in Bournemouth, Christchurch and Poole.

Alongside this document, fuller details are given in two appendices:

- Annex 1: Economy, Labour Market & Skills Data Pack
- Annex 2: Exemplar Industries Data Pack

Information correct as at **May 2022**

Welcome to the BCP Skills Plan.

Bournemouth Christchurch and Poole (BCP) is the UK's newest region, and it is brimming with prospects, positivity and pride**.** We want to harness the potential of our coastline of opportunity and make BCP a place where people and businesses want to be – because of the vibrancy of our communities, the strength of our economy, the skills of our people, the wealth of our culture and the quality of our infrastructure, our environment and quality of life.

We want to make BCP region a vibrant learning region, where a collaborative, business-led future is focused on a lifelong learning skills system enabling a productive, sustainable future for our environment and economy. We will level up, unlock aspiration and achievement for all our people and communities with high quality learning and experience opportunities, interesting jobs and informed career choices.

There is much work to be done but our skills plan outlines clearly our priorities and offers a strong agenda for collaborative working to help our people build the skills for the future. Our region will be an inspirational and attractive place for talent to thrive, where our residents are ambassadors with a sense of belonging and pride that feel empowered, engaged, included and able to flourish, contribute and reach their aspirations.

Councillor Toby Johnson,
Lead Member for Levelling Up and Skills

Photo: Bournemouth Pier aerial

Source: BCP Tourism

Photo: Lower Gardens

Source: BCP Tourism

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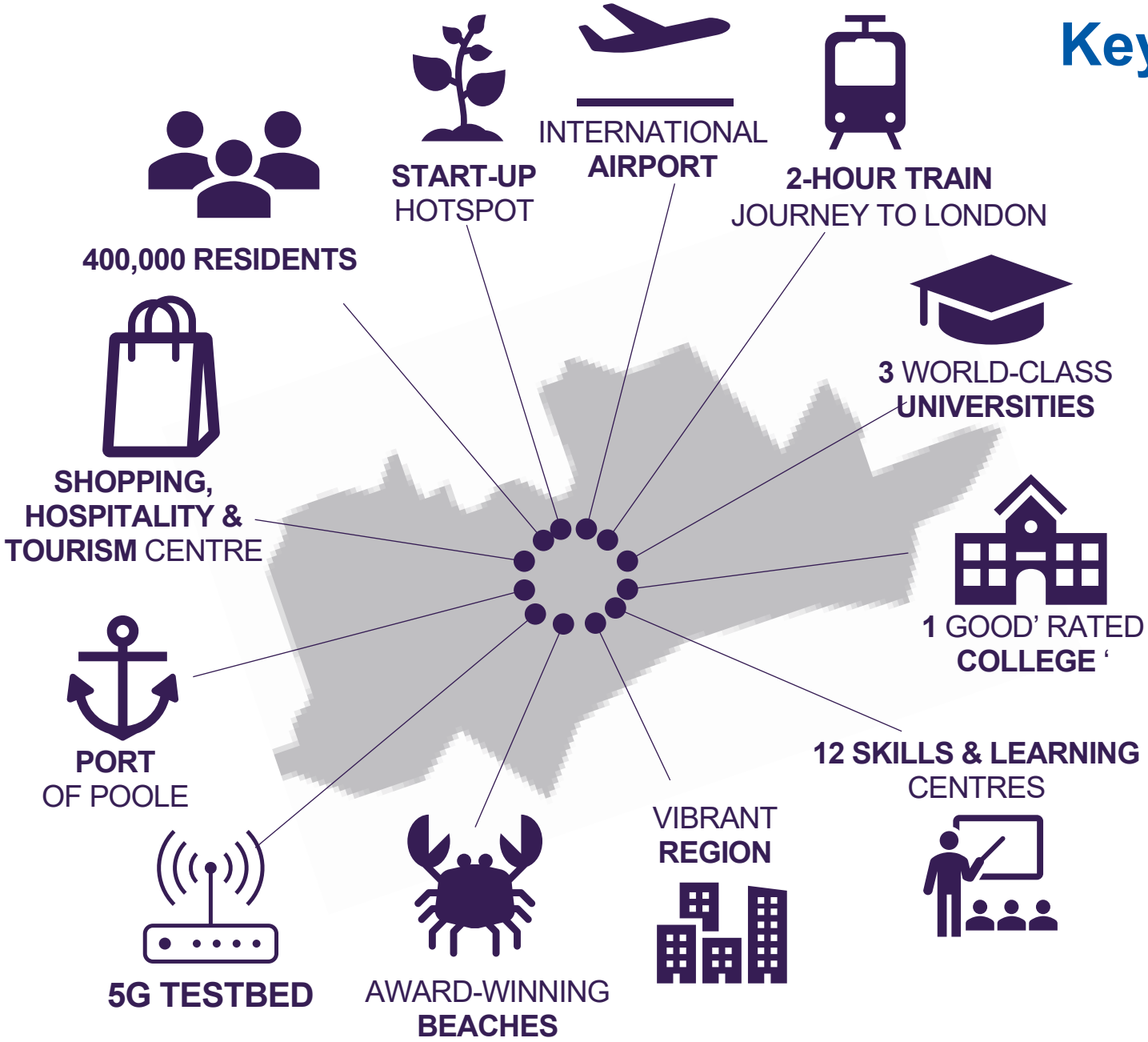
Key features



77.2%
employment rate

+14,000
new jobs by 2030

Context and Local Strengths

We are at a critical time of economic and social adaptation, with external forces creating an uncertain economic climate. The aftermath of Britain's exit from the EU, the Covid-19 pandemic, and escalating conflicts globally, compounded by a climate emergency, continue to disrupt supply chains, and cause a cost-of-living crisis. The UK's positioning on this global stage sets the context for labour market, skills and employment in Bournemouth, Christchurch and Poole highlighting the challenges we face, and the capacity for resilience and the unique strengths of our local area, businesses and communities.

Environment and human capital

With 15 miles of beach stretching from Christchurch to Poole, our natural environment has it all, from green cliffs and rolling hills to golden sands and clear waters boasting 9 Blue Flag beaches. Putting the environment and its people first, BCP is setting the standard for the urban lifestyle, investing in digital connectivity, transport, ports and housing, while striving to preserve and enhance the unique features of the place.
Our three towns form an exciting region – the 14th largest in population size in England, exceeding 400,000 residents and offering a welcoming ground for people, families, and businesses to live, learn and grow.

Business resilience

Despite the recent major social and economic disruption, rapid adaptation and digital adoption allowed large parts of the economy to bounce back and BCP to sustain higher employment and be among the top business survival rate nationally. Our 15,290 active businesses continue to drive creativity, growth and ambition.

Technology and innovation test bed

BCP has innovation at its heart. It is where Guglielmo Marconi, the father of wireless communication set up the first wireless station, and in the 1970's the founder of the internet Sir Tim Berners-Lee started his career as an engineer. Today BCP is a fast growing creative and digital tech hub, reinforced by BCP's Smart Place programme, making a 5G network and the latest technology accessible to address some of the most pressing challenges of our times.

Thriving start-up scene

The region is among the top UK start-up hot spots and best destinations for entrepreneurially minded innovators. BCP ranks second in the South West with 10 start-ups per 1,000 population and first in the UK for emerging tech enterprise, and its thriving creative and digital sector employs over 12,300 people.

Photo: The Square

Source: BCP Tourism

Photo: Lansdowne campus

Source: Bournemouth and Poole College

World-class learning region

A highly educated workforce correlates with higher labour productivity and over the past 15 years, BCP has doubled the number of its residents with higher-level qualifications, while the pool of people without qualifications is rapidly shrinking.

The region offers a varied post-16 education provision and holds relatively stable levels of adult education and apprenticeships participation and higher than the average performance in educational attainment and GCSE scores.

Among local strengths, BCP's range of educational providers and life-long learning portfolio creates significant potential for meeting the labour market needs of a growing economy.

BCP has 12 skills and learning centres, a strong network of independent training providers, one of the largest colleges, and three world-class universities with global reputations. They are all instrumental in delivering the skills and smart workforce solutions for the future and forming the basis of a responsive skills system offering a major catalyst for industry partnerships.

Bournemouth and Poole College is the largest provider of further education, apprenticeships and vocational training in the area, catering for 11,000 students and collaborating with over 2,000 businesses to deliver one of the most successful apprenticeship programmes in the country.

Bournemouth University is a large ambitious university with over 18,000 students, using its expertise as a catalyst for growth, and bringing £1 million per day into the local economy. BU is one of the largest providers of placements locally and attracts global talent from over 120 countries to the region.

The Arts University Bournemouth is a leading specialist arts, design, media and performance institution with 4000 students, preparing highly skilled talent for direct entry into our booming creative and digital sectors and offering business access to latest technology and expertise in its state-of-the-art Innovation Studio.

AECC University College is a specialist institution offering world-renowned courses in health sciences and onsite clinical training in one of Europe's largest placement clinics catering for patient needs from treatment to rehabilitation.

Ambitious levelling up agenda

As a leading member of the Levelling Up Councils Coalition, BCP has adopted the Levelling Up Goals and is actively working to improve social mobility, quality of life and equal opportunities for local people.

Actions already in train seek to address the persistent challenges of deprivation the levelling up needs and include the ambitious £22 million Boscombe Towns Fund programme involving educational providers and industry partners.

BCP drives aspiration through innovative learning spaces and projects, advanced technology and artificial intelligence (AI) to map personalised skills and career journeys and offer access to exciting courses and job opportunities.

Exemplar sectors

BCP industry sectors have shown resilience despite significant recent challenges, and are adapting to new arrangements for international trade, movement of people, Net Zero transitioning, shifts in work and consumer behaviours, all the while adjusting to demographic and technological change.

To catalyse prosperity in the region, the BCP Economic Development Strategy identified six 'exemplar' sectors with strong performance and critical local importance and committed to understanding and addressing their skills, workforce needs and most pressing challenges.

The exemplar sectors illustrate the diversity of the BCP business base:

A top performing coastal resort and travel destination with strengths in hospitality and retail, BCP is also an established financial centre, an advanced engineering hub with growth in marine and aerospace, and home to one of four healthcare innovation hubs nationally. The region is also emerging as a world leader in creative and digital tech and ranks among the top performing sustainability cities in the world, seeking to adopt green tech and prioritise green construction.

Exemplar sectors futures

Highest employment growth is expected in health and care, creative, digital and finance, and fin-tech, where the skills and labour shortages are pronounced, while some long-term decline and volatility is noted across retail, hospitality and leisure.

Recent projections also show substantial growth in green tech and construction with a rise in housing and regeneration projects, energy efficiency and retrofitting, where a significant investment in educational capacity and up-skilling drive is required.

While modest employment growth is projected in engineering, accounting for automation potential, the expected replacement demand, and new prospects in advanced engineering, marine and aerospace mean the sector would continue to see a sustained demand, already evidenced through employer interest in apprenticeships.

Skills for growth

Technological advancements and skills enabling productivity, such as STEM knowledge, technical, digital and data skills and mental processes such as creativity, problem solving and critical thinking and uniquely human communication skills, as well as growing specialised knowledge in emerging job roles, will be major factors driving long-term growth, resilience and sustainable productivity across exemplar sectors.

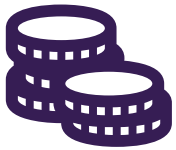
Photo: Fusion Building

Socio Economic Challenges

Economic performance

BCP has a performance gap to close. The region is currently ranked 32 out of the 62 cities in terms of productivity. In 2019 BCP produced £50k of GVA per job per year, 12% lower than the UK average (£57k). Similarly, labour productivity per hour worked has risen at a slower rate, creating a gap from national levels, reaching £3.50 less produced per hour and £1.2bn less per annum.

The productivity gap is persistent, costly and growing with more scarring post economic downturns.



£3.5 less produced per hour worked then UK - **£1.2 bn** per year

Enterprise

The region's business environment has been affected by the worsening economic conditions, causing declines in:

- large businesses (15%🡻)
- high growth enterprises (19%🡻)

These trends threaten to diminish high-skilled, high paid job opportunities and drive skilled workers out of the area.

Labour demand

Labour demand in BCP saw a unique spike of circa 44,300 vacancies in 2021 – the highest on record – and despite lower employment levels than pre-pandemic, many people who aren't working, are also not looking for a job.

The resulting decline in candidates and scarcity of labour supply create widespread labour shortages with serious effects on businesses, many struggling to operate and ensure business continuity.

The increased labour demand and shrinking talent pool mean that staff attraction and retention are top priority for businesses and becoming ever more critical for survival and growth.

Labour supply

The pandemic disruptions had more profound effects on the BCP labour market than seen nationally. Between 2019 and 2021, employment rates declined more markedly locally with 11,600 fewer people in employment; unemployment doubled and overtook the national rates for the first time on record; claimants are 32% up on pre-pandemic numbers; and those economically inactive reached 44,600, of which just 7,800 wanting a job. **These worrying developments call for urgent action to get people back to work and address the growing labour demand.**

In 2021 in BCP

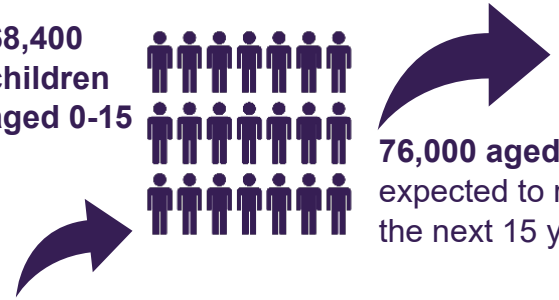
44,300 jobs were advertised

44,600 economically inactive people were recorded, of which **7,800 wanted a job**

Population

With up to a third of the workforce expected to move into retirement, and fewer young people in the pipeline to enter the workplace over the next 15 years, 'replacement demand' is already outweighing the supply, notwithstanding new jobs creation. **A key force on the future labour market, projected levels of workforce replacement are posing an immense retention and succession challenge for the region.**

68,400 children aged 0-15



76,000 aged 50-64 expected to retire in the next 15 years

+14,000 new jobs to be created by 2030

Sector mix

BCP's industry profile is similar to the broader picture in the UK with healthcare, retail, tourism and hospitality the largest employment sectors, jointly employing circa 40% of the workforce (35% national reference) with higher prevalence of lower paid jobs and economic volatility. Post-Brexit and -pandemic pressures, labour shortages and productivity issues however are faced across all sectors.

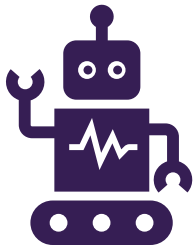
The strong expansion across the public sector and moderate growth in financial, professional, scientific, technical, and IT sectors, where the relative productivity is higher, creates challenges for the future sustainability and productive growth of our economy.

Occupation profile

Around 42% of BCP's workforce is in high skilled occupations, which are expected to dominate the labour market in the future, offering higher salaries and job openings, and lower automation risk. A small growth in these jobs could offer large benefits for overall productivity.

The rest of the workforce is engaged in mid- and lower-level roles, which, except for skilled trades and plant operatives, pay lower wages, despite the strong demand.

Given acute labour shortages across mid-and low-level occupations, automation offers potential solutions.



Automation potential
29% of Care
69% of Elementary occupations tasks could be automated

Earnings

Wages in BCP are 8% lower than the average earnings in England, but the gap is more pronounced for women who earn 16% less in BCP than on average in England, whilst local men earn 5% less.

There is also significant variance in the distribution of earnings across areas – for example average weekly earnings of those residing in Christchurch were 43% higher than those in Bournemouth West.

The proportions of jobs paying below the Living Wage has declined in recent years, yet there are 27,000 jobs in BCP earning below that–almost a fifth (17%) of all jobs and a third (32%) of part-time jobs.

Wages 8% lower than England average - **16%↓ for women & 27,000 jobs (17%)** below Living Wage

Deprivation

Pockets of deprivation across the three towns are dampening aspiration and achievement. In 2019, 9 (4%) local neighbourhoods were among the 10% most deprived nationally and even more (n=13, 6%) ranked amongst the most educationally deprived nationally.

Children in poverty

In 2021 there were 8,780 children (13%) living in Relative low income and 7,000 (10%) in Absolute low-income families across Bournemouth, Christchurch and Poole – a 13% increase of children in poverty in the region, twice higher than the 6% increase seen nationally.

There is significant variability in people's outcomes determined by their background and the place they live in. In BCP, those from affluent families score 48 percentiles higher than those from the most deprived families in the age 16 (GCSE) test score distribution in what is **among the widest gaps in educational outcomes nationally**.

Affluent pupils score **48 percentiles higher in GCSE exams** than their deprived peers

Skills

Gaps in aspiration locally are signified by an overall lower tendency of young people to continue education beyond the mandatory. The proportions of workforce educated to higher levels have fallen behind the national, while a fifth of or working age people have no Level 2 qualification, regarded a basic standard for numeracy, literacy, and employability.

40% of workforce educated to **NVQ Level 4+ - 43% in England**

20% of workforce hold no **NVQ Level 2 qualification - 22% in England**

There are downward trends in adult participation in learning, albeit less pronounced than nationally (18% decline between 2014/15 and 2020/21 in BCP, vs 37% nationally). The area is also falling behind in the implementation of modern vocational qualifications, such as T-Levels.

Evidence shows apprenticeships are amongst the most effective interventions to improving social mobility, life outcomes, professional employability, and earnings. While apprenticeship participation in BCP fell by a fifth by 2018/19 and further 4% over the pandemic, 2020/21 reversed these trends with an uplift in participation (1% vs .8% decline in England), notable increase in apprenticeship starts (7% up vs .3% decline in England) and achievements (18% vs 7% nationally).

Latest available provider data on retention of university graduates in BCP also points out to net loss of talent from local universities with only 17% of employed graduates remaining within the local area. Provider intelligence also suggests a concerning decline in placements, work experience and employer encounters.

Participation in education, training and work experience across the life span, increased apprenticeships and graduate retention are paramount in responding to the labour market needs.

Employer experience

Higher prevalence of hard-to-fill vacancies and skill shortages are significant areas of concern for the local business community that illustrate an overall unmet demand and 'tighter' market conditions in BCP.

60% of employers had at least one hard to fill vacancy (44% England)

Half (48%) of all vacancies were hard-to-fill (36%) in England)

Employers are becoming more likely to consider experience and formal degrees as secondary to learning potential and cultural fit which weigh heavier in the recruitment process over recent years, as signified by a trend of diminishing proportions of jobs requiring extensive experience and degrees. It could be argued that this further indicates difficulties in hiring experienced professionals in particular areas and the changing nature of jobs with technological advancements, newly emerging roles and fast-moving industry needs could be diminishing the shelf life of academic courses.

Despite world-class educational providers locally, links with employers and between institutions are not strong enough. A key challenge for both employers and individuals is to navigate a complex skills system with a variety of players, incentives and brands without clear signposting and brokerage to create a welcoming learning culture that celebrates life-long learning.

Our findings clearly suggest that focus on strong collaborations between employers and educational providers with emphasis on work-readiness, short courses in emerging technology and professional areas, and unique human skills are now essential.

Learning Region Priority Framework[1]

Based on solid socio-economic evidence foundations, this work offers targeted approaches to tackle the challenges of low productivity, talent supply and demand mismatches and rising deprivation issues in Bournemouth, Christchurch, and Poole.

Aligning with the Government's Levelling Up plans, the UK Shared Prosperity Fund[1], and the new Skills and Education Act, this proposal is working to BCP's ambitious Economic Development Strategy, proposing a priority framework to boost ambition and facilitate businesses to attract, grow and retain a skilled and diverse workforce.

Capitalising on our unique learning and industrial strengths and recognising our strategic positioning within the South Central and Great South West, we are focused on raising sustainable productivity, attraction, retention and aspiration to unlock a high-skilled and high paid economy across our city region.

[1] Where the priorities outlined in the following section are directly linked to BCP Economic Development Strategy commitments or UK SPF investment areas – EDS or UK SPF reference are included in brackets

Photo: University campus

Source: Arts University Bournemouth

Priority 1: Skills driving productivity

Focus area: Sustainable productivity

- **Boost business creation and growth (E23, E20, EDS)** - facilitating access to start-up and scale-up support, R&D, technology, facilities, expertise, mentoring and funding to grow the private sector, SMEs and high productivity areas (i.e., exemplar sectors).
- **Encourage employer investment in learning** – to boost the existing workforce potential and improve its productivity.
- **Develop bespoke exemplar sector profiles and talent programmes** (EDS) – structured profiling of exemplar sectors' talent needs, growth enablers, future projections, and disruptive trends, and addressing areas where employers are experiencing significant skills scarcity.
- **Pilot automation solutions to labour shortages (E20, EDS)** – explore assistive technology and other innovative solutions to automate predominantly lower-level and elementary roles in care, retail and hospitality and tackle long-standing productivity and skills shortage issues.

"Supporting business creation and growth, investing in research, innovation and high skills would be key to tackling BCP's deepening productivity and wage gaps, and reversing trends of high-growth business decline to unlock the future sustainability and productive capacity of our economy."

Photo: Innovation Studio

Source: Arts University Bournemouth

Priority 2: Work & place centric delivery

Focus area: Attraction

"Attracting a strong labour supply with the right skill mix to fill essential roles, will allow our exemplar sectors to thrive. Aligning learning provision to changing employer needs, emerging technologies and latest workplace trends would be key to unlocking growth in our city region."

- **Promote the city region as a top career and start-up destination (E17, EDS)** –attraction and engagement campaigns (exemplar sectors), highlighting the unique selling points, the BCP's vibrant communities and quality of life and including careers fairs, engagement events and a variety of media outlets while addressing image issues and barriers across sectors where these exist.
- **Create data informed futures** - engage employers, skills providers and learners with the strong local labour market intelligence including current skills gaps, future developments, technology and emerging jobs to inspire talent into key sectors.
- **Accelerate workforce entry (E33, E34, E37)-** encourage alternative fast track routes to work and strengthen the skills supply chain through apprenticeships, bootcamps, CPD, placements, work experience.

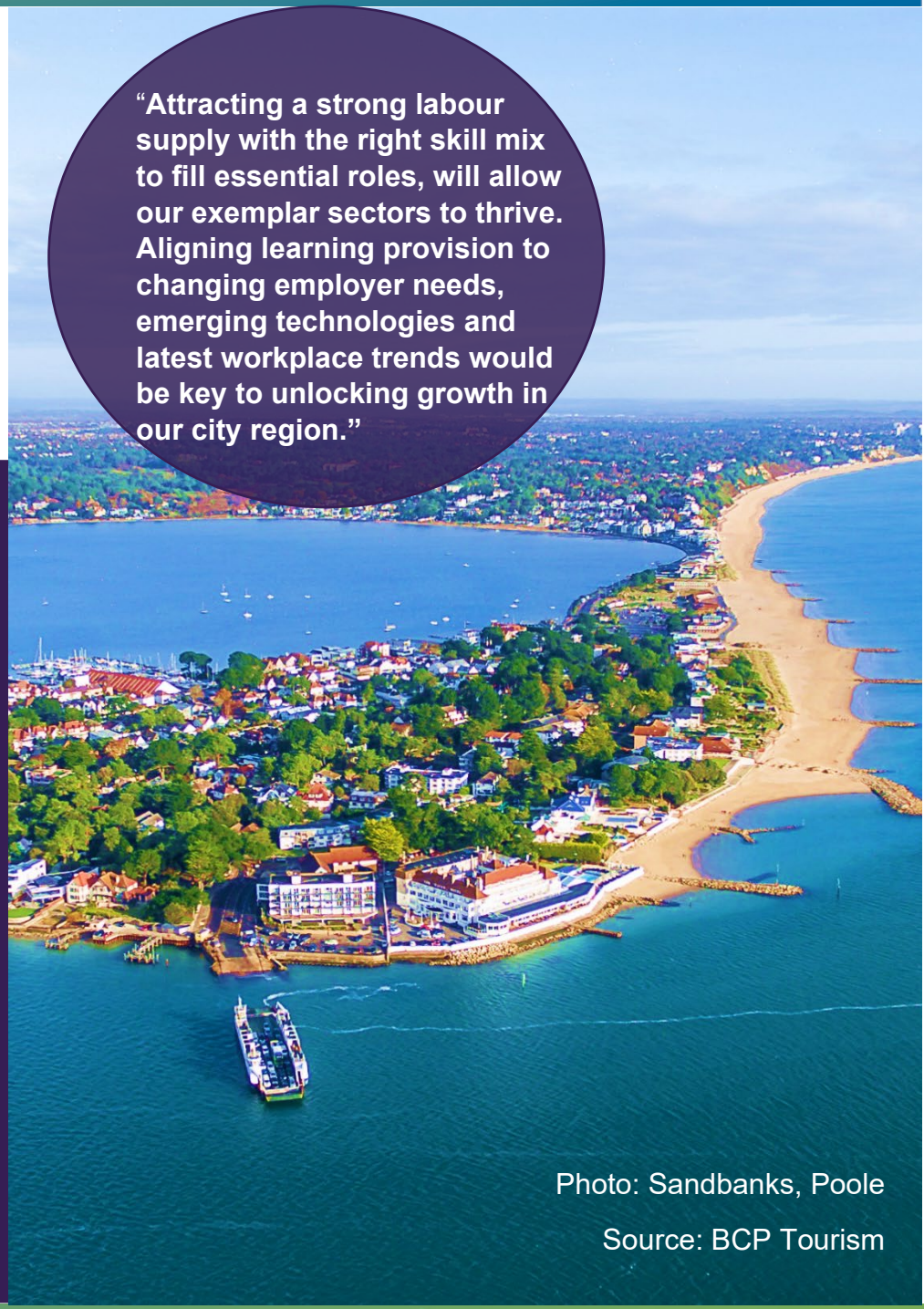


Photo: Sandbanks, Poole

Source: BCP Tourism

"BCP's ability to incentivise more high-skilled talent to stay in the area is essential for succession planning, tackling replacement of critical workforce and boosting new high-skilled and high paid job creation."

Photo: University campus

Source: Arts University Bournemouth

Priority 3: Smart Collaborations

Focus area: Retention

- **Boost cluster collaborations for growth (EDS)** to strengthen existing and develop new Employer Advisory Groups with focus on exemplar sectors, empowering employers to drive curriculum and test transformative strategies to enable growth through skills.
- **Facilitating employer access to students and job seekers** by agreeing a model that clearly outlines practices, areas of expertise, events, and employer engagement opportunities to enable employers to attract and retain the right talent for their key needs.
- **Create a vibrant culture of peer support and learning (E11, E12)**– organise events, networking and learning opportunities, peer support and knowledge exchange to inspire those currently working across exemplar sectors locally, and to attract new talent.

Priority 4: Learning for Life

Focus area: Aspiration

- **Increase availability of high skilled workforce (EDS)**– boost participation in education and Level 4+ qualifications, focusing on high productivity sector needs
- **Remove barriers to employability (E37)** - through targeted interventions at NVQ Level 2 and 3 to reduce the number of people without basic qualifications (E34) and future skills including digital (E36) and green (E39)
- **Innovate lifelong learning solutions** - progress with implementation of modern vocational qualifications (T-Levels) and offer cutting edge re-skilling and up-skilling solutions based on business need and career pathways
- **Capitalise on inspiring employer encounters -** Inspire our young people to make business and data informed choices about their future
- **Equality, diversity and accessibility interventions** across all sectors and all job opportunities.

Photo source: Dorset LEP

Summary of supporting evidence

Skills Driving Productivity Sustainable Productivity	Work & place centric delivery Attraction	Smart Collaborations Retention	Learning for Life Aspiration
• Low productivity - £3.5 less produced per hour worked than the UK average, £1.2 bn output gap per year • BCP ranked 32 out of the 62 cities in terms of productivity • 15% decline in the number of large businesses between 2019 and 2021, compared to only 1% decline nationally • 19% drop in high growth enterprises since 2018 • Prevalence of employment in less productive sectors - 40% vs 35% UK • Strong expansion of demand in the public sector and moderate growth in sectors with higher productivity • Wages 8% lower than national average • 17% of all jobs and 34% of part-time jobs paying below the living wage • 58% of the workforce engaged in mid-skilled and lower-level roles • Automation potential ranging from 29% of care to 69% of elementary roles • Understanding needs of micro business key to ongoing success - Micro enterprises make up 89% of BCP business, 1% annual growth (vs decline in small, medium and large enterprises) • Better utilisation of skills could act as key driver for performance. • 60% of employers had staffing concerns and two-thirds 1+ skills gaps in their existing workforce	• Increased employer demand for labour - circa 44,300 vacancies in 2021-the highest on record, 39% higher than 2020 • A third of the workforce, 76,000 people aged 50-64 expected to retire in the next 15 years • Fewer young people expected to enter the workplace in the next 15 years (68,400 children aged 0-15) • 'Replacement demand' already outweighing the supply, notwithstanding jobs creation – 14,000 new jobs expected by 2030 • Seismic shift in employment levels following COVID-19 (2019 – 2021) • Employment rates declined from 81% in 2019 to 77% in 2021– 4 ppts decline compared to 1 ppt nationally and 11,600 fewer in employment • Unemployment doubled reaching 5.3% and overtook the national rates in 2021 for the first time on record; • Claimants in 2022 are still 32% up on their pre-pandemic levels; • Those economically inactive reached 44,600, and just 7,800 wanted a job. • Reduction of migration workforce.	• Apprenticeship participation fell by a fifth by 2018/19 and further 4% decline recorded over the pandemic, but stronger than national uplift in 2020/21 (1% increase vs 0.8% decline nationally) • Graduate retention declined - <33% remain in the Southwest. • BCP has 48% hard-to-fill and skills shortage vacancies compared to 36% nationally. • Challenges to fill vacancy gaps across all sectors, particularly in: - health and care - advanced engineering - creative and digital - tourism and hospitality • Demand for professionals is exceeding supply across software developers and engineers, accountants, business and data analysts, teachers, solicitors, web designers and many more • Demand for elementary workers – kitchen and bar staff, waiters, cleaning, construction, security has been particularly pronounced post-pandemic.	• Less young people continue education after KS5 (40% vs 47% England) • Smaller proportions of the workforce educated to higher levels (NVQ 4+ 40% vs 43% England) • A fifth of the working age population in BCP (20%) and nationally (22%) does not hold a Level 2 qualification • Evidenced downward trend in adult participation in learning (18% decline between 2014/15 and 2020/21 in BCP, vs 37% nationally) • Trends of occupation shifts and decline in mid-skilled occupations (sales (6%) and process (4%) roles) offer potential for upskilling. • Pronounced gender pay gap and unequal distribution of earnings • 13 (6%) neighbourhoods among most educationally deprived • 13% increase of children living in low-income families (6% increase UK) – linked to worse outcomes • Among the largest gaps in education outcomes between affluent and deprived children

Conclusion

This plan has been co-designed with partners and sets out what we collaboratively need to achieve: creating a strong and productive workforce, driven by innovation, entrepreneurialism, and pride in our beautiful place.

The emphasis of this work is to identify BCP's skills and productivity challenges and define a programme of key priorities and actions to address them, whilst aligning with other related strategies and plans including The Big Plan, the BCP Corporate Strategy, the Dorset Local Industrial Strategy, as well as the recently agreed Economic Development Strategy 2022-26 and the Dorset Local Skills Report. This plan also supports the local delivery of the Levelling up agenda, the new Skills Bill and the Local Skills Improvement Plan.

The BCP Skills Plan outlines clearly what needs to be done offering a strong agenda for local leadership and collaborative working to help our economy, business and people to build resilience, realise emerging growth in our exemplar sectors, such as advanced engineering, fin-tech, green, health innovation, digital and creative and meet Net Zero ambitions, while adjusting to demographic and technological change.

Setting out an ambitious agenda to create a learning region, from focusing on our young people to delivering higher level skills for our economy, and better connect businesses to training providers, we will strengthen our existing partnerships and create new collaborative clusters to attract and retain talent locally and respond to the economic and skills challenges of today and prepare for the future.

Photo: Sunset beach volleyball

Source: BCP Tourism

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CABINET

Report subject	**Levelling Up - progress report**
Meeting date	14 December 2022
Status	Public Report
Executive summary	This is a progress report on the Council's work on Levelling Up across Bournemouth, Christchurch and Poole (BCP). This follows an initial Cabinet report in January 2022 which set out a preliminary response to the Levelling Up agenda, in advance of the Government's Levelling Up White Paper being released and committed to bringing a more detailed report to Cabinet once the recommended work had been progressed. This report provides an update on progress to date since January 2022, as well as further information on what the data is telling us, including the commissioned Impact Report from This Is Purpose (appendix 1), and also sets out the next steps. It is recommended that work continues to progress Levelling Up across Bournemouth, Christchurch and Poole as it remains a key national policy. Our overarching local objective for Levelling Up is to use the frameworks of the Levelling Up White Paper and Levelling Up Goals to support the delivery and ambitions of our Corporate Strategy and Big Plan.
Recommendations	**It is RECOMMENDED that Cabinet:** **a) Note the excellent work of officers to positively take forward the Levelling Up agenda** **b) Acknowledge the information and recommendations in the Impact Report from This is Purpose and consider which of these if any could be taken forward subject to there being available budgets** **c) Agree work should continue across the Council with a focus on the agreed priorities to level up the BCP Council area**
Reason for recommendations	The values of Levelling Up intrinsically align with the priorities and commitments made in the Council's Big Plan and Corporate Strategy. Committing to level up Bournemouth, Christchurch and Poole enables the Council and its residents to benefit from this key political agenda and opportunities for investment.
Portfolio Holder(s):	Councillor Toby Johnson – Lead Member for Levelling Up and Skills
Corporate Director	Adam Richens – Chief Finance Officer and Director of Finance (Corporate Sponsor for Levelling Up BCP) Chris Shephard – Director for Economic Development (Senior Responsible Officer for Levelling Up)
Report Authors	Sophie Bradfield – Principal Policy Officer

Wards	Council-wide
Classification	For Update

Background

1. A Cabinet report in January 2022 set out the Council's preliminary response to Levelling Up in advance of the Government's delayed Levelling Up White Paper (LUWP) being released. Our plans included commissioning an Impact Report with This is Purpose, and further information is detailed on this in the 'Progress to date' section of this report.

2. This paper asks Cabinet to note the excellent work of officers to positively take forward the Levelling Up agenda as detailed in this progress report. To acknowledge the information and recommendations in the Impact Report in appendix 1 and analysed in this report in the 'What the data tells us' section and consider which of the recommendations could be taken forward subject to available budgets. Lastly to agree that work should continue across the Council with a focus on the agreed priorities noted at point 13 of this report and to commit to continue to level up the BCP Council area.

3. A lot has happened since the initial Cabinet report in January 2022. The Levelling Up White Paper was released on Wednesday 02 February outlining four overarching objectives and a set of twelve missions to be achieved by 2030. These were underpinned by a series of suggested metrics.

4. Upon release of the white paper, Council officers mapped our Corporate Strategy and Big Plan priorities to the Levelling Up objectives and missions as well as the Purpose Coalition's Levelling Up Goals and set about establishing a set of local priorities. Drawing on local data and insights and discussions at a Members Briefing on Tuesday 08 February 2022, chaired by Councillor Toby Johnson, Lead Member for Levelling Up and Skills, a set of Levelling Up priorities for BCP Council were agreed (detailed at point 13 of this report).

5. The national direction for Levelling Up and capacity of Government to support Levelling Up has been somewhat impacted by political and economic events. Since the release of the White Paper in February 2022 the UK has had 3 Prime Ministers and 2 changes to the Secretary of State for Levelling Up, Housing and Communities.

6. The current Prime Minister Rishi Sunak has reaffirmed his commitment to delivering Levelling Up as a key 2019 manifesto commitment. So far, Sunak has stated the importance of investing in education and skills to improve people's lives and already has radical education reforms planned. In Prime Ministers Question's on 26 October Sunak noted the importance of Levelling Up across the country, not forgetting deprived areas in rural, coastal and southern communities.

7. With the growing issues around cost of living and rising inflation putting unprecedented pressure on the public purse, Levelling Up is more important than ever and remains a key policy agenda across parties. Reappointing Michael Gove as Secretary of State for Levelling Up, Housing and Communities also reaffirms Sunak's commitment to Levelling Up and the content of the LUWP originally released under Gove.

8. Despite national uncertainty around the direction of Levelling Up, many organisations including local authorities have continued with implementing Levelling Up plans and initiatives. BCP Council has been busy establishing a direction of travel and governance for Levelling Up that supports the delivery and ambitions of our Corporate Strategy and Big Plan.

Progress to date

9. The initial Cabinet paper in January 2022 speculated what might be included in the Government's Levelling Up White Paper (LUWP) and analysed data to see what Levelling Up would mean for us locally. We committed to forming an officer working group to develop a work plan and progress, working closely with the Lead Member. There was a commitment to review the white paper when published and consider how existing, planned and future work could contribute to Levelling Up. Commitments were also made to commission a Levelling Up Goals Impact Report, to continue work on the skills agenda, to hold a Member's Seminar to discuss and agree areas of focus and, to present a more detailed report on Levelling Up to a future Cabinet meeting once the aforementioned work had been progressed.

10. At the end of 2021 BCP Council became a leading member of the Levelling Up Councils Coalition, part of the wider Purpose Coalition, organisations who have adopted the Levelling Up Goals and are actively working towards Levelling Up their communities. This was prior to the release of the Government's LUWP.

11. When the LUWP was first released in February 2022, it was noted as *the* flagship Government policy and a mapping exercise was undertaken to see how the Levelling Up White Paper objectives and missions aligned with the Council's Big Plan and Corporate Strategy priorities, as well as the Levelling Up Goals that the Council had adopted from the Purpose Coalition. The outcome of this is attached in appendix 1 on page 8.

12. It showed that BCP Council has a series of priorities and commitments made in the Big Plan and Corporate Strategy which intrinsically align with the values of the Government's Levelling Up agenda. This isn't surprising as Levelling Up is in essence a framework for social mobility and social impact focusing on different social, economic and environmental factors that impact the quality of life that people have and the opportunities that are available to them to improve their lives. As the lead member for Levelling Up and Skills, Cllr Toby Johnson, noted, "the Levelling Up agenda's biggest effect has been giving these long-established issues political visibility and the further motivation to tackle them; it requires the strength and bravery to grab the opportunity."

13. On Tuesday 8 February 2022 the Council held a Members Briefing, chaired by Cllr Toby Johnson to discuss Levelling Up and what it meant locally for BCP Council. The meeting began with an introduction from Justine Greening, Founder of the Levelling Up Goals and former Education Secretary, explaining the purpose of the goals and the work the Council had begun with the Council Coalition. From these discussions and drawing on local data and insights as well as the gained knowledge from the Government's LUWP, the following Levelling Up priorities were established for BCP Council:

    a. Increase support and development opportunities for children and young people
    b. Address cost of living issues including affordable housing
    c. Address skill shortages and low skill attainment
    d. Reduce health inequalities and disparities between wards
    e. Improve transport links including cycling infrastructure

    By focusing on these priorities, it will also help improve the area's productivity rate which is below the national average.

14. Three of the Levelling Up Goals were also identified as priority goals based on these established Levelling Up priorities. These are: goal 2 'Successful school years', goal 8 'Good health and wellbeing' and goal 14 'achieve equality through diversity and inclusion'.

15. Having agreed a clear sense of direction for Levelling Up locally, a Levelling Up Programme Board for BCP Council was created in June 2022, to oversee and monitor workstreams for

the delivery of Levelling Up and also consider future plans. The updates below are based on these workstreams. Further information on the Levelling Up Programme Board is set out in appendix 2.

16. **Funding:** Knowing that the Council's Big Plan and Corporate Strategy priorities and commitments align so closely with the values of Levelling Up, the opportunity presented by Levelling Up to fund and enhance existing commitments was explored in detail. In February 2022 the Council took part in research for the Department for Levelling Up, Housing and Communities into the assessment criteria used for Levelling Up funding, having been unsuccessful in the first round. In July 2022 we submitted three Levelling Up fund bids for Levelling Up Fund 2 as agreed through the Big Plan Steering Group. Government has suggested it will inform applicants of the outcome before the end of the financial year.

17. The Council was also allocated £4.2m for the UK Shared Prosperity Fund (UKSPF), a Government fund which replaces EU 'structural funds'; and £1.9m for Multiply, Government funding to improve adult numeracy skills. Government set out that the UKSPF will fund initiatives across three Investment Priorities namely: Communities and Place, Supporting Local Businesses and People & Skills. Local Authorities were to choose from 42 "interventions" to align their Investment Plans to. Initially, Economic Development Officers led an internal collaborative exercise with colleagues to help identify and select the most relevant interventions from the 42, that could most effectively help deliver on key strategies related to the three Investment Priorities. This approach was then tested with key stakeholders including the Dorset Local Enterprise Partnership (DLEP), Dorset Chamber of Commerce & Industry, the Community Action Network and colleagues from adult learning and skills and communities, before refining based on this feedback and sharing with the Leader, Deputy Leader and Lead Member. The timeframe was extremely short, and the Investment Plan high level at this stage. Due to this short time frame, Members were updated on these points through the sharing of a Powerpoint presentation and were also advised that there will be further engagement and discussion on how these interventions will be delivered will be provided once Government approval is given. The completed plan was submitted to Government in July. Given the original expectation was that projects would begin in 22/23, officers expect to hear from Government by the end of the year.

18. There have been positive communications with Dorset Council on the UKSPF and Multiply plans which creates opportunities for joint working and economies of scale where appropriate. The Council also submitted an expression of interest for the Government's plans for Investment Zones despite a very short application period, ensuring the potential opportunities were explored. However, in the recent Autumn Statement, the Government said it will refocus the Investment Zones programme to catalyse a limited number of high potential clusters. It stated that the existing expressions of interest will therefore not be taken forward. It should be noted that this was a useful exercise in understanding our local opportunities and presenting these to Government, again raising the case for Levelling Up investment in BCP.

19. The Council has also been successful with its award of funding from the Towns Fund, a funding scheme launched by the Government for towns to improve their economy. Bournemouth secured almost £22million as part of the 'Town Deal' to turbo charge ambitious regeneration plans for Boscombe, creating opportunities for residents and businesses alike, whilst protecting the town's unique heritage and character.

20. This work is being facilitated by the Council, with overall direction provided by the Strategic Towns Fund Board, a cross section of private and public sector partners as well as community representatives who are keen to see Boscombe grow and thrive. This is regeneration led by the community, for the community, and is another great example of how the Council is working to Level Up the area.

21. **Partnership working, Lobbying and Thought Leadership:** In January 2022 officers began working with ADEPT (Association of Directors of Environment, Economy, Planning & Transport) who have been bringing local authority's together to share learning and best practice on the response to Levelling Up. BCP Council officers presented their work on how Levelling Up could be measured from a local authority perspective which has shaped ADEPTs lobbying work on this and we are also inputting into a toolkit for local authorities on the opportunities and challenges presented by Levelling Up.

22. In November 2021, thanks to an introduction by the Leader, officers began conversations with This Is Purpose about their work on Levelling Up prior to the release of the Government's LUWP and the Council officially signed up to the Levelling Up Goals after the recommendations in the January Cabinet paper were approved. BCP Council quickly became a leading council of the Levelling Up Councils Coalition, adopting the Levelling Up Goals framework and helping to shape how these work for local authorities. Officers commissioned an Impact Report with This is Purpose, using the framework of the Levelling Up Goals advocated by the Purpose Coalition. The aim was to have an independent view on the Council's activities and provide recommendations to focus its Levelling Up aspirations on. Officers also made contact with Bournemouth University, who are also commissioning a report on the Levelling Up Goals.

23. A copy of the completed Impact Report is included in appendix 1 and further analysis of this is explored in the 'What the data tells us' section of this report. Justine Greening has provided a foreword to the Impact Report and fed into the recommendations providing a future focus for the Council's Levelling Up aspirations, and work with the Council's Coalition continues.

24. As a leading member of the Council's Coalition officers have been proactive in getting in touch with other member local authorities, to share best practise and see how the coalition can start to influence this agenda with Government.

25. BCP Council's Lead Member for Levelling Up and Skills, Cllr Johnson, has also been engaging with local MPs, establishing a connection with the Department for Levelling Up, Housing and Communities (DLUHC) on this work.

26. **Data, insights and Performance monitoring:** A core part of responding to the Levelling Up agenda is about horizon scanning; utilising connections with organisations such as Key Cities, Centre for Cities, ADEPT and the Local Government Association; attending webinars and being a thought leader, to keep up to date with the latest developments and thinking from a local authority perspective and beyond. Through this, for example, it has been recognised that there are strong connections between tackling health inequalities and enabling better participation in the labour market which in turn improves productivity. As part of the Integrated Care Partnership, BCP Council has acknowledged the importance of partnership in tackling the wider determinants of health inequalities and as noted in the Government's LUWP, this is a key mission of Levelling Up.

27. In February 2022 Cabinet agreed the Corporate Strategy and supporting Performance Management Framework would align to the Levelling Up Goals, embedding them into annual Performance reporting and into the Corporate Strategy delivery plans. In July 2022 we produced an End of Year 2021-22 Progress Report on the Levelling Up Goals compared with progress with activities in the Corporate Strategy. This went to Cabinet as part of the Corporate Performance report.

28. We've also led work on measuring Levelling Up and what it means for us at a local level, feeding this insight into the Council Coalition and ADEPT. The Council's work on this has been commended by This Is Purpose and more can be seen in the Impact Report in appendix 1.

29. **Council activities and service integration:** In February 2022 a corporate sponsor, Adam Richens, was nominated from the Corporate Management Board to further the Council's commitment to the Levelling Up agenda, helping to embed Levelling Up in Council activities. Further work on embedding Levelling Up into decision-making is being pursued and includes integrating the Levelling Up Goals into the Decision Impact Assessment tool.

30. In March 2022 a workshop was held with Directors across the Council to map current, planned and future Council activities to the LUWP objectives. This was a very helpful exercise to see once again how the values of Levelling Up align with the activities in each of directorate, offering opportunities and helping to embed Levelling Up in all the Council does.

31. The first meeting of the Levelling Up Programme Board was held in June 2022 adding governance to the established Levelling Up priorities with an objective to: Use the frameworks of the Levelling Up White Paper and Levelling Up Goals to support the delivery and ambitions of our Corporate Strategy and Big Plan.

32. In order to produce the Impact Report from This Is Purpose, a Levelling Up audit was required which involved mapping the Council's current and planned work with the Levelling Up Goals. This involved officers from areas across the Council including those from skills and learning adult community education, economic development, SEND, early years, sustainability, HR, equality and diversity, corporate policy and communities. This was captured in a pro forma and this information was analysed as part of the Impact Report in appendix 1.

33. Contributions to the LUWP missions and Levelling Up Goals have also been assessed as part of the Smart Place Strategy, Skills Plan and Levelling Up is a focus in the Council's Economic Development Strategy.

34. **Devolution:** The LUWP sets out a devolution framework looking to empower local leaders "to develop local solutions to local problems". Exploratory work continues on opportunities for BCP Council which is set out in a separate Cabinet paper.

What the data tells us

35. **The Place:** Bournemouth, Christchurch and Poole (BCP) has a combined population of 400,300 and a £10bn economy supported by the tenth largest urban local authority in England. It's a region that promotes and enables wellbeing in all its forms with 15 miles of south-facing sandy beaches and 19 Sites of Special Scientific Interest making up nearly a fifth of the area, as well as being home to the 2nd largest natural harbour in the world. This promotes a healthy work life balance, shaping people's everyday lives. The outstanding natural environment is something residents cherish about living in BCP with a strong sense of belonging to the local area. Yet, like many places BCP has areas of contrast, including some of the most affluent and most deprived areas in England.

36. There are three world-class universities with about 22,000 students; a multiple site college catering for 11,000 students and collaborating with over 2,000 businesses delivering one of the most successful apprenticeship programmes in the country; and 20 schools as well as a long-established language school sector.

37. **The People:** The local population is ageing, with predictions that by 2028, 24% will be aged 65+. BCP Council is a member of the Dorset Armed Forces Covenant given the proportion of local residents identifying as current personnel or veterans. BCP also has a high proportion of unpaid carers. In the 2011 census, 11% of the local population identified as unpaid carers with the majority providing up to 19 hours of care per week and it's suspected this number will have risen since then. Life expectancy and healthy

life expectancy is better in BCP than it is nationally, and this has generally been improving. However, there are some areas where our populations health could be better. Deprivation is strongly linked with many health outcomes, with clear inequalities in life expectancy across the BCP area.

38. The relationship between unemployment and health status is clear at ward level for BCP. Wards where levels of unemployment are significantly above the BCP average also have the lowest life expectancy. Areas with the highest unemployment rates are significantly more likely to include residents that have no or few qualifications, people with disabilities and mental ill-health, those with caring responsibilities, lone parents, some ethnic minorities, older workers and particularly young people. These data insights have really strengthened the case for Levelling Up the BCP area with a focus on our local Levelling Up priorities set out at point 13 of this report.

39. **The Economy:** Around 61% of the total resident population are of working age with higher concentrations of employment in financial services (with the largest financial sector outside London), real estate, tourism & hospitality, arts, entertainment and creative industries, and healthcare. There is also a rich engineering and advanced manufacturing sector. The proportions of workforce educated to higher levels have fallen behind the national, while a fifth of working age people have no Level 2 qualification, regarded a basic standard for numeracy, literacy, and employability.

40. The pandemic had more profound effects on the BCP labour market than seen nationally particularly impacting businesses in the tourism and hospitality sector. Despite this, rapid adaptation and digital adoption allowed large parts of the economy to bounce back. BCP was among the top business survival rate nationally. With up to a third of the workforce expected to move into retirement, the area needs to invest in young people and create opportunities locally for them to enter the workforce.

41. **Cost of living:** Wages are 8% lower than the average earnings in England. This is most notable for women who earn 16% less in BCP compared to the England average. Average house prices and rental costs are significantly higher than average wages and this has only been exacerbated by rising inflation, making housing affordability a key issue for the area.

42. **Measuring progress with Levelling Up:** Using metrics and data is an important part of Levelling Up to understand where strengths, weaknesses, threats and opportunities lie locally with the Levelling Up agenda, however it's not easy to get right. The Government published a technical annex as part of the Levelling Up White Paper outlining a series of suggested metrics to measure progress with the Levelling Up missions. As part of this, the ONS has been developing a tool where people can explore and compare how local authorities sit with some of these metrics where available: Subnational indicators explorer - Office for National Statistics (ons.gov.uk).

43. The Impact Report from This Is Purpose provides a complimentary framework in the Levelling Up Goals and underlying metrics by which to measure ourselves on progress with Levelling Up. The Council has been commended by This Is Purpose as a leading example of an organisation on the ground that is using its own expertise to measure its Levelling Up impact. Officers within the Council's Policy and Research team undertook a comparison exercise of metrics including those in the Levelling Up White Paper and Levelling Up Goals framework and insights from this have fed into the development of the Purpose Coalition's measurement of the Levelling Up Goals as shown in the Impact Report at appendix 1.

44. Using the measurement piece from the Impact Report, a visual representation of the Council's performance for each of the Levelling Up Goals can be seen in figures 1 and 2 on the following page. The analysis gives a helpful snapshot however limitations with data availability mean this doesn't detail the whole picture.

Figure 1: BCP Council current performance on the goals

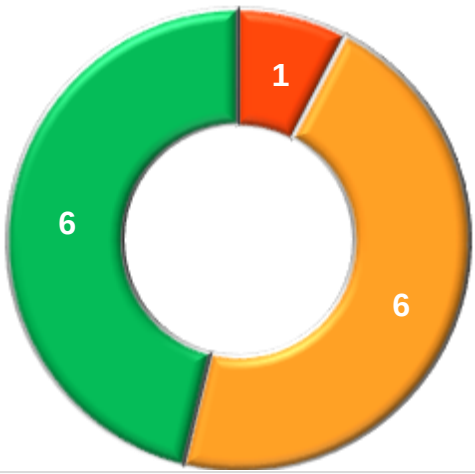
Key

Performing above national average

Some aspects above and some below national average

Significant aspects below national average

Figure 2: BCP Council overall performance on the goals



45. Looking at figure 1 and 2 above, BCP Council can demonstrate many areas where it is above the national average and also where further work is needed. This provides a useful benchmarking exercise and further work on this is important to ascertain local ambitions and targets for priority areas.

46. There is one goal to draw out in particular where the Council is overall performing below the national average. This is goal 7 'Widening access to responsible credit and closing the savings gap'. This goal looks at personal finances and debt and the impact that affordability of day-to-day essentials can have on accessing opportunities such as advice and skills to realise potential. As noted previously, wages in BCP on average are below the national average and it's important to continue addressing this as part of local Levelling Up plans. The Council's Economic Development Strategy and Skills Plan set out what needs to be done to improve local productivity and ultimately, increase wages where needed.

Next Steps

47. Levelling Up the BCP area has progressed since the initial Cabinet paper in January 2022, as set out in this report. The Impact Report in appendix 1 gives a clear direction of next steps and opportunities for working with partners, especially those in skill development, education and health. It is recommended that the programme of work continues, particularly where the data and Impact Report has identified gaps to enhance what the Council already does in these areas.

48. The Impact Report has been very helpful in identifying strengths, weaknesses, opportunities and threats for Levelling Up Bournemouth, Christchurch and Poole. The Council's strong corporate vision and strategy are noted as helping it to deliver the Levelling Up Goals. Notably the Council is commended on extensive examples towards achieving the first three goals, which look at the way young people, their parents, carers and teachers are assisted in achieving their potential, as well as goal 14 'Achieving equality through diversity & inclusion'. The analysis also demonstrates areas for improvement such as where we have metrics below the national average. A series of recommendations have been made by This Is Purpose to further the work of the Council towards achieving the Levelling Up Goals. These recommendations are made under each of our Corporate Strategy Priorities and include:

    - Sustainable Environment - embed sustainability education into children and adult education
    - Dynamic Places - work with local partners on a place-based approach to Levelling Up
    - Connected Communities - continue to use data to identify emerging trends and support disadvantaged groups such as helping more people with disabilities into employment
    - Brighter Futures - look at an apprenticeship levy transfer scheme for the whole area
    - Fulfilled Lives - work closely with the Purpose Coalition network on addressing support for cost of living

    Further detail can be found in the Impact Report in appendix 1. The Council can continue conversations with This Is Purpose on these recommendations and explore how they may build on existing work on Levelling Up.

49. The Council, through the Levelling Up Programme Board, will continue to horizon scan and be responsive to political, social and economic challenges and explore emerging opportunities as they arise. Efforts will be focused on making improvements in the priority areas that matter to the Council and use the frameworks

of the Levelling Up White Paper and Levelling Up Goals to support the delivery and ambitions of our Corporate Strategy and Big Plan. Work will also continue on measuring the impact of Levelling Up locally.

50. With support from the Lead Member, officers will continue integrating Levelling Up into Council activities and decision-making and will review how local success with Levelling Up is measured.

51. Working with partners such as ADEPT and the Councils Coalition will continue, supporting campaigning and lobbying work to ensure the voices of local authorities are heard in the Levelling Up agenda. This is amplified through the Purpose Coalition led by Justine Greening who campaign to ensure Levelling Up remains a Government priority focused on social value and social impact.

52. As an integral part of the Integrated Care Partnership, work will continue to tackle health inequalities and the wider determinants, helping to shape the Integrated Care Partnership Strategy.

53. Lastly, there is a requirement to enhance communications on the importance of Levelling Up the BCP area to staff, residents and stakeholders. Work continues with the Council's Communications team to create an external-facing website as well as an intranet page for staff to boost knowledge and embed the values of Levelling Up in their work.

Options Appraisal

54. To either:

- support the recommendations and continue to level up the BCP Council area which will enable the Council and its residents to benefit from this key political agenda and opportunities for investment
- Not support the recommendations, and potentially miss out on future Government investment to support our vision, and key policies and strategies

Summary of financial implications

55. Should any funding be required for this work an existing budget or budgets would need to be identified before any commitments are made. There is therefore no expectation that this would have any impact on the MTFP.

Summary of legal implications

56. There are no legal implications associated with this report.

Summary of human resources implications

57. As noted previously, there are no additional direct human resource implications from this work. It is likely that, to help achieve the proposed approach, appropriately skilled Council officers who have this work as part of their usual business will be required to contribute some time and expertise. It will be in the interest of all services to collaborate as this could result in attracting Government funding for their projects.

Summary of sustainability impact

58. This report has no direct carbon reduction impact however a key aspect of the Council's work on Levelling Up has been around adopting the Levelling Up Goals which are a national subset of the international Sustainable Development Goals and therefore there is a positive sustainability impact through embracing the Levelling Up agenda. As this is a progress report a Decision Impact Assessment (DIA) is not needed however corresponding projects should have their own DIA.

Summary of public health implications

59. Two of the twelve missions of the Government's Levelling Up White Paper are around health and wellbeing and addressing health inequalities. Reducing health inequalities has also been identified as a Council priority for the Levelling Up agenda supported through the work of the Integrated Care Partnership, System and Board.

Summary of equality implications

60. Levelling Up at its core is about reducing inequalities and increasing equality of opportunity so there are many positive equality impacts from the Council embracing this agenda. As this is a progress report an Equality Impact Assessment (EIA) is not required. Corresponding projects should have their own EIAs.

Summary of risk assessment

61. There are no identified risks associated with accepting the recommendations from this report

Background papers

Levelling Up - Cabinet Paper January 2022 – Published work

Skills Plan 2022-2026 – Due to be published

Appendices

Appendix 1: Levelling Up Impact Report

Appendix 2: Levelling Up BCP Council, strategic direction and implementation

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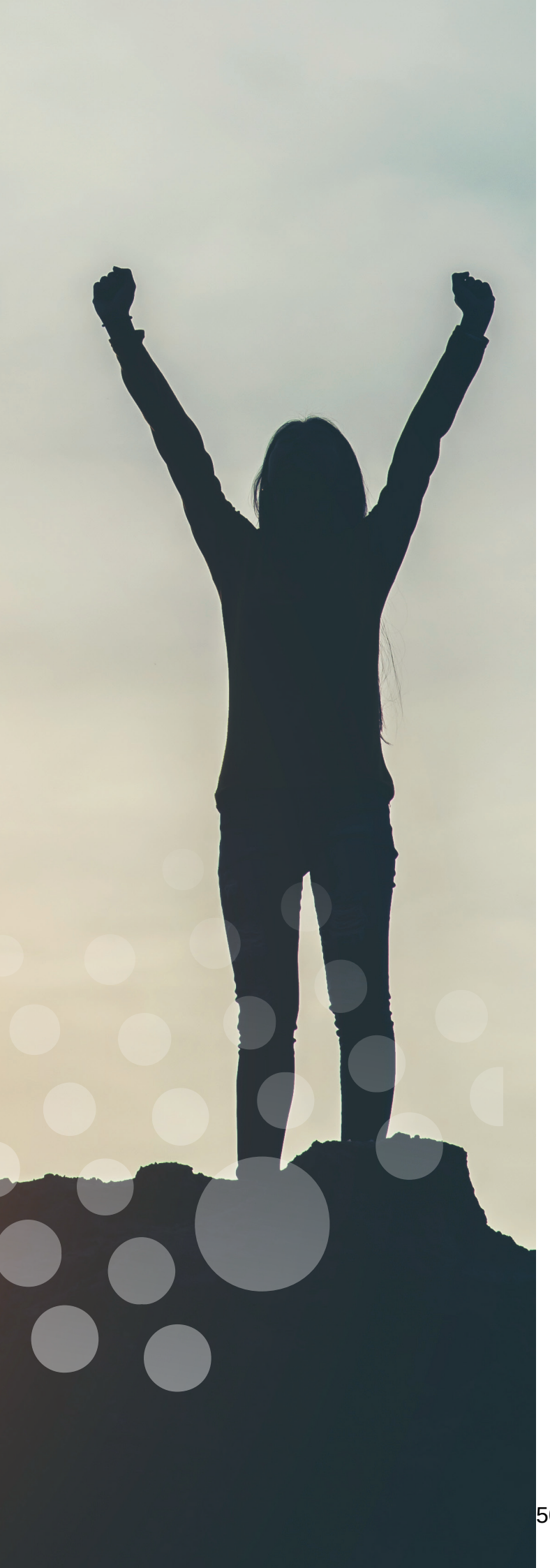
Levelling Up
Impact Report

BCP Council

THE PURPOSE COALITION

Proudly run by this is purpose

LEVELLING UP GOALS



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Mapping BCP Council's activities against the Levelling Up Goals

Foreword

Rt Hon Justine Greening
Founder of the Levelling Up Goals and
Former Secretary of State for Education

Bournemouth, Christchurch and Poole is brimming with prospects, positivity and pride. It's a place where culture and heritage meet innovation and modernity, village meets town, country meets coast, creativity meets digital, businesses flourish and people thrive.

It's communities are vibrant and diverse, with an outstanding quality of life, where everyone plays an active role – a globally-recognised coastline of opportunity, where people love to live, learn, work, explore, invent, relax and play.

Bournemouth, Christchurch and Poole is a coastline of opportunity.

Home to a thriving £10bn economy and a population of around 400,000 the BCP region is backed by the tenth largest urban local authority in England – BCP Council.

This gateway to the Central South and South West is home to a rich engineering and advanced manufacturing sector, and the largest financial sector outside London, represented by global financial services companies. The Port of Poole and Bournemouth International Airport provide access for an increasing amount of freight and growing passenger numbers.

Fifteen miles of south-facing sandy beaches and 19 Sites of Special Scientific Interest make up nearly a fifth of the area, as well as the second largest natural harbour in the world, attracting thousands of tourists each year.

Added to this is a rich cultural offer, with five Arts Council National Portfolio Organisations and a depth of grassroots talent, and a range of sporting prowess including AFC Bournemouth. The three universities, college and international education establishments provide fantastic opportunities for life-long learning.

However, amongst these attributes are areas of significant deprivation, indeed nine pockets of deprived areas within BCP have been labelled as among the most deprived 10 per cent in England.

And it is that, in part, which BCP Council must focus on in its attempts to level up the region and make it one that offers equal opportunities for all.

This report takes a look at the work of the council on social mobility set against the 14 Levelling Up Goals. It assesses where and how it is meeting those Goals and highlights the areas where it might make even more impact on its staff and the wider public.

The 14 Levelling Up Goals were created with the Purpose Coalition - a group of purpose-led organisations. They create a common architecture and language with which organisations can measure their progress, benchmarking it against others.

This allows those organisations to target their social impact more effectively and collaborate through partnerships and the sharing of best practice.

BCP Council is leading the way in terms of what it offers against the 14 Levelling Up Goals, being able to offer extensive examples in every category.

It shows particular strength in Goals 1, 2 and 3 which talk about the ways in which young people, their parents, carers and teachers are assisted in achieving their potential.

Another area in which the council excels, is in Goal 14 - Achieve equality through diversity and inclusion.

It illustrates numerous ways in which it supports the community in its entirety, such as providing a mouthpiece for marginalised communities in the form of network groups, and partnering with businesses and other organisations on diversity education and goals.

BCP Council's strong corporate vision and strategy means that it is well on the way to delivering vibrant communities with a good quality of life where everyone plays an active role.

Cllr Toby Johnson, Lead Member for Levelling Up and Skills at BCP Council

BCP Council has been proud to work with This Is Purpose's Levelling Up Councils Coalition to produce this report. It is designed to give us an open and frank view of where we are as a Council in combatting the very real inequalities that blight our conurbation in distinct pockets across our three towns.

We have been, and will continue to be ready to face up to the fact that our towns need positive action from their council to fight those problems that are too often ignored by others due to our image as three thriving seaside towns and bustling tourist destinations; denying the problems exist is what has led to them being so deeply ingrained and developing into the pockets of deprivation that they have done.

As an administration, work such as this report shows our commitment to ensuring that the council takes responsibility for its role in eliminating these inequalities, as councils have a unique position and role in ensuring that both their own policies and those imposed nationally are targeted at the residents who need that support the most. The creation of my position of Lead Member for Levelling Up and Skills is another piece of evidence.

As Justine mentions in her foreword, BCP is home to so much positivity, productivity and capacity for incredible growth. We have the foundations to keep our towns growing into places that lead the country in many areas and in several ways; however, this cannot be achieved if a far too large percentage of our residents are unable to contribute as much as their potential would allow due to infrastructural and societal inequalities. Place and people potential are intrinsically linked; one cannot reach its zenith without the other.

"This report shows our commitment to ensuring that the council takes responsibility for its role in eliminating these inequalities."

The Journey to the Levelling Up Goals

In 2015, as Secretary of State for International Development, Justine Greening MP led the UK delegation to the United Nations (UN). Along with 184 international partners, she helped to establish the UN's Sustainable Development Goals (SDGs).

In 2015, as Secretary of State for International Development, Justine Greening MP led the UK delegation to the United Nations (UN). Along with 184 international partners, she helped to establish the UN's Sustainable Development Goals (SDGs). In 2017, the SDGs were made more 'actionable' by a UN resolution adopted by the General Assembly which identified specific targets for each goal, along with indicators used to measure progress towards each target.

These 17 interlinked, global goals were designed to be 'a blueprint to achieve a better and more sustainable future for all'. They marked a shift from the previously established Millennium Development Goals (MDGs), following the Millennium Summit of the United Nations in 2000. In contrast to the MDGS, the SDGs were nationally-owned, country-led and targeted wealthy, developed nations as well as developing countries.

Since then the COVID-19 pandemic has only exacerbated many of the problems relating to social inequality in the UK.

The recovery is a chance for the United Kingdom to address these issues and level up but that requires updated and specific goals in order to outline, inspire and measure progress. The most committed signatories of the Social Mobility Pledge, the Purpose Coalition, aim to improve social mobility in the UK and have responded to this challenge with the launch of the Levelling Up Goals in February 2021.

These new Goals draw on expertise provided by academia and businesses which has been applied to the unique challenges facing the UK in levelling up. They focus on key life stages and highlight the main issues that need to be resolved in order to create a level playing field for all in this country. The Levelling Up Goals are intended to guide how the urgent ambition to level up the UK can actually be achieved. The impact of the work carried out to do this can, and should, be measurable.

Sub-goals with quantifiable targets and measurements against which progress can be charted within the 14 Goals are being developed by the Purpose Coalition. This will create a more transparent and mensurable framework with which to monitor and subsequently address problems of social mobility and inequality.

The Levelling Up Goals are designed to look at the outcomes of CSR strategies and measures that organisations operate. Many organisations are doing outstanding work and making important contributions to society but are still measuring this via inputs – a measure that focuses on pounds, shillings and pence rather than real impact on human lives.

Crucially, these Goals are a shared framework. Justine and the wider Purpose Coalition believe that with a common understanding and objectives, there can be action that drives change on the ground. Distinct entities, including local authorities, universities, businesses, policy-makers, and public sector bodies can work together, with the shared Goals being a uniting and motivating foundation for progress. As the problems which cause social inequality in the UK are interlinked, it seems that the response to these problems must also be collaborative.

The Purpose Coalition has encouraged local authorities, businesses and others to share their own best practice with other organisations so they are not only demonstrating their own commitment, but creating a shift towards purpose-led organisations. The Goals can encourage an extension of this co-operative exchange of information which can be used to help level up Britain.

The Purpose Coalition has a cross-party group of MPs that were consulted as part of the creation of the Levelling Up Goals and who are ongoing supporters of the work that the organisation does.

This engagement includes focused roundtable policy discussions, best practice seminars and events.

In February 2022 the former Levelling Up Secretary Michael Gove unveiled the government's flagship Levelling Up White Paper. The document set out a plan to transform the UK by spreading opportunity and prosperity to all parts of it

At the heart of the document were 12 bold, national missions - all quantifiable and to be achieved by 2030. These missions are the government's policy objectives for levelling up, and thus form the heart of the government's agenda for the 2020s.

These 12 missions align closely with the 14 Levelling Up Goals and BCP Council's priorities. As can be seen in the table from BCP Council below, there are several areas where BCP Council's priorities, outlined in its Corporate Strategy and Big Plan, are closely aligned to, and already delivering on, the government's Levelling Up Missions.

It is also important to note that Levelling Up Goals 13 (Harnessing the energy transition) and 14 (Achieving equality through diversity and inclusion), and the council's sustainable environment strategic priority are overarching and could fit in across most of the Levelling Up Missions.

Focus area	Government missions	BCP Council Corporate Strategy and Big Plan priorities	Levelling up goals
Objective 1:	Boost productivity, pay, jobs and living standards by growing the private sector, especially in those places where they are lagging		
Living Standards	By 2030, pay, employment and productivity will have risen in every area of the UK, with each containing a globally competitive city, with the gap between the top performing and other areas closing.	- **Big Plan: Infrastructure** - **Corporate Strategy: Dynamic Places** - Create a sustainable, vibrant and inclusive economy	**Goal 5:** Open recruitment **Goal 6:** Fair career progression
Research & Development (R&D)	By 2030, domestic public investment in Research & Development outside the Greater South East will increase by at least 40% and at least one third over the Spending Review period, with that additional government funding seeking to leverage at least twice as much private sector investment over the long term to stimulate innovation and productivity growth.	- **Big Plan: Act at scale -** Wessex Fields	**Goal 9:** Extending enterprise
Transport infrastructure	By 2030, local public transport connectivity across the country will be significantly closer to the standards of London, with improved services, simpler fares and integrated ticketing.	- **Big Plan: Infrastructure** - Transforming Travel programme, Dorset Connectivity Strategy - **Corporate Strategy: Dynamic Place -** Develop sustainable infrastructure	**Goal 11:** Infrastructure for opportunity
Digital Connectivity	By 2030, the UK will have nationwide gigabit-capable broadband and 4G coverage, with 5G coverage for the majority of the population.	- **Big Plan: Infrastructure** - Smart Place Programme - **Corporate Strategy: Dynamic Places -** Create a 21st century digital infrastructure	**Goal 10:** Closing the digital divide

Focus area	Government missions	Bcp council corporate strategy priorities & big plan projects	Levelling up goals
Objective 2:	Spread opportunities and improve public services, especially in those places where they are weakest		
Education	By 2030, the number of primary school children achieving the expected standard in reading, writing and maths will have significantly increased. In England, this will mean 90% of children will achieve the expected standard, and the percentage of children meeting the expected standard in the worst performing areas will have increased by over a third.	**- Corporate Strategy: Brighter Futures** - Enable access to high quality education	**Goal 1:** Strong foundations in early years, **Goal 2:** Successful school years, **Goal 7:** Widening access to savings & credit
Skills	By 2030, the number of people successfully completing high-quality skills training will have significantly increased in every area of the UK. In England, this will lead to 200,000 more people successfully completing high-quality skills training annually, driven by 80,000 more people completing courses in the lowest skilled areas.	**- Corporate Strategy: Dynamic Places** - Increase productivity through skills development	**Goal 3:** Positive destinations post-16 **Goal 4:** Right advice and experiences
Health	By 2030, the gap in Healthy Life Expectancy (HLE) between local areas where it is highest and lowest will have narrowed, and by 2035 HLE will rise by five years.	**- Big Plan: Communities** **- Corporate Strategy: Fulfilled Lives** - Promote happy, active and healthy lifestyles	**Goal 8:** Good health and wellbeing
Wellbeing	By 2030, well-being will have improved in every area of the UK, with the gap between top performing and other areas closing.	**- Big Plan: Communities, Culture and Children** **- Corporate Strategy: Fulfilled Lives -** Enable people to live well through quality social care	**Goal 10:** Closing the digital divide

"By 2030, the number of primary school children achieving the expected standard in reading, writing and maths will have significantly increased."

Focus area	Government missions	Bcp council corporate strategy priorities & big plan projects	Levelling up goals
Objective 3:	Restore a sense of community, local pride and belonging, especially in those places where they have been lost		
Pride in Place	By 2030, pride in place, such as people's satisfaction with their town centre and engagement in local culture and community, will have risen in every area of the UK, with the gap between top performing and other areas closing.	- **Big Plan: Iconic -** Town Investment Plan (Towns Fund), - **Rejuvenate Poole and Seafront** **- Corporate Strategy: Connected Communities** - Strengthen the cultural identity of our towns and places	**Goal 12:** Building homes and sustainable communities
Housing	By 2030, renters will have a secure path to ownership with the number of first time buyers increasing in all areas; and the government's ambition is for the number of non-decent rented homes to have fallen by 50%, with the biggest improvements in the lowest performing areas.	**- Big Plan: Act at scale -** Holes Bay **- Corporate Strategy: Dynamic Places -** Invest in the homes our communities need	**Goal 12:** Building homes and sustainable communities
Crime	By 2030, homicide, serious violence and neighbourhood crime will have fallen, focused on the worst affected areas.	**- Big Plan: Communities** **- Corporate Strategy: Connected Communities** **-** Ensure our communities feel safe	**Goal 8:** Good health and wellbeing
Objective 4:	Empower local leaders and communities, especially in those places lacking local agency		
Local Leadership	By 2030, every part of England that wants one will have a devolution deal with powers at or approaching the highest level of devolution and a simplified, long term funding settlement.	**- Corporate Strategy: Modern, Accessible, Accountable Council**	**Goal 12:** Building homes and sustainable communities

"Restore a sense of community, local pride and belonging, especially in those places where they have been lost "

3. BCP Council and its role in the purpose agenda

BCP Council is at the forefront of a group of the UK's most innovative purpose-led UK local authorities that have shown their commitment to levelling up.

The Levelling Up Councils Coalition is committed to playing a unique role in levelling up their communities across the UK.

The councils in the coalition passionately believe that levelling up is vital for all communities and a place-based approach can be the key to making levelling up a reality.

BCP Council

BCP Council is one of the UK's newest local authorities and the 10th biggest urban authority in England, currently serving a population of approximately 400,000 which is expected to continue to grow.

The council looks after the town of Bournemouth, with a population of more than 183,000, Poole, with a population of more than 151,000, and Christchurch, with a population of at least 48,000.

Its scale means it can more easily plan for, bid for and win extra funding for things that are important to the people who live and work in the area, such as housing, roads and schools.

The council's aim is to continue to establish the foundations for a sustainable future, where the focus is on what matters most to its customers and adds most value to their lives. Moving forward automation of services will be increased to enable customers to access them quickly and with ease.

This modernisation will allow BCP Council to focus on the more complex issues and challenges it faces, and the needs of the most vulnerable customers who are more likely to need face-to-face support. It will also mean that the council can reduce the size and cost of its workforce, which in turn will contribute towards large-scale financial savings.

Harmonising services and modernising the council will ultimately lead to; modern, efficient, flexible ways to access services; looking after the most vulnerable in society; looking after the planet; and creating a financially stable council.

History

On 1st April 2019 Bournemouth, Christchurch & Poole (BCP) Council was created, along with Dorset Council (DC). These two new unitary authorities replaced the preceding nine Local Authorities in Dorset. This Local Government Reorganisation (LGR) was delivered with the shortest lead time of any previous reorganisations within the United Kingdom.

The first elections to BCP Council were held on May 2, 2019, as part of wider local elections.

As a new, large authority, BCP Council has an opportunity to think as one area for business, growth and the prosperity of everyone who lives in the region. The Levelling Up Goals, BCP's Corporate Strategy and the council's 'Big Plan' share a common underpinning - striving to deliver social value for individuals, communities and the wider area as a whole.

Corporate Strategy

BCP Council's Corporate Strategy shapes the way that it delivers and improves services in the Bournemouth, Christchurch and Poole area and outlines its transformation into a modern, accessible and accountable council.

As part of its Corporate Strategy BCP Council has identified five priorities:

1. Sustainable Environment
'Leading our communities towards a cleaner, sustainable future that preserves our outstanding environment for generations to come.'

2. Dynamic Places
'Supporting an innovative, successful economy in a great place to live, learn, work and visit.'

3. Connected Communities
'Empowering our communities so everyone feels safe, engaged and included.'

4. Brighter Futures
'Caring for our children and young people; providing a nurturing environment, high quality education and great opportunities to grow and flourish.'

5. Fulfilled Lives
The Corporate Strategy has supporting delivery plans with details of actions and activities to make progress, as well as details on how success will be measured.

The Corporate Strategy and its performance management framework align to both the United Nations Sustainable Development Goals (SDGs) and the Levelling Up Goals.

Big Plan

BCP Council wants the place to be world class - one of the best coastal places in the world in which to live, work, invest and play.

It plans to harness the potential of the coastline and make it a place where people and businesses want to be.

And that is down to the vibrancy of the communities, strength of its economy, skills of the people, wealth of culture, quality of infrastructure, the environment and quality of life.

The council has created a 'Big Plan' which outlines five projects that will deliver big changes across the area and support the creation of 13,000 jobs across all sectors of the economy.

The five projects are titled: Iconic, Rejuvenate Poole, Act at Scale, Seafront and Infrastructure.

As part of the plan, Bournemouth will build on its economic strengths to become a thriving centre with significant growth opportunities.

Christchurch, a place of heritage, character and beauty, will be given a balance of sympathetic investment and protection.

And Poole, with its proud maritime and military history, will be rejuvenated through a focus on world-class regeneration.

Levelling Up Goals

Underpinning the five big projects is the work BCP Council does with communities, culture and children. These all align with various aspects of the Levelling Up Goals.

The council puts much emphasis on creating vibrant communities, with an outstanding quality of life, where everyone plays an active role.

It plans to redefine and promote its culture, and leisure and entertainment offer, based both on its heritage and positive, modern outlook.

Culture is an integral part of local lives, contributing to learning, health and wellbeing, economic and social regeneration, place making and community spirit.

BCP Council also wants the area to become one of the best places in which children can live, learn and grow up, with opportunities to stay in the area after they leave school, whether to go to university, to train or to work.

This means supporting the health, wellbeing and development of children from birth, through their early years, right through their education and into adulthood.

Priorities

BCP Council identified 3 of the Levelling Up Goals as priority areas that align with the council's wider strategic work. These 3 Goals are:

Goal 8 > Good health and wellbeing
Goal 2 > Successful school years
Goal 14 > Achieving equality through diversity and inclusion.

These 3 Goals align with the top priorities that BCP Council would like to address through levelling up. These priorities are:

> Support and development opportunities for children and young people
> Affordable housing
> Cost of living
> Skill shortages and low skill attainment
> Health inequalities and disparities between wards
> Transport links including cycling and infrastructure.

By investing in these priorities, it will also help improve the area's productivity rate which is below the national average.

These priorities were identified through data and research insights, as well as a briefing with councillors.

BCP Council's activity mapped against the Levelling Up Goals

BCP council and the Purpose Coalition have worked together in tracking the council's work against the 14 Levelling Up Goals. This process shares the best practice of the council and assesses areas where there is potential room for further focus. BCP were also central in producing the metrics on page 22 linked to the Levelling Up Goals, analysing the council's work compared against the national average - giving further grounding and scope to evidence included in this report.

The Purpose Coalition welcomes the comprehensive work BCP council has undertaken and looks forward to a continued partnership.

Please see 'Appendix' .

4.1 Goal 1. Strong foundations in Early Years

Close the early years development gap by delivering the best possible start for every child.

Getting the best possible start in life is crucial - a strong foundation in early years education is the cornerstone of social mobility.

BCP Council's early years provisions ensure that extra support is given to those that need it most.

Please see 'Appendix 1.1' for BCP's work tracked against Goal 1.

4.2 Goal 2. Successful school years

Every child successfully achieving their potential in attainment and development.

Successful school years are a crucial part of not only a young person's academic development but also their wider personal development. The so-called attainment gap between the most and least privileged remains stubbornly high.

BCP Council's activity against this Goal is focused on reducing the attainment gaps for disadvantaged children. Due to Covid-19 a lot of these issues have been exacerbated, so it is vital that they are addressed.

Please see 'Appendix 1.2' for BCP's work tracked against Goal 2.

The details outlined in this section were correct when the information was supplied (May 2022).

3 Positive destinations Post 16+

4.3 Goal 3. Positive destinations post 16+

Every young person and adult to have the choice of a high quality route in education, employment or training.

Everyone's different so giving people the right information to make the right choices as a young adult is key. This will give everyone a better chance to achieve a positive destination post 16 and after GCSEs.

BCP Council has several initiatives in place, often in partnership with other organisations, to ensure that young adults are able to access positive destinations post 16. This is often around providing support to those who are most disadvantaged - for example, targeting those who have never had a family member attend university or post-level three education.

It has also recognised that it is important to extend these opportunities to adult learners who may have missed out in the past.

Please see 'Appendix 1.3' for BCP's work tracked against Goal 3.

4 Right advice and experiences

4.4 Goal 4. Right advice and experiences

Access to the right advice and experiences at the right time to unlock opportunity throughout a person's life.

Getting great access to career advice and the chance for those wider experiences that broaden horizons and set schoolwork in context are vital. It really makes the difference between a young person being able to know about opportunity and then understand the steps towards it and not.

Through its adult community education, BCP Council ensures that local people have access to the right advice and experiences across a wide range of sectors and job roles.

Please see 'Appendix 1.4' for BCP's work tracked against Goal 4.

4.5 Goal 5. Open recruitment

Careers and professions open to people of all backgrounds through transparent, accessible and open recruitment practices.

Open opportunities and open recruitment are needed so that the nation's talent can make the most of its potential. Ensuring that all careers are open to the widest possible range of young people really matters.

The work BCP Council does around Goals 1,2,3 and 4 would be wasted if employment opportunities were not open. Its strategy to target those with the greatest barriers for apprenticeship schemes will ensure that more people are able to fulfill their potential.

Please see 'Appendix 1.5' for BCP's work tracked against Goal 5.

"The chance to keep developing once in work and progress in a career is just as important as actually getting a job in the first place. "

4.6 Goal 6. Fair career progression

Opportunities for career advancement for all based on ability and potential, not connections.

The chance to keep developing once in work and progress in a career is just as important as actually getting a job in the first place. Organisations that work out how to provide those opportunities to keep growing and moving forward will do better.

Encouraging fair career progression and training both within the council and in the BCP area, will ensure that talent is not squandered. The work that BCP Council is doing around training and work mentoring is therefore crucial to the local economy.

Please see 'Appendix 1.6' for BCP's work tracked against Goal 6.

4.7 Goal 7. Widening access to savings and credit

Widening access to responsible credit and closing the savings gap.

Whether it's being able to afford day to day essentials and housing or putting money aside to have a decent retirement, managing money and getting good advice and skills to do so can make all the difference in people being able to make the most of their potential.

This is becoming increasingly important with the current cost of living crisis.

This is a Goal where more needs to be done across the board to educate people around managing money. Other reports have shown this to be an area of weakness for local authorities, as well as other organisations.

Please see 'Appendix 1.7' for BCP's work tracked against Goal 7.

"Health and wellbeing inequalities lie at the heart of driving levelling up and improving social mobility."

4.8 Goal 8. Good health and wellbeing

Improving mental and physical health at all ages to boost overall well-being to allow people to fulfil their potential.

Health and wellbeing inequalities lie at the heart of driving levelling up and improving social mobility, as the Marmot Report 10 Years On set out very clearly. Good health and wellbeing are often a precursor to a person being in a position to make the most of their talents and in work, feel they can consider taking the next step in their career.

Goal 8 has been identified as a priority for BCP Council and working in partnership with others, it is prioritising the health of local people and ensuring that they are in a position to take advantage of the opportunities available.

Please 'Appendix 1.8' for BCP's work tracked against Goal 8.

4.9 Goal 9. Extending enterprise

Extending private enterprise and entrepreneurship to all people and communities.

Taking an approach that nurtures existing businesses in an area, as well as encouraging entrepreneurship, helps to bring opportunities to communities (especially in places that have been social mobility coldspots). By enabling people and communities to create their own jobs it can be a more powerful way of really driving opportunity on the doorstep

BCP Council is using recent funding to create a digital skills innovation and learning hub, and is providing access to digital infrastructure such as free public wifi and some innovative digital technology to businesses and residents, signalling its commitment to enterprise.

This is in an area that could be described as a social mobility coldspot, with the aim of making strategic interventions that will provide opportunities for the community to learn new skills, access new technologies and join networks.

Please see 'Appendix 1.9' for BCP's work tracked against Goal 9.

4.10 Goal 10. Closing the digital divide

Closing the divide in technology access, skills, opportunities and infrastructure.

The digital divide can come in different forms. For some people it's about having poor access to the internet in the first place, in other cases, people and communities might have access to good broadband but not be able to afford a device or the necessary hardware and for others it's about a lack of skill-set or lack of confidence to get on line and join the majority of people who now carry out so much of their lives online.

BCP Councils activities are focused around these three key areas. Ensuring that people have the connectivity, hardware and skills to succeed in a digital environment will make sure that no one is left behind.

Please see 'Appendix 1.10' for BCP's work tracked against Goal 10.

4.11 Goal 11. Infrastructure for Opportunity

Developing the physical infrastructure that connects people and places to opportunity.

Developing the physical infrastructure that connects people and places to opportunity.

For communities with less opportunity on the doorstep, being able to get to opportunities where they are is absolutely essential. That's why investment in transport and fibre that connects people up with opportunities matters so much.

Please see 'Appendix 1.11' for BCP's work tracked against Goal 11.

4.12 Goal 12. Building homes and sustainable communities

Creating affordable quality homes so people can live in safe and sustainable communities.

Communities that are safe, with a good quality of life and homes people can afford are communities that are sustainable in the long run.

Goal 12 has been identified as a priority for BCP Council and through its corporate strategy it has committed to a number of initiatives that align with this Goal.

Please see 'Appendix 1.12' for BCP's work tracked against Goal 12.

4.13 Goal 13. Harness the energy transition

Ensure that the energy transition is fair and creates opportunities across the UK.

People and the planet are two sides of the same coin. The transition to a net zero version of Britain is a unique opportunity to see new careers and new roles but in the very places where they can make the most difference on levelling up.

As a coastal area with a very biodiverse habitat, the environment plays an important role for BCP Council. Sustainability and the road to net zero is threaded through a number of its activities, and crucially it is committed to educating and training others on the subject as well.

Please see 'Appendix 1.13' for BCP's work tracked against Goal 13.

4.14 Goal 14. Achieve equality through diversity and inclusion

Creating a level playing field on opportunity for all, to fully unleash Britain's potential for the first time.

Diversity matters. The research is clear that more diverse companies make better decisions because they have a wider perspective and avoid groupthink.

Diversity extends beyond gender and ethnicity to sexuality, disability and other challenges that can lead to disadvantage. Britain will not succeed unless and until its leadership roles, wherever they are found in our society, better reflect the wider society at large.

Goal 14 has been identified as a priority for BCP Council and it has several initiatives, both as a council and as an employer, to ensure diversity and inclusion. Importantly it is listening to communities and colleagues about the problems being faced and how to find suitable solutions.

Please see 'Appendix 1.14' for BCP's work tracked against Goal 14.

"Diversity matters. The research is clear that more diverse companies make better decisions because they have a wider perspective and avoid groupthink."

Analysis

The area covered by Bournemouth, Christchurch and Poole Council is home to nearly 400,000 residents, three towns, three universities, a multiple site college, and 20 schools. The council's ongoing commitment to levelling up, with aims to go even further, will continue to impact the lives of many across its communities.

Although the area boasts beautiful coastline and prosperous towns and cities, there are pockets of deprivation that sit almost side by side to them. One of the challenges that BCP Council faces is how to ensure that opportunity is spread evenly across the area and people do not get left behind.

To address this, among other challenges such as the ongoing global climate crisis, BCP Council has made a bold commitment to level up its communities.

Through the creation of its '0-19 Team', its focus on SEND children, and the implementation of Corporate Strategy Commitments, BCP Council effectively addresses the first 3 Levelling Up Goals.

The team has been working with nurseries and schools, with their 'Children and Young People's Plan', sixth form colleges and local universities to ensure necessary support, guidance, wellbeing and access to higher education are available to all.

However, having access to education, apprenticeships, and higher education is only the first hurdle in the process of levelling up communities and spreading opportunities.

"The team has been working with nurseries and schools, with their 'Children and Young People's Plan'"

BCP Council's focus and commitment to its 'Adult Community Education' agenda is crucial to individuals gaining the right advice and experiences at whatever stage in life they need it. Just because people did not get a good education when they were younger does not mean that opportunity should be shut off to them forever.

BCP Council's initiatives with local employers and the Jobcentre Plus is making access to work easier for many and ensuring that recruitment processes are open.

Through its Corporate Strategy Commitments, and other initiatives BCP Council is collaborating with local stakeholders to achieve wide ranging social change. An acknowledgment of the power of business and its potential as a force for good strengthens the impact the council has.

Underpinning all of BCP Council's success in meeting the framework of the Levelling Up Goals is a commitment to build a thriving and effective community for future generations.

BCP Council's Corporate Strategy Commitments to increase green spaces over the next year and ongoing work with community associations to ensure long term sustainability of the BCP Council area's community centres is meeting Goal 12 - building sustainable homes and communities.

Imperatively, in this drive for sustainable homes and communities is the need to build towards a net zero future by harnessing the energy transition. BCP Council has not only publicly announced that it will strive to be one of the most sustainable regions in the world, but is working from the ground up to achieve this right now.

The council is implementing a far reaching plan to meet Goal 13 and truly harnessing the energy transition. There is potential for further work in this area through the 'Green Education' wing of the Adult Community Education Agenda and the continued engagement with local business over the issue of green sustainable growth.

Equality and diversity must be woven through all of the aforementioned activities. The council's continued focus on community, culture, and children is implemented in their meeting of Goal 14.

BCP Council has produced an equality-based Economic Development Strategy which they are asking local businesses to pledge to, seeking to propel a diverse new generation into well-trained, well-compensated and more senior management positions.

As well as this, BCP Council has set up an Equality Action Commission to better understand and address the challenges facing Black, Asian and Minority Ethnic (BAME) individuals and communities, constantly reviewing their processes.

BCP Council has shown that it is willing to take a leadership role in the levelling up agenda. The projects and initiatives it is running are having a measurable impact on the ground and, importantly, there is an ambition to go much further.

This ambition can be seen with its leading work on measurement and the desire to share best practice with others across the country. Using a range of metrics from both a national and local level, BCP Council has created a standard that could be used across the country.

6. Measurement

Measuring the progress of levelling up is still in its infancy and solutions from the ground up are needed.

We can see from the government's Levelling Up White Paper that measurement is a key element of the levelling up agenda but one that is not easy to get right.

BCP Council is a leading example of an organisation on the ground that is using its own expertise to measure its levelling up impact. The Council continues to refine a set of metrics that is both useful and available, having undertaken a comparison exercise of metrics including those in the Levelling Up White Paper and Levelling Up Goals framework. Insights from the Council's work on this has fed into the development of the Purpose Coalition's measurement of the Levelling Up Goals.

The data table shows how BCP Council compares against the national average using some of these metrics specific to the Levelling Up Goals framework.

The data for the BCP area is often higher than the national average, as presented in green. In particular, the local authority's positive destinations post 16+ data is higher than the national average across the board. As is the case with its work against the employment and recruitment-based metrics in Goal 5.

The area also performs well across the closing the digital divide goal, as well as against certain diversity criteria.

There are certain areas where the data is slightly weaker than the national average - including living standards. There are also certain elements of diversity, namely disability, where the BCP data is lower than the national average. This might suggest that more work is needed in these areas or more support is needed from national government.

It must be noted that against certain Goals or areas the data available is still limited. For Goal 6, for example, there is very little data around fair career progression. Measurement from within organisations would be needed to identify which groups of people were progressing within the workforce. As this doesn't currently exist on a wide scale, there are no measurements listed against Goal 6.

Likewise for Goal 14, there is some limited overall data and indicators that can paint a picture of the national position but it is striking how little data there is on gender, ethnicity and socio-economic background to help understand where the barriers are to talent flowing freely around the system.

These gaps represent significant and crucial gaps in the ongoing understanding of success in driving levelling up.

Levelling Up Goal	Mission / Focus Area	Metric	National average	BCP
	5 - Education	Percentage of children attending Early Years setting rated Good or Outstanding by Ofsted (GOV.uk 2020)	98%	97.5%
	5 - Education	Percentage of all children achieving a 'good level of development' at the end of the Early Years Foundation stage (GOV.uk 2019)	71.8%	73.8%
	1 - Living standards	Proportion of children living in workless households (ONS 2020)	9.9%	4%

Levelling Up Goal	Mission / Focus Area	Metric	National average	BCP
2 Successful school years	5 - Education	Percentage of Pupils achieving the expected standard in reading, writing and maths by the end of Key Stage 2 (Age 10) (GOV.uk 2022)	59%	60%
	5 - Education	Percentage of primary schools rated 'outstanding' or 'good' by Ofsted (2022)	88%	91.5%
	5 - Education	Percentage of secondary schools rated 'outstanding' or 'good' by Ofsted (2021)	76%	93.1%
	5 - Education	Secondary school permanent exclusion rate (GOV.uk 2019-2022)	0.06%	0.05%
	5 - Education	Secondary school suspension rate (GOV.uk 2019 - 2022)	3.8%	1.6%
	5 - Education	Attainment of Level 2 (5 GCSEs 9-4 or equivalent by age 19) (GOV.uk 2020-2021)	82.9%	83.3%
	5 - Education	Percentage of 16-18 year olds who are not in education, employment or training (Labour Force Survey 2021)	6.6%	5.5%
3 Positive destinations Post 16+	5 - Education	Percentage of 16-18 year olds who are not in education, employment or training (Labour Force Survey 2021)	6.6%	5.5%
	6 - Skills	Proportion of students progressing on to higher education (GOV.uk 2019)	47%	40%
	6 - Skills	Proportion of employed people in 'skilled employment' (ONS metric SOC 1-3, 5 2022)	59.5%	61%
	6 - Skills	Proportion of 16-17 year olds currently involved in apprenticeship schemes (GOV.uk 2019-2020)	3.8%	4.6%
4 Right advice and experiences	6 - Skills	Average number of the 8 Gatsby Benchmarks of good career guidance achieved by schools per region (Careers & Enterprise 2018)	3.05%	3.2%

Levelling Up Goal	Mission / Focus Area	Metric	National average	BCP
	6 - Skills	Unemployment rate 16-64 year olds: National average (ONS 2021-2022)	3.6%	3.5%
	1 - Living standards	Employment rate 16-64 year olds: National average (Labour Market Statistics 2021-2022)	75.2%	76.9%
	6 - Skills	Labour demand (job density) (ONS, Labour Market Statistics 2020)	0.84 jobs per person	0.89 jobs per person
	6 - Skills	Percentage of workless households (Labour Market Statistics)	13.8%	12.5%
	1 - Living standards	Gross Value Added (GVA) per filled job (ONS 2020)	£58,054	£51,203
	1 - Living standards	Gross median weekly pay (ONS 2020)	£613.10	£559
	1 - Living standards	Gross disposable household income per head of the population (ONS 2021)	£21,433	£21,652
	1 - Living standards	Proportion of jobs that are 'low paid' (at or below £9.12 an hour) (ONS, The Health Foundation 2020)	14.2%	15%
	7 - Health	Life expectancy at birth (Males) in years (ONS 2021)	79	80.5
	7 - Health	Life expectancy at birth (Females) in years (ONS 2021)	82.9	83.7
	7 - Health	Overweight or obese prevalence for adults (Commons Library, Public Health UK 2019)	64.3%	60%
	8 - Wellbeing	Average ratings of personal wellbeing (life satisfaction, worthwhile, happy, anxious) (ONS 2021)	Life Satisfaction 7.66, Worthwhile 7.86, Happy 8.77, Anxiety 3.05	Life Satisfaction 7.5, Worthwhile 7.7, Happiness 7.3, Anxiety 3.2
	7 - Health	Smoking prevalence (16 and over) (ONS 2020)	14.5%	13.4%
	7 - Health	Proportion of those who are economically inactive due to long-term illness (ONS, Labour Market Statistics 2021-2022)	24.9%	25.2%

Levelling Up Goal	Mission / Focus Area	Metric	National average	BCP
9 Extending enterprise	2 - Research & Development (R&D)	Businesses per head (BEIS, BCP Council 2021)	5,590,900 per 66.8 million (8.36%)	15,250 per 193,600 (7.8%)
	2 - Research & Development (R&D)	Number of SMEs per head of the population (Labour Market Statistics 2022)	1 per 92	1 per 89
	2 - Research & Development (R&D)	Proportion of employee jobs by industry (Labour Market Statistics 2021) (Manufacturing)	7.6%	8.6%
		(Construction)	4.9%	4.9%
		(Wholesale And Retail Trade; Repair Of Motor Vehicles)	14.4%	15.4%
		(Transportation and storage)	5.1%	4.6%
		(Accommodation and food service activities)	7.5%	9.9%
		(Information and communication)	4.5%	3.2%
		(Financial and insurance activities)	3.5%	7.3%
		(Real estate activities)	1.8%	1.5%
		(Professional, Scientific and Technical Activities)	8.9%	8.1%
		(Administrative And Support Service Activities)	8.9%	7.1%
		(Public Administration And Defence)	4.6%	4.5%
		(Education)	8.8%	9.1%
		(Human Health And Social Work Activities)	13.7%	15%
		(Arts, Entertainment And Recreation)	2.3%	2%
10 Closing the digital divide	4 - Digital Connectivity	Percentage of 4G (and 5G) coverage by at least one mobile network operator (OFCOM 2021)	92%	100%
	4 - Digital Connectivity	Percentage of households with Gigabit capable broadband (ONS 2021)	21.4%	28.6%
11 Infrastructure for opportunity	3 - Transport infrastructure	Average excess waiting time for frequent services (Bus) (DfT, Local Government Inform 2020-2021)	1.8 minutes	1.2 minutes
	3 - Transport infrastructure	Percentage of non-frequent bus services running on time (GOV.uk 2020-2021)	87.9%	92%

Levelling Up Goal	Mission / Focus Area	Metric	National average	BCP
12 Building homes & sustainable communities	10 - Housing	Number of non-decent public-owned homes (Local Government Inform 2020-2021)	210	135
	11 - Crime	Annual estimates for police recorded crime by county per head (ONS 2022)	5,335,806 by 67,000,000 (7.96%)	50,890 by 426,516 (11.9%)
	10 - Housing	Homelessness acceptances per 1,000 households (Split by town or city) (Local Authority Homelessness Statistics 2017-2018)	2.4	2.4
	11 - Crime	Proportion of residents who feel 'satisfied with their local community' (GOV.uk, BCP Council 2020-2021)	79%	84%
13 Harness the energy transition	6 - Skills	Employment in low carbon and renewable energy economy settings (ONS - average across regions 2020)	19,113	29,300 (South West)
	N/A	Greenhouse gas emissions (BEIS 2020)	414.1 million tonnes	2.1 million tonnes
	N/A	Net Zero Target (BCP 2019)	2045	2030
14 Achieve equality, through diversity & inclusion	6 - Skills	Gender Pay Gap (median hourly pay) (ONS 2021)	15.4% higher for men	15% higher for men
	6 - Skills	Disability Employment Rate Gap (ONS, GOV.uk 2020-2021)	28.4%	35%
	5 - Education	Proportion of 16-17 year olds with Special Educational Needs who are recorded as participating in education or training (GOV.uk 2021-2022)	87.7%	83.9%
	5 - Education	Average attainment 8 score (out of 90.0) by group (White) (GOV.uk 2021-2022)	50.2%	53.8%
		(Mixed-race)	51.3%	56%
		(Black)	50%	54.8%
		(Chinese)	69.2%	73.4%
		(Asian)	55.8%	64.3%

Recommendations

BCP Council has shown that it is committed to the levelling up agenda and doing everything it can to spread opportunities to the people of Bournemouth, Christchurch and Poole.

The following recommendations have been suggested after analysing the information in sections 4 and 6.

Areas have been identified where BCP Council can go further on their own, as well as where extra support is needed from central government.

1. Sustainable environment

One of BCP Council's priorities is to lead its communities towards a cleaner, sustainable future that preserves an outstanding environment for generations to come.

BCP should ensure that education around sustainability is embedded into all levels of children and adult education. This can be through weaving sustainability knowledge and practices into current courses and programmes. Businesses in the region should continue to be pushed on their commitment to reach net zero before 2050 and BCP Council should ensure that the right information and advice is available for them.

As well as educating both businesses and the general public, the green economy is an area where BCP Council could focus its efforts. Sustainability is a key sector for the region and Bournemouth University was ranked number one in the UK for climate action (THE Impact Rankings 2022). Due to its coastal location, BCP Council has the perfect opportunity to create a talent pipeline for those going on to work in the green economy.

2. Dynamic Places

Only through collaboration at a local level can progress truly be made on levelling up. BCP Council could work closely with others on a place-based approach to levelling up within Bournemouth, Christchurch and Poole. The Purpose Coalition also works with Bournemouth University which is also measuring its impact using the Levelling Up Goals. The relationship between BCP Council and Bournemouth University is crucial and should be at the forefront of the area's levelling up efforts.

All partnerships with local stakeholders should ensure that the BCP area has a strong narrative and highlights its strengths to a national and international audience.

"BCP should ensure that education around sustainability is embedded into all levels of children and adult education"

3. Connected Communities

Reaching those furthest away from opportunity and ensuring that everyone within communities feels safe, engaged and included is absolutely crucial. The Community Equalities Champions Network at BCP Council meets on a regular basis to ensure that services are fit for purpose for all within the communities they serve. BCP Council should continue to use data to identify any emerging trends and disadvantaged groups that need further support.

For example, data in this report shows that the BCP area has a higher disability unemployment rate than the national average. Could further support be given to those with a disability to ensure they are aware of the opportunities available to them. Work with local employers to identify particular roles could also be mutually beneficial.

Over 7 million people (17.5%) of working age are disabled or have a health condition in the UK. BCP Council could work closely with the local voluntary sector to ensure relevant opportunities are given to those with disabilities.

The council could work with local charities and use best practice to find and help those with learning disabilities find a job. One way that this could be achieved is through 'job-carving'. Instead of asking an individual to perform a set job description, it can be much more effective to identify different tasks that a person with a learning disability can do, and 'carve' out a new job from these different tasks.

Education achievements and career opportunities also tend to be lower among gypsy, roma traveller (GRT) communities. A specific outreach programme to promote attainment and spread opportunity within these communities could also have a lot of impact.

"ensuring that people are able to lead active, healthy and independent lives."

4. Brighter Futures

Providing clear routes into education or training is key to ensuring young people have the opportunity to fulfill their potential. Apprenticeships are a key way in spreading opportunities to those that need them most.

BCP Council is currently developing an apprenticeship strategy for the council. It could look into setting up an apprenticeship levy transfer scheme which allows businesses to transfer unspent levy within the area, instead of it being returned to the Treasury.

Essex County Council and West Midlands Combined Authority have both set up similar schemes to good effect.

While developing its apprenticeship strategy, BCP should ensure that it closely monitors the uptake of new apprenticeships. This key to measuring whether these opportunities are genuinely accessible to those from more disadvantaged backgrounds. Due to rising university fees, many new apprenticeships are being taken by those who would previously have gone to Uni – which closes off, rather than opens up, opportunity for all.

5. Fulfilled Lives

A key part of the levelling up agenda is ensuring that people are able to lead active, healthy and independent lives. Despite continued efforts from local and national governments, health inequalities still persist within society. BCP Council is working closely with partners on the Integrated Care Partnership Strategy and more joined up thinking around healthcare.

One of the biggest threats to healthy lives in 2022 is the cost of living crisis. The cost of living crisis will continue to put pressure on low income households. The Purpose Coalition is bringing together like minded organisations to share good practice and learning around what practical measures could make a difference. BCP Council could actively participate in this growing network, as well as ensuring they have appropriate income maximisation and debt minimisation services easily accessible at a local level to those who need them.

Appendix

Mapping BCP Council's activities against the Levelling Up Goals

This section of the report will map several of BCP Council's specific initiatives against the Levelling Up Goals, to track where progress is being made and where efforts could be redirected or better targeted.

This independent impact report takes a look at the work of BCP Council set against the 14 Levelling Up Goals. It assesses where and how it is meeting those Goals and highlights the areas where it can go further to spread opportunity to those that need it most.

1.1 Children and Young People's Plan

The period from pregnancy to age two is a critically important time of rapid development that lays foundations for later health, wellbeing and happiness.

In the Children and Young People's Plan, BCP Council places specific emphasis on inclusive universal provision for children of all ages and strives to target effective support for vulnerable families, carers and individuals.

Its four priorities are that:

- Children and young people have the opportunities and are supported to achieve their full potential in education, learning and future employment.
- Children and young people can enjoy healthy lifestyles and make positive choices.
- Children and young people are accepted as valued members of society enabling them to achieve within, and contribute to, the wider community.
- Children and young people are supported to be resilient in the face of the challenges presented by the Covid-19 pandemic.

1.2 Childcare

When a low income or unemployed parent or carer is studying with the council, Skills and Learning Adult Community Education steps in.

The joint adult education service for BCP Council and Dorset Council financially supports the costs of childcare.

This allows the child to experience good quality early years provision and enables the parent or carer time and space to improve their skills.

1.3 Early years providers

Seventeen infant and primary schools within the BCP area signed up to deliver the Nuffield Early Language Intervention (NELI) programme during 2021-2022.

This is on top of the 31 schools that registered in 2020-2021 for the programme for reception children which has been found to improve their language and early literacy skills.

All of the early years providers have regular monitoring and support as well as training from an established team of early years education and childcare experts.

Currently 97 per cent of early years providers have a 'Good' or 'Outstanding' Ofsted inspection outcome.

1.4 SEND

There is a statutory duty on BCP Council's health team to notify the education team if they have concerns around the development of any children.

This notification then enables education partners to ensure that those with early identified special education needs and disability (SEND) access appropriate education.

Funding from the government, called 'SEND Support', can enable the council to provide additional support to these children.

Local authorities are charged in law to ensure sufficient early education and childcare places for all children, including those with SEND.

The details outlined in this section were correct when the information was supplied (May 2022).

1.5 Let's Make Communication Count

The Let's Make Communication Count project, run by the BCP Council's early years and childcare advisory teams and supported by Public Health Dorset, started in 2021.

The project to support children with their communication, language and literacy development which is due to run until 2024, will enable:

- Every early years provider, including childminders, to have access to, and effectively use WellComm Early Years. They will use this speech and language toolkit to screen every child in order to raise the levels of communication development.
- Every early years provider to fully commit to opportunities for continual professional development in order to widen their knowledge and skills around supporting children's communication, language and literacy. For example, undertaking training with speech and language specialists Elklan and becoming one of their Communication Friendly Settings, as well as participating in relevant networks.
- Trained practitioners to work in partnership with parents and other professionals, focusing on improving children's communication, language and literacy, providing early intervention and referring for further support from relevant services.
- Trained practitioners to lead on promoting children's communication, language and literacy in their setting and sharing their knowledge and skills to advise and support other providers, including auditing others to achieve the Communication Friendly Settings accreditation.

1.6 Healthy Movers

The Healthy Movers programme, run by Youth Sport Trust and funded by Public Health England, is designed to support the physical literacy, self-esteem and wellbeing of two to five-year-olds.

Practitioners in early years settings and families are given resources and training which they can continue at work and home.

From Autumn 2021, 12 providers began piloting the programme. Various activities are being monitored to ensure that there is an increase in physical development.

1.7 Dingley's Promise

The Dingley's Promise Early Years Inclusion Programme supported by Comic Relief is a series of ten courses over five years.

It is aimed at empowering early years practitioners to deliver inclusive practices by upskilling them through training, and sharing information and learning resources.

BCP Council's early years team and special education needs coordinator began running it in January 2022.

An agreement was signed by the then director of children's services to work in partnership throughout the length of the aims of the five-year project.

The plan is to increase the number of young children with SEND accessing early years and childcare places.

And to create a new norm where all new staff routinely take part in training as part of their induction or continuing professional development.

1.8 Building on Success

The Department for Education's project Building on Success spanned four months from January to May 2022.

It is aimed at improving practitioners' understanding and skills in supporting the development of the most disadvantaged children between the ages of two and four.

The project is based on the demographics of each setting and is open to those with high levels of children who live in areas of deprivation or who have special education needs.

As part of the project, early years practitioners engage in an online learning programme which upskills the learning and development areas in the early years foundation stage statutory framework.

2.1 Corporate strategy commitments

In its corporate strategy, the council has made commitments to:

- Create additional special school place capacity, aligned with expanding the SEND capacity of mainstream schools, by September 2023.

- Achieve 100 per cent sign up of all providers in the region to an inclusive education standard by September 2023.

- Reduce attainment gaps for disadvantaged children, especially where exacerbated by Covid-19, measured annually against the 2021 baseline.

- Complete the pilot of a 'whole school approach' to mental health and wellbeing and determine the way forward.

2.2 Children's services

The adult education service works with all schools, settings, employers and providers - and the council has now organised all education and skills teams into the same directorate - within Children's Services.

This is a crucial positive further step to a commitment to:

- Address the transition points in education in the BCP area which most disadvantage younger learners who can experience five to six changes of organisation from when they start early years until they enter KS5.

- Work across age and stage in learning and skills so that there is a genuine lifelong learning and training commitment and opportunity for all people in the area regardless of background.

2.3 Careers hub

BCP Council is the home of the Dorset Careers Hub which is funded by the Dorset Local Enterprise Partnership and the Careers and Enterprise Company.

The Careers and Enterprise Company has ensured the delivery of impartial advice and guidance to all pupils and students in KS4 and KS5.

It also targets the most vulnerable - pupil premium pupils, children in need and those in care or with an education and healthcare plan.

2.4 Covid-19 recovery

Public Health Dorset, BCP Council's 0-19 Team and all educational and skills settings have worked together on Covid-19 prevention, outbreak management and recovering together as a system.

This has meant that no schools in the area have been closed on site during any lockdown.

All educational settings worked together to continue the curriculum online, engage employers in coaching and careers events, and education.

2.5 Careers and apprenticeship shows

BCP Council partnered to hold two Careers and Apprenticeship Shows in May 2021 and March 2022.

The first was an online collaboration between employers, higher education institutions and four local authorities as it was unsafe to meet in person.

This gave 20,000 pupils and 8,000 parents opportunities to attend a major careers fair at the height of the Delta outbreak.

Children and young people in the BCP area were the largest beneficiaries and it was an important part of the transition to post 16 education, employment and training in the south west and beyond.

The show in March 2022 was in-person - 75 employers took part, 3,800 pupils attended in person during the day and more than 1,000 parents, carers and pupils came to the evening session.

2.6 STEM

Science, technology, engineering and mathematics (STEM) events addressed stereotyping of guidance in schools.

The 0-19 Team ran a very successful mathematics conference in September 2021 at Bournemouth University.

This saw pupils from eight secondary schools working with BAE Systems and many other STEM employers and academics on projects at a higher education institution site.

The team also ran a year nine girls STEM day at AECC University College in Bournemouth in February where sport and medical science were the lead subjects.

2.7 Economic development

BCP Council currently funds Young Enterprise employability and financial education charity to provide various employability and entrepreneurial activities across schools in the area.

It also helps businesses to engage with schools on new qualifications such as T Levels and promotion of apprenticeships.

2.8 SEND

All schools can access SEND outreach support for students where their current schools are struggling to meet their needs.

Extracurricular activities

SEND students are underrepresented in extracurricular activities that are led by schools. Very often they require additional support to attend or transport opportunities.

The Short Breaks review led by Sarah Langdale, BCP Council's head of children's commissioning, may address this for eligible young people.

SEND support and education and healthcare plans

All schools receive funding from central government in order to meet the needs of young people who have SEND, called 'SEND Support'.

For a small but growing percentage of students with more complex needs an education and healthcare plan may be needed to provide additional funding for the school.

BCP Council's SEND Team have been working with schools across the BCP area to revise and adjust the level of financial support they can receive through the 'SEND Mainstream School Banding Review'.

BCP Mainstream Plus pilot

The BCP Mainstream Plus pilot, being delivered at two schools, allows mainstream schools to identify SEND students who may be at risk of exclusion or school refusal.

The schools receive additional funding which enables them to create bespoke provision to meet needs and keep SEND pupils in mainstream education.

Partnership approach

The early years special education needs coordinator team offers a partnership approach to the teaching staff in reception classes during autumn and spring terms. This is to support young children with an identified SEND who are transitioning into school.

2.9 Summer programmes

Over the summer of 2020 the 'Summer Offer' was developed, and access was created through the Family Information directory.

Forty families from the most vulnerable groups benefitted from the offer and gave positive feedback.

2.10 Adult community education

Skills and Learning Adult Community Education offers parents and carers who are unable to spend much time away from the home, online learning options.

The six to nine-month courses and allocated tutors help participants with the development of English, maths and digital skills, and lead to nationally recognised qualifications.

There are entry points throughout the year for in-person and distance learning.

The service also offers a range of level one to level three vocational, flexible online learning options that can be studied at any time.

Family learning courses are delivered in partnership with schools and early years settings and are available across the BCP area.

All have an embedded literacy or numeracy intent, encourage intergenerational activity and are open to the families with the greatest skills gaps.

3.1 Corporate strategy commitments

The council has made commitments to:

- Reduce local levels of those (16-24) not in education, employment or training (NEETs) towards the current national average of 11.5 per cent by March 2023.

- Help young people to prepare for adulthood by improving the 'developing independence skills' learning offer and by strengthening the working relationships between adult and children services by March 2023.

- Support young people in their readiness to access apprenticeships and future employment in addition to increasing the apprenticeships offer by March 2023.

3.2 Human resources

The human resources team is developing an apprenticeship strategy and plan which will create a variety of entry routes into BCP Council.

It is supporting career events to promote careers and apprenticeships to young people and school leavers.

The team is championing work experience across the council, and giving support and sign off for the BCP Supported Internship Programme which started in September 2022.

3.3 0-19 Team

The council's 0-19 Team has been working with local higher education providers and the Southern Universities Network to help children from disadvantaged families access higher education.

It has commissioned the DFN Project Search - an international transition to work programme committed to transforming the lives of post-19 young people with learning disabilities and autism.

This will be rolled out across BCP Council from September 2022. The programme is being funded by the government's SEND Preparation for Employment grant.

The team has also been developing the T Level Network – a collaborative group of stakeholders that will be pivotal to the successful roll out of T Levels across the BCP area from 2023.

It is offering SEND meaningful work experience opportunities led by the council's SEND enterprise adviser.

Best practice is being shared through Careers Leaders, the post-16 Network and the Enterprise Adviser network.

Finally, the team is offering post-16 settings the opportunity to buy access to skills and learning platforms and to access The Skills Network online learning provider.

3.4 PfA Development Plan

The Preparing for Adulthood (PfA) Pathway 2019-2022 sets out the council's commitment to developing pathways for young people with SEND to prepare for and move into life as an adult.

The PfA operational board and strategic board are leading on the delivery of the development plan which aims to offer those young people a brighter future, fulfilled lives and a connection to their communities.

The SEND Team has worked with local providers to develop new initiatives to deliver PfA based curriculums that focus on the skills for daily life.

They deliver need led provision to enable young people with SEND to develop skills which will enable them to become as independent as possible in adulthood.

Key actions that the council plans to deliver include:

- Young people will engage in learning, training and employment opportunities that are linked to their individual aspirations.
- Young people will develop the skills to live as independently as possible.
- Young people will enjoy the best possible health and wellbeing.
- Young people will have friends, relationships and be part of their community.

3.5 Adult community education

Skills and Learning Adult Community Education is delivering:

- Funding for the South West Regional Assessment Centre to deliver supported internship pathways for 16 to 24-year-olds with learning difficulties and disabilitiesand education and healthcare plans.

These are designed to build confidence, provide valuable life and independent living skills, and well-supported work experience placements.

There may be progression to volunteering, supported job roles and further learning. The courses are deliveredfrom learning centres in Boscombe, Bournemouth and Merley House, Poole.

- Sector-based work academy programmes (SWAPS) to support people into employment facilitated by Jobcentre Plus and local employers.
- English language skills for Afghan refugees, Ukrainian refugees, foreign workers and other non-English speakers.
- Apprenticeships in business administration, customer service, team leading, teaching assisting and early years education.
- Financial support to those with low household incomes to remove the barriers to learning, funding childcare, resources, equipment, IT connectivity, travel and parking costs.
- An accessible website with translation tools available.
- Everyday Skills courses for adults with learning disabilities and difficulties and young people with education and healthcare plans to help gain more confidence, knowledge and independence for everyday life.

Courses include computing, social communication, cooking, money management, reading and writing, English, maths, digital and leisure, and wellbeing courses.

- Sub-contracted employability and personal development courses delivered by specialist providers that target the hardest to reach and those further away from sustained employment.

3.6 Economic development

BCP Council helps businesses engage with colleges and universities to encourage employment within the area's priority sectors.

In its Economic Development Strategy (EDS), the council has a pledge that it is asking businesses to sign up to.

Part of it states: A commitment to in-work training and active support for pathways to employment initiatives and Increasing levels of diversity in the BCP workforce and supporting an inclusive approach to employment for all.

3.7 Target groups

The council analyses university attendance by postcode to identify who its target groups are.

With its colleagues in the Southern Universities Network it targets schools with cohorts that have never had a family member attend university or post level three education.

As well as work in schools and with Careers Leaders,the council also reaches out to the community the pupils are from.

The council runs family friendly events with the 0-19 Team coaching bus where parents can ask questions in a relaxed environment away from school.

Three hundred people attended a recent event at Rossmore community centre which resulted in an increase in higher education institute applications in the Bourne Valley.

3.8 Enterprise adviser

BCP Council has a team of three careers co-ordinators co-funded by the Dorset Local Enterprise Partnership.

They have linked an employer as an enterprise adviser to every secondary school and every SEND school or setting with post 11 provision.

This has improved schools' and settings' performance against the Gatsby 'Good Career Guidance' benchmarks and ensured that they all have a careers and enterprise strategy.

This work has created a strong bond between school age young people and local employers.

3.9 People strategy

As part of BCP Council's people strategy it has the following goals:

- 'Be progressive in creating employment opportunities for a wider demographic from our community' - under its 'Inspiring people, celebrating diversity' theme.
- 'Increase our focus on early careers, increasing our numbers as a leading provider of early careers within the area' - under its 'High performing teams, resourced for the future' theme.
- 'Look to create social mobility opportunities for care leavers, ex-offenders and those with disabilities' - under its 'Celebrating success, giving something back' theme.

The council does not currently have a separate apprenticeship strategy but it is analysing how it handles work experience, interns, T Level placements, traineeships and apprenticeships.

It will then build the case for why it needs to develop more opportunities across BCP Council for all, linked to these early career and onward development opportunities.

This will enable the council to have a more programmed approach to the delivery of these moving forward and widen the scope of opportunities.

3.10 Talent acquisition strategy

BCP Council is designing a talent acquisition strategy that will incorporate different entry routes into the council.

Council teams will model the behaviours and ways of working that will benefit all.

Work experience for SEND young people is built into events. It is delivered on the day and reviewed and evaluated afterwards.

This is part of a 'if I can see it, I can be it' approach. For example, if a young person with SEND is designing radio adverts for an event, managing crowds on the day and delivering evaluations, they will be offered work experience.

3.11 SEND internships

BCP Council will have its first supported SEND internships in place for post-19 young people at the BCP Council Civic Centre, Bournemouth from September 2022.

This will enable young people with SEND to undertake a rotation of work opportunities within BCP Council.

3.12 Sub-contracted funding

Funding has been subcontracted to:

- AIM Arts Academy which supports young people from across the area who have disengaged from education or have been homeschooled and lack the personal skills and resilience required for further study or work.

They support learners' progression into further study or work and re-engage them with society through creative and technical skills development, qualifications and an individualised personal development plan to address creative skills shortages.

The programme includes functional skills qualifications or GCSE English and maths where appropriate.

- The South West Regional Assessment Centre in Broadstone delivers supported internship pathways for 16 to 24-year-olds with SEND.

This is in order to build their confidence, provide valuable life and independent living skills and supported work experience placements.

The idea is that they will progress to volunteering, supported job roles and further learning.

Learning centres in Boscombe, Bournemouth, Merley House, Poole, and Dorchester deliver the training.

Access to the right advice and experiences at the right time to unlock opportunity throughout a person's life.

Getting great access to career advice and the chance for those wider experiences that broaden horizons and set schoolwork in context are vital. It really makes the difference between a young person being able to know about opportunity and then understand the steps towards it and not.

Through its adult community education, BCP Council ensures that local people have access to the right advice and experiences across a wide range of sectors and job roles.

4.1 Corporate strategy commitments

One of the council's commitments is to create a skills strategy by December 2022 which tackles inequality and supports local businesses in partnership with educational establishments and the market.

4.2 Human resources

The human resources team is developing a talent enablement and acquisition strategy to offer work experience, T level placements, internships linked to career pathways and apprenticeships.

4.3 Adult community education

Skills and Learning Adult Community Education delivers:

- Work in partnership with Jobcentre Plus to help unemployed people and those with confidence and mental health issues such as anxiety or depression.

- It will refer them onto relevant employability pathways, back to work skills and confidence programmes designed to retrain or return them to the job market.

- About 30 per cent of learners have learning difficulties and disabilities and 55 per cent are unemployed.

- Pathways, a structured career transition course for over 40s that focuses on understanding and overcoming barriers, and provides transferable employability skills.

It helps participants to understand the local job market and complete the relevant level two distance qualification to boost the impact of their CV.

- An employment and progression officer that provides on-demand pre-recorded tutorials on CV writing, cover letters with the option of attending a monthly drop-in.

- IT courses including essential digital skills qualifications, the International Computer Driving License (ICDL), cyber security and coding for those lacking digital skills.

- Careers information advice and guidance to support people into the best fit training and career paths for their skills and lifestyles.

- High pass rates in English, maths, GCSEs and functional skills - progressing people into further education and higher education.

- Targeted work to underrepresented groups to get them to engage in learning opportunities.

This takes place through community outreach work, voluntary and community sector partnerships, schools, children's centres, housing associations, drugs and alcohol services, Jobcentre Plus, mental health services, employers and council service units.

- Outstanding feedback from learners and stakeholders on the sector-based work academy programmes (SWAPs).

Run in partnership with Dorset NHS, seven out of 11 were offered employment for administration roles in GP surgeries.
In the hospital healthcare worker SWAP all 12 engaged were offered jobs.

New SWAPs in early years and teaching assistant and business administration are being developed for schools and nursery employers.

- A new HGV driver pre-employment training package which has been agreed with JCP to better prepare drivers for roles in the logistics and transportation sector.

4.4 Economic development

Through its significant engagement with businesses, BCP Council encourages them to engage with the skills institutions to offer work experience, in work training and apprenticeships. It also works closely with DWP and local training providers to help people back into work.

4.5 Spear Programme

BCP Council runs day nurseries, Little Explorers and Flippers, which offer high quality early years and childcare apprenticeships to all those interested in this route.

The BCP Workforce Development's early years team takes part in the annual careers fair for school leavers.

4.6 Hospitality and leisure

The council funded a project delivered by a local service provider to address the chronic shortage of resource in the hospitality and leisure sector.

This involved DWP advising customers to attendthis training to improve their confidence to work and the training was all about achieving a qualification in catering.

The training was well attended and people obtained jobs in the industry.

The council is also working with DWP to do a large recruitment fair focused on the employers that are struggling with recruitment.

5.1 Open recruitment

Careers and professions open to people of all backgrounds through transparent, accessible and open recruitment practices.

Open opportunities and open recruitment are needed so that the nation's talent can make the most of its potential. Ensuring that all careers are open to the widest possible range of young people really matters.

The work BCP Council does around Goals 1,2,3 and 4 would be wasted if employment opportunities were not open. Its strategy to target those with the greatest barriers for apprenticeship schemes will ensure that more people are able to fulfill their potential.

5.2 Corporate strategy commitments

As part of BCP Council's corporate strategy it is targeting care leavers, disadvantaged boys, and young people with the greatest barriers to learning and work to join apprenticeship schemes to maximise their opportunities.

From September the council is modelling an in-house supported internship route from SEND young people.

Several local employers support a Classroom in the Heart of Industry (CHI) employment and education training programme for 16 to 19-year-olds. This is based around Linwood School, a day school for SEND children. Marsham Court and Tescos are among the providers.

The council is working with the Autism Wessex charity and JP Morgan financial services company on autistic young workers and their successful induction to work.

It also plans to deliver a lifelong learning strategy by March 2023, working with partners to promote a broad learning offer for work and well-being, culture and arts and to increase awareness of environmental issues and sustainable living.

5.3 Human resources

The human resources team is developing a talent acquisition plan which looks at different recruitment pathways into BCP Council including wider representation from the community.

5.4 Adult community education

Skills and Learning Adult Community Education is working with local employers and Jobcentre Plus to bridge the journey into work.

It is doing this through the provision of SWAPs, pathways employability programmes, CV preparation tutorials and drop ins, and the provision of careers education, information, advice and guidance for those with barriers to work.

Apprenticeship employers are chosen carefully for their ability to support young people or those with additional needs.

The service along with children's services is developing a bespoke not in education, employment or training (NEET) programme for care leavers and vulnerable young people.

In partnership with the Virtual School and College for BCP Council, the team is also co-delivering the 'Discover You' NEET programme at Upton House in Poole.

5.5 Spear Programme

BCP Council runs Resurgo's six-week free employability Spear Programme for 16 to 24-year-olds.

Attendees are given training in the skills needed to get a job, such as interview practice, CV writing, how to speak professionally and how to present themselves well.

6.1 Human resources

The council's human resources department is developing a talent enablement strategy focusing on skills development, transparent career pathways linked to apprenticeships at all levels.

As part of the strategy it is embedding a coaching and mentoring culture. This will form part of the employee value proposition for the council to attract and retain talent.

It is also offering leadership and management training to upskill new or potential managers, along with leadership apprenticeships.

6.2 Adult community education

Skills and Learning Adult Community Education delivers a range of management, team leader and mentoring qualifications to support progression in the workplace and improve the productivity of organisations.

6.3 Economic development

Within the economic development strategy, the council is asking businesses to commit to in work training and provide active support for pathways to employment initiatives. This includes participating with local schools and increasing the use of apprenticeships to kick start careers.

The economic development team shares information in schools, and runs continuing professional development on how to deliver work experience. They also provide information on T Levels, and placements and networking opportunities between schools and business.

6.4 DorMen

BCP Council sponsors Dorset Mentoring (DorMen) which is a mentoring service for SMEs across the BCP area.

DorMen employs about 130 volunteer business mentors that have time to offer to businesses that require mentoring.

The businesses that use this service pay a small admin fee and are then matched to an appropriate mentor. Any business can apply to request a mentor.

7.1 General advice service

Citizens Advice Bournemouth, Christchurch and Poole provides a free general advice service to support resident's with guidance on debt and money matters.

It offers this information and advice through face-to-face, phone and email services, and online via adviceguide.org.uk

8.1 Corporate strategy commitments

BCP Council plans to complete an Active Lives statement to guide a future leisure centre management model, built facilities strategy and access to leisure and learning policy.

It plans to increase the proportion of people with dependency successfully accessing alcohol and drug treatment services by March 2023.

The council is working with partners and communities to address food insecurity by March 2023.

It is working with partners to help the area become registered as an age friendly community with the World Health Organisation by 2024.

It is committed to modernising day opportunities so that all residents with care and support needs have opportunities to engage in daytime activity in both day centre and community settings, some of which will offer an important break for carers.

The council is developing outreach support with GPs in community-based settings to engage earlier with patients. This will also improve the quality of life for those residents at risk of worsening health and outcomes.

It plans to deliver the agreed Homelessness and Rough Sleeping Strategy 2021-2025 through the established multi-agency BCP Homelessness Partnership.

8.2 Human resources

The council's human resources team has partnered with Public Health England, NHS, and other local councils on the integrated care system 'Our Dorset'.

Together they provide support for staff and raise awareness of a wide range of wellbeing interventions.

The team is developing a wellbeing strategy, and is taking part in Mind's Workplace Wellbeing Index to benchmark and improve the approach to mental health in the workplace.

It is also partnering with the pan Dorset strategic

8.3 Adult community education

Skills and Learning Adult Community Education has a Mental Health and Wellbeing Academy at Dorset Library and Learning Centre.

It offers a range of courses to support frontline workers, care workers, health practitioners and parents on mental health, counselling, first aid and wellness recovery.

The adult education service also offers leisure and general interest courses to allow parents and carers to focus on their own health and wellbeing, and take some time out from commitments.

It works with carefully selected partners to deliver skills, employability and personal development programmes specifically for adults in recovery, at risk of homelessness, or experiencing poor mental health.

8.4 Economic development

Through grant funding, BCP Council awarded the R3 (respond, recover, reimagine) group focused on Welfare £75,000 to undertake various initiatives to improve the health of the local workforce.

The R3 Taskforce, made up of local businesses and other stakeholders, was set up by the Council to identify and act on the issues that businesses, employees and jobseekers faced and continue to face in the midst of Covid-19.

Grant funding was also awarded to 'Surviving Minds' which is an initiative to improve 200 employees' mental health through various natural environment activities.

The initiative is run in an ancient woodland in Dorchester and focuses on improving individual and team wellbeing in a friendly and supportive environment.

Activities include shinrin-yoku (wellbeing through immersing in nature), understanding more about the forest and learning ancient woodland skills.

8.5 Health inequality

BCP Council is closely working with partners to develop the Integrated Care Partnership Strategy as well as looking at the outcomes from the Joint Strategic Needs Assessment.

9.1 Economic development

BCP Council currently contributes to the Dorset Growth Hub that provides knowledge and financial support for business and start-up SMEs within the area.

It also works with other partners such as British BIDs, British Chambers of Commerce, the LEP Network and more than 40 other trade associations.

The council runs Meet the Buyer events where large local companies present opportunities to local businesses that could operate in their supply chain.

It is currently planning the future of business support in the new funding environment, Shared Prosperity Fund and levelling up landscape.

The council is also encouraging businesses to work with the skills institutions, in particular their business facing teams on entrepreneurship and innovation.

Meanwhile, it is working with a number of organisations to look at business start-up and incubation offices across the BCP area.

9.2 Skills hubs

The £3.6 billion Towns Fund is being invested in UK's towns as part of the government's plan to level up the regions.

Bournemouth has secured nearly £22 million as part of the 'Town Deal' to boost ambitious regeneration plans for Boscombe. Of that, £2.5 million will fund a skills and employment hub.

The work is being facilitated by the council, with overall direction provided by the Strategic Towns Fund Board, private and public sector partners as well as community representatives

The vision for the Digital Skills, Innovation and Learning Hub is as an inclusive digital and creative-tech knowledge centre.

It will provide residents with high aspirational learning opportunities and businesses with opportunities to constantly improve productivity through technology adoption.

Implementation is likely to begin in early 2023. This could be replicated in other local areas.

9.3 Imminent developments

BCP Council is in the process of designing a new model for business support.

It is also expecting the announcement of the UK Shared Prosperity Fund (UKSPF) investment prospectus and to find out its allocation.

The council will then need to do an investment plan to be agreed by government, to confirm the allocation.

This funding will be for a three-year period and has been mentioned as the replacement for EU funding.

9.4 Childcare

The early years childcare and advisory team offer insight and training for anyone interested in setting up a business to become a childminder.

10 Closing the digital divide

10.1 Corporate strategy commitments

The council has made commitments to:

Deploy fibre, 5G and public WIFI networks through the Boscombe Town Deal's digital connectivity project by March 2024.

Adopt an inclusive customer and digital strategy that builds on BCP Council's commitment to the government's Local Digital Declaration and meets best in class standards for digital service design in 2022, including the continued development of the BCP Council website.

Continue to develop and improve technology to allow live streaming and remote participation for all public meetings during 2022.

Proactively engage communities to inform policy and future decision making via regular resident satisfaction surveys, and use digital tools to attract a new audience.

10.2 Digital skills

Skills and Learning Adult Community Education is amember of the government's Digital Skills Partnership which aims to improve digital skills for people and organisations.

It works with libraries and frontline services, and supports the recruitment and training of digital champions in the community and workplace.

The education provider offers a range of IT courses including ICDL computer skills certification, Essential Digital Skills qualifications (EDSQs), and cyber security and coding courses.

The aim is to improve the confidence and capability of the 22 per cent population with low or no digital skills.

Learner support funds help adults on low incomes to access digital devices and wifi to support their learning, complete online job applications and interviews, and access the digital tools to help improve money management.

10.3 Economic development

As in Goal 9, BCP Council has secured £2.5 million for a Digital Skills, Innovation and Learning Hub in Boscombe to encourage local residents to engage and improve their digital skills.

"BCP Council has secured £2.5 million for a Digital Skills, Innovation and Learning Hub in Boscombe to encourage local residents to engage and improve their digital skills."

10.4 Smart Place

BCP Council's 'Smart Place' initiative was designed to create digital solutions to improve the lives of residents, the vibrancy of the communities and the prospects of local businesses.

These innovative solutions use the benefits of cutting-edge digital technology, interconnected information and the latest high-speed connectivity.

Through a place-based approach to these solutions, the council can help drive sustainable regeneration and economic development across Bournemouth, Christchurch and Poole.

10.5 Communications strategy

In the BCP Council Communications and Strategy Plan, the four CORE objectives are changing behaviours for the benefit of the communities and place, operational effectiveness of services, reputation of the area and the council, and explaining policies, decisions and programmes.

It speaks of developing communications plans that recognise the diversity of the audience and different ways to reach and engage with them.

Communications will use plain language, representative imagery and will be delivered in formats relevant and accessible to the target audience and tailored to needs.

10.6 Adult community education

Skills and Learning Adult Community Education has developed more online education, removing the need for travel to learning centres.

11.1 Corporate strategy commitments

The government's Transforming Cities Fund aims to drive up productivity through investment in public and sustainable transport infrastructure in some of England's largest regions by 2023.

BCP Council made use of the fund for development of the new local transport plan, for 150 new electric vehicle charging stations, and to respond to the government's new transport bill.

It is also transforming travel schemes to deliver more sustainable transport options and better connectivity to and from the BCP area.

BCP Council is also committed to creating a 21st century digital infrastructure, achieving this by deploying fibre, 5G and public WIFI networks. This will be done initially in Boscombe, funded through the Towns Fund Digital Connectivity Project, by 2024.

BCP Council's 'Smart Place' initiative was designed to create digital solutions to improve the lives of residents, the vibrancy of the communities and the prospects of local businesses. This is an ongoing programme that aims to cover the whole of the BCP Council area in the future.

"BCP Council is also committed to creating a 21st century digital infrastructure"

12.1 Corporate strategy commitments

The council has made commitments to:

- Deliver the 'Cleaner' actions from the council's Cleaner, Greener, Safer programme to improve local environmental quality by April 2023.
- Deliver the government's Transforming Cities Fund sustainable travel initiatives.
- Develop a green infrastructure strategy to manage parks, recreation grounds, beaches and open spaces by June 2022.
- Bring forwards the pipeline of council owned new build sites to deliver much needed additional housing with £233 million in council investment over five years.
- Acquire an additional 250 existing properties for rent as part of £45 million of investment over five years.
- Work with community associations to ensure the long-term sustainability of community centres across the area by December 2022.
- Develop with partners a crime and disorder reduction strategy and action plan to address the priorities of the Community Safety Partnership, including the fear of crime in targeted communities by March 2022.
- Work with partners to implement the year one actions of the Community Safety Partnership's Preventing Domestic Abuse Strategy 2020-2023 by April 2023.
- Work with partners to deliver an anti-social behaviour strategy to prevent and reduce the impact of anti-social behaviour by September 2022.
- Develop integrated domestic abuse services for victims and perpetrators by March 2022.
- Develop a partnership and information sharing protocol with Dorset Police to tackle doorstep crime and fraudulent activity by June 2022.

12.2. Recent successes

BCP Council has completed two sites of alternative natural green spaces at Upton Country Park in Poole and Canford Park in Bournemouth, and is about to open up Throop Nature Park - 12 hectares of green space along the River Stour.

It was awarded 23 green flags for outstanding parks and open spaces and awarded more blue flags for its beaches than any other UK authority.

The council has approved plans to progress three new social housing schemes, and approved a £250 million new build housing and acquisition investment strategy for the next five years.

12.3 Economic development

The economic development team has recognised construction as a key priority specifically creating a role that will nurture and support this industry sector.

They will be working across the sector to help identify issues and opportunities as well as working closely with the Council's urban regeneration company.

13 Harness the energy transition

13.1 Corporate strategy commitments

The council has made commitments to:

- Deliver on the targets in its climate and emergency action plan.
- Deliver the 'Greener' actions within the Cleaner, Greener, Safer programme to support climate and ecological action by April 2023.
- Install energy saving and renewable energy measures in retained council buildings whenever they are being refurbished or improved.
- Investigate the use of developer contributions to fund climate change measures during 2022.
- Unify household waste, recycling and food waste collections across the area to increase recycling and reduce residual waste in line with government timelines.

13.2 Green education

BCP Council has adopted a Zero Carbon Workplace Charter, and developed an event sustainability policy to help event organisers to make their events more sustainable.

Skills and Learning Adult Community Education has started embedding and promoting sustainability knowledge and practices in courses and programmes.

It is also providing entry points to the English, maths, science and digital skills qualifications needed to re-skill for the green energy sector.

13.3 Economic development

Low carbon and net zero are golden threads through the council's Economic Development Strategy.

In the pledge, the council is asking businesses to sign up to a commitment to delivering net zero carbon targets before 2050 and leading the ambition to make BCP one of the most sustainable coastal regions in the world.

14.1 Corporate strategy commitments

The council has made commitments to:

- Promote and proactively work towards enabling a diverse workforce across all levels of the organisation, acting as a role model for Dorset employers.

- Introduce independent observers, stakeholders and service users to the recruitment of senior officer posts by March 2022.

14.2 Independent observers

BCP Council has established an Independent Observers Recruitment initiative for senior appointments to build an inclusive culture and retain diverse talent working with Dorset Race Equality Council to appoint people into the voluntary observer roles. They will then help to improve the transparency of recruitment and selection processes.

14.3 Network groups

The council has supported the establishment of staff network groups to provide a safe space for discussion of issues and help to raise awareness of issues within the wider organisation.

At present these networks are: Race and Cultural Diversity, LGBTQ+, Religion and Belief, Disabled Staff and Women.

They also provide an invaluable source of support for individual staff who may be facing challenges in the workplace and offer a collective voice for the workforce to management and by default, highlight organisational improvement opportunities.

14.4 Human resources

The council's human resources department is developing a talent acquisition strategy which tackles the evolving challenges around inclusion, diversity and equity in the workplace.

It incorporates an understanding of what this means for the employee experience, culture and the talent pool for the future.

14.5 Communities

The Community Equalities Champions Network meets on a quarterly basis to consider any emerging trends or issues within communities.

A key responsibility for champions is to help ensure their service units discharge their equality duties in the way they develop and deliver services and to be actively involved in the equality impact assessment process.

A grant agreement is in place with Dorset Race Equality Council to advocate on behalf of black and minority ethnic communities and encourage third party reporting of hate crime.

Skills and Learning Adult Community Education delivers independent living skills for people with learning difficulties and disabilities to enable them to gain employment and live more independent lives.

"They will help to improve the transparency of recruitment and selection processes."

Tutors embed equality and diversity into their teaching and learning delivery to promote inclusion practice and respect diversity among all learners and staff.

Non-profit organisation AgeWell offers courses targeted at residents over 60, especially those living alone, which aim to reduce social isolation.

Work with partner organisations such as Unity in Vision, a community action network based in Bournemouth, is extending the reach of skills and learning into under-represented communities.

Open 'equality matters' discussions have been held with staff and communities to help the council have a clearer understanding of people's lived experiences.

This helps it to gain a qualitative understanding of people's perceptions of the council as employer, service provider and community leader.

14.6 Economic development

As in Goal 3, in its Economic Development Strategy, BCP Council has a pledge that it is asking businesses to sign up to.

It includes a commitment to in-work training and active support for pathways to employment initiatives, and increasing levels of diversity in the BCP workforce, supporting an inclusive approach to employment for all.

14.7 Equality Commitments

The 2019 Equality and Diversity Policy acts as a commitment to everyone who uses BCP Council information, facilities and services, that the council recognises people have the right to be treated fairly and with dignity and respect. The policy sets out how the council follows the Public Sector Equality Duty as part of the Equality Act 2010.
In 2021, BCP Council released a report entitled, Progress in delivering equalities across BCP.

It detailed the council's equalities journey so far, the 'Equalities Footprint', and its onward equalities journey from 2021-2023.

14.8 Gypsy, Traveller and Romany

Community engagement with resident and transient Gypsy, Traveller and Romany communities has significantly improved.

This collaborative approach led to a co-produced display at Poole Museum named 'Unearthed! Gypsy and Traveller Heritage'.

14.9 Equality Action Commission

The Equality Action Commission was established in response to the death of George Floyd and local Black Lives Matter protests.

This independent group was set up to address public perception of the council, under representation of minority ethnic groups in senior officer roles and to extend engagement and increase trust and confidence among communities.

LEVELLING UP GOALS

THE PURPOSE COALITION

Proudly run by this is purpose

BCP Council

Levelling Up BCP Council

Strategic Direction

Overall objective: Use the frameworks of the Levelling Up White Paper and Levelling Up Goals to support the delivery and ambitions of our Corporate Strategy and Big Plan.

BCP Levelling Up Priorities:

- Increase support and development opportunities for children and young people
- Address cost of living issues including affordable housing
- Address skill shortages and low skill attainment
- Reduce health inequalities and disparities between wards
- Improve transport links including cycling infrastructure

Focusing on these priorities will also help improve the area's productivity rate which is below the national average

Implementation

Levelling Up Programme Board

Coordinates the strategic direction of the Council's Levelling Up Programme and oversees the workstreams for delivery

Workstreams

Funding	Devolution	Partnership working	Thought leadership	Data and insights	Council activities	Service integration	Comms	Lobbying
Utilise all opportunities to fund delivery of Levelling Up	Get the best deal for BCP Council	Locally, regionally, and nationally	Be a leading council on Levelling Up	Use to support planning and performance monitoring	Monitor and support activities that align with Levelling Up	Incorporate Levelling Up into council decision-making	Communicate plans and progress internally and externally	Work with partners and Government to maximise opportunities

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CABINET

Report subject	**Equality & Diversity Policy Review**
Meeting date	14 December 2022
Status	Public Report
Executive summary	As a Public Authority BCP Council have legal obligations under the Equality Act 2010 and the Human Rights Act 1998. The commitment to equality is embedded in the Big Plan and Corporate Strategy which together set out our vision, mission, ambition, priorities and values that underpin the council and the delivery of its services. An agreed review of the Equality and Diversity Policy first adopted by the Cabinet on 19 October 2019 has been undertaken. In July 2021 BCP Council introduced an Equalities Footprint that contributes to monitoring and measuring progress on equality, and how well the responsibilities of the PSED and HRA are being met. Key changes to the policy for Cabinet to note is the inclusion of the Equalities Footprint, and extensions to the local characteristics to now include children in care and care experienced young people, local business, community organisations, Military veterans, and Socio-economic status. The Internal Governance Framework is further strengthened and has been expanded. The roles and responsibilities within it have been subject to change to reflect the increased commitment and adjustments that have been made to the framework.
Recommendations	**It is RECOMMENDED that Cabinet:-** **(a) Approve the draft Corporate Equality & Diversity Policy and Governance Framework.** **(b) Note the changes to roles and responsibilities**
Reason for recommendations	• To reduce the equality gap and improve quality of life. • To make the governance framework and inclusive • To provide added assurance of compliance with statutory duties.

Portfolio Holder(s):	Leader of BCP Council – Councillor Drew Mellor Councillor Bobbie Dove Portfolio Holder for Community Safety and Regulatory Services
Chief Executive	Graham Farrant - Chief Executive
Report Authors	Sam Johnson - Policy and Performance Manager
Wards	Council-wide and All Wards
Classification	For decision

Background

1. Section 149 of the Equality Act 2010 imposes responsibilities on all public authorities and consists of a general equality duty, supported by specific duties.
2. The Public Sector Equality Duty (PSED) states that local authorities and those who deliver services on their behalf must, in the exercise of their functions, have due regard (or take proactive measures) to:
    - Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
    - Advance equality of opportunity between people who share a protected characteristic and those who do not
    - Foster good relations between people who share a protected characteristic.
3. The Council is committed to embedding equality & diversity at the heart of everything it does.
4. In July 2021 BCP Council introduced its Equalities Footprint which contributes to monitoring and measuring its progress on equality as a public authority, as community leaders, service providers and a major employer.
5. Consideration of the PSED is central to the Council's commitment to embed its equality objectives within the Corporate Strategy.
6. The Council is required to prepare and publish a minimum of one equality objective that is specific and measurable, at least every 4 years. This is in line with the proposed review cycle of the Corporate Strategy.

The Policy

7. To demonstrate leadership and commitment to equality and diversity the Council is required to adopt an equality and diversity policy.
8. The policy at Appendix A has been developed with consideration to BCP Councils Equality Footprint and improved practice commitment and progress over the past 3 years.

9. This policy will replace the previous BCP Council equality & diversity policy and procedures.
10. Key changes are the inclusion of the Equalities Footprint and an extension of the local protected characteristics to further include:
    - Children in care and care experienced young people
    - Local business and community organisations
    - Military veterans
    - Socio-economic status
11. Adherence to the policy will ensure the Council complies with legislation and effectively discharges its PSED reducing financial and reputational risk in the process.
12. Adherence to the policy will ensure the council complies with legislation and effectively discharges its responsibilities under the Human Rights Act 1998
13. The policy is a commitment to everyone who uses council information, facilities and services (including those provided by third parties) that the Council recognises that everyone has the right to be treated fairly and with dignity and respect.
14. The policy explains the Council's legal duty to service users and to staff, and the changes to roles and responsibilities of officers and Members and the consequences of non-compliance.
15. The policy includes a stronger Equality and Governance delivery framework.
16. Implementation of the policy is supported by additional procedure, process and guidance which includes:
    - BCP Councils Equality Footprint
    - A single equality impact assessment screening and full process and templates
    - A council wide equality action plan

Measuring Progress

17. Performance is set against the highest level of the Equality Framework for Local Government (EFLG). This framework is intended to help councils deliver accessible and responsive services, attract a representative workforce, promote equality of opportunity for staff and improve trust and confidence to ensure councils meet the requirements of the PSED.
18. The EFLG has three levels of attainment:
    - Level 1 – Developing
    - Level 2 – Achieving
    - Level 3 – Excellent
19. Based on current activity and known process and procedure the council are likely operating within the higher levels of achieving or lower levels of excellent.

20. The developing level requires recognition of the inequality in communities and the workforce, the setting up of systems and adoption of key policies to progress equality.
21. The achieving level requires the implementation of these systems, policies and procedures.
22. The excellence level requires the organisation to assess and demonstrate improved outcomes because of actions taken to address inequality.
23. Outcomes are measured against improvements across the 6 areas of the Equality & Human Rights Commissions Equality Performance Framework which are:
    - Education
    - Health
    - Justice & personal security
    - Living conditions
    - Participation
    - Work
24. The Equality & Diversity Progress Reports from 2019-2022 identify the significant progress has been made from October 2019 to date.

The Internal Equality & Diversity Governance Framework

25. An internal governance & delivery framework is included in the policy document.
26. The new equality and diversity governance and delivery framework has been developed to drive performance upward and to ensure the Council continues to deliver on its commitments to reduce inequality within the organisation and within the communities it serves.
27. Service Unit Equality Champions, Staff Network Groups and other stakeholders have been engaged during the development of the new framework.
28. The idea of a broader governance framework was positively supported.
29. Several observations including, the frequency of meetings; how to achieve support and buy-in from senior management to allow staff time to be part of E&D forums or groups; have been responded to and each staff network group now has a member of the Corporate Management Board assigned to it as an Equality Champion. This provides a voice at the top table for the relevant protected characteristic.

Summary of legal implications

30. There are no known financial implications at present. However, failure to carry out a robust equality impact analysis could lead to the decision being challenged through the Judicial Review Process. The financial sanctions that can be applied in a case in which breach of duty is established has no upper limit.

Summary of human resources implications

31. Service Directors are required to identify appropriately skilled or trained individuals (Service Unit Equality Champions) within their business area to help ensure services

are developed and delivered in line with the requirements of the PSED and managers need to support staff who wish to attend staff network group meetings.

Summary of sustainability impact

32. No environmental impact is known. It will be the responsibly of Service Directors through governance and management to ensure that any changes that are required to advance equality in line with requirements under the PSED are sustainable and to consider any potential impact on the environment when making a change to a service, policy, practice or procedure.

Summary of public health implications

33. There are no known implications detrimental to public health.

Summary of equality implications

34. (a) These proposals support the advancement of equality and enables the Council to meet its responsibilities and discharge its duties under the Public Sector Equality Duty. The equality impact assessment for the policy will be updated and is to follow.

Summary of risk assessment

35. Failure to comply with the statutory obligations imposed on BCP Council could lead to:

    - Judicial Review to challenge decisions
    - Litigious actions against BCP Council and/or its representatives
    - Financial loss for the Council
    - Reputational damage

Background papers

BCP Corporate Strategy

Corporate Equality Action Plan

Equality Framework for Local Government

Equality Impact Assessment Templates

Equality & Diversity Progress Reports 2019-2022

Medium Term Financial Plan

State of BCP Council Report

Appendices

1. BCP Council Equality & Diversity Policy Version 2

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Equality And Diversity Policy

Policy and Research

Author: Samuel Johnson

Version: V2

Approval Date:

Review Date: September 2025

bcpcouncil.gov.uk

Version History

Version Number	Date	Amendment	Officer
V2	07/11/22	Three year review in line with agreed review date. Includes additions to local protected groups; changes to E&D governance arrangements; revised roles & responsibilities	Samuel Johnson

1 Purpose Statement

1.1 This policy is a commitment to everyone who uses BCP Council's (the Council) information, facilities, and services, including those that are provided by others on our behalf, that the Council recognises that people have the right to be treated fairly and with dignity and respect.

1.2 The Council and anyone acting on their behalf has a legal responsibility under the Equality Act 2010 (the act) to comply with the Public Sector Equality Duty (the duty).

The legal duty is to:

- Eliminate (stop or prevent) unlawful discrimination
- Advance (keep working to improve and promote) equality of opportunity
- Foster (create and maintain) good relationships between people who share a protected characteristic and those who do not

1.3 The Council is required to treat people fairly.

1.4 The Council must not unlawfully discriminate against people who access our services, including in those circumstances where services are provided by third parties on our behalf.

1.5 The Council must not unlawfully discriminate against people who represent or are employed by the council in any capacity – Councillors, staff and those seeking employment by the Council.

1.6 Everyone who works for or represents the Council has a duty to challenge inappropriate language and behaviour towards others including members of the public should they come across it during their work.

1.7 The council is committed to the principles of equality and respects diversity and will provide quality responsive services, appropriate to need.

1.8 The Council will use this policy to ensure as far as possible that therights set out above are upheld.

1.9 The Council will ensure that all councillors, employees, potential employees, volunteers and contractors are aware of this policy.

1.10 Any acceptance of an offer of employment or contract will automatically also be taken as a commitment of acceptance of the legal duty and policy and a pledge to demonstrate these commitments in their performance and in the provision of services, or when representing the Council.

2. Who the policy applies to

2.1 This policy is applicable to all who represent BCP Council in any capacity – councillors, officers, contractors, volunteers, partner organisations, people on work placements, visitors, and customers.

2.2 It applies to everyone:

- in day-to-day interactions with customers
- when considering changes to employment practice, services change or creating or reviewing a policy

3. This policy replaces

3.1 This policy repeals all previous equality and diversity policy documents for BCP Council.

4. Approval process

4.1 This policy requires Cabinet approval.

5. Links to Council Strategies

5.1 This policy supports the Council's Big Plan, Corporate Strategy and all other council policies, strategies, and plans.

5.2 The Council's commitments to equality and diversity are reinforced through the Equalities Footprint agreed by the Council's Cabinet in July 2021 - Appendix A which can be found under the headline priorities in the Corporate Strategy:

- Fulfilled Lives
- Brighter Futures
- Connected Communities
- Dynamic Places
- Sustainable Environment

6. The Policy

6.1 As a public sector organisation, the council follows the Public Sector Equality Duty (PSED) under the Equality Act 2010, to protect individuals from unlawful discrimination.

6.2 The Council will not tolerate unjust, unfair, or unlawful discrimination by or towards any of its staff, contractors or partners including those who deliver services on our behalf.

- This applies to all conditions of employment including recruitment, selection, pay, hours of work, holiday pay, holiday entitlement, work allocation, sick pay,

pensions, training and development, annual appraisal, promotion, and retention.

- This also applies to the provision of all services, whether directly delivered by the Council, or by a third party on the Council's behalf.

6.3 In providing services the Council - or third parties providing services for the Council - must be able to demonstrate that they have considered the needs and protected characteristics defined by the Equality Act 2010 of service users and BCP Council's 'local characteristics' and in view of these considered potential impacts, appropriateness and accessibility of the services being offered.

6.4 Within all policy documents it must be clear that meaningful consideration has been given to the PSED. The following principles, drawn from case law, explain what the minimal requirements are to meet the Public Sector Equality Duty:

Knowledge	Officers must be aware of the requirements of the equality duty. Compliance with the equality duty demands a conscious approach and state of mind.
Timeliness	The equality duty must be complied when a policy is under consideration or a decision to proceed with an idea is taken – that is, in the development of policy options and before making a final decision. The Equality Duty cannot be satisfied by applying the duty afterwards to justify a decision after it has already been taken.
Real consideration	The Equality Duty must be exercised in substance, with rigour and with an open mind in such a way that it influences the final decision and is not a tick box exercise.
Enough information	when considering a proposed policy or decision the decision maker must consider whether they have enough information to consider if the requirements of the Equality Duty have been met as part of their decision.
No delegation	public bodies are responsible and liable for ensuring that any third parties which exercise functions on their behalf can comply with the Equality Duty and must take steps to ensure they are required to comply, and that they do so in practice. It is a duty that cannot be delegated.
Review	public bodies must have regard to the aims of the Equality Duty not only when a policy is developed and decided upon, but also when it is implemented and reviewed. The Equality Duty is a continuing duty

6.5 An equality impact assessment (EIA) must be undertaken and support all key decisions and policy documents. Impact assessments must at least consider, but not be limited to, the protected characteristics below as set out in the Equality Act 2010:

- age
- disability
- gender reassignment
- marriage and civil partnership
- pregnancy and maternity
- race
- religion or belief
- sex
- sexual orientation

6.6 In addition to the above BCP Council has also adopted several local characteristics that must also be considered when developing equality impact assessments. These are:

- Military veterans
- Carers
- Children in care and Care experienced young people
- Socio-economic status
- Local business or community organisations

6.7 Consideration must also be given to Articles of the Human Rights Act 1998.

6.8 All EIAs should be presented to Equality Impact Assessment panels which convene weekly (or as required) prior to submission as part of committee papers or before key decisions are taken. Completed EIAs are available on request or published on the Council's website through the committee system.

6.9 An internal equality and diversity governance and delivery framework is in place to help ensure the council discharges its public sector equality duty – Appendix B. The framework is led by the Strategic Equality Leadership Group (SELG) who set the strategic direction of equality objectives as required under the Equality Act 2010.

6.10 The SELG monitor progress with embedding equality and diversity in council culture, process, procedure, and operations and agree an annual programme of celebrations and events which the council will support to advance equality and diversity.

6.11 The SELG is underpinned and supported by the following groups

- Equality Action Commission (EAC)
- EIA Panels
- Service Unit Equality Champions
- Staff Network Groups
- Community Equality Champions
- Corporate Support

Refer to Internal Governance and delivery Framework below in Section 8

7. How to use this policy

7.1 Every key decision change to policy, service provision or service provider needs to be able to demonstrate that it has considered, understood, and reflected the positive or negative impact it will have in terms of equality and the nine protected characteristics of the Equality Act 2010.

7.2 A robust Equality Impact Assessment (EIA) process underpins and informs Council decision-making to:

- understand the positive and negative impacts of decisions or policy changes for people who identity with one or more of the protected characteristics set out in the Equality Act 2010
- identify and agree mitigating actions to lessen or remove negative impacts

7.3 An EIA must start with a conversation about potential equality impacts, be informed by evidence, and identify mitigating actions required where negative impacts are found. Guidance explaining the EIA process and forms for completing an EIA are available on the Equality & Diversity intranet page.

7.4 Identifying negative impacts will help protect the organisation from potential litigation in the future, it does not mean the policy cannot continue. However, the EIA does require that mitigating actions be agreed to maximise positive equality impacts or address negative or unknown impacts.

7.5 The Council works in partnership with organisations across Dorset to tackle hate crime and discrimination in a forum called Prejudice Free Dorset. More information about hate crime support and useful contacts can be found here.

7.6 Employee monitoring data will be used to inform the Council's People Strategy, terms & conditions of employment, pay & reward strategies and all other HR related policy and practice. Monitoring data on staff can be collected through the self-service function on employee first and through the recruitment process. This data is key to ensure the Council understands the profile of its workforce and the early identification of any negative impacts that may arise from terms & conditions or pay & reward that has a negative impact on or between differing protected characteristics

8. Roles and responsibilities

Role	Responsibility
Strategic Equality Leadership Group	❖ championing the equality, diversity and inclusion agenda across the council and embedding equality in organisational activities ❖ agreeing and supporting delivery of the Council's Equality Action Plan and supporting policy ❖ agreeing equality performance measures and targets to improve and monitor progress across the council and in the community ❖ working with and identifying new opportunities to work with partner organisations, community groups, individuals, and representatives from across the BCP council area to improve relations in the community ❖ receiving, reviewing, and responding to staff and staff network groups, workplace issues and concerns
Equality Action Commission	❖ An independent working group set up to review effective and long-term inclusivity and engagement primarily with our Black, Asian, and Minority Ethnic, customer, residents, staff, and visitors
Equality Impact Assessment Panel	❖ A consultative and assurance panel with discretion to recommend the approval or rejection of EIAs, providing guidance to improve the quality of EIAs where appropriate
Service Unit Equality Champions	❖ Help ensure that Service Units discharge their responsibilities as defined in the Equality Act 2010 ❖ Attend quarterly E&D meetings and EIA panel meetings ❖ Report/feedback updates and learning from equality meetings to their service unit ❖ Keep up to date and share own learning on major E&D issues ❖ Communicate and help embed E&D policy and procedure in all their service unit activities ❖ Support/undertake equality impact assessments for service decisions or policy changes ❖ Monitor and report E&D activity and performance in the service unit ❖ Ensure equality targets/actions are included in service plans ❖ Make representation to Strategic Leadership Groups as required
Staff Network Groups	❖ Provide a safe place for the discussion of issues ❖ Help to raise awareness of issues within the wider organisation ❖ Provide a source of support for individual staff who may be facing challenges at work ❖ Offer a collective voice for the workforce to management ❖ Make representation to Strategic Leadership Groups as required ❖ Maintain close communication links with HR ❖ Set up and maintain communication channels within group ❖ Understand and contribute to HR policy and procedures
Community Equality Champions	❖ Provide a link between Council and groups in community ❖ Act as a two-way communication channel ❖ Bring community concerns into the organisation ❖ Take Council initiatives into the community and promote engagement, participation, and consultation
Policy & Research	❖ coordinate Strategic Equality Leadership Group and Forum meetings ❖ horizon scan and provide guidance and advice ❖ develop corporate equality policy and procedure

Role	Responsibility
	❖ prepare equality monitoring reports for SELG ❖ undertake research, and source intelligence ❖ source E&D training opportunities ❖ promote equality and diversity related activity and events ❖ undertake consultation and collated equality monitoring data
Equality Policy Lead	❖ Provide independent advice to the Chair or Standards Board where there are allegations of discrimination or matters of equalities based issues
Human Resources	❖ provide support to recruiting managers on E&D issues ❖ to manage the independent observer process and ensuring service stakeholders are included in recruitment practice as appropriate ❖ provide employee relations support for E&D issues ❖ support the sourcing, procuring and delivery of E&D related training
Communications	❖ produce and maintain an Equality & Diversity communications plan ❖ manage website accessibility
Elected Members	❖ ensure their behaviour is consistent with the principles of this policy and have a vital role to play in ensuring that they are integral to the local authority's aims. ❖ Group Leaders are responsible for informally monitoring the behaviour of members in their political group and take appropriate action if there is evidence of unfair or discriminatory treatment, harassment, or bullying. They are also for raising awareness of this policy within their political group. ❖ should understand their responsibility under the equality Duty to ensure fairness and equality of opportunity and outcomes for local people
Corporate Management Board	❖ to be proactive in the promotion of equality and demonstrate respect for diversity ❖ embed equality in all aspects of service delivery ❖ encourage the collection of equality monitoring data within their business area ❖ contribute to the development of an organisational culture that supports those who take active steps to challenge discrimination and harassment ❖ to nominate members of the board to be Staff Network Group Champions
Service Directors	❖ to ensure effective integration of the principles of equality within their service plans ❖ to ensure equality impacts are considered as part of all key decision-making processes and evidence is captured through equality impact conversations and/or full EIAs ❖ to maintain an overview of performance on equality ❖ to nominate and support an Equality Representative within their Business Unit ❖ to support staff to attend staff equality networks
Managers	❖ to monitor individual behaviour and take appropriate action if there is evidence of discrimination, harassment, or bullying. ❖ to raise awareness of individual rights and responsibilities. ❖ to identify appropriate training needs and provide training opportunities

Role	Responsibility
	❖ to ensure contributions to embedding equality and diversity are integral to annual performance review process
All Staff	❖ to take responsibility and be accountable for their own behaviour. ❖ to challenge discrimination and harassment without fear as defined in the complaints and grievance procedures or the corporate complaints or Whistle Blowing policies as appropriate. ❖ to provide diversity monitoring information to help inform workforce planning and the BCP People Strategy

9. Enforcement and sanctions

9.1 Failure to comply with our Public Sector Equality Duty could have significant legal and financial implications for BCP Council and individuals. It is key to embed Equality and demonstrate respect for Diversity in our strategies, policies, plans and procedures.

9.2 Councillors who fail to comply with this policy will be subject to procedures set out in their code of conduct.

9.3 The Policy Lead for Equality will provide the Chair or the Standards Board with independent advice where there are allegations of discrimination or matters of equalities based issues.

9.4 A member of staff who causes offence or makes another individual feel unsafe or degraded or creates a hostile, intimidating, degrading, humiliating or offensive environment for their colleagues or customers, whether intentionally or not may be subject to disciplinary action in line with the Council's Disciplinary Policy and could be subject to legal action from the complainant.

9.5 Contracts with providers or suppliers may be terminated if they act in a discriminatory manner, or do not operate in the spirit of this policy or fail to provide equitable services.

10. Further information and evidence

10.1 Demographic profiles, diversity dashboards and other research and consultation about the makeup of our area and workforce can be found here.

10.2 The Equality Impact Assessment that supports this policy can be found here.

10.3 BCP Corporate Strategy which sets out the Council's commitments to Equality and Diversity.

10.4 LGA Councillor Guidance 2018/19 can be found here.

10.5 The Equality Framework for Local Government can be found here

10.6 More information about equality and the latest judicial reviews can be found at the Equality and Human Rights Commission's Website: EHRC

BCP Council Equalities Footprint

We have embedded the principles of equality into our Corporate Strategy to ensure that fairness and the progression of equality are central to the development of BCP as a new council and are part of the DNA of the organisation.

We will be innovative and transformative in our approach to the delivery of our services making sure that we put people at the forefront and at the centre of everything we do. This will be evident in our organisational culture and demonstrated through our values, fundamentally changing how we carry out our approach to 'business as usual'.

We aim to reinforce these commitments through the introduction of an Equalities Footprint which is defined as:

> The activities undertaken by the council in accordance with their role that contribute to the delivery of BCP Council's equalities agenda and the duties of the council at individual, team, and service levels.

The equality footprint is informed by eight actions that the council will need to take forward:

1. The introduction of independent observers where appropriate for appointments to Heads of Service or above, including promotions and secondments to these positions.

2. Stakeholders or service users will be included to sit on interview panels, if appropriate, for all interim, permanent appointments, secondments, or internal promotions to positions that sit within the Senior Managers Network.

3. The undertaking of Equality Impact Assessments (EIAs) at the point of registering committee reports and portfolio holder decisions on BCP Council's ModGov system

4. The introduction of EIA Panels

5. The requirement to demonstrate fulfilment of the requirements of the PSED in annual appraisals process enabling staff to evidence how they are contributing to the council's Equalities Footprint and Corporate Strategy.

6. Development of a new hybrid training package that is fit for purpose and takes account of variation in learning styles to enable officers and councillors to understand and discharge their responsibilities under the PSED during their work

7. The delivery of the equality and diversity communication plan and diversity calendar, and production of accessible communication standards

8. Completion of a user-friendly website that conforms to website regulations 2018 and is easy to read, navigate and access.

An Equalities Footprint will ensure equality and diversity is at the heart of the council and allow BCP Council to carry out its decision making from a perspective which is inclusive in its delivery of services for those who work, live and visit BCP

Adopted by Cabinet July 2021

Equality and Diversity – Internal Governance and Delivery Framework

Strategic Direction

Equality Action Commission

Role and purpose

An independent working group set up to review effective and long-term inclusivity and engagement primarily with our Black, Asian and Minority Ethnic, customer, residents, staff and visitors.

Equality Impact Assessment (EIA) Panel

Role and purpose

A consultative and assurance panel with discretion to recommend the approval or rejection of EIAs. and providing guidance to improve the quality of EIAs where appropriate.

Strategic Equality Leadership Group

Who are they?

- Chief Executive (Chair)
- Cabinet Spokesperson for Equalities
- Chief Operations Officer
- Head of Human Resources and OD
- People Services Lead
- Leader of the Council
- Non administration group member
- Trade Union Representative
- Equality and Diversity Policy Lead

To present or address specific issues:

- Staff Network representative
- Community Equality Champion representative
- Equality Action Commission representative

What do they do?

Help ensure the Council is meeting its Public Sector Equality Duty (PSED) by:

- championing the equality, diversity and inclusion agenda across the council and embedding equality in organisational activities
- agreeing and supporting delivery of the Council's Equality Footprint, supporting action plan and policy
- agreeing equality performance measures and targets to improve and monitor progress across the council and in the community
- working with and identifying new opportunities to work with partner organisations, community groups, individuals, and representatives from across the BCP council area to improve relations in the community
- receiving, reviewing, and responding to staff and staff network groups, workplace issues and concerns

How often do they meet?

- Quarterly (or more if required to address specific issues)

Implementation Groups

Service Unit Equality Champions (SUECs)

Who are they?

- Service Unit representatives, agreed with the Service Director as a recognisable E&D point of contact for the service

What do they do?

- Help ensure that Service Units discharge their responsibilities as defined in the Equality Act 2010
- Attend quarterly E&D meetings and EIA panel meetings
- Report/feedback updates and learning from equality meetings to their service unit
- Keep up to date and share own learning on major E&D issues
- Communicate and help embed E&D policy and procedure in all their service unit activities
- Support/undertake equality impact assessments for service decisions or policy changes
- Monitor and report E&D activity and performance in the service unit
- Ensure equality targets/actions are included in service plans
- Make representation to Strategic Leadership Groups as required

Staff Network Groups

Who are they?

- Staff representatives for protected groups

What do they do?

- Provide a safe place for the discussion of issues
- Help to raise awareness of issues within the wider organisation
- Provide a source of support for individual staff who may be facing challenges at work
- Offer a collective voice for the workforce to management
- Make representation to Strategic Leadership Groups as required
- Maintain close communication links with HR
- Set up and maintain communication channels within group
- Understand and contribute to HR policy and procedures

Community Equality Champions

Who are they?

- Officers with a community role/community safety officers

What do they do?

- Provide a link between Council and groups in community
- Act as a two-way communication channel
- Bring community concerns into the organisation
- Take Council initiatives into the community and promote engagement, participation and consultation

Corporate Support

Corporate Management Board

- Identify champions or sponsors for individual staff network groups
- Be the voice and/or make representation for their nominated group as required

Policy and Research

- Help ensure the council understands and is equipped to discharge its PSED
- Horizon scan, provide E&D guidance and advice, develop corporate policy and procedure
- Undertake consultation and research to inform decision making and equality impact assessments
- Manage the EIA Panel process
- Develop and monitor progress with implementation of the Council's Equality Footprint and Corporate E&D Action Plan
- Co-ordinate SELG, EAC and SUEC meetings

HR & Organisational Development

- Provide employee relations
- Support delivery of E&D training programme
- Deliver open and accessible recruitment processes
- Embed independent observers into recruitment processes

Legal

- Provide legal advice on E&D matters as required

Communications and Marketing

- Positively and proactively promote the council as an open and accessible council
- Develop and deliver an E&D communications programme and plan

Prepared by Policy & Research – April 2022

CABINET

Report subject	**Protecting our coastal and open spaces**
Meeting date	14 December 2022
Status	Public Report
Executive summary	The Seasonal Response Programme, delivered at peak visitor periods over the last two years, has seen a number of negative behaviours presented by some individuals which have impacted upon our environment and on visitor and resident enjoyment of our beaches and open spaces –which has required significant additional resource to manage. The annual Seasonal Response review has made a recommendation to consider the use of Public Spaces Protection Orders (PSPO's) where appropriate, in order to prohibit these behaviours, thereby creating a strong deterrent and enabling the Council to take effective action in a timely manner. A feasibility assessment has identified six behaviours which meet the legislative criteria for consideration of a PSPO, based on consideration of evidence and enforcement options. The next step is to launch a public consultation which is an essential requirement in considering whether to proceed with any Order. This report seeks approval from Cabinet to continue the detailed work required to prepare for public consultation, including final mapping of evidence in order to define the areas where behaviours are proposed to be prohibited. The report seeks delegated authority for the Portfolio Holder for Community Safety and Regulation to approve the final proposals subject to completion of this work as well as consideration of external legal advice from counsel. The consultation results will inform a detailed assessment of responses which will be considered along with a final options appraisal. Final proposals will be presented to Cabinet for approval.
Recommendations	**It is RECOMMENDED that:** **i) Cabinet approve the further consideration of potential Public Spaces Protection Orders as noted at paragraph 9;** ii) **Cabinet approve the progression to public consultation on Public Spaces Protection Orders within the scope noted, subject to finalisation of the**

	evidence assessment; **iii) Cabinet delegate authority to the Director of Communities in consultation with the Portfolio Holder for Community Safety and Regulation, to approve the final proposals and consultation documents by way of a Portfolio Holder Decision Record**
Reason for recommendations	Public Spaces Protection Orders (PSPO) have been identified as a means of preventing and resolving negative behaviours seen throughout the last two years of Seasonal Response Programme delivered at peak visitor periods. Section 59 of the Anti-Social Behaviour Crime and Policing Act 2014 permits a Local Authority to designate a PSPO if it is satisfied on reasonable grounds that conditions prescribed by the Act are met. A feasibility assessment has concluded that there is sufficient evidence to support the further consideration of a PSPO's in regard to six identified behaviours. The assessment also strongly indicates that the Council and Police will be able to take more robust action in regard to these behaviours, improving the response and acting as a deterrent. Further work is required to finalise proposals and progress to public consultation. In order to do so in a timely manner and within timescales which could allow for adoption prior to the Summer 2023 season, delegated authority is sought to support the completion of this work and to achieve the launch of consultation in January 2023.

Portfolio Holder(s):	Cllr Bobbie Dove, Portfolio Holder for Community Safety and Regulation
Corporate Director	Jess Gibbons, Chief Operating Officer
Report Authors	Kelly Ansell, Director of Communities Nananka Randle, Interim Head of Safer Communities
Wards	Council-wide
Classification	For Decision

Background

1. Through the Seasonal Response Programme delivered at peak visitor periods over the last two years, a number of negative behaviours presented by some individuals have impacted on our environment, on visitor and resident enjoyment of our beaches and open spaces and have required significant additional resource to manage. The Seasonal Response Programme has addressed issues as they emerged during these peaks by increasing staff within key core services and targeting known hot spot areas with proactive security and staff presence. However, robust enforcement of these behaviours is limited given the restricted enforcement options relating to byelaws and restrictions of existing legislation resulting in limited prevention and impact in addressing the issues in real time. It should be noted that there is no option for issuing a Fixed Penalty for breach of a byelaw, so the only recourse is through the Courts which is both costly and due to backlogs in the Court, not timely in reaching an outcome.

2. A review of the Seasonal Response challenges and activity over the last two years has resulted in a recommendation to consider the use of Public Spaces Protection Orders (PSPO's) where appropriate, in order to prohibit these behaviours, thereby creating a strong deterrent and enabling the Council to take effective action in a timely manner.

Legislation

3. Section 59 of the Anti-Social Behaviour Crime and Policing Act 2014 permits a Local Authority to make a Public Spaces Protection Order (PSPO) if it is satisfied on reasonable grounds that two conditions are met as follows:-

First Condition

- activities carried on in a public place within the authority's area have had a detrimental effect on the quality of life of those in the locality, or;
- it is likely that activities will be carried on in a public place within that area and that they will have such an effect.

AND Second Condition

- The activity/activities is, or is likely to be, persistent or continuing in nature;
- is, or is likely to be, such as to make the activities unreasonable; and
- justifies the restrictions imposed.

4. Section 59 (5) states that 'the only prohibitions or requirements that may be imposed are ones that are reasonable to impose in the order –

a) To prevent the detrimental effect referred to above for continuing, occurring or recurring, or

b) To reduce that detrimental effect or to reduce the risk of its continuance, occurrence or recurrence.'

5. The Council must undertake the necessary consultation and publicity before making or extending any Order and in order to ensure that the Conditions as set out in S59 are met. It is critical that there is sufficient evidence to support that for the behaviours we intend to target.

6. Failing to comply with the terms of a PSPO is a criminal offence that can be actioned by either the issuing of a Fixed Penalty Notice (FPN) or a prosecution through the Magistrates Court. It should be noted that FPN's cannot be issued to anyone under the age of 18. However, where anti-social behaviour is demonstrated by those under 18, informal and early intervention can be successful in changing behaviour and protecting communities. Several measures are available to both the Police and the Council, including Verbal or written warnings, Acceptable Behaviour Contracts, and the Community Consequence Scheme.

7. These measures allow the Police or Council to deal more proportionately with less serious crime and anti-social behaviour, taking account of the needs of the victim, the perpetrator, and the wider community.

Feasibility Assessment

8. A feasibility assessment has been undertaken in regard to the most challenging behaviours. This has considered:-

   - the evidence available, tested against the legislative Conditions outlined above
   - the initial geographical scope which may be applied to any PSPO relating to these behaviours, based on the evidence
   - the options and constraints in each case, including alternative enforcement options

9. The assessment has identified six behaviours which meet the criteria and the Conditions of the legislation, summarised in the table below.

Behaviour	**Evidence Assessment**	**Proposed Area**	**Options and Constraints**
1.To refuse to reduce the volume of music or making noise on	Numerous reports and complaints throughout the	All beach areas, clifftops and open	Evidence indicates this behaviour is usually associated with large

the beach at levels that have a detrimental effect on the quality of life of those in the locality and is or is likely to be persistent or continuing in nature.	summer were received evidencing a negative impact on residents and visitors alike.	spaces to be identified - to prevent displacement issues.	groups and possible drug and alcohol activity. This poses a risk to any staff undertaking enforcement activities and additional support may be required from the Police. Positively, a PSPO is a more effective and timely enforcement tool when compared to Statutory Nuisance legislation and will provide real time response.
2. Anti-social behaviour by groups on the seafront.	It can be argued that larger groups of people might have a tendency to be intimidating and if displaying aggressive or antisocial behaviour, reporting shows this impacts on the enjoyment of the beach areas for others, particularly families with young children and those with beach huts who cannot move away.	All beach areas, clifftops and open spaces to be identified - to prevent displacement issues.	Alcohol tends to be a contributing factor to poor behaviours. This poses a risk to any staff undertaking enforcement activities. Experience from summer 2021 and 2022 shows that seafront staff required additional support from Police in these instances. Enforcement may cause increased friction and escalation, which may be better dealt with by way of dispersal order by Police in some circumstances. It is noted that the current alcohol PSPO is in place within Bournemouth town centre, which allows officers to require individuals to cease drinking alcohol if requested to do so by an authorised officer who can also confiscate the alcohol if they are likely to cause anti-social behaviour.
3. Overnight stays in tents and/or sleeping on the beach or open spaces without landowners'	Complaints are evidenced at a variety of beach locations within the conurbation. The presence of	All beach areas to prevent displacement issues, clifftops and open spaces to be	Current enforcement relies on byelaws which are restrictive by definition and do not allow for real time action. Eviction notices are

permission	overnight camping is often associated with anti social behaviour and littering, impacting on the environment and on the enjoyment of the beach areas. Camping on the beach also creates operational issues with beach clearance. Seafront rangers served 122 eviction notices during summer of 2022. It is important that the evidence supports the test of detrimental effect of those in the locality.	geographically mapped.	served on occupants of tents on the beach, and byelaw enforcement is pursued where this is feasible. However, successful prosecution is limited due to the restricted definition of the byelaws and restrictive options for enforcement. Inclusion in a PSPO will allow for Fixed Penalty Notices to be served and will likely act as a deterrent. Open spaces have not benefited from additional security resources during the summer period and parks wardens and patrolling officers welcome the opportunity to be able to positively tackle those who stay without permission on open spaces.
4. Overnight stays in vehicles in car parks and other open spaces (vehicles includes cars, vans and mobile homes)	Complaints are evidenced at a variety of beach front car parks and highways locations areas within the conurbation. It is important that the evidence supports the test of detrimental effect of those in the locality.	Evidence must be geographically mapped for inclusion within any PSPO.	Not all car parks would be included but some naturally attract overnight stays and these would need to be included in any evening/early morning patrols to ensure the behaviour is addressed
5. To light or fuel any open fire or BBQ on beaches and open spaces	Dorset Fire and Rescue support this move and have provided evidence of BBQ fires attended to April - August 2022 on beaches, cliff tops and open spaces. Seafront and	All beach areas to prevent displacement issues, clifftop locations and open spaces to be identified.	Many people go to the beach in evenings to have a BBQ and enjoy the quieter space. Further consideration of the evidence available will be required and the public view will be important in considering whether a blanket

	security also have complaints logged showing extent of problem with potential for larger fires caused by reckless disposal or BBQ's and one major injury to a child due to careless disposal of BBQ on beach.		prohibition is applied, or whether this is restricted under certain circumstances and at specified times.
6. Littering	Numerous complaints are regularly received about the amount of litter left on the beach every day during seasonal peaks. Significant resource is committed to clearance in order to ensure public enjoyment of beaches and protection of the environment.	All beach areas to prevent displacement issues, clifftop locations and open spaces to be identified.	The Council is considering a proposal to implement a further litter enforcement programme across BCP which will involve employing an external contractor to undertake this work in relation to existing littering offences. This will be determined prior to the PSPO consideration due to public consultation requirements. The inclusion of littering in any proposed PSPO will allow for an additional targeted response in key areas at peak periods and application by a wider staff base.

PSPO's for Consideration

10. It is recommended that public consultation is launched to consider the following PSPO Orders;

a) All beach areas as well as clifftop locations and open spaces to be identified;

- Failure to comply with a request to reduce the volume of music and/or other noise which is occurring at levels that cause alarm or distress to others and is/or is, likely to be persistent or continuing in nature.
- Failure of a group of people to disperse at the request of an Authorised officer who believes that they are acting in an antisocial manner that is likely to cause alarm or distress to others and is/or is likely to be persistent or continuing in nature

- Overnight stays in tents and/or sleeping on the beach and open areas without landowners' permission
- To light or fuel any open fire or BBQ on beaches and open spaces
- Littering

b) Areas to be defined by evidence in a wider geography;

- Overnight stays in vehicles in car parks and other open spaces (vehicles includes cars, vans and mobile homes)

Consultation

11. Further detailed work is required prior to commencing public consultation, including final mapping of evidence in order to define the areas where behaviours are proposed to be prohibited. Draft Orders including maps will be presented in any public consultation documentation along with the detailed evidence assessment and options.

12. It is proposed that the consultation commences by the end of January 2023 for a period of 28 days.

13. Upon closure of the consultation, a detailed assessment of responses will be considered along with a final options appraisal. Final proposals will then be presented to Cabinet for approval.

14. It is recommended that the Director of Communities in consultation with the Portfolio Holder for Community Safety, Regulation and Legal Services is delegated authority to approve the final proposals subject to completion of the work outlined in paragraph 10 and external legal advice from counsel.

Summary of financial implications

15. It is anticipated that given the potentially broad geographical area and multiple Orders under consideration, the costs of consultation and implementation will be £40,000 to include legal advice, consultation costs and signage.

16. These costs will be met from within the Communities Directorate budget.

Summary of legal implications

17. If a PSPO is to be considered then it must follow the statutory consultation as set out in Section 73(3) of the ASB, Crime and Policing Act 2014and any term in any proposed PSPO must be reasonable to prevent the detrimental effect of the behaviour continuing, occurring or recurring OR to reduce that detrimental effect or to reduce the risk of its continuance, occurrent or recurrence. Failure to follow this , or not to do so adequately, could make any decision thereafter unlawful and could open the Council up to a High Court challenge under Section 66 of the ASB, Crime and Policing Act 2014. Any challenge must be brought within 6 weeks of the introduction of any PSPO and be based on the grounds that the Council did not have the power to make the Order (or variation), to include particular prohibitions or requirements or that the process for implementation of any PSPO as set out in the ASB, Crime and Policing Act 2014 has not been complied with.

18. If such a challenge were made there would be both cost implications and possible reputation consequences to the Council.

Summary of human resources implications

19. An Enforcement Protocol would be required should the Council resolve to proceed with any PSPO's. This will include consideration of staff resource requirements.

Summary of sustainability impact

20. It is anticipated that the potential prohibition of the behaviours under consideration will reduce environmental damage and protect our beaches and open spaces

Summary of public health implications

21. It is anticipated that the potential prohibition of the behaviours under consideration will make a positive contribution to public health by protecting our beaches and open spaces from negative behaviours which have an impact on visitors and residents.

Summary of equality implications

22. This is the first step in considering the options available and to approve in principle, public consultation. No decision will be undertaken until the consultation is complete and fully considered.

23. An Equality Impact Assessment is being completed as an integral part of this entire process and will be duly considered by the Equality Impact Assessment Panel prior to the outcome of any decision.

Summary of risk assessment

24. Failure to follow the legal process and consult, or not to do so adequately, could make any decision thereafter unlawful and could open the Council up to a High Court challenge under Section 66 of the ASB, Crime and Policing Act 2014. If such a challenge were made there would be costs implications and possibly reputational risks to the Council. This risk will be mitigated by having the option in seeking advice from counsel on the evidence and proposals as part of the final approval process prior to commencing consultation

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Cabinet

Report subject	**Provision of Beach Huts**
Meeting date	Cabinet 14 December 2022
Status	Public
Executive summary	This report sets out proposals, following a review of BCP Beach hut assets, to harmonise the service offer, provide equality of access for BCP residents and enable new levels of investment in the beach hut offer. Like all Councils in the UK, due to rising inflationary pressures, BCP Council is having to review its financial position, find new ways to be more efficient in meeting the needs of our communities, ensure cost recovery and income generation. This involves reviewing all our commercial services, including the provision of beach huts. In September, the Corporate and Community Scrutiny Committee was advised of the decision and reasons for not pursuing the use of a Special Purpose Vehicle (SPV) to commercialise beach hut assets and that the Council would instead develop proposals for changes to the in-house management, harmonisation of prices and policies, and the enabling of capital investment. BCP Council manages over 3,700 beach huts between Highcliffe and Hamworthy, with annual gross income of circa £7m. Officers have undertaken a review of the differing legacy management and financial arrangements with the aim of harmonising the service, widening access, raising maintenance standards and improving commercial performance. The review has included engagement with key stakeholders including the four Beach Hut Associations.
Recommendations	**It is RECOMMENDED that Cabinet:** **1. Agrees to allow all BCP residents to join the waiting lists for standard huts/sites.** **2. Agrees the 5-year beach hut pricing strategy set out in Appendix 1a to increase income and harmonise rental and transfer fees.** **3. Agrees to widen use of long-lease arrangements to generate additional capital and support future development schemes.**

	4. Agrees to the financial plan in Appendix 1c to invest additional income from rental fees, transfers and long-leases to improve service standards and enable further capital investment in seafront assets. **5. Notes that the implications of the recommendations above will be included in the Council's Budget and Medium Term Financial Plan (MTFP) 2023/24 report, due to be considered in February 2023 by the Cabinet and Council**. **6. Delegates authority to the Chief Operations Officer, in consultation with the Portfolio Holder for Environment & Place, to:** **a. finalise operational changes and harmonise terms & conditions across Beach Hut: licence hire agreements; handbooks; & waiting lists.** **b. make further changes to the pricing structure and eligibility criteria in response to market demand.**
Reasons for recommendations	1. Market demand for beach huts is strong however further improvements are possible by widening eligibility and enabling more people to access the service. 2. Beach Huts are a 'non-statutory' discretionary commercial service. 3. The pricing strategy supports corporate commitments to harmonise the different approaches of the preceding Councils and offers a more equitable system. 4. Support the Council's MTFP position and delivery of the Big Plan and Seafront Strategy using a more commercial approach. 5. Increase service quality by enhancing maintenance to ensure longevity of existing assets, improve the seafront and the overall service to licence holders and local residents.
Portfolio Holder(s):	Portfolio Holder for Environment, Councillor Mark Anderson
Corporate Director	Jess Gibbons – Chief Operations Officer
Report Author	Anthony Rogers – Head of Seafront Services
Wards	All
Classification	For Decision

Background

1. BCP Council manages provision of over 3,700 Beach Huts along its seafront (see Appendix 2 for details), which is amongst the highest number of any local authority in the UK. Prior to the formation of BCP Council, Bournemouth, Christchurch, and Poole Councils all had different approaches to management and the Council is committed to aligning these, offering a single transparent approach with improved administration.

2. In September, the Corporate and Community Scrutiny Committee was advised of the reasons for no longer pursuing the use of a Special Purpose Vehicle (SPV) to commercialise beach hut assets and that the Council would instead develop proposals for changes to the in-house management, harmonisation of prices and policies and enabling capital investment.

3. In developing the recommendations in this report, officers have considered existing policies, procedures & working practices and researched other local authority providers. They have assessed customer surveys and demographic / socio-economic analysis and engaged with key stakeholders.

4. This work has shown there is scope to simplify service access and build on the strong demand for beach huts in the local area, which has increased in recent years due to COVID and the homestay market. Currently 99% of huts and sites in Bournemouth and Poole are let and there are no vacant beach hut sites in Christchurch. Over 1000 new waiting list applications have been received for Poole in the last 18 months and waiting lists in Bournemouth have been closed since 2017 due to high demand.

5. Research as shown there is also scope to:

- Harmonise rental and transfer fees and provide a more equitable system
- Standardise terms and conditions of hire including sub-letting policies
- Raise maintenance standards whilst driving growth and service incomes
- Revisit the mix of casual huts available for short term rentals

Eligibility Policy

6. Eligibility policies for access to the beach hut service currently differ as follows:

Type	Bournemouth	Christchurch	Poole
Standard hut / site	Must be resident in Bournemouth	No restrictions. Huts only available via private sale/transfer.	Primary or only residence in Poole
Super hut or Pod	No restrictions	N/A	N/A
Casual Hire	No restrictions	N/A	No restrictions

7. There are historical differences and anomalies in the eligibility policies for accessing standard huts/sites across BCP. A consistent approach to eligibility should be adopted to help sustain and grow commercial potential and increase occupancy rates in areas of lower demand. Widening the market for standard

huts/sites for all BCP residents would support this and enable existing beach huts users to retain their hut/site if they move within the BCP area.

8. 8 out of 10 coastal Councils recently benchmarked (inc. Scarborough, Brighton, and West Wittering) only offer huts to local residents. 2 out of 10 (Tendring and New Forest DC) offer licences without geographical limitations, applying a surcharge to non-residents.

9. Waiting lists currently only apply in Bournemouth and Poole but would be opened to all BCP residents (subject to eligibility). Geographic restrictions could be adjusted further to increase levels of occupancy, in line with current practice in areas of lower demand. Other options that could be considered in the future include allowing BH postcode residents (to encompass Wareham / Wimborne / Ferndown / New Milton / etc.) or all UK residents, to join the lists.

10. Recommendations:

Allow all BCP residents to join the waiting lists for standard huts/sites.

Delegate authority to make further changes to eligibility criteria to maximise market demand for huts to the Chief Operations Officer in consultation with the Portfolio Holder for Environment & Place.

Rental Fees

11. Rental fees of beach huts and sites vary considerably across BCP (see Appendix 1 and 2 for details) and there is a need to:

a. Provide a more consistent, equitable and harmonised approach which considers current market conditions and inflationary pressures.
b. Improve maintenance standards to help to sustain future revenue and contribute to the seafront strategy ambitions and maximise and sustain future revenues.
c. Support assumptions within the Councils Medium Term Financial Plan (MTFP) and generate additional revenue to support wider service delivery.

The proposed pricing strategy is based on factors such as: market demand; quality of access; local facilities; and maintenance liabilities. It reduces the number of individual price bands and raises lower prices to match higher prices within each band.

12. A baseline increase has been applied of 5-10% per annum however, in many cases % increases are higher due to harmonisation or value assessment. In recognition of the significant differences that currently exist in rental fees between BCP areas and to support the most affected beach hut licensees, the process of harmonisation has been spread over a two – five year period.

13. Some licensees currently qualify for an early payment residents discount of 15% of the annual licence fee (ex. VAT) if paid upfront. This only applies in Christchurch and in 2021 was claimed by 143 licensees costing the Council

£31.4k, and in 2022, 124 licensees, costing £27.5k. It is therefore proposed that the early payment residents discount is discontinued.

14. The cumulative impact of baseline, harmonisation and changes to resident discount in Christchurch would vary depending on specific location or hut type and could affect affordability for some licensees. For example, in Year 1, net increases could range between approx. 20% at Mudeford (c £500) and 25-30% at Friars & Gundimore (c £200). To reduce the impact on the most affected licensees, it is proposed that the resident's early payment discount is phased out as follows: 2023/24 = 10%, 2024/25 = 5%, and 2025/26 = 0%.

Transfer Fees

15. Transfer fees are applicable at some sites where the licensee owns the hut and sells/transfers it to a new owner. Transfers fees currently vary between sites with 2022/23 fees shown below in Para 16 & 17:

16. Bournemouth

Superhuts & Pods (various locations)

Lease transfer fees apply when a Super Hut or Pod is sold. Fees are generally charged at 15% of the sale price although some earlier developments do not incur fees. Where the terms and conditions are fixed for the length of the lease, harmonisation may initially only be possible for new leases.

Fees are not applied if a lease is transferred rather than sold (e.g. death of licensee, divorce etc.). However, licensees are responsible for meeting all legal, surveyors and other costs incurred by BCP Council.

17. Christchurch

Mudeford Sandbank - Fees are based on the following criteria:

a.	Buyer is neither a Christchurch resident nor a member of the seller's family	£18,315
b.	Buyer is a Christchurch resident but not a member of the seller's family	£15,570
c.	Buyer is not a Christchurch resident but is a member of the seller's family	£ 9,120
d.	Buyer is a Christchurch resident and is also a member of the seller's family	£ 7,785

Transfer fees are reviewed annually, increasing at the same % rate as beach hut fees.

Gundimore / Friars Cliff - Fees based on hut size, less total of all transfer fees previously paid:

a.	Gundimore	£725 per square metre
b.	Friars Cliff (Rear row)	£725 per square metre
c.	Friars Cliff (Front row)	£805 per square metre

The requirement to deduct all previous transfer fees received (and unrelated to a new sale) has a negative impact on the Council's revenue. In 2021, the average transfer fee was £4,000, however 2 transfers were completed free of charge as the total deduction was greater than the cost of the calculated fee.

This is likely to occur more frequently in the future as more huts fall into this category.

18. Currently, if the first transfer of the licence is to a beneficiary child (where there is no surviving spouse or civil partner), the fee payable will be discounted by 50% (Licence Condition C2.1). As this discounted rate only applies to the first time the hut is transferred, only 20% of licensees remain eligible to receive it (29 of 156 licensees at Friars Cliff and 5 of 11 licensees at Gundimore).

19. Due to the differences between licences, leases and hut values, it is not feasible to introduce a single transfer fee covering all scenarios. It is therefore proposed that following fee structure is introduced across BCP in 23/24 (see Appendix 1a for further details):

Licence Transfers (Yr 1):

Friars Cliff & Gundimore	£ 6,500
Mudeford Sandbank	£20,000

Lease Transfers:
15% of sale price on future leases

20. The structure introduces a set fee for each area which reflects average asset/transfer values. Asset value depends on location, size, licence length and terms, hut condition, etc.

21. It is proposed that transfers of leases or licences to spouses and civil partners would not incur fees and that a licence transfer to a beneficiary child (where there is no surviving spouse or civil partner) would be discounted by 50%, regardless of their place of residence (administrative assignment / legal charges would still apply). The discounted rate would apply to all relevant transfers, not just the first transfer. It is also proposed that the process of deducting all previous transfer fees received (see para 17) will be discontinued.

22. The structure will be applicable to all new licenses and changes to current license agreements will be necessary, subject to terms & conditions and will be reviewed on an ongoing basis. The timeline for developing the recommendations, implementing the new fee structure and issuing licences is:

2022	Sept:	Decision not to pursue SPV to commercialise beach huts and instead develop in-house proposals
	Oct:	Engagement with BHA's and Equalities Panel
	Nov:	Finalise report
	Dec:	Cabinet decision
2023	Jan:	Engagement with BHA's re terms & conditions
	Feb:	Process licence renewals & compile finance information for SVPP
	Mar:	Invoices issued by SVPP
	Apr:	Start of new fee structure and licences

23. Recommendation:

Introduce a new five-year beach hut pricing strategy for rental and transfer fees to increase income and harmonise rental and transfer fees.

Long- Lease Arrangements

24. It is proposed that the Council widens the use of long-lease arrangements (up to 50 years) to generate capital from existing huts/sites and support future development schemes. Long-leases have previously been offered in Bournemouth (Super-huts & Pods) as a means to enable development and this approach could be extended across the BCP area. For example, this approach could be applied to construction proposals for additional huts at Sandbanks and Canford Cliffs. There are no geographical restrictions to purchasing long-leases, which are available to all irrespective of residential location.

25. It is also proposed that the option to purchase a lease is explored at locations where currently only annual licences are available, providing opportunities to diversify the beach hut market and offer greater certainty for tenants. Further engagement with current licensees is proposed to develop lease hold options.

26. Recommendation:

Widen use of long-lease arrangements to generate additional capital and support future development schemes.

Service investment

27. Appendix 1c provides details of the financial plan to enhance the maintenance of beach huts, where additional resources are required to raise standards and meet customer expectations. During Covid-19 BCP Council's financial position changed with significant loss of income meaning it was not possible to deliver a full programme of maintenance. We recognise there is a backlog in some areas and costs have also significantly increased, with the cost of refurbishment currently estimated to be up to £250k per block. A primary objective of this proposal is to address this and raise standards across the seafront.

28. The plan also provides additional resource to support the harmonisation of licence terms and enable significant investment into feasibility (inc. professional fees for surveys, engineers, architects, etc) and delivery of the Council's Big Plan and Seafront Strategy regeneration projects (see Background Papers). Point 3.3 of the Seafront Strategy report to Cabinet in April 2022 stated, 'We will be working to secure investment in our beach hut offer to secure long-term income and support reinvestment in services.' Projects include refurbished & additional huts and a wide range of development schemes inc. public realm, infrastructure, utilities, catering and leisure facilities. Information on past, present and future seafront projects can be seen on the Councils development website BCP Seafront Projects ⋆ Creating a World Class Seafront.

29. Existing ICT management systems for leased, licenced and casual hire beach huts across the BCP area are no longer fit for purpose. Different digital platforms are used: Bournemouth (CRM); Christchurch (Excel); and Poole (Firmstep), and payments, booking portals, waiting lists, etc, all operate independently. This hinders the ability to offer a cohesive service across the conurbation, resulting in duplication of tasks and inefficient use of limited staff resources. The inability to capture and analyse accurate data and booking trends also affects the Council's ability to maximise revenue potential.

30. These systems are key to the development of a more efficient and commercial service to ensure a co-ordinated approach to the management and administration of waiting lists, relinquishments and hut offers, billing and payments, as well as short term hire facilities. As well as administrative systems, new web and app portals are also proposed to improve customer service, manage data, generate reports and improve incomes. The new system also needs to encompass bookings at other venues e.g. Branksome Dene, Pier View, Holiday Lodges, which encounter similar issues. A bespoke system could take two years to develop.

31. To drive forward the Council's aspirations for beach huts and other seafront assets, whilst improving services for customers, additional staff resources are required (see Appendix 1c and 3). The specific details of staff changes are subject to further development and approvals however, changes to some existing roles and additional posts, including the Ranger Team and enforcement services, are proposed as part of a wider restructure to provide an enhanced level of service across the seafront to beach hut users and general visitors. The changes proposed to pricing and policies will be implemented using existing staff resources.

32. Recommendation:

Invest additional income from rental fees, transfers and long-leases to improve service standards and enable further capital investment in seafront assets.

Licence Agreements and Waiting Lists

33. The Beach Hut Licence Agreements define the terms of hire and are issued to each new tenant. There are several different agreements in use currently, depending on the type and location of hut. As well as changes to rental and transfer fees, it is also proposed that all legacy beach hut licences and associated terms & conditions are aligned to:

a. ensure a fair and consistent approach across the conurbation
b. reflect current operational requirements and tenant feedback
c. modernise and add clarity

34. The Council is keen to engage further with the BHA's to discuss any changes to licence agreements with key issues to be considered including:

- Sub-letting policies and user behaviour
- Licence termination process including notice period

- Standards of presentation and maintenance
- Financial processes, invoicing and insurance

35. There are 15 locations across Bournemouth and Poole where the Council operates a waiting list with over 2800 people currently waiting for a beach hut (see Appendix 2 for details). There are differences in the management systems and policies relating to the lists and it is proposed that changes are made to ensure a fair and consistent approach. The Council do not manage waiting lists in Christchurch where huts are sold on the open market.

36. Recommendation:

The Chief Operations Officer finalises changes to Licence Agreements and the management of Waiting Lists, in consultation with the PFH for Environment and Place.

Feedback from engagement with the four Beach Hut Associations

37. Three engagement meetings were held during October with representatives from each of the Beach Hut Associations (BHA's) in the BCP area (Poole, Bournemouth, Mudeford, Friars Cliff & Gundimore) to discuss the proposals and consider feedback and suggestions.

38. The main concerns raised during the meetings and through related correspondence received are summarised below. Each point raised has been fully considered, helped to shape the proposals and/or led to further information or clarification being provided within the report. BCP Council responses can be seen in **bold** below each point:

a. Increasing market demand

- General concern regarding changes to the beach environment if geographic eligibility restrictions and sub-letting restrictions are removed.

  BCP response - To mitigate this concern, only BCP residents* would be allowed to join the waiting lists for standard huts/sites (*exclusions apply).

- Lack of independent research regarding market demand.

  BCP response - Evidence suggests that there is consistently strong demand for beach huts in the local area, with examples shown in Para 4.

b. Pricing strategy - increasing income, harmonising rental & transfer fees.

- Noted the Council's general budget constraints and financial challenges and generally accepted inflationary pressures / price rises in Year 1.

- Should not look to income from beach huts to balance budget pressures.

BCP response - Additional income from rental fees, transfers and long-leases will be used to fund new levels of investment to help improve service standards and enable further capital investment in seafront assets as described in Paras 27-31.

- Lack of rationale and evidence to substantiate proposed pricing bands as equitable and reasonable.

  BCP response - The proposals aim to offer a more equitable and balanced system and are primarily based on an assessment of demand, quality and access, as outlined in Para 11.

- Concern raised that MOSAIC analysis is subjective, with affordability and cost of living challenges not considered and that the proposals will only be affordable to higher income households, impacting demand.

  BCP response - The Council acknowledges in Para 59 that whilst a useful indicator, Mosaic analysis cannot account for every individual circumstance.

- Concern raised regarding removal of resident discount on licence and transfers fees in Christchurch.

  BCP response - To mitigate this concern and reduce the impact on the most affected licensees, it is proposed in Para 14 that the residents discount on licence fees (which only applies in Christchurch) is phased out rather than removed in Year 1.

- Requested an analysis of the proposed pricing structure to include maintenance liabilities and services provided in each beach location.

c. Reinvestment to improve service standards and maximise commercial potential.

- General support for reinvestment in beach huts and seafront services/facilities, which improve hut owner experience, particularly toilet/showers facilities.

- Responses to engagement have picked up that previous work by KPMG suggested that if a Special Purpose Vehicle (SPV) was used for the commercial management of beach huts a Commercial Director to manage this would be required.

  BCP response – As presented at O&S Scrutiny in September the Council will not be progressing with a SPV for the management of beach huts and the proposals set out in this report do not include the appointment of a Commercial Director however, we are looking to add to the Beach Hut Team to improve services to licensees and also provide additional Seafront Rangers in some areas.

- Further clarity requested regarding the provision of more Seafront Rangers and security measures. Concern that the proposed maintenance investment will not come to fruition and that the Seafront IT system /

additional staff resource should be funded from transformation costs and not beach hut rental income.

- Want to see a stronger commitment to maintenance delivery, a detailed schedule of planned maintenance / improvement works and details of how any new staff roles will benefit the beach hut community

  Investment proposals are outlined in Para 27-31 and the financial implications will be included in the Council's MTFP report in Feb 2023 and, subject to approval, form part of the base budget.

d. Changes to terms & conditions of licences, handbooks and waiting lists.

- General understanding of the need to harmonise some Licence terms and conditions and agreed with the proposal to delegate responsibility to allow time for more in-depth discussion.

- Concern raised that some elements of the proposals breach the terms and conditions of Christchurch area handbooks and that terms are needed to reflect local nuances.

  The Council does not believe that the recommendations in this report breach the terms and conditions of Christchurch handbooks and will continue to work hard to engage with the relevant BHA's to shape the proposals. Para 51 addresses these concerns and provides information regarding amendment to licence agreements and rental prices.

e. Widening use of long-leases to generate capital and support future development.

- Concern that no age demographic analysis has been conducted which is needed to determine the number of licensees who would benefit from accepting this offer.

39. The BHA's requested that their opposition to the proposals be formally recorded and expressed a concern that not enough time had been allowed to permit sufficient collaboration and exploration of alternative ideas.

Para 22 outlines the timeframe for development and implementation of the proposals. The Council has worked hard to engage the BHA's as much as possible during this process and aims to continue to meet them regularly as amendments to licence agreements are finalised.

40. The BHA's main proposals are as follows:

a. 10% inflationary increase only to be applied for 2023/24 rental fees
b. one-year delay in all other proposed changes inc. price harmonisation
c. review/reduction of proposals for reinvestment to mitigate impact on MTFP

Summary of Financial Implications

41. The cost-of-living crisis is likely to add £55m to the cost of running the Council over the next two financial years and plans to raise funding for the transformation investment programme are no longer available after the government changed the statutory guidance. Therefore, like many Councils throughout the UK, this means that BCP Council is having to review its financial position across all service areas and find new ways to be more efficient and generate additional income. This includes a wide range of commercial services including the provision of beach huts.

42. All beach hut prices shall be subject to annual increases as detailed in Appendix 1a. The underlying base increases in beach hut fees for the 5-year period shall be set at 10% in years 1 and 2 (Mudeford 15%), then 5% in years 3 to 5. Additionally, a number of current price bands are harmonising over the same 5-year period which shall mean some beach hut prices are increasing at a greater rate. At the end of the 5-year period all beach huts in each price band will be aligned.

43. In conjunction with the price increases will be significant investment into beach huts and associated seafront facilities & services, as described in Para 25-29.

44. The table below illustrates the likely incremental effect on the Council's Medium Term Financial Plan (MTFP) of implementing the changes proposed above:

	2023/24 £	**2024/25 £**	**2025/26 £**	**2026/27 £**	**2027/28 £**
Additional income from beach hut rental	(833,043)	(829,228)	(407,810)	(411,859)	(437,766)
Additional investment into beach huts, seafront service and ancillary facilities.	523,046	360,100	56,430	59,252	62,214
Net effect on Council's MTFP	**(309,997)**	**(469,127)**	**(351,380)**	**(352,607)**	**(375,552)**

45. Over the 5-year harmonisation term the Council shall be investing an additional £4.4m into Beach Huts, Seafront Service and ancillary facilities and the Council's MTFP will benefit by £5.6m.

46. In addition, the fees for transfer prices have also been standardised as shown in Appendix 1a. It is difficult to predict the impact on the Council's MTFP due to the uncertainty regarding the volume and frequency of these transactions, however the Council is confident the amendments to harmonise fees will not have a detrimental effect on the current budget expectations. Please see Appendix 2 for details of transfer fee income over the last 3 years.

47. Any new commercial proposals or changes will need to undertake the necessary financial due diligence to understand and quantify the impact on the costs and benefits, including any tax implications, particularly VAT. The Council may need to opt to tax sites identified for the provision of longer leases to ensure there is no risk from the partial exemption perspective.

48. Subject to approval, the financial implications resulting from the recommendations will be included in the Council's Budget and Medium Term Financial Plan (MTFP) 2023/24 report, due to be considered and approved at the February 2023 Cabinet and Council meetings.

Summary of Legal Implications

49. The Council is empowered to provide huts or other conveniences for bathing and may charge for the use of them pursuant to Section 232 of the Public Health Act 1936. As such the service provided is at the discretion of the Council. The Council also has the power to lease out its property pursuant to Section 123 of the Local Government Act 1972.

50. The Council has granted licences which allow the occupancy of Council owned Beach Huts, or which permit a licensee to place a Beach Hut on a Council owned site. Because these are granted annually, the terms and conditions can be changed when a new licence is granted, and the Council is also permitted to increase the licence fee payable annually.

51. The terms and conditions of the Christchurch Beach Hut Licences permit the Council to vary or delete any of those terms and conditions and to introduce new terms and conditions, although before introducing new changes the Council has promised to consult with the relevant local beach hut associations. There is no requirement to consult on the Licence Fee or any changes required by law or for the purpose of clarification.

52. Other huts are leased out, so the terms and conditions are fixed for the length of the lease. Harmonisation of lease terms and conditions may therefore initially only be possible for new leases.

53. Postcodes were used to develop the Mosaic report for research purposes and no other identifying personal information. This is as permitted by the Data Protection Act 2018 – Schedule 2, Part 6, Paragraph 27. Privacy notices are also published on the Council's website to confirm the purposes for which personal information can be used.

Summary of Human Resources Implications

54. To drive forward the Council's aspirations for Beach Huts, Holiday Lodges and other commercial assets, whilst improving services for licensees and visitors, changes are required within the Seafront Service. These include the Ranger Team and enforcement services and will form part of a wider restructure proposal. The changes proposed to pricing and policies will be implemented using existing staff resources.

Summary of Sustainability Impact

55. There are no direct sustainability implications related to this report.

Summary of Public Health Implications

56. There are no direct public health implications related to this report however, some beach hut tenants may feel their well-being is being impacted by the proposed changes which should be considered as part of decision making.

Summary of Equality Implications

57. An Equalities Impact Assessment (EIA) has been undertaken and presented to the EIA Panel in October. There are no direct implications for equality groups related to the report however, harmonising terms & conditions and waiting lists is addressing an existing inequality and consideration has been given to the impact from a socio-economic perspective using a Mosaic analysis.

58. 'Mosaic' is a comprehensive classification system produced by Experian. It allocates individuals and households into groups and detailed types using post codes. Each group and type have a detailed demographic and socio-economic profile. A Mosaic analysis of tenants and those on the waiting list, has been conducted by the Council's Development Services Team (see Appendix 4 for details). The report suggests that the majority are from more affluent demographics and could be described as "established families in large-detached homes living upmarket lifestyles".

59. It is recognised that whilst it is a useful indicator, the analysis cannot account for every individual circumstance and that the pricing proposal may affect affordability for some beach hut tenants. Harmonisation of prices also means that the strategy may have a proportionately higher impact in some areas.

60. To help mitigate the impact, it is proposed that the changes to pricing are implemented over a 2–5-year period and the Council considers changes to sub-letting policies, to enable more people to afford the cost of hiring a hut on an annual basis and increase the numbers of huts available for short-term hire (see para 31 above).

61. The Seafront Service enables access to beach huts for a range of other Council services including Youth Services; Fostering Services; Carer Support; and Access to Resources (total 6 huts). The Council also supports access by external organisations including the NHS and Royal Life Saving Society. The annual cost of this support is c £40-50k/year in potential revenue income. There are two charitable organisations that rent a hut on an annual basis and may be affected by the fee proposals within this report.

Summary of Risk Assessment

62. Key strategic risks associated with the recommendations:

Risk	Action	Rating
Fall in demand for beach huts	Widen service eligibility within BCP area Open all waiting lists Improve product quality and maintenance Provide additional staff resources for the Beach Hut Team to improve services to licensees and also additional Seafront Rangers in some areas	Low
Increased sub-letting	Increased operational focus on user behaviour and controls No geographic restrictions in Christchurch and few related issues Could lead to increased maintenance on BCP owned huts that are sub-let more regularly Advise insurers regarding any changes in terms which may impact premiums	Med

Background Papers

- Report to Corporate and Community Overview and Scrutiny on the Commercialisation of Beach Hut Assets via a Special Purpose Vehicle (SPV) Sept 2022 (LINK)
- BCP Council Big Plan (LINK)
- BCP Council Seafront Strategy (LINK)
  (LINK to related Cabinet Report April 2022
- Links to Beach Licences, Leases and Handbooks:
  - Bournemouth
  - Christchurch
  - Poole

Appendices

- **Appendix 1 -** 5-year pricing strategy for beach huts
- **Appendix 2 -** Beach hut information
- **Appendix 3 -** Future Commercial Options
- **Appendix 4 -** MOSAIC analysis of tenants

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Proposed Beach Hut Tenant Fee Schedule per Location and Type

Location	Total Huts	Current Price Band	2022/23 £	New Price Band	2023/24 £		2024/25 £		2025/26 £		2026/27 £		2027/28 £		Notes
Shore Road Annuals - Premium	2	N/A	5,775	1	10%	6,350	10%	6,990	5%	7,340	5%	7,710	5%	8,100	All huts within price band are already harmonised
Branksome Chine Annuals - Supersize	12	1	3,593	2	10%	3,950	10%	4,350	5%	4,570	5%	4,800	5%	5,040	All huts within price band are already harmonised
Alum Chine Annuals	60	N/A	2,485	3	16%	2,890	14%	3,300	5%	3,470	5%	3,640	5%	3,820	All huts within price band will be harmonised after 2 years
Boscombe East Annuals	6	N/A	2,365	3	20%	2,830	17%	3,300	5%	3,470	5%	3,640	5%	3,820	All huts within price band will be harmonised after 2 years
Branksome Chine Annuals - Primary	316	3	2,647	3	12%	2,970	11%	3,300	5%	3,470	5%	3,640	5%	3,820	All huts within price band will be harmonised after 2 years
Branksome Dene Annuals - Primary	90	3	2,647	3	12%	2,970	11%	3,300	5%	3,470	5%	3,640	5%	3,820	All huts within price band will be harmonised after 2 years
Canford Cliffs Chine Annuals - Primary	27	3	2,647	3	12%	2,970	11%	3,300	5%	3,470	5%	3,640	5%	3,820	All huts within price band will be harmonised after 2 years
Canford Cliffs Prom Annuals	140	3	2,647	3	12%	2,970	11%	3,300	5%	3,470	5%	3,640	5%	3,820	All huts within price band will be harmonised after 2 years
Durley Chine Annuals	35	N/A	2,485	3	16%	2,890	14%	3,300	5%	3,470	5%	3,640	5%	3,820	All huts within price band will be harmonised after 2 years
Fishermans Walk Annuals	14	N/A	2,485	3	16%	2,890	14%	3,300	5%	3,470	5%	3,640	5%	3,820	All huts within price band will be harmonised after 2 years
Flaghead Chine Annuals - Primary	76	3	2,647	3	12%	2,970	11%	3,300	5%	3,470	5%	3,640	5%	3,820	All huts within price band will be harmonised after 2 years
Sandbanks	193	2	2,728	3	10%	3,000	10%	3,300	5%	3,470	5%	3,640	5%	3,820	All huts within price band will be harmonised after 2 years
Shore Road Annuals - Primary	146	3	2,647	3	12%	2,970	11%	3,300	5%	3,470	5%	3,640	5%	3,820	All huts within price band will be harmonised after 2 years
Boscombe West Annuals	34	N/A	1,765	4	17%	2,070	15%	2,380	13%	2,690	12%	3,000	10%	3,310	All huts within price band will be harmonised after 5 years
Bournemouth East Annuals	4	N/A	2,365	4	10%	2,600	10%	2,860	5%	3,000	5%	3,150	5%	3,310	All huts within price band will be harmonised after 5 years
Bournemouth West Annual	3	N/A	2,365	4	10%	2,600	10%	2,860	5%	3,000	5%	3,150	5%	3,310	All huts within price band will be harmonised after 5 years
Branksome Chine Annuals - Secondary	24	4	2,246	4	14%	2,550	12%	2,860	5%	3,000	5%	3,150	5%	3,310	All huts within price band will be harmonised after 5 years
Branksome Dene Annuals - Secondary	21	4	2,246	4	14%	2,550	12%	2,860	5%	3,000	5%	3,150	5%	3,310	All huts within price band will be harmonised after 5 years
Canford Cliffs Chine Annuals - Secondary	8	4	2,246	4	14%	2,550	12%	2,860	5%	3,000	5%	3,150	5%	3,310	All huts within price band will be harmonised after 5 years
Hamworthy Annuals	16	N/A	1,731	4	18%	2,050	16%	2,370	14%	2,690	12%	3,010	10%	3,310	All huts within price band will be harmonised after 5 years
Shore Road Annuals - Secondary	21	4	2,246	4	14%	2,550	12%	2,860	5%	3,000	5%	3,150	5%	3,310	All huts within price band will be harmonised after 5 years
Mudeford Sandbank Sites - Primary	344	N/A	2,450	5	15%	2,820	15%	3,240	5%	3,400	5%	3,570	5%	3,750	All huts within price band are already harmonised, this reflects the base fee only, it does not include additional bespoke charge for hut size
Mudeford Sandbank Sites - Day	2	N/A	1,380	5a	15%	1,590	15%	1,830	5%	1,920	5%	2,020	5%	2,120	All huts within price band are already harmonised
Mudeford Sandbank Sites - Fish	2	N/A	210	5b	14%	240	17%	280	4%	290	3%	300	7%	320	All huts within price band are already harmonised
Alum Chine Sites	111	N/A	1,445	6	16%	1,670	14%	1,900	5%	2,000	5%	2,100	5%	2,210	All huts within price band will be harmonised after 2 years
Boscombe East Sites	491	N/A	1,445	6	16%	1,670	14%	1,900	5%	2,000	5%	2,100	5%	2,210	All huts within price band will be harmonised after 2 years
Bournemouth West Sites	71	N/A	1,445	6	16%	1,670	14%	1,900	5%	2,000	5%	2,100	5%	2,210	All huts within price band will be harmonised after 2 years
Branksome Chine Sites	3	5	1,570	6	10%	1,730	10%	1,900	5%	2,000	5%	2,100	5%	2,210	All huts within price band will be harmonised after 2 years
Durley Chine Sites	174	N/A	1,445	6	16%	1,670	14%	1,900	5%	2,000	5%	2,100	5%	2,210	All huts within price band will be harmonised after 2 years
Fishermans Walk Sites	299	N/A	1,445	6	16%	1,670	14%	1,900	5%	2,000	5%	2,100	5%	2,210	All huts within price band will be harmonised after 2 years
Southbourne Sites	133	N/A	1,445	6	16%	1,670	14%	1,900	5%	2,000	5%	2,100	5%	2,210	All huts within price band will be harmonised after 2 years
Boscombe West Sites	14	N/A	1,260	7	10%	1,390	10%	1,530	5%	1,610	5%	1,690	5%	1,770	All huts within price band will be harmonised after 5 years
Bournemouth East Sites	105	N/A	1,260	7	10%	1,390	10%	1,530	5%	1,610	5%	1,690	5%	1,770	All huts within price band will be harmonised after 5 years
Friars Cliff Sites - Primary	128	N/A	920	7	18%	1,090	16%	1,260	13%	1,430	12%	1,600	11%	1,770	All huts within price band will be harmonised after 5 years
Gundimore Sites	11	N/A	770	7	26%	970	21%	1,170	17%	1,370	15%	1,570	13%	1,770	All huts within price band will be harmonised after 5 years
Hamworthy Sites	114	6	1,167	7	16%	1,350	13%	1,530	5%	1,610	5%	1,690	5%	1,770	All huts within price band will be harmonised after 5 years
Friars Cliff Sites - Secondary	30	N/A	770	8	26%	970	13%	1,100	13%	1,240	12%	1,390	11%	1,540	All huts within price band will be harmonised after 5 years
Casuals	338	N/A	2,226	0	10%	2,450	10%	2,700	5%	2,840	5%	2,980	5%	3,130	Subject to demand these may be converted to Annual or Site products in their respective locations
Long Term Leases	131	N/A			Various dependent on lease agreement										Long lease tenures range between 10 and 40 years, changes subject to specific lease terms and conditions
Total	**3,749**														

Transfer fees												
Friars Cliff	Various	New	6,500	10%	7,150	5%	7,508	5%	7,883	5%	8,277	
Gundimore	Various	New	6,500	10%	7,150	5%	7,508	5%	7,883	5%	8,277	
Mudeford	Various	New	20,000	10%	22,000	5%	23,100	5%	24,255	5%	25,468	

Key

##% Greater than 20% price increase
##% 10%-20% price increase
##% In line with underlying base price increase (10%/10%/5%/5%/5%)

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Proposed Beach Hut Income per Price Band

Appendix 1B

Price Band	Total Huts	2022/23 £	2023/24 £	2024/25 £	2025/26 £	2026/27 £	2027/28 £	Notes
1	2	11,550	12,700	13,980	14,680	15,420	16,200	Shore Road Annuals - Premium huts
2	12	43,116	47,400	52,200	54,840	57,600	60,480	Branksome Chine Annuals - Supersize huts
3	1,103	2,915,924	3,237,460	3,600,300	3,785,770	3,971,240	4,167,620	All huts in Alum Chine Annuals, Boscombe East Annuals, Branksome Chine Annuals - Primary, Branksome Dene Annuals - Primary, Canford Cliffs Chine Annuals - Primary, Canford Cliffs Prom Annuals, Durley Chine Annuals, Fishermans Walk Annuals, Flaghead Chine Annuals - Primary, Sandbanks, Shore Road Annuals - Primary
4	131	270,465	305,410	345,260	371,810	399,160	426,990	All huts in Boscombe West Annuals, Bournemouth East Annuals, Bournemouth West Annual, Branksome Chine Annuals - Secondary, Branksome Dene Annuals - Secondary, Canford Cliffs Chine Annuals - Secondary, Hamworthy Annuals, Shore Road Annuals - Secondary
5	344	842,800	1,086,975	1,249,016	1,310,796	1,376,336	1,445,655	Mudeford Sandbank Sites - Primary
5a	2	2,760	3,180	3,660	3,840	4,040	4,240	Mudeford Sandbank Sites - Day
5b	2	420	480	560	580	600	640	Mudeford Sandbank Sites - Fish
6	1,282	1,852,865	2,141,120	2,435,800	2,564,000	2,692,200	2,833,220	Alum Chine Sites, Boscombe East Sites, Bournemouth West Sites, Branksome Chine Sites, Durley Chine Sites, Fishermans Walk Sites, Southbourne Sites
7	372	409,208	458,255	517,626	558,458	599,289	640,121	Boscombe West Sites, Bournemouth East Sites, Friars Cliff Sites - Primary, Gundimore Sites, Hamworthy Sites
8	30	23,100	26,093	29,590	33,356	37,391	41,426	Friars Cliff Sites - Secondary
9	22	11,000	12,100	13,420	14,080	14,740	15,400	Long term lease - Boscombe East Pods (A)
10	20	16,000	17,600	19,400	20,400	21,400	22,400	Long term lease - Boscombe East Pods (B)
11	24	21,874	23,000	25,300	26,680	28,060	29,440	Long term lease - Alum Chine - Purbeck View - Phase 1 huts
12	14	12,922	14,280	15,680	16,520	17,360	18,200	Long term lease - Durley Chine - Royal Balcony huts
13	8	7,885	8,640	9,520	10,000	10,480	11,040	Long term lease - Fishermans Walk huts
14	18	18,032	19,800	21,780	22,860	23,940	25,200	Long term lease - Alum Chine - Purbeck View - Phase 2 huts
15	4	4,497	4,960	5,440	5,720	6,000	6,320	Long term lease - Alum Chine - Purbeck View - Phase 3 huts
16	21	23,767	26,040	28,560	30,030	31,500	33,180	Long term lease - Southbourne - Bedford View huts
0	338	752,388	825,650	909,900	957,080	1,004,260	1,054,810	Casual hire beach huts across all locations
Gross Income	**3,749**	**7,240,574**	**8,271,143**	**9,296,992**	**9,801,499**	**10,311,016**	**10,852,582**	
VAT	**20%**	(1,206,762)	(1,378,524)	(1,549,499)	(1,633,583)	(1,718,503)	(1,808,764)	Value Added Tax @ 20%
Adjustments		(181,014)	(206,779)	(232,425)	(245,037)	(257,775)	(271,315)	Voids, turnover, bad debt etc.
Net Income		**5,852,797**	**6,685,840**	**7,515,068**	**7,922,879**	**8,334,738**	**8,772,504**	
Variance		-	833,043	829,228	407,810	411,859	437,766	Individual yearly movement in income
Cumulative		-	833,043	1,662,271	2,070,082	2,481,941	2,919,707	Total movement in income from 22/23

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Proposed Service Investment

Appendix 1C

	Current Budget £	2023/24 £	2024/25 £	2025/26 £	2026/27 £	2027/28 £	Notes
Destination & Culture Beach Hut Operational staff	148,959	273,855	301,240	316,302	332,117	348,723	Includes investment in additional staff resources from 2023/24; Rising by same inflation expectations as base income streams
IT	10,000	121,000	45,100	47,355	49,723	52,209	Includes one off investment in new system in 2023/24, base costs rising by same inflation expectations as base income streams
Beach hut maintenance	380,000	418,000	459,800	482,790	506,930	532,276	Rising by same inflation expectations as base income streams
Marketing	16,000	17,600	19,360	20,328	21,344	22,412	Rising by same inflation expectations as base income streams
Partner commission	11,500	78,650	86,515	90,841	95,383	100,152	Increase to cover off land owner fees; Rising by same inflation expectations as base income streams
Rates	120,000	132,000	145,200	152,460	160,083	168,087	Rising by same inflation expectations as base income streams
Utilities	9,000	9,900	10,890	11,435	12,006	12,607	Rising by same inflation expectations as base income streams
Major repairs/investment	-	112,500	450,000	450,000	450,000	450,000	Budget to support capital investment (indicatively £3-4m every decade)
Professional Advice	-	55,000	60,500	63,525	66,701	70,036	Added to support harmonisation and investment opportunities; Rising by same inflation expectations as base income streams
	695,459	**1,218,505**	**1,578,605**	**1,635,035**	**1,694,287**	**1,756,502**	

Assumes core budgets like support services, insurance, Destination and Culture management are funded as per current arrangements (indirectly in their local budget areas)

Indicative MTFP Impact (to be validated)

	2023/24	2024/25	2025/26	2026/27	2027/28
Additional income growth per year	(833,043)	(829,228)	(407,810)	(411,859)	(437,766)
Additional investment growth per year	523,046	360,100	56,430	59,252	62,214
Net benefit to MTFP (annual adjustment)	**(309,997)**	**(469,127)**	**(351,380)**	**(352,607)**	**(375,552)**
Cumulative impact on MTFP income budget(s)	(833,043)	(1,662,271)	(2,070,082)	(2,481,941)	(2,919,707)
Cumulative impact on MTFP expenditure budget(s)	523,046	883,146	939,577	998,828	1,061,043
Net cumulative benefit to MTFP	**(309,997)**	**(779,125)**	**(1,130,505)**	**(1,483,112)**	**(1,858,664)**

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Appendix 2

Information on Beach Huts in BCP

1. Beach Hut types and numbers

Type	Breakdown	Maintenance Responsibility	Ground Rent	Transfer fees
Council owned huts				
Huts **1,568**	Annual lets: 1234 Charity Huts: 14 Short Term Lets: 320	BCP	N/A	N/A
Pods **60** (Overstrand Building, Boscombe Beach, offered on long leases)	Leased: 42 Charity Pod: 1 Short Term Lets: 17	BCP	Yes	0% - 15% of sale price (BCP has first refusal)
Superhuts **89** (Larger detached huts, offered on long leases)	Leased: 88 Charity: 1	Licensee	Yes	15% of sale price (BCP has first refusal)
Licensee owned huts (BCP own the site)				
Huts **2,032**	Bournemouth: 1398 Christchurch: 517 Poole: 117	Licensee	Yes	N/A

2. Rental Fees

Type	Bournemouth	Christchurch	Poole
Council owned	Three pricing bands £1765 - £2485	Not applicable	Six pricing bands £1730 – £5775
Site only (where the licensee owns the hut)	Two pricing bands £1260 - £1445	Three pricing bands **GUN & FC** £769 - £919 **MSB** - £2449 + £302 (net) per m2 excess charge	Two pricing bands £1169 - £1570
Super Huts	Seven pricing bands £500 - £1131	N/A	N/A

Pods	Two pricing bands £500 - £800	N/A	N/A
Short Term Hire	255 huts priced on seasonality only	Not applicable	83 huts priced on features of hut and seasonality

3. Transfer Fee Income 2020-23 (Christchurch)

Year	Area	Total Transfers	Total Fees £	Notes
2020 - 21	Mudeford	23	261,769	Includes 2 x £0 fee
	Friars Cliff	0	0	
	Gundimore	0	0	
		23	**261,769**	
2021 - 22	Mudeford	15	191,457	Includes 5 x £0 fee
	Friars Cliff	15	25,790	Inc 20/21
	Gundimore	1	3,622	
		31	**220,869**	
2022 - 23	Mudeford	7	107,070	Includes 1 x £0 fee
(8 mths)	Friars Cliff	2	4,253	
	Gundimore	0	0	
		9	**111,323**	
Overall Total:		**63**	**593,961**	

4. Beach hut Waiting Lists

There are currently 2832 applications for a beach hut or beach hut site. Waiting lists in Bournemouth have been closed to new applications since 2017 due to the high volume of applicants. Poole waiting lists have remained open, contributing to the difference in numbers between the two areas:

Bournemouth: 475

Durley Chine – 60
Alum Chine - 15
Bournemouth West - 56
Bournemouth East - 17
Boscombe West - 7
Boscombe East - 174
Fishermans Walk - 113

Poole: 2355

Hamworthy Park – 339
Sandbanks – 218
Flaghead – 376
Shore Road – 276
Canford Cliffs – 365
Branksome Dene – 367
Branksome Chine – 414

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Appendix 3

Potential future commercialisation options

1. The short-term priorities for the Council are to evolve its in-house management of beach huts, harmonise prices & policies and enable capital investment. Subject to approvals, the majority of the changes could potentially be implemented by April 2023, following which there are a range of future options that could be considered to draw and/or add more value from beach huts, holiday lodges and related assets along the seafront. Key to this will be:

    - Combining expertise and resources to improve services for current and future customers and understand their needs through improved customer research.

    - Delivering growth, product diversification and service development in beach hut provision, delivering high quality whilst continuing to secure value for money.

    - Utilising beach huts as a catalyst for wider improvements to other seafront facilities and infrastructure.

2. Other commercial options the Council could explore include:

    a. Implementing more extensive changes to the supply and management of casual huts and expanding or reducing these relative to market demand.

    b. Offering sub-letting services through a website or app.

    c. Investment in additional Council owned Beach Huts and widen access and use.

    d. Developing a range of options for the sale of huts under long leases to generate upfront revenue or capital to support individual schemes.

    e. Exploring the viability of a range of additional value-added products/services such as:

        - Utility supplies - including renewables and Wi-Fi
        - Tenant services - cleaning services, catering and rental of equipment
        - Financial - management services e.g. maintenance or lettings

    f. Introducing exclusive benefits with local leisure operators e.g. discount cards and priority bookings, for beach hut tenants.

    g. Establishing cohesive long-term insurance arrangements and incident replacement strategies to provide additional benefits.

    h. Considering the removal of huts and replacing with alternative leisure offers where financially beneficial and viable.

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RESEARCH Briefing paper

Beach Hut Analysis - Current tenants, beach hut waiting lists and casual users – January 2022

Summary

- In Poole nearly all tenants live in the BCP (Poole area) while in Bournemouth 89% are resident in BCP while in Christchurch only 44% of current tenants are resident in BCP.
- Mosaic analysis of beach hut tenants resident in BCP reveals the majority are found to be in the more affluent Mosaic Groups including some retired groups.
- The Index of Multiple Deprivation (IMD) was used to analyse all postcodes as this covers England. This identified that a large number of current tenants live in the least deprived areas across England.
- Both the Mosaic and IMD data confirmed that Poole and Christchurch were polarised towards the more affluent groups and least deprived areas compared with those with beach huts in Bournemouth. However, Bournemouth still had a significant proportion of tenants in the more affluent Mosaic Groups.
- The waiting list analysis shows a similar pattern to the tenant data in terms of Mosaic characteristics and deprivation decile.
- Casual bookings indicate that those who have booked for more than one period have a preference for the same locality.

Background

Postcode data has been provided by the Destination and Culture Team. This includes current beach hut tenants, those on waiting lists and casual bookings.

The data on current tenants and waiting lists is split by the three preceding authorities as the systems are still run separately with differing terms and conditions. Please note there is no beach hut waiting list for Christchurch.

Current Tenants

Table 1 illustrates the number of current beach hut tenants by preceding authority and locality with a valid postcode on the database. In the case of the Bournemouth data only those registered in the current year are shown to be consistent with the Poole and Christchurch records. The numbers should broadly match with the number of beach huts available.

Table 1 – Number of current tenants by locality of beach hut and preceding authority

Locality and preceding authority	Current tenants
Bournemouth	**1,579**
Alum Chine	176
Boscombe East	507
Boscombe West	45
Bournemouth East	109
Bournemouth West	73
Durley Chine	201
Fisherman's Walk	320
Southbourne	148
Christchurch	**517**
Friars Cliff	158
Gundimore	11
Mudeford	348
Poole	**1,194**
Branksome Chine	352
Branksome Dene	111
Canford Cliffs	165
Flaghead	74
Hamworthy	130
Sandbanks	193
Shore Road	169
Total	**3,290**

There are some key differences between the three authorities and their terms and conditions, while only Poole residents are eligible for a Poole beach hut this is not the case in Christchurch and Bournemouth where residents from outside the local area can be beach hut tenants.

The postcodes have been matched to regions and local authority areas. Of 3,290 postcodes listed 2,812 (85%) are in the BCP area. A further 250 postcodes are in the South East (including 97 in New Forest), 93 in Dorset and 41 in London. The rest are spread across other regions including the South West.

Christchurch appears to have the biggest proportion of current tenants outside of BCP. Of 517 listed only 229 (44%) have a BCP postcode with 197 in the South East (including 70 in the New Forest) and 26 in London.

In Bournemouth 1,408 (89%) of the 1,579 are in BCP with 53 postcodes in the South East and 15 in London with 25 in postcodes outside the South West.

In Poole 1,175 (98%) of the 1,194 postcodes are in the BCP area with one listed in Dorset and 18 with the postcodes not recognised.

Mosaic Analysis of current tenants

Mosaic is a geodemographic classification system that uses over 850 million pieces of information across 450 data points using the latest analytical techniques to identify 15 different groups and 66 detailed types. The data presented here just includes information about the Mosaic Group. Combined with customer data it provides a useful insight into resident's preferences and likely characteristics although the postcode level data will cover a number of households so is only indicative.

The Mosaic data is only available for postcodes in BCP, and Dorset so as shown in the previous section there are 2,905 postcodes in BCP and Dorset which accounts for 88% of all postcodes with 385 postcodes outside BCP and Dorset which cannot therefore be matched with a Mosaic Group.

The following charts just represent the postcodes of tenants resident in the BCP area. The total numbers differ slightly from those reported above due to postcode matching to the different datasets. The locality in chart one and two refers to the location of beach hut not the location of the resident's postcode.

Chart 1 Current tenants resident in BCP by Mosaic Group

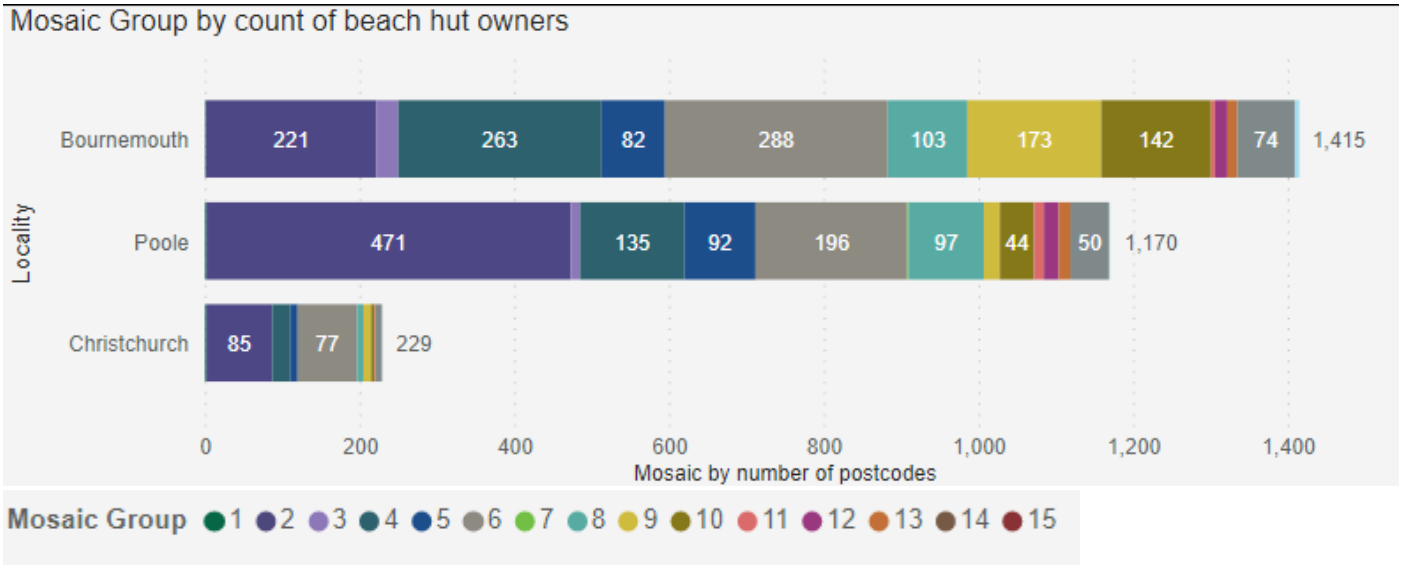


Chart 2 Current tenants resident in BCP by Mosaic Group by percentage

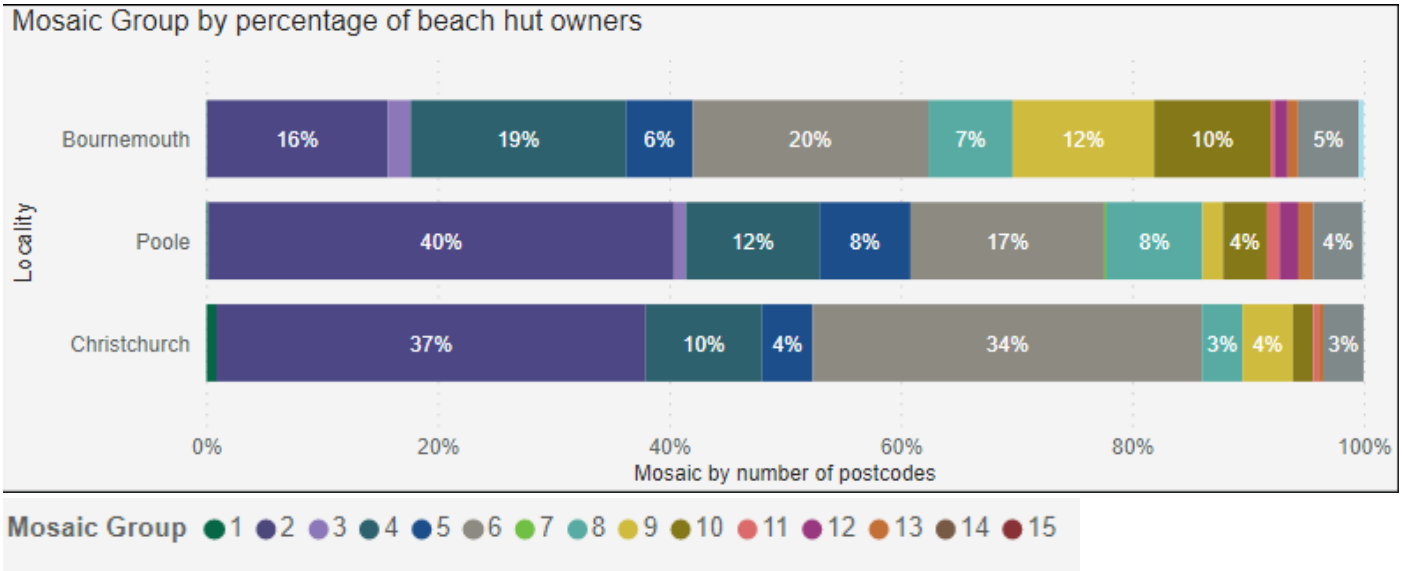
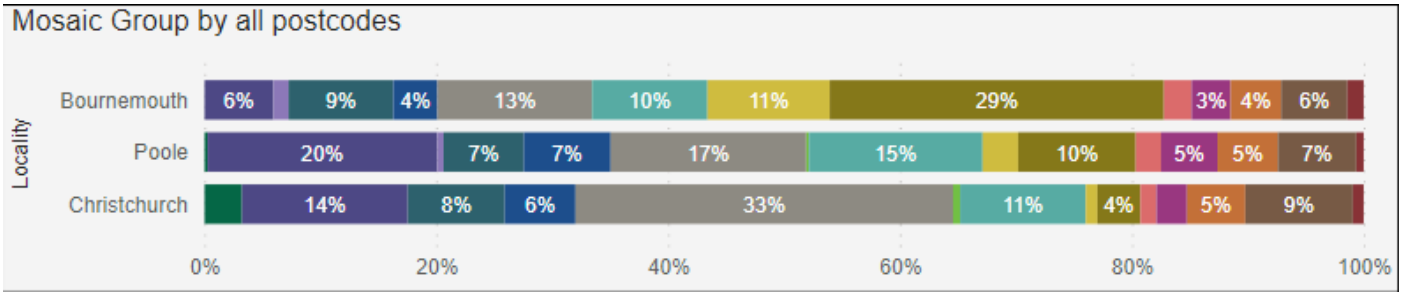


Chart 3 Mosaic Group in all postcodes across BCP preceding authorities



In terms of numbers of Mosaic types there are significant numbers across Bournemouth, Christchurch, and Poole in the Prestige Positions (B) and Senior Security (F). There also significant percentages in the Domestic Success group (D) and in Bournemouth in Urban Cohesion (I) and Rental Hubs (J). Details on these groups is shown in Table 5 with the colour coding.

Table 4 compares the pattern of beach hut tenants with the pattern of postcode Mosaic Groups across BCP Council area using a location quotient. This compares the percentage of tenants postcode groups with the percentage groups of all postcodes across BCP. Any number over 100 shows that Group is over-represented compared to the BCP overall figures. However, its necessary to also look at the number of postcodes represented by tenants as even though that group may be over-represented there may only be a small number of postcodes, for example group C City Prosperity. In table 5 those in red are the over-represented groups.

The analysis shows that the more affluent groups are over-represented in terms of beach hut tenants.

Table 4 Mosaic Types by Location Quotient

Location Quotient				
	Bournemouth	Christchurch	Poole	Total
A Country Living	N/A	27	60	30
B Prestige Positions	262	259	203	225
C City Prosperity	151	N/A	191	171
D Domestic Success	206	120	167	184
E Suburban Stability	152	71	105	119
F Senior Security	153	103	99	114
G Rural Reality	0	0	77	38
H Aspiring Homemakers	73	32	55	62
I Urban Cohesion	116	434	59	114
J Rental Hubs	35	47	37	37
K Modest Traditions	15	31	51	31
L Transient Renters	34	0	33	33
M Family Basics	21	9	25	22
N Vintage Value	92	38	63	71
O Municipal Tenants	30	0	14	24

Table 5 Mosaic Group descriptions

Group	Group Name	Description	Key Features
A (1)	Country Living	Well-off owners in rural locations enjoying the benefits of country life	Rural locations, Own old, detached houses, Electronic money transfers, Garden or allotment, Oil central heating, High environmental impact gap
B (2)	Prestige Positions	Established families in large detached homes living upmarket lifestyles	Own large, detached houses, Highly educated, High discretionary income, Garden or allotment, Pay credit cards in full, Breakdown cover
C (3)	City Prosperity	High status city dwellers living in central locations and pursuing careers with high rewards	Urban areas, High value flats, High income, Cosmopolitan lifestyles, High-tech homes, Uber passengers
D (4)	Domestic Success	Thriving families who are busy bringing up children and following careers	Families with children, Mid to high household income, Monthly discretionary income under £1000, Very high mortgage debt, Internet via smartphone, Online shoppers
E (5)	Suburban Stability	Mature suburban owners living settled lives in mid-range housing	Older families, no children, Own mid-value semis, 3 bedrooms, Established in community, News and media sites, Solar panels
F (6)	Senior Security	Elderly people with assets who are enjoying a comfortable retirement	Retired singles and couples, Pre-war generation, Established in community, Low internet use, Have wills, Solar panels
G (7)	Rural Reality	Householders living in less expensive homes in village communities	Rural areas, Oil/solid fuel central heating, Internet at home, Free mobile phone apps, Watch TV, Comprehensive car insurance
H (8)	Aspiring Homemakers	Younger households settling down in housing priced within their means	Families with young children, 3 bedrooms, High outstanding mortgages, Internet via smartphone, Texts and photos on smartphone, Order from takeaways
I (9)	Urban Cohesion	Residents of settled urban communities with a strong sense of identity	Homesharers in terraces, Uber passengers, Free mobile phone apps, Read news and shop online, Visual arts and design sites, Watch TV
J (10)	Rental Hubs	Educated young people privately renting in urban neighbourhoods	Young singles and homesharers, Rent flats, Very high internet use, Internet via smartphone, Watch videos online, Don't use landlines
K (11)	Modest Traditions	Mature homeowners of value homes enjoying stable lifestyles	Homeowners, No children, Established in community, Low discretionary income, Watch TV, Solar panels
L (12)	Transient Renters	Single people renting low cost homes for the short term	Young singles and homesharers, Millennials, Rent low value terraces, Internet via smartphone, High social networking, Don't use landlines
M (13)	Family Basics	Families with limited resources who budget to make ends meet	Families with lots of children, Council/HA tenants, Low discretionary income, Low affluence, Internet via smartphone, Games consoles
N (14)	Vintage Value	Elderly people with limited pension income, mostly living alone	Retired singles, Council/HA tenants, No qualifications, Low discretionary income, Low-tech households, Fuel and water poverty
O (15)	Municipal Tenants	Urban residents renting high density housing from social landlords	Council/HA flats, Densely populated, No qualifications, Low discretionary income, Low environmental impact gap, Fuel poverty

Index of Multiple Deprivation (IMD) 2019

As the Mosaic data only includes local postcodes data the postcodes for the Index of Multiple Deprivation have also been included to cover all tenant postcodes where there is a postcode match.

Table 6 Postcodes matched to IMD Decile

IMD Decile	BCP	Bournemouth	Christchurch	Poole
1 (most deprived)	20	19	-	1
2	85	72	2	11
3	81	43	4	34
4	203	139	14	50
5	290	173	35	82
6	315	204	30	81
7	453	190	61	202
8	438	280	77	81
9	637	272	130	235
10 (least deprived)	736	177	160	399
Total matched tenant postcodes	3,258	1,569	513	1,176
Percentage in 20% most deprived areas	3.2%	5.8%	0.4%	1.0%
Percentage in 20% least deprived area	42.1%	28.6%	56.5%	53.9%
Percentage in 40% least deprived area	69.5%	58.6%	83.4%	78.0%

The IMD data shows that across all the BCP beach huts only 3% of current tenants are resident in areas considered to be in the 20% most deprived in England. This varies across the three preceding authorities with Bournemouth with the largest percentage in the most deprived 20% although this only amounts to just under 6%. Over 83% of tenants in the Christchurch beach huts are resident in the 40% least deprived areas in England.

Beach Hut Waiting Lists Analysis

Background information on beach hut waiting lists

Lists are only open for Bournemouth and Poole with Poole applicants able to register for more than one location although there appear to be a small number of Bournemouth applicants who have registered more than once.

There are 545 addresses registered on the waiting list for Bournemouth and 2,090 in Poole. The Bournemouth waiting list has been closed for the last few years so there are fewer on the list.

The data has had duplicate addresses removed although it should be noted that it may be the case that although the address is identical the applicant may not necessarily be the same person either because different family members have applied or the person/household living at an address has changed.

After address duplicates were removed there were 519 postcodes for Bournemouth beach huts and 1,639 postcodes for Poole beach huts. These were then linked to a local authority location and to a Mosaic group and the chart below just shows those with a postcode within BCP council area. Please note that the locality refers to the location of the beach hut the applicant has applied for not the location of the resident.

Chart 4 Waiting lists in BCP by Mosaic Group (data has had duplicate applications removed)

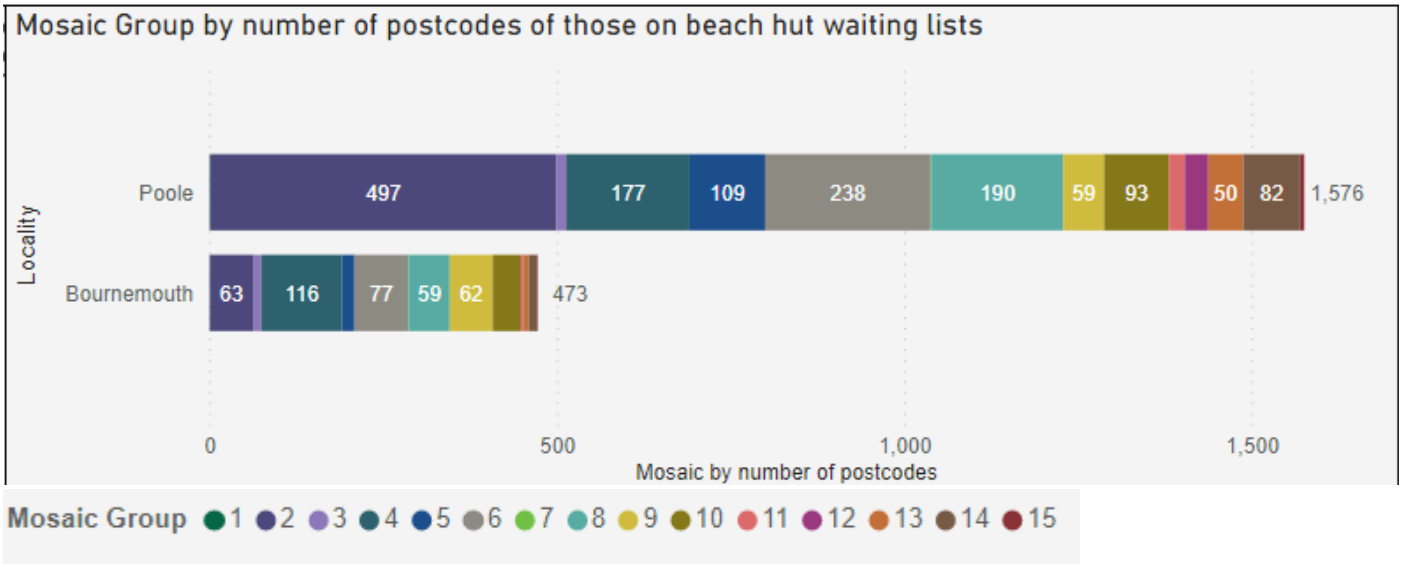
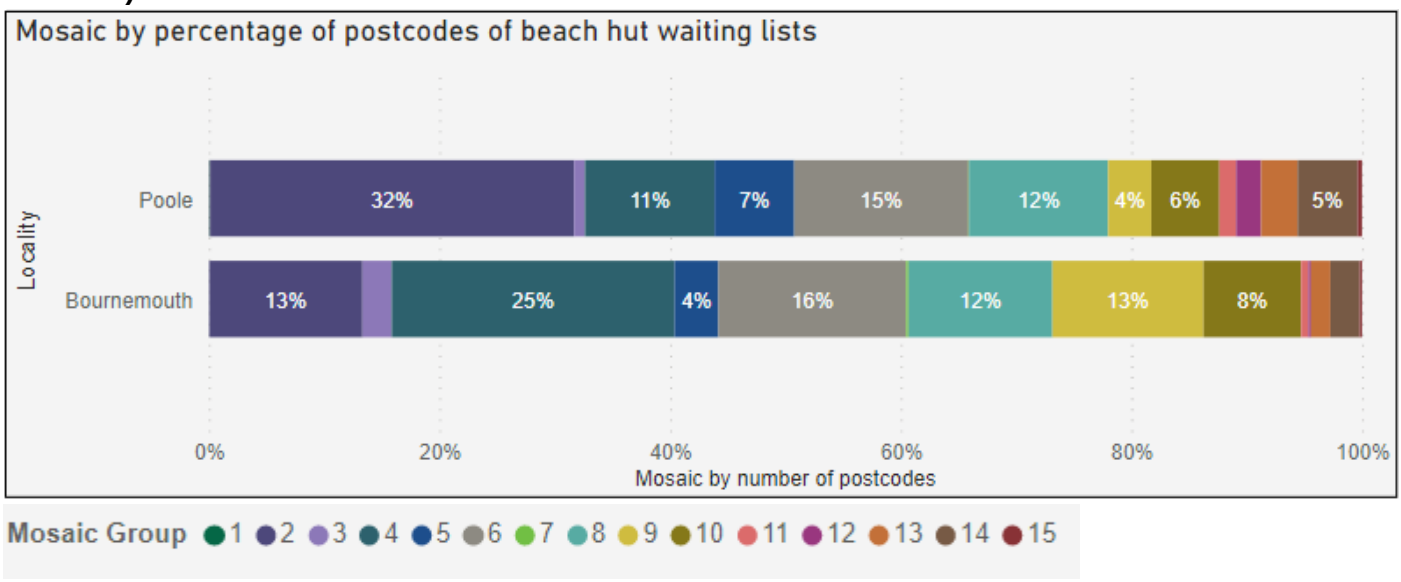


Chart 5 Waiting lists in BCP by Mosaic Group by percentage (data has had duplicate applications removed)



As is the case for tenants the waiting lists show more interest from those in the more affluent Mosaic Groups although Bournemouth has a slightly larger proportion in the Urban Cohesion group.

Index of Multiple Deprivation for Waiting List Applicants

As is the case for current beach hut tenants the waiting list postcodes have also been matched with Index of Multiple Deprivation as this covers all of England so provides more information on those applicants outside of BCP.

Chart 6 – Unique addresses on beach hut waiting lists in Bournemouth and Poole area by IMD decile (where 10 is least deprived and 1 is most deprived)

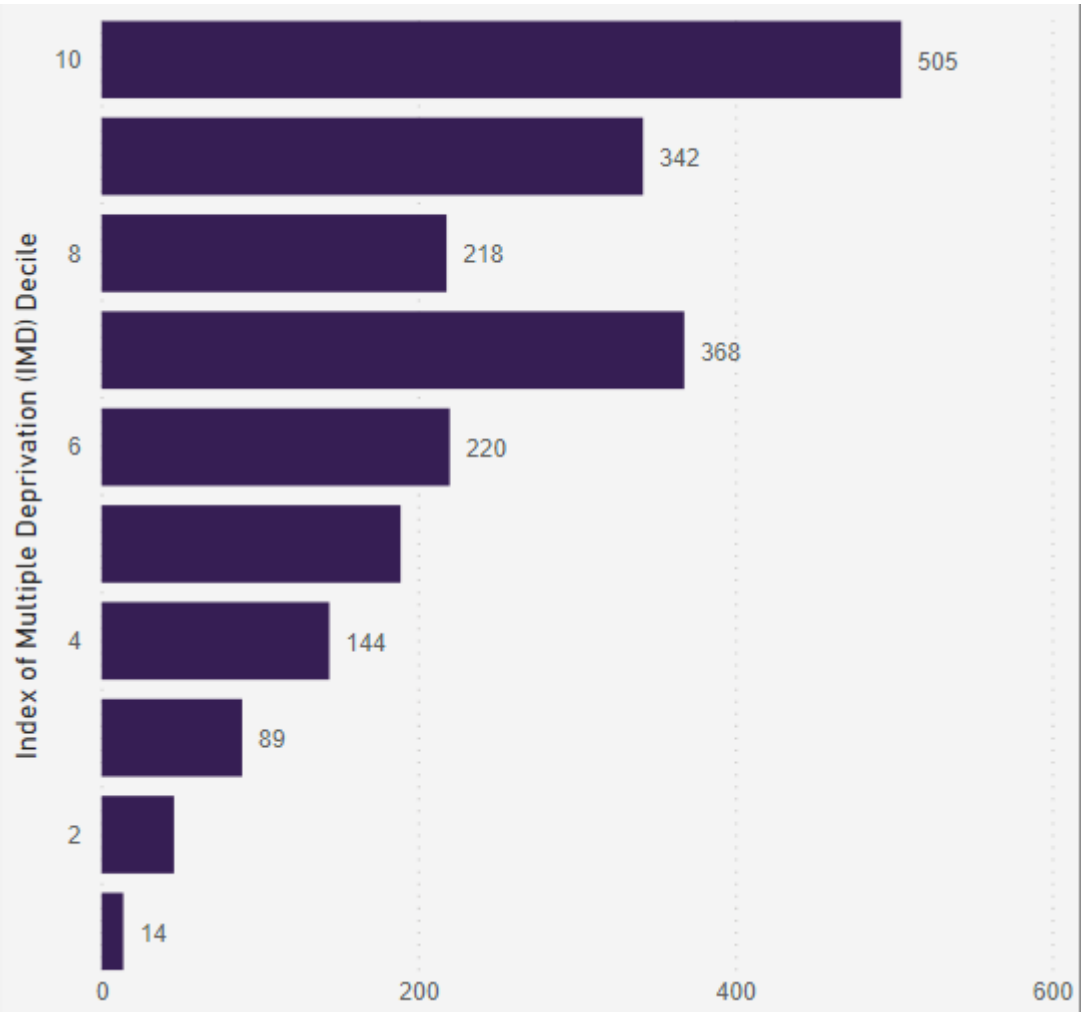


Table 7 Unique address showing number and percentage in each decile where 10 is the least deprived and 1 is the most deprived area

Index of Multiple Deprivation (IMD) Decile	Count of Unique address	Percentage of unique address
	24	1.1%
1	14	0.6%
2	46	2.1%
3	89	4.1%
4	144	6.7%
5	189	8.8%
6	220	10.2%
7	368	17.1%
8	218	10.1%
9	342	15.8%
10	505	23.4%
Total	**2158**	**100.0%**

Chart 6 and Table 7 illustrate that like current tenants those waiting for a beach hut are more likely to be resident in less deprived areas.

Multiple Locations

Looking at the waiting lists its useful to "dedupe" the data as there are 296 addresses where residents have registered for a beach hut in more than one location. These are mainly for beach huts in Poole although there are a small number in Bournemouth who appear to have registered for more than one location.

Looking in more detail at those who have registered for more than one beach hut in Poole the majority (74%) have registered for two different locations, while 17% have registered for three locations, the remainder (9%) have registered for 4, 5 or 6 locations.

Popularity by location (Poole)

Table 8 illustrates the numbers on the waiting list by location and includes those who have registered multiple times and gives a possible indicator of popularity although this may also be determined by the number of beach huts at each location or when waiting lists were available.

Table 8 Numbers registered by location

Locality	Numbers registered by location	Percentage
Bournemouth	545	100.0%
Alum Chine	28	5.1%
Boscombe East	196	36.0%
Boscombe West	14	2.6%
Bournemouth East	25	4.6%
Bournemouth West	64	11.7%
Durley Chine	65	11.9%
Fisherman's Walk	116	21.3%
Southbourne	37	6.8%
Poole	2,090	100.0%
Branksome Chine	419	20.0%
Branksome Dene	281	13.4%
Canford Cliffs	315	15.1%
Flaghead	313	15.0%
Hamworthy	302	14.4%
Sandbanks	195	9.3%
Shore Road	265	12.7%

Casual Beach Hut Users

Both Bournemouth and Poole preceding authority areas take casual bookings for beach huts. Data analysed in this section covers 2020 and 2021 for Poole and the 2021/22 financial year for Bournemouth. The data includes 920 bookings in Bournemouth and 404 in Poole. The records include repeat bookings. In the case of the Poole data not all records include a postcode to match the record to a local authority where the booking was registered. For the purposes of analysis, the data includes all records as well as removing duplicate addresses to understand the characteristics of those booking. The data has also been analysed to look at how many repeat bookings are made.

Once repeat bookings from the same address are removed there are 264 bookings in Poole with 147 postcodes and 755 records in Bournemouth with one without a postcode included.

Table 9 Waiting list records

Casual Bookings			
	Total records	Unique location/contact	Postcode included
Bournemouth	920	755	754
Poole	404	264	147

Table 10 Waiting list by Region, BCP and Dorset

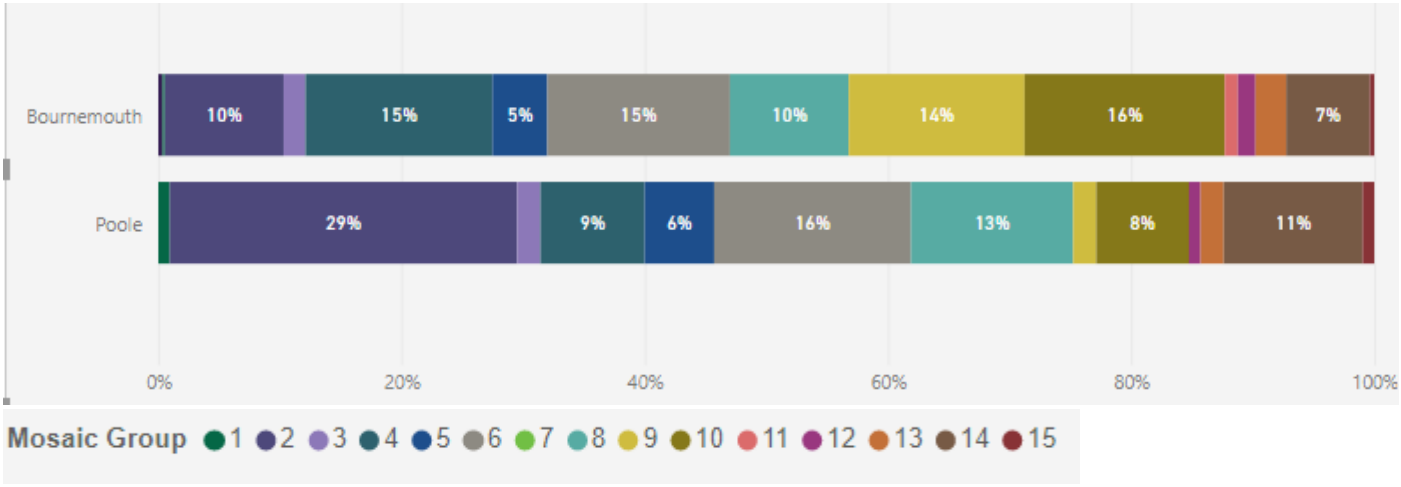
	Bournemouth		**Poole**		
Area	**Unique address**	**%**	**Unique address**	**%**	**% with records with no postcode excluded**
East Midlands	5	0.7%	0	0.0%	0.0%
East of England	12	1.6%	2	0.6%	1.2%
London	16	2.1%	2	0.6%	1.2%
North East	1	0.1%	1	0.3%	0.6%
North West	3	0.4%	0	0.0%	0.0%
South East	74	9.8%	21	6.6%	12.3%
South West	633	83.8%	142	44.9%	83.0%
BCP	554	73.4%	102	32.3%	59.6%
Dorset	61	8.1%	39	12.3%	22.8%
West Midlands	9	1.2%	2	0.6%	1.2%
Yorkshire and The Humber	0	0.0%	1	0.3%	0.6%
Location not included or postcode not included	2	0.3%	145	45.9%	N/A
Total	755	100.0%	316	100.0%	100.0%

Please note the differences in totals between table 9 and 10 is because not all fields are included in all cases so unique record counts differ

Table 10 includes data on where those booking a beach hut for a shorter period are from. In the case of Poole, a significant number of the records (46%) did not include a postcode, so the percentage split is also shown excluding these records. The Bournemouth bookings reveal that over 73% of bookings provide a BCP area postcode while the figure is just under 60% for the Poole area beach huts with a larger percentage nearly 23% providing a Dorset postcode.

Mosaic Analysis

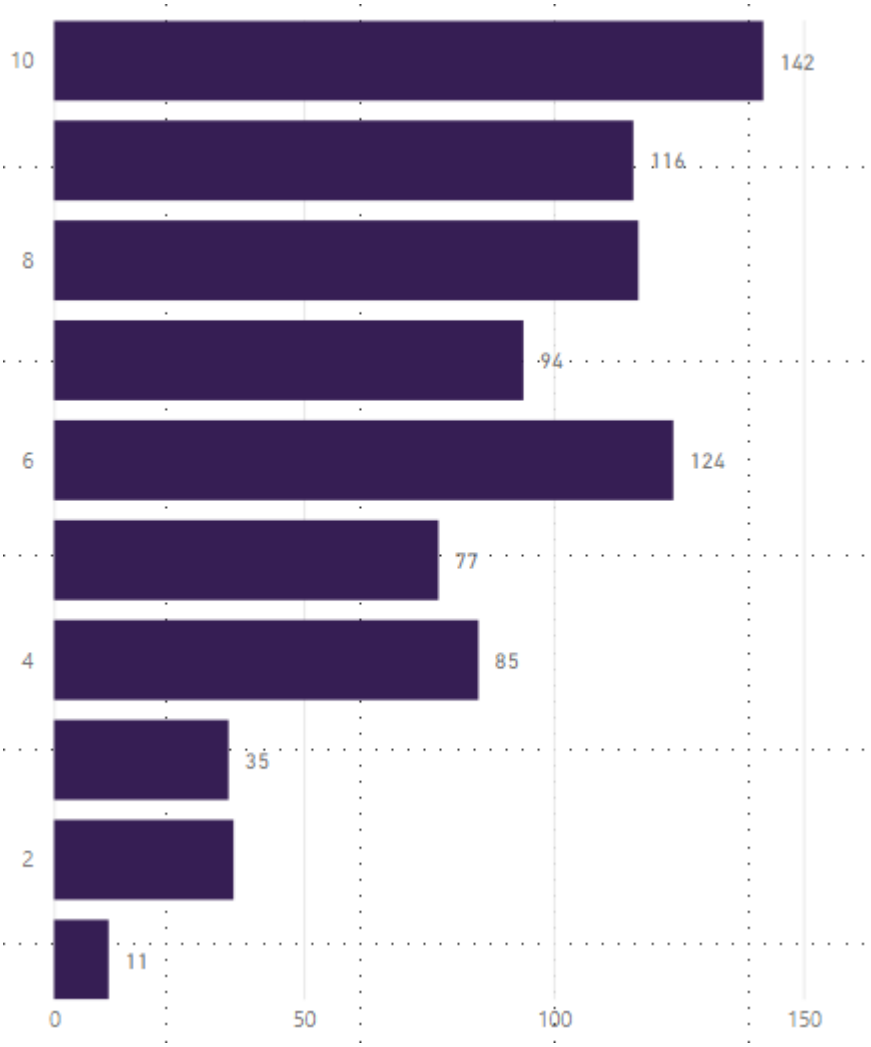
Chart 6 Mosaic analysis of casual bookings for those resident in BCP council area



The Mosaic analysis shows a similar pattern for BCP postcodes as the beach hut tenants and waiting list. The main difference is a larger percentage of those categorised as “Vintage Value” who are generally considered to be elderly on limited incomes often living alone.

Index of Multiple Deprivation for Casual bookings

Chart 7 IMD analysis using a postcode match



The IMD data in chart 7 appears to confirm the Mosaic data. Although casual bookings are still more likely to be undertaken by those resident in less deprived areas there is a larger number of postcodes in the mid-range deciles with only those in the 30% most deprived areas showing significantly smaller numbers of records. However, even in this category the percentages are larger than in the tenants and waiting list categories suggesting those beach huts booked casually are more accessible to a wider demographic. As many of the Poole postcodes are not available some care must be taken when drawing conclusions.

Repeat Bookings

The details provided enable the number of repeat bookings to be analysed in Bournemouth and Poole. Table 11 indicates that most only book one period (the length of that period hasn't been analysed). For those who made repeat bookings over the period the data available indicates that most prefer to book the same location. Reasons may include the location of the beach hut in relation to the home address or the safety of already knowing and liking a particular location rather than risking a lesser-known location and facility. The increase in "staycations" due to the pandemic may have increased numbers having to book different location in order to book for their preferred dates.

Table 11 Number of repeat bookings by matching contact details

	Bournemouth		Poole	
Number of repeat bookings	Number of bookings	Different locations	Number of bookings	Different locations
1	628	N/A	189	N/A
2	96	22	58	13
3	24	7	21	8
4	3	3	6	3
5	5	3	1	1
8	0	0	1	1
	756	35	276	26

Further information

For further information regarding this report please contact the Research & Consultation Team, BCP Council

CABINET

Report subject	**Externalisation of the Russell-Cotes Art Gallery & Museum**
Meeting date	14 December 2022
Status	Public Report
Executive summary	The Russell-Cotes Art Gallery and Museum (RCAGM) with its Grade 2* listed house and internationally significant collections was gifted to the people of Bournemouth in 1908 and was held in trust by Bournemouth Borough Council and its successors, as sole Trustee, ever since. (Charity Reg No 306288). When making decisions on the Russell-Cotes, the Council, as Trustee, is required to act in the best interests of the charity (rather than the Local Authority). The Bournemouth Borough Council Act, 1985 superseded previous indentures, and required Cabinet to act as the Museum's Management Committee. Cabinet has delegated its responsibilities to the Russell-Cotes Management Committee, which acts as a subcommittee. It consists of Councillors and non-voting independent members. It has determined, after detailed investigation that full independence is the best way to safeguard the long-term future of the Museum. The governance, relatively unchanged for 100 years, is a mix of Local Authority and charity practice which cannot provide appropriate oversight, financial transparency or strategic leadership and does not meet the required standards for a modern charity. Due to the current charitable arrangements there is no opportunity to combine the Russell-Cotes with other local museums. The Museum building and collections are at risk without substantial investment and the financial burden on the Council will be considerable. The best way to mitigate this risk is to enable the museum to fundraise, but grant-giving bodies have been very clear that whilst the current governance arrangements continue substantial funding is unlikely. Indeed, the Arts Council rejected a recent application for NPO funding, citing inadequate governance. Whilst there are risks for both the Council and the future charity in pursuing the route of independence, the risks of not doing so are

	far greater. The Charity Commission has examined the issues and invited the Council to submit a request for change. A detailed negotiation of the funding and Service Level Agreement arrangements will be held between BCP Council and the new Trustee during the transition period as the governance issues are resolved.
Recommendations	**It is RECOMMENDED that Cabinet agrees and approves the progress of externalisation and submits the following recommendations:** **The Council agrees** • that the future of the Russell-Cotes Art Gallery & Museum, for which it is sole trustee, would be best served by externalisation in the form of the transfer of Sole Trusteeship to a new corporate entity (CLG or CIO) to operate and manage the charity. • as Sole Trustee of the Russell-Cotes Art Gallery & Museum to make a formal application to the Charity Commission for a change of governance under Section 73 of Charities Act 2011 to replace the Council as sole trustee with a new corporate entity (CLG or CIO) acting as sole trustee and for the modernisation of governance articles. • to establish a Corporate Entity (CLG or CIO) and appoint a Shadow Board of 5 nominees to oversee the transition to independence, provide continuity and stability and to maintain an on-going supportive relationship with the new CLG/CIO. • to negotiate, during the transition phase, future years grant support for the new Trustee, along with the transfer of assets, lease arrangements etc with an expected vesting day of 1 April 2024 at the earliest. • To delegate authority to the Director of Finance, Director of Law & Governance and the Chief Operations Officer to determine the best financial model in consultation with the Portfolio Holder.
Reason for recommendations	To safeguard the Russell-Cotes Art Gallery and Museum in the longer term.

	To modernise the governance arrangements for the charity and enable it deliver its charitable objectives, fundraise effectively and thrive in the future.

Portfolio Holder(s):	Cllr Beverley Dunlop, Portfolio Holder for Tourism, Culture and Vibrant Places
Corporate Director	Jess Gibbons, Chief Operations Officer
Report Authors	Sarah Newman, Museum Manager Michael Spender, Head of Culture Chris Saunders, Director, Destination and Culture
Wards	Bournemouth Town Centre Ward
Classification	For Decision

Background

Governance Arrangements

1. In 1908, Merton and Annie Russell-Cotes made a lease and deed of gift of East Cliff Hall and a collection of paintings and property to the Mayor, Alderman and Burgesses of the County Borough of Bournemouth (the Corporation) to be held in trust 'for the purpose of forming an Art Gallery and Museum for the use, benefit, and enjoyment of the inhabitants of and visitors to Bournemouth.' Subsequent Deeds of Gift were made and the freehold of East Cliff Hall transferred in 1918.
2. The house, collections and contents are owned (vested in trust) by the charity as are the collections/ contents subsequently acquired by RCAGM. The Deed of Gift provided that after the deaths of the Russell-Cotes (enacted following Merton's death in 1921), the RCAGM was to be managed by a Management Committee. Under the original 1908 deed, the prescribed constitution of the Management Committee was four elected members of Bournemouth Borough Council and between five to seven non-councillor members.
3. The Russell-Cotes Art Gallery Charitable Trust was formed on 30th July 1962 to take over responsibility for the house & contents with Bournemouth Borough Council as the sole trustee of the charity.
4. The Bournemouth Borough Council Act of 1985 superseded previous indentures and states "the Corporation shall manage, regulate control and deal with the trust, premises and property by means of a committee (hereafter called the 'Management Committee') appointed by them in accordance with section 102 of the Local Government Act 1972." Section 3:6.2 of the Council's constitution allocates this 'local choice function' to its Cabinet. Therefore, Cabinet became the RCAGM's

Management Committee and this governance arrangement was enshrined in the Bournemouth Borough Council Act and the Council's constitution.

5. Bournemouth Borough Council's Cabinet's remit covered the full gamut of Council business and had little capacity for regular, detailed consideration of the work of the RCAGM. During the development of the RCAGM Business Transformation Strategy in 2000s, a management board acting as a 'shadow' management committee met regularly to steer the strategy process and make key decisions, but this fell into abeyance for several years.
6. For a period, decisions were signed off solely by the Portfolio Holder for Tourism, giving rise to concerns around appropriate scrutiny and conflict of interest.
7. Consequently, museum accreditation review by Arts Council England (ACE) highlighted a significant weakness in governance arrangements and this coincided with the Charity Commission's concerns over the late filing of accounts. The Charity Commission opened a statutory inquiry under section 46 of the Charities Act 2011 in 2013 when the Council failed to submit accounts for FY 2010/11 and FY 2011/12.

Current Arrangements

8. The governance arrangements were therefore reviewed and agreed by Cabinet on 27th January 2016 and subsequently by full Council on 1st March 2016.
9. The Agreement was to create a Management Committee of the following composition:
    - The Portfolio Holder
    - Two further Council members
    - 4 external (Non-Council Members)
    - Sir George Meyrick (or the person for the time being in enjoyment of the title), in compliance with the Bournemouth Borough Council Act.
10. Crucially, its external members do not have voting rights (as the Committee is a sub-committee of Cabinet). Instead, a Shadow Vote is taken, to record the views of the non-Councillors before a formal vote is taken.
11. The Management Committee was created according to plan and has been functioning since the latter part of 2016. Its modus operandi is a variation on a local authority themed committee meeting and secretariat is provided from within the Council's administration. It meets twice yearly, in public, to review the museum's strategic, operational and financial position, so its range and impact is very different to that of an independent museum board. Its Reports are recorded by Cabinet.
12. In April 2019, major local government reorganisation was undertaken across the Dorset area and Bournemouth Borough Council became part of the significantly larger Bournemouth, Christchurch and Poole Council. Now BCP Council acts as Sole Trustee for the registered charity (number 306288) and submits accounts to the Charity Commission annually.

Governance Review

13. As required by Arts Council England in their 2015 Accreditation Review (see below) and by best practice, the Management Committee has been considering whether its

governance arrangements (largely established 100 years earlier) meet the standards required of a modern charity.

Areas for improvement (2011 Standard)

- **1.2 Governance:** by next return:
  - provide finalised terms of reference for the management committee with appropriate approval
  - provide approved conflicts of interest policy to support the management committee's work
  - outline the steps taken to review the revised governance arrangements after 12 months to ensure the revised structure is operating effectively, making amendments as required
  - confirm process taken and planned to induct new members of the governing body (the management committee) into their roles.

14. In 2018, in order to examine the governance issue more fully, the RCAGM commissioned a governance options appraisal and future business plan to be drawn up with funding from the Heritage Lottery Fund (HLF) Resilience Fund. Focus Consultants were appointed to undertake this and the reports are available in the background papers (Appendices 10 and 11)

Options Analysis

15. Focus Consultants carried out a detailed Options Review (Appendix 10), evaluating the following options:

- The Russell-Cotes becomes an in independent trust to give it the best chance to deliver genuine charitable and financial separation and to allow the flexibility and freedom to fundraise and operate in a more dynamic way.
- Maintain Current structure under BCP Council. This option will not deal with the existing weaknesses in the governance and financial separation. There are several other Cultural and Heritage assets that BCP Council has responsibility for including the Poole Museum and Scaplen's Court, Highcliffe Castle and the Red House Museum. Each of these are managed and run in the most appropriate way for them and given each one is unique in its setting and collection it is unlikely a 'one size fits all' approach would work going forward. The Russell-Cotes is the only asset which is a charity.
- Integration with an existing trust. This option potentially delivers the advantages of option 1 but risks RCAGM being diluted and having a loss of control with the wider audience.
- Contract with a private sector partner. There are limited operators working in this sector. This option will have a negative impact on the ability to fundraise and potentially take the museum in an alternative strategic direction.

16. At their meeting on 29 March 2019, the Russell-Cotes Art Gallery & Museum Management Committee considered the full reports into Governance Options and Business Planning and agreed the museum would be best served by moving to full trust status, allowing the museum to:

- Better fulfil its long-term strategic direction and potential to deliver the charitable objectives

- Be in a better position to maximise the potential to generate income from fundraising and commercial activities to support the charity, particularly the capital investment needed for the museum's survival and future
- Provide resilient, sustainable and appropriate organisational support.

17. The Committee recognised the complexities of achieving full trust status required further examination and testing before a commitment could be made and that the final decision should lie with BCP Council.
18. It has since conducted extensive consultation, commissioned specialist reports to further interrogate the case for independence, partly funded by ACE Cultural Recovery Fund.

Current challenges

19. The Museum has reached a tipping point where the Council is unable to invest to the required level to support such a fragile building with its attendant staffing and resource costs but the museum is not constituted in a way to be able to fill the gap by driving income generation or charitable donations from external supporters. Accreditation is also at risk.
20. The Museum recently applied unsuccessfully for arts Council England National Portfolio Organisation funding and was unsuccessful. One of the reasons cited was the inadequacy of the current governance arrangements.

Budget Pressure

21. The Museum has faced continuous reductions in its subsidy since at least 2012. Subsidies have reduced from £1,100,000 per annum in 2010 to £280,000 in 2019. Such pressures are likely to continue.
22. The Museum is already one of the market leaders amongst museums locally in income generation, so without investment, there is no capacity to drive further income streams or reduce costs.

Urgent Capital Investment Needed

23. The Russell-Cotes is a Grade2* listed building with fragile decorative features internally and externally, placed on an exposed position on the cliff-top of Bournemouth and it needs urgent capital investment to ensure its survival and a sustained maintenance programme to safeguard its future. The has not received any significant capital investment since the HLF grant of 1999-2000.
24. Without maintenance and repair, the museum is at risk of irrecoverable loss of historic features, such as the Conservatory, and of being unable to open to the public.
25. Council Building Maintenance budgets are currently sufficient to cover compliance and responsive maintenance only and not to carry out sustained maintenance and improvements.
26. According to a specialist condition survey in 2020 the museum needs £3,378,630 (excl inflation, VAT and consultant fees) investment in the museum fabric, services and fire protection just in order to stand still. These costs were identified by Philip Hughes, specialist historic building surveyor in an independent survey. See Appendix 6 – Asset Transfer and Building Liabilities

Condition Survey 2020 by Philip Hughes Associates - full costs							
Category	Urgent	within 18 months	within 5 years	foreseeable future	further investigation	suggested improvements	total
Category	**A**	**B**	**C**	**D**	**F**	**I**	
General	£0	£25,000	£0	£0	£64,750	£0	£89,750
Main building	£73,310	£302,400	£359,150	£113,670	£91,180	£218,100	£1,157,810
Eastern Galleries	£1,350	£17,400	£68,520	£98,700	£4,100	£29,400	£219,470
Western Galleries/Mod	£4,200	£25,270	£44,900	£74,550	£11,170	£110,010	£270,100
Services fire protection	£125,000	£693,000	£387,000	£51,700	£159,000	£183,000	£1,598,700
Terrace and steps	£0	£0	£7,400	£33,400	£2,000	£0	£42,800
							£0
Total	**£203,860**	**£1,063,070**	**£866,970**	**£372,020**	**£332,200**	**£540,510**	£3,378,630
professional fees @18%							£608,153.40
total							**£3,986,783**

27. The Council's own condition survey carried out in-house by Council surveyors in 2019 suggested £2,247,500 was required with an additional £470,300 for the Study Centre.

Council led survwy					
museum					
	1 urgent	2 within 2 years	3 within 5 years	4 - beyond 5 years	
building	£46,000	£382,500	£330,500	£39,500	£798,500
electrical	£27,000	£249,000	£32,000	£0	£308,000
mechanical	£240,000	£337,000	£546,000	£18,000	£1,141,000
Total	£313,000	£968,500	£908,500	£57,500	£2,247,500
study centre					
building	£67,800	£204,500	£133,000	£0	£405,300
electrical	£0	£22,500	£17,000	£0	£39,500
mechanical	£25,500	£0	£0	£0	£25,500
total	£93,300	£227,000	£150,000	£0	£470,300

28. The costs identified are merely to maintain the status quo and do not provide the entrance, orientation, catering, toilet or storage facilities expected of a 21st century visitor attraction, let alone Bournemouth's flagship cultural offer.

Unsatisfactory Governance Limits Operations and Activities

29. The Management Committee identified the following major challenges which have inhibited the museum from operating effectively and delivering its charitable objectives.

Lack of Strategic Support, Leadership and Oversight expected of a modern Board of Trustees

30. The current arrangement does not give access to the range of expertise, experience and diversity required of a charity in the sector. Councillors are appointed according to the election cycle and makes it difficult to put together a Board with the required range of expertise or ensure continuity.

31. Non-councillors are appointed to the board to bring additional expertise and experience but they are merely advisory and have no formal responsibility. The

shadow vote is designed to give some semblance of input but essentially the Councillors are the only members with decision-making powers. The arrangement is not attractive to external appointees.

32. The Russell-Cotes needs expertise across a broad range of issues given the complexity of running a historic house museum eg legal, business, collections and building management and also access to high level networks and fundraising opportunities.

33. All charities are reliant on fundraising to support the delivery of their charitable objectives and the Russell-Cotes has very significant financial pressures due to the costs of maintaining and conserving a Grade II* listed building with significant art collection, as well as delivering a first-class visitor experience. The need to raise money from individuals, corporations and trusts is evident and the Management Committee as currently constituted is limited in its ability to support this requirement.

Lack of Accountability

34. The charity is an unincorporated Trust, operating essentially as a department of BCP Council which means there is a lack of separation of roles and responsibilities making lines of accountability very blurred. This is a major deterrent to fundraising.

35. Whilst separate budgets are kept and accounts are submitted to the Charity Commission annually, the Charity has no separate bank account. This lack of financial transparency is not good practice and is a serious deterrent to donors who wish to make payments to the named charity not BCP Council, restricting the charity's ability to raise funds. It also makes auditing difficult and in 2021 the Audit Report from Grant Thornton recommended that the charity had its own accounts.

36. As an unincorporated Trust, the Russell-Cotes has no legal status and all contracts are agreed essentially by Council officers. The Committee meets to note the activities of the charity and to 'approve' the accounts, budgets, applications for grants, but control of finances etc are all managed elsewhere. This lack of accountability threatens the Museum's Accreditation status which requires clear lines of accountability to ensure the appropriate management of very significant heritage assets.

Inherent Conflict of interest

37. The three Councillors are the only Committee members with voting rights, but their position is compromised because they are also, and primarily, BCP Councillors, with wider responsibilities. This conflict is particularly evident in dealing with funding issues.

38. Although this conflict is acknowledged and open, it can be difficult for Councillors to advocate for funding and support for the charity, to themselves as Councillors of BCP Council. There is potential for serious conflicts of interests. Whilst external appointees would vote on any proposal, their views would only be advisory.

Benefits of independence for the Russell-Cotes

39. A fully Independent Trust will provide:

- **Legal Clarity** – by incorporating the charity as a CLG/CIO, there will be legal clarity, transparency and separation for the museum which will be then able to

demonstrate good governance to external organisations, stakeholders and supporters. It will then clearly meet the required standards for Accreditation with the Arts Council.

- **Expertise** - A new Board of Directors with authority and responsibility brings a range of expertise, experience, commitment and energy to support and drive the Russell-Cotes to deliver its charitable objectives.
- **Commitment and Consistency** – BCP Council will give on-going financial (and organisational) commitment to support the Russell-Cotes to demonstrate that it values the museum for its importance to the arts, heritage and cultural life of Bournemouth, both for visitors and tourists.

  This commitment is vital, to the sustainability of the Russell-Cotes. This is not a short-term cost saving exercise, but a way to ensure the long-term future of the Museum. The Russell-Cotes will only attract match funding from HLF, ACE, private funders etc if BCP Council continue to support and invest in it.
- **Trust (community, public and funder accountability)–** financial transparency will enable the museum to fundraise more ambitiously and successfully. Currently there is ambiguity with the relationship with the Council. Donations go into the BCP bank account, and it is not easy to demonstrate that funds received are truly additional.

  Separation will allow for complete transparency which makes the museum much more appealing to individual donors, grant-giving trusts and provides direct and uncompromised control of RC budgets allowing trustees, bound by charitable codes of conduct to spend in the best interests of the museum and to leverage funding.
- **Realisation of Latent Potential** of the museum which has a fantastic collection, beautiful building, stunning location, a powerful narrative and offers an almost unique immersive experience. There is a huge potential audience in a large conurbation (500,000) which attracts 9 million tourists a year. Independence would put the Russell-Cotes in a better position to emerge from the shadows, operate entrepreneurially and to deliver on a much larger scale and stage.
- **Capital investment** By demonstrating competency, capacity and good governance over the short term, it is anticipated that a newly independent Russell-Cotes will be able to attract significant funding from National Heritage Lottery Fund and grant-giving funders to invest in programming, engagement, building, displays and ancillary services so that it can generate further income and develop sustainability.

  The Russell-Cotes needs a major capital investment project to conserve its historic features and to remodel or rebuild the 1990s modern wing to provide the entrance way, orientation, catering and visitor facilities and to upgrade storage and service facilities which are commensurate with the quality of the offer. It is envisaged that such a project could cost £10 million.

Benefits of Independence for the Council and Wider Community

40. Currently the Russell-Cotes does not deliver to its full potential as a heritage asset and a visitor attraction for the area. By enabling the museum to externalise, it will deliver tangible benefits for the BCP area in providing a cultural offer which is both inclusive and accessible for local people and has the quality and reach of a genuinely world-class institution. The Russell-Cotes collection is regularly loaned to

national museums (Tate, Victoria and Albert Museum, National Gallery of Scotland) and around the world, including recently to museums in Singapore, Japan, Italy, the Netherlands and Ireland.

41. Delivering an excellent cultural offer delivers directly in support of the Council strategy of Dynamic Places, Connected Communities and Fulfilled Lives. The transition of RCAGM to a fully independent museum trust aligns with the BCP Council Plan 2019, which identifies Connected Communities as a key strand of local authority ambition. This theme articulates a need to "strengthen the cultural identity of our towns and places" and "engage with our communities." The Fulfilled Lives theme cites the need to "promote lifelong learning for all"; the Russell Cotes with its strong sense of place and diverse and educational public programme, clearly links to the delivery of both these priorities. Full independence will strengthen its capacity to do so.

42. It also delivers against the 'Big Vision' which aims to make BCP 'a world class city region – one of the best coastal places in the world to work, live, invest and play' with a wealth of culture as a key component.

43. One of BCP's early adopted strategic focuses was to work in partnership with others to commission a Cultural Enquiry. The Enquiry was a comprehensive and robust analysis of the role that culture plays in people's lives and the opportunity for a long-term cultural vision at the heart of communities in the new area covering Bournemouth, Christchurch, Poole (BCP) unitary authority. The authority has gone on to commit to this strategic approach to culture and the enquiry identified a clear need for improved cultural infrastructure and planning. The proposed governance change at the Russell Cotes will facilitate and support this, representing as it does, one of the primary and most nationally significant assets within the BCP area.

44. The Council has also invested in the Cultural Compact – a multi partner approach to develop and lead the cultural offering across the three towns and to attract future investment. The Russell-Cotes will be able to become an active partner in driving this ambitious agenda.

45. Externalising the Russell-Cotes offers an opportunity to garner support from a range of stakeholders – financial and organisational - to ensure that this museum thrives. Without this approach, the entire liability for maintaining and enhancing the museum, its fragile building and collection and its offer, lies with BCP Council.

New Governance Arrangements

Recommendation for a New Sole Corporate Entity to Replace BCP Council as Trustee

46. The complexity of the existing arrangements, enacted in the BBC Act 1985 and the limited options for any change have necessitated a long and close examination of options for change which provide protection for the Charity and scope for development in its best interests. Specialist charity law firm, Bates Wells LLP ' conducted a structure and legal options review' (Appendix 7) outlining the different options available.

47. Option B of a new sole corporate trustee for the existing charity was considered by the Management Committee as the best option for the Russell-Cotes was outlined.

48. The options outlined were:

- ‘Full Incorporation’ was considered and rejected because of the additional complexity of administering the museum as two charities – one for the permanent endowment and the other for other assets. (Option A)
- New Sole Corporate Trustee of the Existing Charity The establishment of a new independent corporate entity as the sole corporate trustee of the Existing Charity, in place of the Council, taking on its assets as trustee (Option B).
- ‘Establishing a new entity with leased assets’ was also rejected as it would not provide the necessary independence and freedom for the new charity or guarantee the level of investment by BCP Council needed to safeguard the future of the museum. (Option C)

New Sole Corporate Trustee

49. The new entity would be a separate, independent corporate entity which would act as sole Trustee as BCP Council does now. It would probably be a Company Limited by Guarantee and it may or may not have charitable status, as the Existing Charity already has this status and change to this part of our constitution may cause confusion. (NB BCP Council does not have charitable status). A CLG is a tried and tested form for not-for-profit entities with the company structure being a familiar structure to stakeholders. It is commonly used, widely understood and malleable in the sense that it is able to accommodate a wide range of governance dynamics and interests. It can access debt financing and social investment. An alternative model would be the Foundation CIO model. Further legal advice would be sought as to which would be the best model.
50. A CLG would be incorporated providing limited liability to its directors and members and a legal personality to the new organisation which will allow it to enter contracts and relationships in its own name. It would take on all of the Council’s existing duties and responsibilities including the operational management of the existing charity and all liabilities and responsibilities for managing the museum in the future
51. As a CLG it would report to the Companies House and to the Charity Commission if registered as a charity. It would have a legal status, hold a bank account, enter into contracts, employ staff and be compliant with accreditation requirements in the manner of other independent museums.
52. The Russell-Cotes charity would remain, with the same Charity Number, retaining ownership of the assets and maintaining the same charitable objectives. It would continue to submit annual accounts to the Charity Commission.

B**oard of Directors Replace Management Committee**

53. The new trustee would have its own board of directors, which would act as the Management Committee in place of the current Council Management Committee under the Existing Charity’s Governing Documents.
54. The potential membership and structure of the new entity would be as a as outlined in the Recommendations for the new Governance Structure report by Sam Hunt following consultation with Russell-Cotes Management Committee. (see Appendix 9).
55. The Board would consist of up to 9 Trustees, because of the wide range of skills and experience needed for the new entity
    - 2 members would be nominated by BCP Council, who may be Councillors, Council officers or individuals appointed for their expertise. This would

maintain the close ongoing relationship between the Council and Russell-Cotes although in their role as directors, these Council appointments are required by law to act in the best interests of the charity.

- Sir George Meyrick or the holder of the Baronetcy
- Up to six independent trustees, recruited on the basis of the skills and experience they would bring to the trust and to reflect the diversity of our community. Access to high-level networks that would be of value to the RCAGM is a further consideration.

56. This arrangement would maintain the historic and vital relationship of the Russell-Cotes to BCP Council and the Meyrick Baronetcy as outlined in the 1908 Deed of Gift and ensure continuity. However, the charity would also need to ensure that there are sufficient skills on the Board to operate effectively, drive the organisation, provide informed direction to its staff and access high level networks and relationships with potential stakeholders and partners. It also needs to recruit a Board with a diversity of members that reflects the communities and audiences it seeks to engage.
57. It is axiomatic that while Board members may present the views of a particular stakeholder group and contribute their practical experience, they must act in the best interests of the organisation when making decisions as members of the Board.
58. It is likely that directors would serve a 3 year term of office with the possibility of serving one additional term before a break of at least one year.

Asset Transfer

59. The museum's building and collections are already held in permanent endowment by the existing charity, so there is no requirement to make any transfer arrangements.
60. However, other assets such as staff, ICT equipment, office furniture etc would be transferred by the Council to the new CLG. See Appendix 6 Asset transfer

Modernisation of the Governance Document

61. The charity operates under a number of governance documents from 1908 Indentures etc to the Bournemouth Borough Council Act 1985 which sets out limits of the powers of the Trustee (eg loaning, selling the collection) and these would be updated.
62. Proposals are subject to any conditions laid out by the Charity Commission in the Scheme.

Transition to new Governance Arrangements

63. The Russell-Cotes Management Committee has been in discussion with the Charity Commission about the legal routes available for governance change. As the current arrangements are laid down in the Bournemouth Borough Council Act 1985, changes cannot be made under its normal jurisdiction, but will need a parliamentary scheme. In Summer 2022, the Committee submitted a request to the Charity Commission for permission to apply for a parliamentary scheme, in the best interests of the charity. In August 2022, the Charity Commission was satisfied of the need for a scheme and has invited BCP Council, as sole Trustee, to submit a formal application for a parliamentary scheme under Section 73 of the Charities Act, 2011

to replace the local authority trustee and management committee with a new corporate trustee. (See Appendix 9 – Letter from Charity Commission).

Implementation of Governance Changes

64. BCP Council as sole Trustee, would formally write to the Charity Commission to ask for a parliamentary scheme under section 73 of the Charities Act 2011, supported by evidence that it is the agreed decision of the Trustee (ie a Minute of BCP Council)

65. BCP Council would set out exactly what the charity would like the parliamentary scheme to achieve (subject to further legal advice) and the Commission would consider the most effective way to achieve this (via the scheme or under normal jurisdiction).

66. BCP Council would set up the new corporate trustee (CLG or CIO) and board of Directors.

67. It is recommended that the Council would appoint up to six members from the current RCAGM Management Committee to the shadow board of the new Corporate Entity which would then be appropriately supported to agree the charitable objectives, meet any Charity Commission requirements and appoint up to 4 additional members with the required experience and skills (as identified by a skills audit). This would consist of:

    - 2 councillors
    - 1 or 2 external appointees
    - Sir George Meyrick

68. The Charity Commission would draft the scheme in consultation with the BCP Council as Trustee and with the new Corporate Entity as new Trustee. Under the Procedure for Parliamentary Schemes the following process would be pursued.

    - Application for a Parliamentary Scheme by the BCP Council as Trustee
    - Drafting Phase of the scheme by the Commission in consultation with all parties
    - The Publicity and Modification Phase when public notice is given and representations invited
    - Final Internal approval by the Commission
    - Submission to the Minister
    - Ministerial approval and settlement
    - Parliamentary phase when laid before Parliament and come into force unless either House passes an annulment.

69. The Shadow board would act as a working group with immediate effect, meeting regularly until vesting day when it would take over the responsibility for the Russell-Cotes. The current Management Committee would continue to meet until this point.

70. It is envisaged that this process will be lengthy but the new arrangements could be in place for 1 April 2024.

Business Model

New 10-year Financial Model

71. A draft Business Plan is being developed with external support to demonstrate that an independent Russell-Cotes is operationally viable with ongoing support from the Council.

72. The draft Plan is articulated over a 10-year period, in order to demonstrate fully the benefits of independence both in terms of achieving the required level of capital investment for the Russell-Cotes, greater financial sustainability and to demonstrate the potential savings to BCP Council.

BCP Financial Support over 10 years

73. Under this model, the Council would make a funding agreement, renewable every 5 years. Ongoing financial support from the Council demonstrates Council commitment to funders, stakeholders and the community more widely.

74. Negotiations for the level of funding, which would be anticipated to reduce over 10 years, would be developed during the Transition phase.

Relationship with Council via Service Level Agreement

75. The Council would manage its future relationship with the new entity delivering the management of the assets and the delivery of services via a Service level agreement. The SLA would broadly follow the same model used for other cultural organisations eg Red House Museum in Christchurch, Pavilion Dance Southwest and Bournemouth Symphony Orchestra.

76. The SLA which would identify mutually agreed KPIs such as

    - Maintenance of Accredited museum status
    - Visitor numbers
    - Programming
    - Target audiences

    And establish regular reporting and communication with officers and councillors as required. See Appendix 4 – Management and Funding Agreement.

77. The agreement would be termed a grant in order to satisfy Legal and procurement requirements about State Aid and Procurement issues (see Legal notes below).

Legacy Investment in the Russell-Cotes

78. Although one of the drivers for independence is the ability to fundraise more successfully especially for capital works, experience elsewhere demonstrates it will take time to develop and it is not feasible for the new entity to take on the liability for a building in such a poor condition without some reserves, or initial investment.

79. The Building Condition Survey of 2020 identified nearly £4million of maintenance work required in the next 5 years

80. The RCAGM has been successful in its application for funding from the Arts Council MEND fund, which will provide £518,000 of funding towards a £974,000 project to refurbish the conservatory and renew some of the Mechanical and Engineering

Services. Other funding has been provided by public donations, CIL and Prudential Borrowing.

81. During the transition phase, the Council and new Trustee would negotiate support to address the urgent maintenance work required. The new Trustee and the Council will need to be assured that the new Trustee has the necessary reserves and resources to take on such a liability.

82. This funding will give the new Trustee time to establish itself, and its fundraising capacity before assuming the liability for all the work identified as required in the foreseeable future (see appendix 6) and for which the Council will no longer be liable. It will also be able to use the funding to leverage further support from funders such as NHLF, Heritage England etc.

83. A potential approach to future investment in the Russell-Cotes is covered in the Financial Model.

Building Maintenance Implications

84. The Russell-Cotes would resume responsibility for the building maintenance and management of the Museum from the central Building Maintenance team to ensure a more appropriate conservation-led approach, best practice and value for money.

85. Statutory requirements eg inspections such as electrics, alarms lift, PAT and water testing, would be managed in house and a budget has been allocated for this and for remedial repairs, based on historic data.

86. Additional budget for annual maintenance has been allocated in line with the recommendations of the Philip Hughes Associates Condition Survey.

87. The grant allocated by the Council to support the legacy building work will be of a sufficient scale that an additional Project Manager (Engineer or Surveyor) would be recruited to the team to manage the works and budgets in partnership with the Lead Consultant and Quantity Surveyor.

88. Greater investment in ongoing building maintenance is budgeted for the museum post capital project.

Study Centre

89. Detailed arrangements for the Study Centre would be made during the transition phase but it is likely that the Study Centre could be leased to the new Trustee on a short-term, minimal repairing peppercorn lease. This building is well placed but not fit for purpose and in very poor condition so in the longer term the expectation would be that the museum would seek new, better suited premises possibly in conjunction with other museums in the area, notably Poole Museum or as part of the capital project of 2028/9. The Council would support the Russell-Cotes to find alternative accommodation.

Transition/Implementation funding

90. A significant amount of preparatory work has been achieved. During 2023/24, work would need to be done to establish the new legal entity through the Charity Commission, recruit and induct the Shadow Board and develop policy frameworks, establish the Funding and Service Level Agreements, TUPE staff and make the

necessary pension arrangements, recruit any new staff, remodel ICT and establish the necessary banking, financial and accountancy systems.

91. It is anticipated that the museum and council would require £100,000 for the transition costs and the Council's legal costs. Funding is being sought externally to cover the majority of the costs, but £10,000 would be matched through the museum's existing revenue budgets.

Public Consultation

92. A review of national, regional and local stakeholders was carried out to understand the implications and impacts of this proposal. Consultees included major stakeholders such as Arts Council, National Heritage Fund and Department for Culture, Media and Sport. Local cultural stakeholders such as Southampton City Art Gallery, Bournemouth Symphony Orchestra were included and other stakeholders such as the Universities and Chambers of Commerce.

93. The respondees were unanimously agreed that such a decision should be made by the Charity in its best interests and they could see no reason why it would impact on their relationship with the museum.

94. In the spring 2022, the Russell-Cotes conducted a survey of views from its Friends, Annual Ticket holders and volunteers. 40 responses. A letter outlining the proposed changes and their impact, together with a link to a survey was sent to 110 volunteers and 100 Friends of the Museum. 40 responses were received.

    - 88% of respondents agreed that BCP Council should establish a fully independent trust to lead and manage the Russell-Cotes.
    - 10% were undecided,
    - 2% disagreed with the proposal.

95. Moreover, 90% felt that the Museum had the potential to deliver more for Bournemouth's residents and visitors. Respondents thought that there were risks to the governance change but these were outweighed by the benefits, which were that a charity with a strong and expert board, would provide greater strategic leadership, be able to leverage more funding and act more swiftly and entrepreneurially. The main disadvantages identified were the loss of the Council as lender of last resort and the financial risk. However, others identified that staying with the Council also brought risks as Council budgets were placed under increasing pressure. Respondents stated that other Museums were able to function very well as independent charities, though they also evidenced others which were less successful.

96. The Charity Commission has asked for further comprehensive and full consultation to be undertaken by the Russell-Cotes (not the Local Authority) prior to the drafting of the scheme to identify any issues and opposition. The Russell-Cotes will undertake further consultation and updates with all key stakeholders eg Arts Council. It will undertake full consultation with the general public with on line and on site information and invitations to online and on site focus groups in order to satisfy the Commission.

Options Appraisal

97. See Focus Consultants Report which examined available options including no change. (Appendix 10)

Resource implications

ICT

98. IT and IS have confirmed that in principle most ICT equipment can be transferred to the new entity, subject to detailed arrangements that will established in the Transition phase.

Summary of financial implications

99. The 10 year business plan will be fully developed to ensure the Museum is financially sustainable.

100. Detailed negotiations of the financial support and due diligence of the business plan will take place during the transition phase. This will look at revenue support, capital investment and how it can be funded, cashflow arrangements, reserves policy, VAT and state aid issues.

101. Funding for reviews of financial arrangements, VAT and pensions has been costed into the Transition costs.

Summary of legal implications

102. The legal team has been consulted throughout the process and is supportive of the project. It has sought quotes from suitably experienced law firms to handle the legal work on behalf of the Council and these have been included in the transition costs.

Summary of human resources implications

103. The Russell-Cotes has ten full-time and four part-time permanent staff and nine zero hours staff, making a 17 FTE. It is envisaged that all will transfer to the new entity.

104. The staff would be subject to TUPE regulations and as such would transfer with their existing terms and conditions across to the new entity. There is a legally defined process that would begin once any decision had been made, supported by BCP Council HR teams.

105. A detailed review of the pension options for existing and new staff would be made during the Transition period.

Summary of sustainability impact

106. None anticipated. This is a governance change which will ensure the survival of an important historic asset which provides benefits to the health, well-being, culture and economy of the area. Only positive impacts are expected. Assessment will be completed in time for the Council meeting in January 2023.

Summary of public health implications

107. n/a

Summary of equality implications

108. None anticipated as this is a governance change – EIA Panel to be conducted on 13 December 2022

Summary of risk assessment

109. See Appendix 2 Risk Register

Background papers

RCAGM Management Committee Agenda and Papers **29 March 2019**

RCAGM Management Committee Agenda and Papers **22 January 2020**

RCAGM Management Committee Agenda and Papers **8 January 2021 (Restricted)**

RCAGM Management Committee Agenda and Papers **22 October 2021**

RCAGM Management Committee Agenda and Papers **4 May 2022 (Restricted)**

RCAGM Management Committee Agenda and Papers **24 October 2022 (Restricted)**

Appendices

Appendix 1	Equalities Impact Assessment (to be completed prior to Cabinet meeting 14 December 2022)
2	Risk Register (exempt)
3	Environmental Assessment (to come)
4	Management and Funding Agreement Heads of Terms
5	Stakeholder Review
6	State of Repair Statement on Museum Properties & Asset Transfer and Management (exempt)
7	A structure and legal options review' undertaken by Bates Wells LLP (exempt)
8	Charity Commission Invitation to Apply for Governance Change (exempt)
9	New Governance Proposals by Sam Hunt (exempt)
10	Focus Consultants – Governance Options
11	Focus Consultants – Outline Business Plan

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
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Stakeholder and Public Consultation on Proposed Governance Change at

Russell Cotes Art Gallery and Museum

1. Overview

Consultation was carried out in 2021 with key stakeholders, such as Arts Council, National Heritage Lottery Fund.

Further consultation was carried out with supporters of the Russell-Cotes (Friends and volunteers) in Spring 2022 at the request of the Charity Commission.

2. Key Stakeholders

2.1 In Spring 2021 it was identified that it was timely and appropriate to formally consult key stakeholders of the Russell Cotes Art Gallery and Museum on the proposed changes to its governance. Although there had already been informal conversations and the emergent proposals were in the public domain, it was recognised that a more structured and focused approach would be valuable to fully ascertain the views and perspectives of those organisations closely invested or linked to the successful operation of the museum.

2.2 The purpose was bi-fold; to ensure that stakeholders were aware of the proposed direction of travel and fully informed and secondly to solicit and understand the views of stakeholders in relation to the proposed change and invite them to identify any opportunities or issues they envisage may impact on future relationships and development. It is intended that the results of this consultation will be integrated into the thinking and planning around RC externalisation and represented and shared through key decision reports.

2.3 In terms of methodology, the team modelled the consultative process on set of key questions which are provided below. This was to ensure a consistent baseline, although conversations kept open to facilitate flexibility for individual responses. Because of continued social distancing restrictions, all interviews were conducted via telephone/teams/zoom, as preferred by the consultee.

2.4 All consultees were provided with summary information on the proposed changes in advance, both by bespoke email and a generic document, as provided in Appendix 1.

Core Questions for Consultees

1. Do you agree or disagree that BCP Council should establish a not-for-profit charitable trust to lead and manage the Russell Cotes Art Gallery and Museum?
2. Do you agree or disagree that the ownership of the Russell Cotes building and collections can be effectively managed for the long term by an independent heritage trust?

3. If the RC became a fully independent trust, do you feel it would impact on your relationship with it? Would you be more or less likely to support/work with the Trust compared to it being part of the Council.
4. Can you forsee any particular advantages or disadvantages for the Russell Cotes and its partners if it moves to fully independent status?
5. Prior to this consultation were you aware of the proposal to consider converting RC to a fully independent trust?
6. This consultation is about getting a wide range of views to help us develop our plans. For that reason we would welcome any comments or concerns you have about the proposed approach, your current involvement with the RC and how you might wish to be involved with the RC if it moved into a full not-for-profit trust.

2.5 The key stakeholder list was agreed in advance and twelve organisations were identified as being core respondents. Critically this included Arts Council England, National Lottery Heritage Fund, DCMS, Association of Independent Museums, both Bournemouth universities and neighbouring cultural organisations and partners.

3. Key Findings

3.1 The conversations with consultees were conducted over April/May 2021 and were positive and productive. Feedback is captured below within our framework, with additional and supplementary observations from stakeholders represented in the final paragraph. An important outcome is the clear appetite for continued communication with stakeholders as the process progresses.

1. Do you agree or disagree that BCP Council should establish a not-for-profit charitable trust to lead and manage the Russell Cotes Art Gallery and Museum?	All respondents recognised that this could constitute a positive change in terms of continued viability and sustainability. Some observed that the current arrangement had inherent challenges, particularly in terms of their organisation being able to fund the RC's work appropriately. One stakeholder commented that, *"if an organisation is operating within a framework which inhibits growth, change and innovation, it should be addressed.*

	Several expressed the view that is absolutely needed to be the clear decision of the Council itself as sole trustee. Over half of stakeholders emphasised that if the process proceeded, it would be important to safeguard the relationship with the council as the museum would need ongoing financial support to safeguard the building and collections – it would never be viable without grant aid because of the conservation and maintenance costs of such a collection. Must have a backup that if the organisation should fail, the museum and collections can return to the Council.
2. Do you agree or disagree that the ownership of the Russell Cotes building and collections can be effectively managed for the long term by an independent heritage trust?	This was largely a binary question and all stakeholders agreed that effective management by an independent trust was completely viable. A few caveated their responses, with some highlighting clear advantages (in terms of new funding streams), and several highlighting the need for clear and transparent agreements with the local authority Several highlighted other museum and cultural services that had successfully transitioned.
3. If the RC became a fully independent trust, do you feel it would impact on your relationship with it? Would you be more or less likely to support/work with the Trust compared to it being part of the Council.	No stakeholder identified a negative impact on future relationships if the governance changed. Several felt that there could be an improvement as "*current governance sometimes gets in the way"* and, "*it would make it easier to develop partnerships, drive funding and achieve productive collaborations because of the importance of branding and identity which would be stronger as an independent organisation."* All of the funding stakeholders agreed that there would no adverse impact.
4. Can you forsee any particular advantages or disadvantages for the Russell Cotes and its partners if it moves to fully independent status?	Stakeholders identified a range of potential implications. The advantages identified included – more freedom and capacity to be flexible and change with the times; greater

	decision making capability: more straightforward for funders; greater fundraising options for RC; greater opportunities for collaboration Disadvantages – two stakeholders were concerned that change might impact on how the Council perceive their relationship with the Museum, that the organisation as a whole would need to be much more robust and engaged with the business and governance side to ensure financial success and that greater integration with other Council cultural services would be lost
5. Prior to this consultation were you aware of the proposal to consider converting RC to a fully independent trust?	About 90% of stakeholders were already aware, but many valued the opportunity to have a more in-depth discussion on the process and the planned nature of the change.
6. This consultation is about getting a wide range of views to help us develop our plans. For that reason we would welcome any comments or concerns you have about the proposed approach, your current involvement with the RC and how you might wish to be involved with the RC if it moved into a full not-for-profit trust.	Several stakeholders identified that there is significant potential to improve the Russell Cotes, both in terms of the quality of its visitor offer and its profile. Many respondents had specific ideas for partnership working – from shared audience development planning to wider cultural programming. DCMS expressed that they were happy to support change through a statutory instrument if necessary

4. Public Consultation

4.1 The Management Committee has not taken extensive formal public consultation on the proposals to date for the following reasons:

- the technical issue of the governance change is hard to communicate
- the long uncertainty about the feasibility of making any change and legal process required
- The exact changes are still unknown

4.2 However, the review of governance has been in the public domain and subject to public scrutiny since May 2018. At the May 2018 meeting of the Management Committee which is held in public at the Museum, and the minutes of which are

publicly available on the website and subject to regular scrutiny by the local press, agreement was made by the Management Committee to seek a grant from the Heritage Lottery Fund to review the governance in the light of continued concern about the effectiveness of the new arrangements in meeting the needs of the Museum.

4.3 The topic has been raised at every Management Committee meeting since, though sometimes in private session. The proposed changes have also been communicated to volunteers and Friends of the museum as an aspiration for a number of years. To date the only response has been received. The three Councillors as members of the Management Committee are in touch with their ward members and are unaware of any likely opposition to the proposals which aim to safeguard the future of the museum.

4.4 In June 2022, at the request of the Charity Commission, consultation has been undertaken with the public. A letter outlining the proposed changes and their impact, together with a link to a survey has been sent to 110 volunteers and 100 Friends of the Museum. 40 responses were received.

- 88% of respondents agreed that BCP Council should establish a fully independent trust to lead and manage the Russell-Cotes.
- 10% were undecided,
- 2% disagreed with the proposal.

4.5 Moreover, 89% felt that the Museum had the potential to deliver more for Bournemouth's residents and visitors. Respondents thought that there were risks to the governance change but these were outweighed by the benefits, which were that a charity with a strong and expert board, would provide greater strategic leadership, be able to leverage more funding and act more swiftly and entrepreneurially. The main disadvantages identified were the loss of the Council as lender of last resort and the financial risk. However, others identified that staying with the Council also brought risks as Council budgets were placed under increasing pressure. Respondents stated that other Museums were able to function very well as independent charities, though they also evidenced others which were less successful.

Appendix 1

The Governance of the Russell Cotes Art Gallery & Museum – The Case for Change

Background

1. The Russell-Cotes Art Gallery & Museum is a historic house, museum and art gallery. A Grade 2* listed building, it has an internationally important collection of Victorian art and ethnography. The collection is of national significance and unrivalled regionally.

2. In 1908 Sir Merton & Lady Russell-Cotes gifted the contents of their home to the Bournemouth Corporation, later Bournemouth Borough Council, together with a lease for the house itself. In 1918, Lady Russell-Cotes granted the freehold of the property to the Council. The Council is required to hold the contents and the house for the benefit for the people of and visitors to Bournemouth. When the couple died, the house was opened as a museum in 1922 and has been operating as such ever since.

3. The Russell-Cotes Art Gallery Charitable Trust was formed on 30th July 1962 to take over responsibility for the house & contents and Bournemouth Borough Council is the sole trustee of the charity.

4. The Bournemouth Borough Council Act 1985 codified the existing arrangements by setting out what the Council as Trustee can do with the house and exhibits and includes the storage, loans to other museums and sale of damaged poor condition items.

5. Now BCP Council acts as Sole Trustee for the registered charity (number 306288) and submits accounts to the Charity Commission annually.

6. The charity owns its collection and building and the freehold.

Current Governance

7. The current governance arrangements were agreed by Cabinet on 27th January 2016 as a response to the Museum accreditation by Arts Council England (ACE) which highlighted a significant weakness in this regard together with the Charity's Commissions concerns over the late filing of accounts.

8. Under this arrangement, Cabinet delegates responsibility to the RCAGM Management Committee which meets twice a year with minutes of meetings noted and agreed by Cabinet.

9. The Management Committee is currently made up of:

    a. The Portfolio Holder

    b. Two further Council Members

    c. 4 external (Non-Council) Members

d. Sir George Meyrick (or the person for the time being in enjoyment of the title), in compliance with the Bournemouth Borough Council Act.

Governance Issues

10. The legal framework which the museum currently operates is part Charities Act and part Local Government Act. Neither sit very well together nor complement each other.

11. To comply with the Local Government Act non-council members cannot lawfully exercise formal voting rights. So, a shadow vote on any issue is taken of non-Councillors and recorded in the minutes, before the formal vote is taken by Councillors only.

12. Whilst this system works in theory, in practice it means the committee is hamstrung by the lack of separation of roles and responsibilities required by the charitable status. It does not allow for the range of skills, creativity and input from non–council members the Museum needs to thrive and is normal within the sector. It has neither the power, control nor responsibilities of a normal Trustee board.

13. The compromise makes external partners nervous and makes fundraising particularly challenging.

14. The current arrangement is not satisfactory and was identified as requiring monitoring at the Museum's last accreditation by the Arts Council in 2015.

Review of Governance 2018 - 2021

15. To examine the issue more fully, the RCAGM commissioned a governance options appraisal and future business plan to be drawn up with funding from the Heritage Lottery Fund (HLF) Resilience Fund in Autumn 2018. Focus Consultants were appointed to undertake this work in 2018 (their reports are available in the RCAGM Management Committee agenda and papers in 29 March 2019 at link).

Options Analysis

16. Focus Consultants carried out a detailed Options Review, evaluating the following options:

16.1 the Russell-Cotes becomes an in independent trust (preferred Option) to give it the best chance to deliver genuine charitable and financial separation and to allow the flexibility and freedom to fundraise and operate in a more dynamic way.

16.2 Maintain Current structure under BCP Council. This option will not deal with the existing weaknesses in the governance and financial separation. There are several other Cultural and Heritage assets that BCP Council has responsibility for including the Poole Museum and Scaplen's Court, Highcliffe Castle and the Red House Museum. Each of these

are managed and run in the most appropriate way for them and given each one is unique in its setting and collection it is unlikely a 'one size fits all' approach would work going forward.

16.3 Integration with an existing trust. This option potentially delivers the advantages of option 1 but risks RCAGM being diluted and having a loss of control with the wider audience.

16.4 Contract with a private sector partner. There are limited operators working in this sector. This option will have a negative impact on the ability to fundraise and potentially take the museum in an alternative strategic direction.

17. At their meeting on 29 March 2019, the Russell-Cotes Art Gallery & Museum Management Committee considered the full reports into Governance Options and Business Planning and agreed the museum would be best served by moving to full trust status, allowing the museum to:

- Better fulfil its long-term strategic direction and potential to deliver the charitable objectives
- Be in a better position to maximise the potential to generate income from fundraising and commercial activities to support the charity, particularly the capital investment needed for the museum's survival and future
- Provide resilient, sustainable and appropriate organisational support.

18. The Committee recognised the complexities of achieving full trust status required further examination and testing before a commitment could be made and that the final decision should lie with BCP Council Cabinet.

19. It has since conducted extensive consultation, commissioned specialist reports to further interrogate the case for independence, partly funded by ACE Coronavirus Recovery Fund. A Cabinet report is currently being prepared to make the case for full independence.

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Funding and Economic Development
Project Management
Chartered Surveyors
Energy Carbon Sustainability

Russell Cotes Art Gallery and Museum

Governance Options Review

March 2019

Focus Consultants Focus House Millennium Way West Phoenix Business Park Nottingham NG8 6AS
T: 0115 976 5050 E: enquiries@focus-consultants.com W: www.focus-consultants.com

Focus Offices

NOTTINGHAM
Focus House
Millennium Way West
Phoenix Business Park
Nottingham
NG8 6AS
Tel: 0115 976 5050
E-mail: enquiries@focus-consultants.com
Website: www.focus-consultants.co.uk

LEICESTER
Units 41 and 42
Business Box
3 Oswin Road
Braunstone
Leicester
LE3 1HR
Tel: 0116 275 8315
E-mail: leicesterenquiries@focus-consultants.com
Website: www.focus-consultants.co.uk

NEWARK
Newark Beacon
Beacon Hill Office Park
Cafferata Way
Newark
Nottinghamshire
NG24 2TN
Tel: 01636 233 117
E-mail: newarkenquiries@focus-consultants.com
Website: www.focus-consultants.co.uk

BOSTON
Focus House
Resolution Close
Endeavour Park
Boston
Lincolnshire
PE21 7TT
Tel: 01205 355 207
E-mail: bostonenquiries@focus-consultants.com
Website: www.focus-consultants.co.uk

LONDON
605 Elizabeth House
39 York Road
London
SE1 7NQ
Tel: 0203 096 9717
E-mail: londonenquiries@focus-consultants.com
Website: www.focus-consultants.co.uk

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Client:
Russell Cotes Art Gallery & Museum
East Cliff Promenade
Bournemouth
BH1 3AA

Client Lead: Sarah Newman
Tel: 01202 451 812
Email: sarah.newman@bournemouth.gov.uk

Prepared By:
Focus Consultants
Focus House
Millennium Way West
Phoenix Business Park
Nottingham
NG8 6AS

Focus Contact: Steven Fletcher, Partner
Tel: 0115 976 5050
Email: steven.fletcher@focus-consultants.com

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Date: March 2019

Authorised By: Steven Fletcher, Partner

Signature:

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APPENDICES

Appendix 1 - Management Committee Evaluation

Appendix 2 - Staff and Volunteer Vision

Appendix 3 - Staff and Volunteer Session Options

1.0 Introduction

In September 2018, Russell-Cotes Art Gallery and Museum (RCAGM) appointed Focus Consultants to conduct an Options Appraisal to establish the feasibility and potential benefits of alternative service delivery mechanisms. This appointment was within the context of a changing local authority environment and in particular, securing the optimum operational and financial performance of Russell-Cotes Museum & Art Gallery.

The need for the work is in part driven by the local government reorganisation where a new unitary council will be created to provide all local government services in Bournemouth, Christchurch and Poole (BCP).

The other driver is the current governance arrangement for RCAGM which presents a number of challenges. RCAGM is a registered charity with Bournemouth Borough Council acting as sole Trustee through a Management Committee. The Committee only meets twice yearly with external members not able to vote. The museum does not possess the independence and self-determination of a fully independent charity nor does it derive the benefits of being a fully integrated local government service, it is a hybrid. Combining with Poole and Christchurch could further impact on RCAGM by introducing new challenges such as reorganisation and the requirement to operate to a new set of priorities and targets driven by an even broader strategic and geographic agenda.

Many cultural organisations are exploring or have moved to new forms of governance with the emphasis on flexibility in going to market, meeting customer demands and optimising income through enterprise activity. These new forms of governance are increasingly including Community Interest Companies and Charitable Incorporated Organisations.

This option appraisal therefore looks to review a number of alternative governance models for RCAGM and to evaluate the considerations of each.

The scope of the appraisal is:

- To review the existing service delivery at RCAGM including collections management, learning, community engagement and other identified services.
- To identify existing models of service delivery in the museums sector that could inform the recommended approach, and assess their advantages and disadvantages.
- To assess the acceptability for each alternative delivery model identified.

Ultimately, the aim of the study is to establish if there is an alternative method of governance that will create a sustainable business model to create a long term, financially independent organisation.

2.0 Russell Cotes Art Gallery and Museum

The Russell-Cotes Art Gallery & Museum (RCAGM) is an exuberant late-Victorian sea-front villa built by the Bournemouth hotelier and art collector Merton Russell-Cotes as a birthday present for his wife Annie. Russell-Cotes himself played a significant part in the design and interior decoration of the building, which reflects many of the artistic decorative fashions of the late Victorian period. What makes the RCAGM of exceptional national significance is the combination of the building and the collections. The rooms are filled with Russell-Cotes's collection of contemporary British paintings and sculpture and artefacts amassed from their extensive foreign travels.

In 1908, Annie Russell-Cotes gave the house to the people of Bournemouth as an art gallery and museum. The Borough Council, as trustee, has administered the museum ever since.

The RCAGM is a building of national importance for its historic and architectural interest and is recognised by its Grade II* listed status.

2.1 Mission Statement

RCAGM's Mission Statement currently reads:

Our Mission is to inspire and enrich the lives of Bournemouth's residents and visitors by creating a cultural flagship around a unique house and international art collections.

2.2 Existing Governance Arrangements

The governance arrangements for RCAGM have not varied significantly since its establishment in the early twentieth century, although they have been strengthened and formalized within the last couple of years.

In 1908 Merton and Annie Russell-Cotes transferred their home and collections to the people of Bournemouth. They did so by way of a Deed of Gift, which created the RCAGM (a charity). Bournemouth Borough Council (BBC) is, and always has been, the sole Trustee of that charity. The Deed of Gift provided that after the deaths of the Russell-Cotes (enacted following Merton's death in 1921), the RCAGM was to be managed by a Management Committee. The house and collections/ contents are owned (vested in trust) by the charity as are the collections/ contents subsequently acquired by RCAGM.

Under the original 1908 deed, the prescribed constitution of the Management Committee was four elected members of BBC and between five to seven non-councillor members.

The Bournemouth Borough Council Act of 1985 superseded previous indentures and states "the Corporation shall manage, regulate control and deal with the trust, premises and property by means of a committee (hereafter called the 'management committee') appointed by them in accordance with section 102 of the Local Government Act 1972." Section 3:6.2 of the Council's constitution allocates this 'local choice function' to Cabinet.

Therefore, Cabinet became the RCAGM's management committee and this governance arrangement was enshrined in the Bournemouth Borough Council Act and the Council's constitution. BBC's Cabinet remit covers the full range of Council business and it has little capacity for regular, detailed consideration of the work of RCAGM.

During the development of the RCAGM Business Transformation Strategy a management board acting as a 'shadow' management committee met regularly to steer the strategy process and make key decisions, but this fell into abeyance for several years until a more formal substitute was agreed by Cabinet on 27th January 2016 and subsequently by full Council on 1st March 2016.

The Agreement was to create a Management Committee of the following composition:

- The Portfolio Holder
- Two further Council members
- 4 external (Non-Council Members)
- Sir George Meyrick (or the person for the time being in enjoyment of the title), in compliance with the Bournemouth Borough Council Act. A substitute can be agreed with the elected chair prior to any meeting.

A role description and person specification were created for the external appointments and widely advertised. Specific external expertise was sought across the following areas:

- Academic or professional specialism in fine and decorative arts
- Expertise in historic house/ art gallery of regional/national significance
- Marketing/ PR professional with strong track record in the cultural sector
- Local business leader and/or commercial heritage expertise.

This committee was created according to plan and has been functioning since the latter part of 2016. Its modus operandi is a variation on a local authority themed committee meeting and secretariat is provided from within the Council's administration. It meets twice yearly to review the museum's strategic, operational and financial position, so its range and impact is very different to that of an independent museum board. Key to note here is that external members do not have voting rights.

3.0 Current Challenges Facing the Service

Over the last 10 years, RCAGM has been unable to develop its services to Bournemouth residents and visitors due to budget reductions (reduced from £1.37million at its peak to £703,000). RCAGM received funding from both the Council and the MLA Renaissance programme which provided annual grants of between £200,000 and £400,000 and peaking at £481,470 in 2007/2008. The loss of Renaissance and the effect of the global recession since 2009 has led to huge pressures on the services and this has resulted in changes in the way RCAGM operates. It is considered that this pressure on public sector finances is unlikely to reduce in the foreseeable future and this will have an impact on future delivery within RCAGM. The contribution of the Council and other funding bodies has continued to reduce and in 2017/18 is now £250,000 of direct support.

RCAGM has however, had a number of recent successes including completing the Skylight project which replaced skylights in galleries 1-14, a Heritage Lottery Fund supported project that enabled people from the LGBT community to curate highlights from the ceramics collection and the launch of a new Friends of group. Despite this, the museum still faces a number of challenges.

These are listed as:

3.1 Formation of a new Local Authority

As of April 2019, Dorset's nine councils will be merged into two unitary authorities. This will see Bournemouth, Poole and Christchurch amalgamated and a second council formed from Dorset County Council, East Dorset, North Dorset, Purbeck, Weymouth & Portland and West Dorset. After April 2019, RCAGM will come under the former.

The reason stated for the reorganisation is to enable the councils to have a stronger, co-ordinated voice when bidding for government funding and investment for things such as road improvements, housing, schools and economic regeneration. It is planned to improve local government and service delivery, generate savings, increase financial resilience, facilitate a more strategic and holistic approach to planning and housing challenges, and sustain good local services. There is a predicted saving of £108 million over six years.

Due to the current governance arrangement, where the Management Committee is made up of three council representatives, the following potential risks relating to the transfer to the new Council have been identified:

- A period of strategic and operational change or uncertainty could potentially dilute, divert or reduce the focus and performance of RCAGM
- Being part of a more diverse and broader geographical Council could make it more difficult to advocate for the highly individual and complex needs and priorities of the Russell-Cotes (part historic house, part art gallery and museum)
- RCAGM's business model and its high levels of admissions and secondary spend income generation in relation to its turnover is not replicated elsewhere within the conurbation, so added value will be minimal.

- The income from RCAGM may be diluted and/or dispersed as a result of the transfer and this could constrain RCAGM's ability to move toward a more self-sustaining financial model
- Russell Cotes has a lean and specialised team, tightly fitted to its specific collections and operational requirements therefore, shared service savings are not applicable with no potential for reductions which would not compromise the service.
- There are few synergies between the RCAGM with its experience, expertise and reliance on income generation and visitor focussed entrepreneurship and fundraising, and the model of free, community focussed local history museums in Poole and Christchurch.
- There is the potential that the new joint museum service will seek to create a new 'brand' and introduce joint programming and activities which will divert the RCAGM from pursuing its identified charitable and strategic objectives and hinder its ability to become sustainable. It could also be difficult to profile and promote this adequately and appropriately within a larger marketing strategy for the area.
- There is no expectation that there will be increased funding available. Given the ongoing financial constraints on all Local Authorities, there is negligible potential for revenue growth or enhanced investment or maintenance. RCAGM is clear that the path to greater financial viability lies exclusively with driving visitor numbers, admissions and secondary spend. A potential academic approach with fundamentally different museum and heritage facilities would not facilitate this.

3.2 Current Governance Arrangements

Although an independent charity by name, RCAGM is in many ways governed by senior staff from within the Council and by systems which are not necessarily designed with the museum's best interests in mind. The needs of the Charity Act and the Local Government Act are often contradictory and sometimes place the museum in a difficult and compromised position.

RCAGM is a registered charity with the Council acting as sole Trustee. The current governance arrangement is by Management Committee made up of the Council's Portfolio Holder, two Council Members, four external members (non-Council and chosen for their expertise) and Sir George Meyrick (or whoever holds the position at the time). External members do not have formal voting right although steps are taken to ensure the views of non-members are taken into account through a formal shadow vote.

Secretariat is provided by the council and the Committee meets twice yearly to review the museums strategy and operational and financial positions. This is a fairly recent arrangement that looked to ensure a more robust governance and separation of the decision making from the Council. It was also designed to be more in keeping with how a charity is managed. However, there are still challenges around conflicts of interest, appropriate levels of commitment, skills and expertise and a need to balance agendas.

In line with the requirement of ACE Accreditation a questionnaire was sent out to Management Committee members to evaluate their views on the operation of the Committee. Five members responded. Although no major single issue was identified by the members in concerns to management, strategy or governance, it revealed that there was some dissatisfaction with every aspect of their work. Particular areas of concern from this sample were around the Committee's understanding of their roles, their skill sets, the frequency of meetings and not being able to provide strategic direction. See Appendix 1.

To feed into this information, and to help with the baseline review, Focus undertook a skills review of the Management Committee members, asking all members of the group to complete a short questionnaire. Five Committee Members responded and the results are summarised below.

	Experience of this	Understanding of this	Total
Administration	5	2	7
Board / Committee Experience	4	3	7
Business / Financial Planning	5	2	7
Charity/voluntary organisation governance	4	1	5
Capital/building projects	4	3	7
Change Management	4	2	6
Conflict Resolution	2	3	5
Education and Learning	4	1	5
Enterprise / Business Development	3	3	6
Fundraising / Bid Development	3	3	6
Heritage and Conservation	2	1	3
Human Resources / People Management	5	1	6
Information Technology	2	3	5
Leadership	4	2	6
Legal	1	1	2
Local Knowledge / Contacts	4	3	7
Marketing, Communications and PR	3	3	6
Monitoring and Evaluation	3	2	5
Project / Programme Management	4	2	6
Voluntary and Community Sector Experience	2	1	3
Volunteer support	3	1	4

From the table above, it appears that the current Committee is strong on aspects such administration, board and committee experience, change management and fundraising etc. but lacks skills and experience in heritage and conservation, legal and volunteer and community experience. If a decision is made to stay 'as is' and transfer RCAGM to the new local authority it would be worth addressing these gaps, even looking at those flagged as amber such as monitoring and evaluation, enterprise and business. The latter would be even more justified in light of the potential for continued Local Authority budget reductions.

The age demographic of the membership of the Management Committee is also summarised below.

Age range demographic	
17 or younger	
18-20	
21-29	
30-39	
40-49	1
50-59	1
60 or older	3

Again, if RCAGM is to remain 'as is', it would be worth looking at diversifying the board in terms of its age range.

The skills review also asked Committee members to summarise their experience and background. Of the members that responded, their experience includes:

- A Bournemouth Councillor with Cabinet Portfolio for Tourism, Leisure and the Arts who also has a number of years' experience as a Board member and 30 years' experience of private sector management.
- An agent for the NFU Mutual (involving insuring listed buildings and contents) with previous experience in the financial sector.
- Museums Advisor for Dorset, Bournemouth and Poole who was previously Arts and Heritage Manager for Southampton City Council and Head of Culture and Libraries for London Borough of Redbridge. They have an extensive track record of delivering high profile capital projects relating to the development of new museums and the renovation and interpretation of historic buildings.
- A Councillor for Bournemouth Central Ward for 30 years and employee of Lloyds Bank.
- A Principal and Vice Chancellor of a specialist university of art and design with extensive committee and Board experience. Also, a resident within the Borough and strong supporter of the arts, recently appointed Chair of Cultural Partnership. Usefully, this role will consider the position of arts and culture within the new unitary authority.

Those that completed the Review were also asked if there were any perceived skills gaps on the Committee or if there were any training needs. The comments were:

- *'The current committee has a broad knowledge of skills but maybe weakest in their knowledge of Trust Governance.'*
- *'Understanding the implications of dealing with and insuring a listed building should anything go wrong'*
- *'Whilst we have one member with experience of heritage and conservation the Management Panel would benefit from the addition of candidate/s with skills directly related to the collection.'*
- *'At present the board functions more like a local authority committee than an independent museum trust board. This is as much to do with the committee's terms of reference and the frequency of meetings as the skills base. If the museum were to become fully independent there would be a clear need for board members with specialisms in finance, law, marketing and fine & decorative art programming (preferably at a national level).*
  Even in its present form it might be useful for management committee members (including elected members) to gain a better insight into how an independent museum trust works at governance level - perhaps through meeting/shadowing an effective museum board – potentially AIM might be able to offer a good match through its Prospering Boards Programme (Helen Wilkinson).'
- *'Experience of property maintenance*.'

3.3 Cuts to Local Authority Budget

As described above, RCAGM has worked in an environment of reducing budgets for a number of years. There has been a period of adjustment after the loss of significant funding from Renaissance in the Regions, the Art Council and continued reduction of funding from Bournemouth Borough Council each year resulting in annual job losses and restructuring. It is not envisaged that any more money will be made available as a result of the formation of the new Local Authority.

This reduction in funding has given rise to a major change of outlook and ethos for RCAGM over this period. It has meant significant improvements have made the museum more commercially minded, financially self-reliant and somewhat improved governance arrangements.

3.4 Income Targets

After a budget reduction in 2018/19, no new savings targets have been set for the Museum in 2019/20. Venue hire and weddings are a fairly recent additions to RCAGM's income generating streams and have yet to fully establish themselves. Record sales have been recorded for the shop and visitor numbers have exceeded 50,000. RCAGM does not have a separate bank account and due to the current way of accounting it makes it appear that £1.3 million is received in income by the charity. This lack of transparency can be problematic for some funders and when appealing for donations. Having this arrangement also makes it difficult to set up online donations and direct debts.

It is also difficult to track money through the system. As donations such as legacies increase, RCAGM has to set up individual restricted funds with specific criteria to enable funds to be carried beyond the financial year end. It becomes difficult to keep track of these funds within the Council and across financial years. Not having its own bank account also means that RCAGM does not accrue any interest on the funds it generates.

RCAGM's accounts are written as such that income is expressed as being spent on fundraising rather than delivering its charitable activities. Apart from being misleading, it also means that RCAGM pays the Fundraising Levy. Although a relatively small amount at £800, it is unnecessary and could be used elsewhere.

3.5 Sustainability of Catering offer

RCAGM's has a café that can be accessed without paying the admission fee. It was previously run by Urban Guilds for three and a half years paying a small rental to the museum in that time. In 2017, the café was bought 'in-house' and RCAGM aim to develop an Action Plan in the near future to maximise this opportunity.

3.6 Ability to Fund Raise / Secure Grant Income

RCAGM has already been successful in securing a number of grants for specific ventures such as the Skylight and LGBT projects. However, because of some of the issues outlined in section 3.4, the museum finds it difficult to raise funds from donations and initiatives that involve direct debits such as

Friends, Annual Ticket Schemes, etc. Grant funding has become increasingly difficult to secure as competition increases and lottery income fluctuates.

3.7 Condition of the Site/ Lack of Capital Investment

Maintaining the care of the collection and the house remains one of the most difficult challenges for RCAGM. The lack of major capital investment has an impact on the condition of the house and in turn, an impact on the collection and visitor experience. This is linked to Section 3.3 where Local Authority budgets have been heavily cut since 2010.

A Conservation Management Plan (CMP) produced in June 2012 by Richard Griffiths Architects notes that the Art Gallery and Museum buildings are not in good condition despite HLF-funded refurbishment works. This is partly due to the location of the museum on an exposed cliff top. The report also notes that considerable work is required to bring the fabric of the building up to a satisfactory condition.

The Plan also notes that due to a lack of resources, there are now issues with the collections and their ongoing management and care. Storage facilities are adequate in terms of security and environmental control, but space is lacking both on and off-site and in parts it is reported to be actively causing damage to the collections. Poorly functioning air management system in the galleries, and lack of comprehensive environmental monitoring data also contributes. RCAGM used to manage its own building budget, but this now sits with the BBC where it competes with the rest of the Authority for priority. Reduced budgets mean that only urgent repairs are undertaken and there is no budget for the on-going maintenance and repairs required to ensure the long-term survival of a Grade II* listed building exposed to the Channel weather and increasing storms.

Requests by RCAGM for maintenance, repairs and any new capital investment such as IT systems often take a considerable amount of time to resolve.

3.8 Maintaining/ Increasing Visitor Figures

As of May 2018, RCAGM reports that visitors have seen an increase despite various difficulties that included road closures and bad weather. Admission charges were also increased during this period. The total visitor figures for 2017-18 were 50,365, up by 1,825 on 2016-17. Other 2017-18 usage is as follows:

- 7,716 enquires
- 78,826 unique website users
- 4,285 followers and 17,500 likes on Facebook
- 1,764 followers on twitter
- 1,017 offsite participants.

Challenges include increasing the numbers of first-time visitors (particularly tourists in Bournemouth) and creating an offer which encourages those living in the locality and region to return regularly.

3.9 Engaging a Wider Audience

Because of its exceptional character, the result of the unique house and collection, RCAGM has an audience which is local, regional, national and international.

Wessex Partnership data gathered in 2016 brakes down RCAGM current visitor demographic and is as follows:

- 64% of visitors are female
- Most visitors are aged 55 and over
- 84% consider themselves white British
- 89% do not consider themselves to have a limiting disability.

The museum recognises that there is need to ensure it engages a wider audience and to aid this it supports all cultural, arts and heritage activities in Bournemouth where possible. Examples include supporting the Art by the Sea Festival in Bournemouth, working with the Cultural Hub (on schools and education Projects) through programming and contributing to strategic reviews of arts and culture.

RCAGM also works with specific community groups where relevant to the house and its collections. A recent HLF project allowed RCAGM to work with those from the LGBT community to curate an exhibition.

In a bid to not be project driven, the museum looks for long-term sustainable relationships and these are being developed with the Indian community and people living with mental health conditions.

Despite all this good work, challenges include a lack of financial resources to cover the associated costs and staff capacity to deliver often, labour intensive projects, alongside the limitation of the physical space to organise large-scale events, workshops type activities and catering.

3.10 Lack/flexibility of marketing

RCAGM has had some recent successes in raising its profile. These includes becoming the Mayor's Charity 2017/18 and some permanent signage on the pier and sea front. However, challenges have arisen from ongoing changes to the marketing support for the museum both in terms of structure and personnel. This is at the same time as increased income targets which rely on increasing visitor numbers paying higher admission charges. A dedicated post was subsumed into the tourism marketing team in 2014 requiring the Museum to compete with other marketing and tourism priorities such as the general tourism offer for Bournemouth as a holiday destination, the Air Festival, Arts by the Sea Festival, etc. In order to raise marketing capacity, the museum decided to secure an additional dedicated part-time marketing post, on a short-term contract in 2018 and funded from its core budget.

It also appears that because RCAGM is seen to be part of the BBC it is often not consulted by outside organisations such as the Business Improvement District. This makes advocacy and influence very difficult as it is assumed that the interests RCAGM are being protected and represented by the Council.

4.0 Vision for the Future

In early December 2018, Focus held a consultation session with staff and volunteers at RCAGM. This session looked at the possible options for the museum going forward, details of this can be found in Section 5.1, and also asked for thoughts on the direction of the museum should it be governed by an independent Trust. The group was split into three smaller groups and asked to work on three key areas giving their opinions on related questions:

Group 1 looked at collections:

1. How can we use the collection to better engage those who do visit?
2. How can we use the collection to better engage those who do not visit?
3. How could we use the collection to improve financial sustainability?

Group 2 looked at customers:

1. When thinking about our customers, what are the current challenges? e.g. parking etc.
2. How can we improve on our visitor experience?
3. Are there audiences missing and how do we engage/re-engage them?

Group 3 looked at financial sustainability:

1. When thinking about our financial sustainability, what are the challenges?
2. How do we use our core offer to build our organisational resilience and sustainability?

This session was fruitful with both staff and volunteers engaging in the exercise. The notes from this session have been written up and can be found in Appendix 2 but in summary staff and volunteers felt that:

- **Collection**- more interactives and better/more interpretation would help better engage those that visited. Regarding those that do not visit, it was felt that RCAGM could do more in the media and get better at promotion. It was thought that loaning items from the collection and reflecting the collection in shop merchandise could help improve financial sustainability.

- **Customers-** when considering the challenges, parking was identified as was the use of appropriate marketing/promotional tools for the appropriate audience e.g. older generation do not tend to use social media. To improve the experience RCAGM staff felt there was a need to follow up on successes to find out what worked. When looking at missing audiences, participants thought that targeting specialist groups might have benefit.

- **Financial sustainability**- This proved more difficult for participants to quantify with much time spent discussing the topic and ideas, but the group felt that making a good profit was one of the biggest challenges as well as finding the subsidy the council currently puts into the museum should it go to independent Trust. The group also felt that better engaging with local people could help build organisational resilience and stability.

Whether RCAGM decide to pursue the independent Trust option or not, the thoughts of staff and volunteers will no doubt assist in finalising a suitably ambition vision for museum going forward. We would recommend that this work is continued.

5.0 Identifying Options to Achieve the Vision of the Service

Essentially there are two high level options. Option 1 is for RCAGM to be manged within the new structure of the new unitary authority which is as yet unpublished, but will see all the museums operating from within a single department. Option 2 is to seek an alternative governance model and there are a number of options within this.

Typically, a change in governance means moving the function into a newly created organisation or into an existing organisation through party provider. The strongest argument for such a move is an increase in enterprise, i.e. greater flexibility and responsiveness to customers, donors and funders. Evidence from elsewhere in the country shows that this increased enterprise potential is achievable, but is strongly influenced by the local context.

Within the above context, the following options for future governance have been identified. These are:

- **Option 1** - Transfer to, and remain within the new BCP Council
- **Option 2** - New, fully independent single Trust for Russell Cotes Art Gallery and Museum
- **Option 3** - Management contract with an established Trust
- **Option 4** - Contract with a private sector partner.

Each of these options is described in more detail.

Option 1: Transfer into BPC Under Current Structure

RCAGM would maintain its current governance structure whilst operating as part of the new authority. The service would continue to operate under significant budgetary pressures and face challenges of the current governance arrangements which will continue to have an impact on service delivery. This would also mean the service would continue to be Local Authority controlled and operated within a changing market place where by museums and cultural services are increasingly moving to more entrepreneurial business models. However, the future is unknown and it could be possible that RCAGM would benefit from being in a cultural service with a wider scope.

Options 2: New, Fully Independent Single Trust for RCAGM

A new single, stand-alone Trust would be established to manage RCAGM. The staff would transfer to the new Trust and the new BCP Council would enter into various contractual arrangements with the new Trust setting out the terms and conditions of any funding from the Council, the management arrangements for the collections and key operational issues relating to staffing and performance standards. It is assumed that these contractual arrangements will be for a set period of time and this will need to be specified.

Option 3: Management Contract with an Established Trust

An agreement would be made with an existing cultural/heritage Trust such as the Hampshire Cultural Trust or West Dorset Heritage Trust to manage RCAGM. The staff would transfer to the established Trust. The cultural/ heritage Trust will already have in place support service functions so there would be no need to duplicate these functions. BCP Council would enter into various contractual arrangements with the existing Trust relating to funding, management, staffing and operation of the service. It is assumed that these contractual arrangements will be for a set period of time and this will need to be specified.

Options 4: Contract with Private Sector Contractor

This would involve transferring the service to a private sector operator following a competitive tendering process. The existing Trust would enter into a contractual agreement with the private sector operator to deliver agreed services in accordance with a service specification.

5.1 Staff and Volunteers Session

Focus considered it appropriate to consult staff and volunteers on the future of museum and held a workshop session in December 2018 where participants were asked to give their thoughts on the governance options being considered for RCAGM. The group was split into two smaller groups and asked to work on two options per group. There was good discussion with all participants engaging in the task, but only Options 1 and 2 were discussed in any depth.

The notes from this session have been written up and can be found in Appendix 3 but in summary staff and volunteers felt that:

Option 1: Transfer into BCP Under Current Structure

The positives of staying 'as is' would ensure 'checks and balances', and a financial safety net. Being linked to the council was also considered as bringing benefits in relation to reputation.

The concerns about the status quo were around the perceived inflexibility of the council, being part of a larger, new council and a risk of less 'personal investment' and slow service provision.

Options 2: New, Fully Independent Single Trust for RCAGM

The positives of moving to an independent trust were sovereignty, freedom to run RCAGM as required, potential for new partnerships and possible funding opportunities.

Concerns were around the risk of having to sell items from the collection if the new trust got into difficulty. There was also concern around the cost of any transfer and issues relating to pensions, HR support and the general financial risk.

6.0 Comparator Case Studies

In order to inform the analysis of the above options, Focus has carried out extensive research into heritage sites that have moved from local authority to Trust. This was done through desk-based research, face to face and telephone interviews and site visits. The case studies have focused on how the transfer to Trust came about, the structure and make-up of the governance model, benefits and challenges of the move and the ongoing relationship with the Local Authority, if any. It proved difficult to find direct comparisons as RCAGM is so unique and there are also few examples where only one museum run heritage site has transferred to Trust. Nevertheless, the experience of the following comparators offers good insight.

6.1 Towner Art Gallery, Eastbourne

Towner is a contemporary art gallery and museum in South East England presenting major exhibitions of UK and international contemporary art. It also a renowned collection of art from across the ages. Towner dates back to 1920, with the original bequest of 22 paintings by Alderman John Chisholm Towner. The gallery opened to the public in 1923. By the 1990s, the gallery had outgrown its Old Town home. The Georgian property was not accessible and it lacked a shop, café and activity space. The new Towner opened in April 2009 in an £8.58m purpose-built gallery, the largest in South East England. It includes fully accessible collection display, storage and research facilities. Note: many staff have moved on since the Towner was taken on by the Trust and so some information is lacking in terms of costs and considerations.

6.1.1 Services

- The Towner is open all year round and is free to enter. It is open 10-5pm Tuesday to Sunday.
- It has a programme of events, talks and tours. During 2015- 2016 the Towner supported over 3,000 babies, toddlers, children, young people, families and adults enjoy and achieve in the arts. The gallery works with schools, colleges and universities. It also engages community groups, youth services, health care providers, museums and libraries.
- It has a café bar and a shop and hireable space.

6.1.2 Structure

The Towner was previously run by Eastbourne Borough Council (EBC) who set up the New Towner Trust as a fundraising entity pre-2009 in anticipation of the new building. This charity was dissolved and a new Trust was set up as a Charitable Company Limited by Guarantee in 2013. It was this charity that took on the running of the gallery. Towner Enterprises was also established in 2013 as private company to manage income from the café, shops and room hire, etc. The main sources of income for the Trust are grants from EBC and the Art Council, the Towner is an MPO Level 2, from fundraising from philanthropy and commerce and touring exhibitions.

The Trust wants to invest in the building and its core offer e.g. café. Trust will have to reduce its programme if grants can't be bought in.

The last accounts reported that the Towner received £2.7m in income and spent £1.6m.

The Towner Trust has 11 trustees and two of these are EBC representatives. Trustees include:

- A Journalist and Broadcaster
- An Architect
- Head, Cultural Property DCMS (1999-2012)
- Director for House of Illustration
- Director of HR for Specsavers
- An Art Consultant
- Senior Lecturer in Art History.

The Trust does not carry out regular skills review, but is very aware that there needs to be a move to diversify the Board. This will be addressed in the next year.

6.1.3 Relationship with Local Authority

The Towner Galley is a high specification building and with the move to Trust, EBC made a saving of approximately £150,000 plus salaries. There is a four-year funding cycle and this has been reduced from £600,0000 to ££200,000 per year (2018-22). It will be reduced by a further £100k by 2022. This grant money is currently one third of the Gallery's income.

EBC own building and the Trust has a 40-year lease with peppercorn rent. EBC are responsible for replacement and the Trust is responsible for maintenance. This arrangement can cause a bit of negotiation when deciding on what is replacement and what is repair. All the collection up to 2014 is owned by EBC and anything after is owned by the Trust.

Benefits of going to/being a Trust	Challenges of going to/being a Trust
• Able to be much more agile • Able to be fleet-of-foot for finance, payroll etc. • Fundraising as charity and gift aid is now possible. • Big grants have allowed investment in programmes. Visitor figures pre-trust were 80-90k and they are now 140k due to better programming.	• Loss of all procedures, standardised processes and of expert staff to produce them. • Loss of HR, H&S support • IT stayed with EBC but this will change as it is it difficult for EBC to keep up with new technology or software etc. Big task to find a new provider. • Currently, income generated through commerce etc., would not replace a loss in core funding from EBC.

Lessons learned/Recommendations
• Do not underestimate the skills, procedure's and polices you may lose. • Wherever possible, be sure to demonstrate value to the local authority to protect any grants. • Make sure legal agreements are water tight- Future proofing. Do not underestimate cost of this either. • Be mindful of meeting fixed costs and do not underestimate these. • Be mindful that people will move on who were involved in the move on so be prepared for that loss of knowledge.

6.2 Cogges Manor Farm, Oxfordshire

Cogges Manor Farm was once a working farm and is located in Witney, Oxfordshire. It was purchased by Oxfordshire County Council (OCC) in 1974 and turned into a museum. The 13th century manor house and 17th century farm buildings are Grade II* Listed and it is a Scheduled Ancient Monument.

The cost of running Cogges to OCC was £250,000 per annum and the site was making little income. At the end of the summer season 2009, OCC withdrew its funding and the museum closed. After much outcry from the local community, an option appraisal was carried out which resulted in the recommendation to form a trust to re-open and run the museum. The site was closed for two years while the trust was set up and a lease agreed with OCC.

When the Trust took on Cogges it did not do any fundraising until it had a robust business model in place, it also did not fundraise for revenue. £100,000 of revenue funding received from the Council was spent on income generating streams only e.g. families and weddings. For the Trust, Schools and audience development work would become a priority when the site was improved and financially sound. Another £100,000 from OCC was used for capital.

It is encouraging to note that the Trust had an operating profit within three years. It now has a track record with funders and is about to embark on a £1.5 million HLF project to revamp interpretation (not done since the 80s). It has taken 7 years for the Trust to be in position to deliver such a project

6.2.1 Services

Cogges is open from March until November. Admission is as follows:

	Gift aid	Non-gift aid
Adult	£6.50	£5.90
Child (3-16)	£4.50	£4.09
Family (2 Adults + up to 3 Children	£19.50	£17.72
Group (pp)	£5.50	£4.50

Visitors can explore 15 acres of the manor house and grounds, walled garden, picnic orchard, moated islands and river Windrush walk. There are also farm animals.

6.2.2 Structure

Cogges is a Charitable Company Limited by Guarantee with private hire and sales through Cogges Heritage Enterprises, a wholly owned subsidiary of Cogges Heritage Trust.

The Board of Trustees is made up of people representing different communities, many of them local and offering a broad range of skills.

Board members include:

- A Head of Registration, Coroner's & Cultural Services at Oxfordshire County Council
- The Cabinet Member for Cultural & Community Services at Oxfordshire County Council.

- A Head of Participation with the National Trust.
- Deputy Managing Director, Retail & Commercial, for Shelter.
- Chairman of the Board of Trustees for Citizens Advice North Oxfordshire & South Northants.

A full list, including experience, can be found on the Cogges website. Age range of members is mid-30s to early 70s. The Board is described as not very diverse however, it is noted that the demographic of the area is not particularly diverse. There is currently no lawyer and this by design. If need this will be bought in. Regular skill reviews of the Board are carried out. There are still trustees in place from 2011, but these are being phased out slowly to not cause disruption.

The last accounts reported that Cogges income was £416, 000 and spending totaled £396,000.

6.2.3 Relationship with Local Authority

The Council initially provided funding to set up the new Trust and to enable Cogges to open to the public. The Council provided £200,000 split £100,000 between costs to address capital works and £100,000 for revenue. After this initial £200,000 investment the Trust received no funds from the local authority and pride themselves on now being almost independent. The Trust has 23 years left to run on a 30-year repair lease. There was a small collection, but the Trust gave this back to the OCC.

In order to accept the above mentioned HLF grant, the Trust needed an extension on the lease so it would meet grant conditions however, the OCC was not able to agree this and so the Trust has started negotiations to buy the freehold.

Benefits of going to/being a Trust	Challenges of going to/being a Trust
• Independence • Freedom to make own decisions • Can be fleet if foot	• The OCC has not been able to keep up with repairs due to budget cuts and issues relating to the collapse Carillion, one of its contractors. • Due to a lack of repairs, income from weddings is at risk. The barn is slowly becoming unfit to use. This could be resolved with the Trust purchasing the site from OCC. • Bringing people to with you in a vision of independence can be a challenge • TUPE'd Staff can come with attitudes that are tied to being Public Sector.

Lessons learned/Recommendations
• Independence- value it and take risks. Be fleet of foot and don't bind yourself with the red tape gone before. • Focus- if you were starting from scratch, what would you do and how would you do it? • Be hard, delay what you want to do until you are in a position to do it e.g. audience development etc. Taking on old staff can make this difficult. • Try not to go into an agreement for repairs as LAs have other priorities. • Better to negotiate a decent amount of money upfront to kick start the repairs. • Be aware that where revenue comes from the local authority, the Trust may not necessarily make the best decisions for the organisation as they are responsible to LA. • Focus on what makes money. Cogges didn't do anything for schools in the first few years because it didn't make any money. Important things e.g. audience development, do not have happen now, build the business to provide stability. • Becoming totally independent should be the end goal.

6.3 Wycombe Museum, Buckinghamshire

Castle Hill House was opened as Wycombe Museum in 1962. The Museum explores the history of Wycombe District and its surrounding areas. It has an internationally recognised chair collection and includes 'The History of Wycombe in 10 Objects', an art gallery, a 1920's kitchen and changing temporary exhibitions. The site is a scheduled Ancient Monument, and the house itself is a Grade II Listed Building.

In December 2015 the museum re-opened after a period of major refurbishments, adding a café, shop and expanded gallery space.

6.3.1 Services

The museum is free admission and is open:
Monday to Thursday: 10am to 4:30pm
Friday: 10am to 4pm
Saturday: 10am to 4.30pm
Sunday: 12pm to 4.30pm.

The collection is largely local history related. It has a lively programme of exhibitions, events and talks. It also has a well-used service for schools tailored to suit Foundation Stage, and Key Stages 1 & 2.

There is a shop and café that serves hot & cold drinks and light refreshments. There is a small on-site car park. There are two hireable spaces, one large and one small and housed in the stable and coach blocks. These spaces are also used by the museum's learning services. The museum has a Friends group and an Adopt an Object scheme.

6.3.2 Structure

As noted, the museum was originally run by Wycombe District Council (WDC), but after various budget cuts and subsequent restructuring it was transferred to Wycombe Heritage & Arts Trust (WHAT) in 2016.

WHAT was set up by the council as a Charitable Company Limited by Guarantee. The original board was made up of representation from community interest groups such as the local history society. The Trust has mooted whether a Charitable Incorporated Organisation might now be a better model due to a lack administration capacity, but this has not gone any further.

There are currently 11 Trustees with experience including a volunteering specialist, director of impact for foodbanks, visitor analysis specialist, back office fundraiser and a wedding coordinator. The Chair of the Trust is the chair of local boards and has health well-being experience. Recruitment is mainly carried out through AIM and REACH Volunteering. The Trust acknowledges that it does not have as much community representation as it should.

Income is mostly derived from the café, shop, funding bids and the Council. Events make very little after staff costs. In the most recent account submitted to the Commission income was £284,000 with spending at £356,400.

6.3.3 Relationship with Local Authority

The current agreement with the local authority is via a Service Level Agreement where the Council is responsible for the collection, the buildings and finance. £1.2m is provided by WDC over five years. This amount is tapered and will end in 2021. Council owns the collection and has loaned it to the Trust for a period of 25 years.

The SLA is currently being revised to become a Partnership Agreement as it is thought this would provide a better fit with what the Trust is currently providing. Staff were TUPEd over in the move and retained benefits of public sector package such as leave and pension provision. Any new staff are on new contracts.

Benefits of going to/being a Trust	Challenges of going to/being a Trust
• Freedom and entrepreneurialism. • Opportunity to respond to things quickly. • Funding is easier to apply for (as a council run service, applications had to go to very senior, busy officers). • Marketing is in many ways easier. • Staff are now drawn from the local area as the site is seen as being a community venue. This creates a sense of ownership and staff work incredibly hard on that basis. • Museum staff now tend to have 'can-do' positive attitude. • No red tape • No endless restructuring	• The Council no longer provides IT or HR support. The lack of these services was felt most in 2016 when the new Trust had no service support while bedding in. • Contract from council puts all maintenance onto Trust except for the fabric of building and guttering. • There is no facilities department and so there is a lack of maintenance where the council is responsible. This impacts on income as hireable space is slowly becoming inadequate. • Trees need addressing but as an outside service, there is no sense of urgency from the company contracted by WDC. • Lack of support for finance management. Despite the Agreement, this is currently carried out solely by a Board Member. • Council own the collection, but responsibility for it sits with the Trust as per the loan agreement. Collection is not in ideal conditions and Trust cannot afford to move it out due to the Council charging commercial rent on new storage.

6.4 Established Trust-

6.4.1 South West Heritage Trust

South West Heritage Trust (SWHT) was formed in 2014 to deliver the museums, archive and historic environment service for Somerset County Council (SCC). The Trust also delivers the Devon County Council's archives and local studies service and Taunton Castle which was previously run by Somerset Archaeological and Natural History Society.

It took approximately one year to set -up the charity and get it into an operating position. Much of the move was done internally to keep cost down, but there was some support by an outside consultancy and each party had their own legal teams.

6.4.2 Services

Services include:

- Somerset Archives and local Studies
- Museum of Somerset
- Somerset Rural life Museum
- The Brick and Tile Museum
- Devonshire Archives and Local Studies
- Archaeology and Built Heritage services.

6.4.3 Structure

When considering a new governance model, the options considered were to stay 'as is', go to an independent trust, outsource to a For-Profit company or outsource to a new Not-For-Profit.

A Private operator was considered, but there were no comparable examples at the time and so this was dismissed early on. After a lengthy and carefully thought-out process, the chosen option was Charitable Company Limited by Guarantee; a trading arm was also set up.

There are 12 members of the Board of Trustees and include:

- The former Director of Social Services at Somerset County Council
- The former director of Heritage Protection at English Heritage (now Historic England)
- A chartered accountant
- Cabinet member for Business, Inward Investment and Policy at Somerset County Council (SCC's nominated member)
- Cabinet member for Community and Environment Services at Devon County Council (DCC's nominated member)
- An arts professional
- Various museums professionals.

The Board is diverse in its skills and experience, but the Trust admits it needs a better gender balance.

The Board meets quarterly and is supported by three committees:

- Personnel Committee
- Finance Committee
- Marketing and Communications Committee

The Trust reports that the main sources of income are from the councils (70%) and from the Café and shops. The Café are run through concessions and the shops are run 'in-house'. Income is also earned through events, hire, access to records and contract arrangements with other authorities through consultancy services. The most recent account show income of **£**3,517,575 and £4,218,113 in expenditure.

6.4.4 Relationship with Local Authority

At the setting up of the Trust, there was a five-year funding agreement with the Councils involved. The agreement with SCC started with £1.6m and tapered. DCC contribution was much less due to the Trust taking on less of its service and was equivalent to one post. There was an income target of £800,000 and it is encouraging that this has been exceeded by 30%!

In relation to setting up the Trust, there was also some one-off funding. The Budget for the transition was £150,000 from SCC (75%) and £50,000 from DCC (25%). It must be noted that there were lots of sunk costs such as officer time to help with the transition. The biggest cost related to legal services as there were numerous agreements needed across all parties.

There is a current contract arrangement for SCC to continue to provide payroll and H & S for the Trust and HR is provided by a pay as you service. Legal advice is sought when necessary. The Trust does not own assets and acts as a management organisation with 30-year leases agreed as part of the transfer.

Benefits of going to/being a Trust	Challenges of going to/being a Trust
• Able to diversify income • Save on business rates • Capitalise on opportunities for change • Able to be more efficient, flexible and entrepreneurial. • Better marketing • Able to apply for funding more freely • Recruitment is easier and more flexible	• There were no reserves for the Trust and it has worked to build its reserves. • Trust didn't have a reputation and had to build a profile when it came to loans and funders etc. • Because of the size of the service there were many complexities, both operationally and legally when moving to Trust. • It is considered that there is less security when a service not delivered by a Local Authority • There is still bureaucracy with a Board, just a different type however, a Board recruited for its interests and specialisms is more engaged.

Lessons learned/Recommendations

- Encourage close relationship with the Council. Having a commissioner will help to keep relationships after the move.
- Ensure multiple partnerships with other organisations.
- Negotiate for a grant arrangement
- VAT advice essential!
- Make sure service continues to meet Council agendas to ensure it is seen as relevant.
- Set realistic a realistic timetable for transition.
- Create a shadow board to help with the transition
- Ensure you have the capacity for the move, do not underestimate the work involved.
- Ensure you consult staff, volunteers and stakeholders.

6.5 Private Sector Operators

Whilst there are a number of private sector operators of leisure services, there are still very limited examples of private sector companies operating heritage services as a whole. Gunnersbury Park was a good example, where the park estate was funded and administered through a joint management arrangement between Hounslow and Ealing Councils as joint owners. All services were managed by Hounslow Council through a service contract with private sector partner, Carillion, but this came to an end when Carilion went into involuntary liquidation.

6.5.1 Continuum Leading Attractions

Continuum develop and operate a number of visitor attractions, some of which are their own and some they operate on behalf of partners. Attractions operated by Continuum include:

- Spinnaker Tower, Portsmouth
- Oxford Castle Unlocked
- The Real Mary King's Close, Edinburgh
- The Canterbury Tales, Canterbury
- Kent Life, Kent
- York's CHOCOLATE Story, York.

Therefore, whilst Continuum do deliver visitor services, the focus is on the operation of visitor attractions and it is considered unlikely that the company would have the complete range of skills necessary to take on the operation of a museum service as a whole.

6.5.2 Imperial War Museum

As of the 1st of April 2014, the Imperial War Museum transferred all of its visitor services and security to the security company, The Shield Group after a procurement process.

This is an example where parts of a service have been contacted out to the private sector. However, it must be noted that this is only a small part of the service and it is difficult to identify businesses that would have the skills base to take on the operation of RCAGM wholesale e.g. collections management, schools and community engagement.

7.0 Key Considerations

In order establish a broad understanding of the key implications of continuing with the status quo for the short to medium term or transferring the service to an alternative governance model, an analysis of the following financial implications have been undertaken.

What needs to be remembered is the RCAGM already benefits from some of the advantages of being a trust such as tax relief, VAT efficiencies and Gift Aid.

7.1 Staffing

The Transfer of Undertakings Regulations (TUPE) protects employees' terms and conditions when a business or undertaking, or part of one, is transferred to a new employer. It applies to all employees who are employed by the transferor (the current employer) and work in the part of the business that is to be transferred. If the Service is transferred to an alternative governance model outside the Council, TUPE regulations will apply.

Best practice is for consultation periods to be in line with statutory redundancy consultation i.e. 45 days for less than 100 employees and 90 days for more than 100 employees. The consultation period may also be influenced by the pension arrangements. Failure to conduct reasonable consultation may result in liability for compensation which may be up to 13 weeks' pay

7.2 Pensions

Under an alternative governance model, existing service staff will transfer under the TUPE regulations. TUPE would require the Trust(s) to provide a comparable pension scheme. In previous experience, advice has been that the new trust, where this is the preferred option, to be admitted to the pension scheme used by the local authority and staff are TUPE over the same scheme. There is a financial risk associated with the pension fund where any future shortfall due to changes in national conditions must be funded upon application to the scheme. The Pension Scheme would undertake an Actuary valuation to determine the new employer contributions, the shortfall and a suggested indemnity or bond to meet the level of risk identified. It is strongly recommendation that professional advice is taken on the topic of pensions.

7.3 Fundraising

There is often a reluctance to donate money to a service that is seen to be part of a local authority and therefore there may be more potential to secure philanthropic donations through a Trust model. This would only be an achievable if fundraising skills existing within the Trust organisation and may require a shift in culture within any new organisation. Generally, as a charity, a Trust will be able to fundraise for itself more successfully than as part of the Council. As well as philanthropic donations, this could include:

- Grants from statutory funders and broader range of foundations and trusts for specific projects or part projects
- Corporate gift-in-kind or donation

- Corporate sponsorship funding activities or projects
- Payroll Giving benefits the donor and the charity
- Gross interest on savings
- Corporate gain corporation tax benefits resulting from Gift Aid donations to charities
- Legacies that reduce personal inheritance tax.

RCAGM is a Trust, but its hybrid nature means it is seen morae as Local Authority Service.

7.4 Central Costs

Bournemouth Borough Council provides central support services to RCAGM, including the provision of Building Maintenance, Finance, HR, Marketing and Communications and IT services. An independent Trust may still choose to have these goods and services provide by the Council and this may form part of the agreement with the Council but alternatively the Trust may have the option of accessing the market for cheaper services. If these services are to be provided by the Local Authority, these costs will need to be considered in establishing funding arrangements for the new governing body.

7.5 New Operational Costs

These could include any new resources needed by a Trust as compared to a Local Authority's museums service such as new staff posts such as a Chief Executive, Business Manager, senior finance post, HR support, ICT support, increased marketing budget, staff training and estate management and the cost of providing new services to be purchased from others, particularly if central services are not to be provided by the Council. These costs would be less if the service joined an existing organisation which was already meeting these costs. A significant marketing budget will be a key to the success of any alternative governance model.

7.6 Set Up and Transitional Costs

The transfer of the service to an Independent Trust would have significant set up costs, and these would include:

Costs associated with the procurement of the contract to deliver the service, legal costs for the preparation of the governing document, funding agreement, any asset transfer agreement and collections agreements and leases and / licences. There will also be costs associated with the TUPE process. Other costs could include:

- Actuary valuation for pensions transfer
- Business planning support including detailed VAT assessments
- Recruitment and training of new staff if required
- Recruitment and training of Trustees
- Development of a new corporate identity
- Launch costs.
- IT
- Marketing and communications.

How the alternative governance model is operated and procured will determine the set-up costs.

8.0 Scoring the Options

In order to assess the 4 options identified above, a scoring approach has been developed to help understand the relative merits of each option. The key considerations of RCAGM have been used as the basis of this approach with a number of additional selection criteria. These were:

- Meets RCAGM aims and objectives/ vision/ priorities which includes:
  - Maintains a high-quality museum and arts service
  - Maintains and improves the stewardship, knowledge, conservation, management and access to the collection
  - Maintains and broadens audiences and enhances offer and engagement for audiences
  - Ability to respond quickly to opportunities and change
  - Maintains existing service
  - Opportunities to develop new services/partnership
- Flexibility to maximise revenue income generating opportunities/ potential to improve long term sustainability/ able to use funds for the museum's best interests.
- Offers opportunities for further capital investments
- Provides organisational stability to enable sustainability and planning
- Raises profile of museum regionally and nationally
- Contributes to the wider social, economic, educational and cultural agenda of the region.

The table below sets out the scoring approach used. Each option was assessed against the above criteria on the basis of how each option might be performing in the short to medium term. The scores range from 0-5 as follows:

Score	Meaning
4-5	• Major improvement likely. • Potential for substantial advantages • Best outcome.
2-3	• Some improvement likely. • Potential advantages outweigh potential disadvantages. • Acceptable outcome.
0-1	• No improvement likely or could be worse off. • Potential disadvantages outweigh any potential advantages. Worst outcome.

	Transfer to BPC under current structure	New Trust for RCAGM	Contract with established Trust	Contract with private operator
Meets RCAGM aims/ objectives/ priorities	Service is embedded in BCP delivery and therefore would have to also meet BCP priorities.	RCAGM would set its own aims/ objectives/ priorities.	Within a wider Trust, aims/ objectives/ priorities would need to be balanced with the requirements of the other partners.	A private company would be accountable to its shareholders and therefore limits the ability to focus on RCAGM aims/ objectives/ priorities.
	1	5	3	1
Flexibility to max. income generation and improve long-term sustainability	Income generation is good with significant costs covered however, opportunities for flexibility and diversification are limited within the Local Authority.	As an independent charity, all Trust options offer more potential for a secure income base and ability to attract more external funding and donations. Also, with more flexibility and the ability to bring onboard additional commercially minded Trustees, there would be opportunities to increase generation through commercial activities.	As a charity, all Trust options offer more potential for a secure income base and ability to attract more external funding and donations. Also, with more flexibility and the ability to bring onboard additional commercially minded Trustees, there would be opportunities to increase income generation through commercial activities. Existing organisation may already have strong skills in this area but could be limited by Trust's broader priorities.	A private company would have increased potential as it would focus on commercialisation and long-term sustainability, but this could be put before delivering a quality, wide ranging heritage service.
	1	4	3	2
Opportunity for capital investment	Opportunities are limited due to continued budget pressure on Local Authority. However, RCAGM is already a Trust and raising funds for capital investment is still possible. No change expected here.	RCAGM would have more flexibility to prioritise where capital investment is needed and apply for funds or direct surplus appropriately.	RCAGM could have more flexibility to prioritise where capital investment is needed and apply for funds or direct surplus appropriately. However, this would be dependent on the contract terms and wider priorities of the established Trust. Integration may increase access to funding due to a broader market and offer, but this is dependent on the nature of the organisation and skills.	Commercial operator is unlikely to have access to grant funding, but there may be investment opportunities. A company would also want to invest in its product to ensure quality and therefore, profit.
	1	3	3	1
Provides organisational stability for sustainability & planning	RCAGM remaining 'as is' offers organisational continuity and stability, but with continued budget pressure means that planning in the long term is difficult.	Staff would TUPE over to new Trust. Trust would be protected from Local Authority budget cuts and the implication this might have to staffing levels etc. However, it would need to ensure appropriate levels of revenue for the future through sustainable business plan	Staff would TUPE over to new Trust. Trust would be protected from Local Authority budget cuts and the implication this might have to staffing levels etc. However, a need to balance priorities across the established Trust could impact upon stability of RCAGM.	The transfer staff to a private company may not be favourable and could result in initial turnover. As long as the company was turning a profit, the organisation would be stable.
	2	3	3	1
Raises profile of RCAGM regionally and nationally	RCAGM will be part of a larger portfolio of sites and there is a risk that profile will actually be lost. Visitors to Christchurch and Poole, however may be made aware of RCAGM due to any joint marketing.	Independent Trust option would provide increased freedom and flexibility to develop new initiatives and approaches as well as increased income potential to improve the offer. There is also the opportunity to bring in Trustees to support development.	Trust option would provide increased freedom and flexibility to develop new initiatives and approaches as well as increased income potential to improve the offer. This will be as part of a larger portfolio and could provide benefits through joint marketing, but there is also a risk of lost profile within a wider offer.	Profile raising would be a priority for a private company as this ensures visits and in turn, profit. It would also have flexibility to respond. There is a risk that RCAGM could have a limited say in this.
	2	4	3	2
Contributes to wider social, economic, educational agenda of the regions	RCAGM will continue to achieve this but enhancing this would be limited by budget pressures.	Independent Trust option opens up the flexibility to achieve this and would be driven by the agreed charitable purposes of the Trust. This would need to be driven by Trustees and dependant on operating income. There is also more opportunity for partnerships.	Trust option open up the flexibility to achieve this and would be driven by the agreed charitable purposes of the Trust. Which agendas were being contributed to would need to be agreed with the established Trust.	Commercial operator will be primarily driven by commercial opportunities but this could adhere to many local agendas around economic regeneration, job creation etc.
	3	4	3	1
Score Total	**10**	**23**	**18**	**8**

9.0 Analysing the Options

Option 1: Maintain Current Structure under new BCP Council	
Advantages	• Minimum impact on staff/ services/ service users in the short term. • Retention of existing staff and expertise • Potential for closer partnership working with Poole and Christchurch. • The Council essentially retains the risk of the service.
Disadvantages	• Existing weaknesses in governance will remain and potentially be increased due to impact of larger council. • Continued lack of financial separation and the issues related to this • Decisions may be made in the best interests of the conurbation not RCAGM. • Service delivery at RCAGM could be compromised for the wider interests of museums in Poole and Christchurch. • It becomes more difficult to demonstrate transparency around income raised for the charity being spent on the Russell-Cotes. • The new Council may want to take RCAGM in a new direction either strategically, operationally, financially or museologically. • Risk that staff and resources could be deployed to support the other museums. • The RCAGM 'brand' could be diluted to support joint marketing. • Service will continue to face financial pressures and it may become increasingly difficult for BCP Council to fund RCAGM at existing levels. • Continued lack of investment in maintenance, repairs and capital projects. • Continued issue with low pay for professional staff and the issues related to this e.g. difficulty recruiting • Limited opportunity for philanthropic giving/ wider fundraising. • Lack of strategic fit between RCAGM and wider BCP Council heritage and arts venues. • Limited opportunity to develop short term opportunity for capital investment.

Option 2: New, Independent Trust for RCAGM	
Advantages	• Opportunities for genuine community/ stakeholder engagement. • Genuine independence and the benefits that come with this e.g. can set own agendas, better championing & representation • Financial separation and the benefits that come with this e.g. accurate representation of the accounts. • Surpluses generated can be reinvested in the improvement of RCAGM. • Potential for reduction in grant aid support to RCAGM from BCP Council (likely to be in the medium term not short term). • Increased ability to attract external funding and philanthropic donations. • Retention of existing staff and expertise through TUPE. • Trust would be a single purpose organisation able to operate in a more commercial and dynamic way. • Able to work in genuine partnership with the Council and other partners to guide the strategic direction of the new Trust. • BCP could retain a strategic role in the service, providing financial support which would be subject to terms and conditions. The Council could therefore be satisfied that the new Trust is helping achieve its objectives in relation to arts, heritage and culture. • Able to ensure the organisation is set up appropriately and is 'fit for purpose' in order to make decisions quickly and maximise business opportunities and respond to changing audience needs and expectations. • By appointing Trustees with relevant skills and experience, the Trust can bring a different focus to the delivery of services e.g. engaging Trustees from the private sector. • Greater flexibility and freedom to develop according to audience needs. • Greater marketing opportunities and flexibility. • Non-political and therefore has more opportunity to be business driven.
Disadvantages	• Due to the new Governance requirements there will be additional administrative requirements such as bi-monthly /quarterly Trustees meetings. • Additional set up and transitional costs for moving to independence. • If not managed effectively, the Trust could be declared insolvent and responsibility for the service could revert back to BCP Council. • Potential for unsatisfactory agreement with BCP regarding collections, repairs, grant contributions etc. • Potential for lack of definition of the relationship between the Trust and BCP Council. • Potential increased VAT liability • Likely additional management responsibilities in areas, such as repairs and maintenance, HR, Legal, IT etc • Potential issues around having staff within the organisation on different terms and conditions due to TUPE. • Unlikely to be any cost savings to BCP Council in the short term

Option 3: Integration with established Trust	
Advantages	As an existing Trust, all the advantages of Option 2 are also advantages to Option 3 to a greater or lesser extent. In addition: • Set up costs are likely to be reduced as much of the set-up work has already been undertaken. • Increased buying power may lead to reduced costs. Savings to BCP may come quicker as a result of this. • There could be an enhanced cultural presence from being part of a larger organisation with more opportunities for growing the cultural offer and promoting Bournemouth. • Potentially widens and makes more visible the cultural offer to Bournemouth residents. • Brings new expertise to the areas in terms of staff skills and experience. • Savings may be higher due to economies of scale of working across a wider area. • Potential to increase funding successes due to the wider offer and heritage portfolio.
Disadvantages	As an existing Trust, all the disadvantages of Option 2 are also the disadvantages to Option 3 to a greater or lesser extent. In addition: • There is a potential for a loss of control locally with RCAGM having less of a strategic influence on the wider Trust. • Aspirations for the service locally will need to be balanced with aspirations across the whole Trust area. • Potential for lack of definition of the relationship between the Trust and BCP Council and between the Council and other Trust partners. • Potential issues around having staff within the organisation on different terms and conditions. • Risk of RCAGM brand dilution • No guarantee of increased maintenance, repairs or capital investment as priorities will need to be balanced • Inability to identify a potential partner locally with all the experience and capacity to be able to take on the responsibilities of the service.

Option 4: Contract with a private sector partner	
Advantages	• Potential for investment as part of the contract with the operator. • Savings may be generated through economies of scale.
Disadvantages	• Whilst there are a number of private sector operators providing leisure management services, there are limited private sector operators providing heritage services. • Being associated with a commercial operator could make advocacy and representation difficult. • Potential risk to maintaining Accreditation. • No stakeholder involvement at Board level. • Would impact on ability to undertake fundraising. • Loss of strategic relationship with BCP Council. • No guaranteed reinvestment of surpluses. • Potential failure to meet the wider non-commercial aims and objectives of RCAGM

10.0 Conclusions and Recommendations

From the scoring exercise and subsequent analysis of the advantages, disadvantages and risks of the options it is considered that a move to a fully Independent Trust will offer a number of significant benefits and it is recommended that a Business Case be developed for RCAGM based upon a move to a new governance structure as a fully independent body.

Initial legal feedback on the process for such a change in governance has been secured from Lester Aldridge, who have confirmed that a Foundation CIO is the most suitable legal form for RCAGM.

Lester Aldridge have suggested that the new Charity would enter into a long lease of the building with the existing Charity, as the landlord, retaining responsibility for the repairs. The lease would need to include appropriate break clauses.

Under this arrangement there would be two charities and the initial legal advice received was that the property would continue to be held by the Council under Section 57 of the Bournemouth Borough Council Act 1985 (until it is superseded by the Act creating the new authority) as one charity. The collection and the operation of RCAGM would fall under the new charity.

Please note we would recommend that this advice is reviewed as we believe that it would be more appropriate and reduce risk for the ownership of the collection, like the property, too also remain with the existing Charity with the new Charity having the benefit of a long term collection loan agreement.

The governance changes detailed above would require changes to the governance of the charity established by the 1985 Act. The procedure for this is set out in Section 75 Charities Act 2011. An application is made to the Charity Commission for a Scheme to alter the provisions of the 1985 Act. Once the Scheme is settled by the Commission, it has to be given effect by an order of the Minister for the Cabinet Office. The order must be laid before Parliament and, depending upon the exact nature of the changes to be made by the Scheme is either subject to a “negative resolution” procedure (i.e. it will take effect unless there are objections within a certain period) or it will require a resolution of each House of Parliament.

The timescale for the above process will require more detailed discussion but Lester Aldridge have advised that if the Scheme is settled by the Charities Commission, the Commission and/or the Attorney General’s office will normally deal with the Parliamentary aspects.

As part of the development of the Business Plan, a transition plan will be developed which will include budgetary allowances for the legal input associated with the move to a fully independent Foundation CIO.

Appendix 1

Management Committee Evaluation

Management Committee Evaluation Questionnaire

1 = Strongly Disagree 2= Partly Disagree 3 = Partly Agree 4 = Strongly Agree

The Management Committee		1	2	3	4
1.	Management Committee members understand their individual and collective roles and responsibilities.	☐	☐	☐	☐
2.	The skills of the Management Committee are adequate and complementary.	☐	☐	☐	☐
3.	Meetings are held sufficiently frequently.	☐	☐	☐	☐
4.	The Management Committee works and communicates well together.	☐	☐	☐	☐
5.	The Management Committee works and communicates well with senior officers.	☐	☐	☐	☐
6.	The Management Committee understands the distinction between Management Committee and management responsibilities.	☐	☐	☐	☐
7.	Management Committee members give sufficient time to the organisation and contribute in areas outside of Management Committee meetings.	☐	☐	☐	☐

Strategy and direction		1	2	3	4
8.	The Management Committee understand how it meets its charitable objectives and demonstrates public benefit	☐	☐	☐	☐
9.	The Management Committee provides clear strategic direction?	☐	☐	☐	☐
10.	The Management Committee receives regular and timely reports in order to support its decisions.	☐	☐	☐	☐

Governance		1	2	3	4
11.	The Management Committee understands and keeps up to date with its legal and ethical responsibilities.	☐	☐	☐	☐
12.	The Management Committee keeps abreast of sector developments.	☐	☐	☐	☐
13.	The Management Committee ensures that assets of the charity are adequately safeguarded.	☐	☐	☐	☐

Any other comments?

Appendix 2

Staff and Volunteer Vision

COLLECTION: Fabric, Fittings and Contents of RC Arts Gallery & Museum
How can we use the collection to better engage those who do visit? • Headphones, videos • Pro-active e,g, like the sheets looking for items in the Collection as well as looking at it • Descriptions next to pictures, not just on cards • Funding to improve the rooms • More guided tours • Regular spot talks • Dress the dining room more.
How can we use the collection to better engage those who do not visit? • Promote location tying in 'Beatuty and the Beach' image for RC Exhibitions to attract new visitors: • More media attention – local newspapers as well as social media • Promotion, promotion, promotion
How could we use the collection to improve financial sustainability? • Loaning Collection more often! • Get more out of study centre storage • Shop – expand best seller items, etc to café area • Review layout • Sponsor a painting initiative! (businesses, benefactors, etc)

CUSTOMERS
When thinking about our customers, what are the current challenges? e.g. parking etc. • Parking Costs • Older demographic does not use social media. What other means should be used? Most use email and could ask for email addresses for updates of events
How can we improve on our visitor experience? • Informing locally/ customer base demographic • How to follow up on successes? • Older demographic does not use social media. What other means should be used? Most use email and could ask for email addresses for updates of events. • Improve ambience lighting?
Are there audiences missing and how do we engage/re-engage them? • Target specialist interest groups and links with other town museums and attractions. • More information for foreign visitors in their lingo • Pro to Option 2 (independent charity) is control of publicity.

FINANCIAL SUSTAINABILITY
When thinking about our financial sustainability, what are the challenges? • Making a good profit • Subsidy? £250k • No overspend? • Outgoings i.e. salaries • Building • Insurance
How do we use our core offer to build our organisational resilience and sustainability? • Build up preserve fund • I/D potential • New ways of operating • Engaging more with locals?

ACTIONS
Do we have expertise?

Appendix 3

Staff and Volunteer Session Options

OPTION 1- STATUS QUO	
PROS	**CONS**
Checks and balances exist	Council can be dogmatic or whimsical due to lack of interest and skills
Financial safety net	New large Council will have less personal investment
Service provision	Service provision is slow
Employees are L.G.C.S.	Employees are L.G.C.S.
Wider expertise e.g. architecture	Freedom to choose service providers for specific areas.
Reputation of Council assures service providers they will be paid	

OPTION 2 - INDEPENDANCE	
PROS	**CONS**
Sovereign	Could sell objects
Run as we want it	Legal
Security = Future of house	Pensions
As Charity, extra funds	HR
New network i.e. Uni	Salaries
Exciting	Risks: = financial = expertise

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Funding and Economic Development
Project Management
Chartered Surveyors
Energy Carbon Sustainability

Russell Cotes Art Gallery and Museum

Outline Business Plan

March 2019

Focus Consultants Focus House Millennium Way West Phoenix Business Park Nottingham NG8 6AS
T: 0115 976 5050 E: enquiries@focus-consultants.com www.focus-consultants.com

Focus Offices

NOTTINGHAM
Focus House
Millennium Way West
Phoenix Business Park
Nottingham
NG8 6AS
Tel: 0115 976 5050
E-mail: enquiries@focus-consultants.com
Website: www.focus-consultants.co.uk

LEICESTER
Units 41 and 42
Business Box
3 Oswin Road
Braunstone
Leicester
LE3 1HR
Tel: 0116 275 8315
E-mail: leicesterenquiries@focus-consultants.com
Website: www.focus-consultants.co.uk

NEWARK
Newark Beacon
Beacon Hill Office Park
Cafferata Way
Newark
Nottinghamshire
NG24 2TN
Tel: 01636 233 117
E-mail: newarkenquiries@focus-consultants.com
Website: www.focus-consultants.co.uk

BOSTON
Focus House
Resolution Close
Endeavour Park
Boston
Lincolnshire
PE21 7TT
Tel: 01205 355 207
E-mail: bostonenquiries@focus-consultants.com
Website: www.focus-consultants.co.uk

LONDON
605 Elizabeth House
39 York Road
London
SE1 7NQ
Tel: 0203 096 9717
E-mail: londonenquiries@focus-consultants.com
Website: www.focus-consultants.co.uk

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Client:
Russell Cotes Art Gallery & Museum
East Cliff Promenade
Bournemouth
BH1 3AA

Client Lead: Sarah Newman
Tel: 01202 451 812
Email: sarah.newman@bournemouth.gov.uk

Prepared By:
Focus Consultants
Focus House
Millennium Way West
Phoenix Business Park
Nottingham
NG8 6AS

Focus Contact: Steven Fletcher, Partner
Tel: 0115 976 5050
Email: steven.fletcher@focus-consultants.com

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Date: March 2019

Authorised By: Steven Fletcher, Partner

Signature:

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APPENDICES

Appendix 1 - VAT Review

Appendix 2 - Catering Report

1.0 Introduction

This outline Business Plan summarises the financial and operational implications of the Russell Cotes Museum and Art Gallery should it be established as an independent Trust. This Business Plan covers the five-year period between April 2020 and March 2025. This report is intended to demonstrate to Bournemouth Borough Council the financial and organisational sustainability of RCAGM as it moves away from its current position of a council-run facility.

The report is structured as follows:

Section 2 – Existing Situation Analysis: an introduction to the current offer at RCAGM and its users, the current management and governance structures and a summary of its current financial position.

Section 3 – Financial Appraisal: an overview of the financial projections for the RCAGM to demonstrate its future sustainability.

Section 4 – Market Appraisal: a summary of the market context in which RCAGM operates and an outline of the user / visitor projections moving forward.

Section 5 – Visitor Potential: summary of the potential visitor market, penetration rates and projections for visitor growth moving forward.

Section 6 – Income and Expenditure Projections: outlines the overall financial impact of the project and the proposed Trust and scenario analyses.

Section 7 – Governance, Management and Staffing: a summary of the future arrangements for the governance, management and staffing of the site.

Section 8 – Business / Commercial Risks: risk register to highlight key financial and organisational risks

2.0 Russell Cotes Art Gallery and Museum

The Russell-Cotes Art Gallery & Museum (RCAGM) is an exuberant late-Victorian sea-front villa built by the Bournemouth hotelier and art collector Merton Russell-Cotes as a birthday present for his wife Annie. Russell-Cotes himself played a significant part in the design and interior decoration of the building, which reflects many of the artistic decorative fashions of the late Victorian period. What makes the RCAGM of exceptional national significance is the combination of the building and the collections. The rooms are filled with Russell-Cotes's collection of contemporary British paintings and sculpture and the artefacts amassed from their extensive foreign travels.

In 1908, Annie Russell-Cotes gave the house to the people of Bournemouth as an art gallery and museum. The Borough Council, as trustee, has administered the museum ever since.

The RCAGM is a building of national importance for its historic and architectural interest and is recognised by its Grade II* listed status.

2.1 Mission Statement

RCAGM's Mission Statement currently reads:

Our Mission is to inspire and enrich the lives of Bournemouth's residents and visitors by creating a cultural flagship around a unique house and international art collections.

2.2 The Site

The combination of historic house, extraordinary art and diverse collections, and a beach location makes RCAGM virtually unique.

The house was built on the Bournemouth cliff top in one of the most stunning locations on the south coast with unrestricted views of the miles of white sandy beaches of Poole Bay from Old Harry Rocks on Purbeck to the Needles on the Isle of Wight. The original building has suffered few significant alterations and much of its original internal character was restored in 1998-2001. The museum still possesses most of the items listed in the 1908 Deed of Gift to Bournemouth Borough Council (BBC) and many of them are displayed in their original setting. Hardly any other museum in Britain, with the possible exception of Sir John Soane's Museum in London, is in a position to present a collection in the setting designed for it.

The garden also exemplifies contemporary fashions in garden design. It was conceived as a private space for Merton, Annie and their family. The garden was originally filled with marble and bronze sculptures, as well as a secluded summerhouse. The Victorian stone grotto and fountain still survive, as does the Japanese garden with gold-fish ponds and bridges. It has been restored and improved by volunteer gardeners, with year-round colour in the borders to complement the pond, grotto, terrace and Japanese lantern, and features of the Victorian design.

There is a shop and café on site, both of which are run by the museum with the latter being bought in-house in 2017.

As noted, between 1998 and 2001, the Heritage Lottery Fund supported an extensive £2m restoration project where the fabric of the house was repaired, and all mechanical and electrical services were overhauled, including the security systems. The rooms and the garden were restored to something like their appearance in 1921. Museum interpretation was improved, while the collection was re-displayed and new displays about the history of the house, garden, collections and their founders were installed.

More recently, RCAGM was awarded £132,453 by the Department for Culture Media and Sport (DCMS) and the Wolfson Foundation for the Skylight Project which conserved the skylights in Galleries 1 – 4 and replaced the roof structures. The new skylights let in natural light through stained glass and have improved environmental conditions. The project completed in December 2017.

The galleries and most of the historic house are accessible by lift, with the exception of the upper ground floor of East Cliff Hall. As RCAGM is Grade II* Listed, interior alterations are subject to planning restrictions. Standard electric and manual wheelchair users are able to access most of RCAGM. Due to the nature of the site, a historic house with associated collection, some models are not permitted due to them being too large.

There is no onsite disabled parking, but this is available close by. Comprehensive access information is available on the RCAGM website http://russellcotes.com/accessibility/

2.3 Collections

The Collections are of considerable significance. Merton Russell-Cotes was an assiduous collector of British paintings and sculpture for over half a century. His collection provided a snapshot of late Victorian middle-class taste which is perhaps unique, with work by many significant artists such as Edwin Long, WP Frith and Edwin Landseer. Annie was a collector of ethnography and natural history and there is a significant collection, consisting of over 10,000 items, of ethnographic material, world cultures and souvenirs brought back from their extensive foreign travels to every continent including an 18-month round-the-world voyage in 1885 which took in Australia, New Zealand, Hawaii, Japan, China, India and Sri Lanka.

The extensive and diverse collection of decorative art, which includes a notable Japanese collection, is considered to be one of the most important in the UK.

2.4 Offer

RCAGM is open 10-5pm Tuesday through to Sunday and Bank Holiday Mondays. It is closed Mondays, Good Friday, Christmas Day and Boxing Day. Russell Cotes introduced year-round charging from January 2016 and Gift Aided Admission prices are as follows:

Adults & senior citizens	£7.50
Child (5-17years)	£4.00
Under 5s	FREE
Family (2 adults & 3 children)	£20.00
Student	£4.00
Concession	£4.00
Art Fund. Museum Association etc.	FREE
Annual Pass	FREE
Friends of Russell Cotes	FREE
Groups of 9 or more	£6.50 pp
Annual Pass	£19.50
Child/Student/Concession	£10
Family annual pass	£50

UK tax payers, are able to gift aid which includes a discretionary 10% donation allowing the museum to claim back 25 pence for every £1 from the government.

The site has a café in a wing of the museum selling light refreshments such as soups and sandwiches. The Café and Café Gallery be accessed without charge. The art shop stocks a wide range of bespoke gift and souvenirs including fine art prints, books, jewellery, toys and greetings cards.

As well as the four art galleries, there are changing exhibitions, all year-round events, workshops and talks and tours.

RCAGM offers a range of themed sessions, workshops and object handling for schools and has been awarded the Quality Badge from the Council for Learning Outside the Classroom.

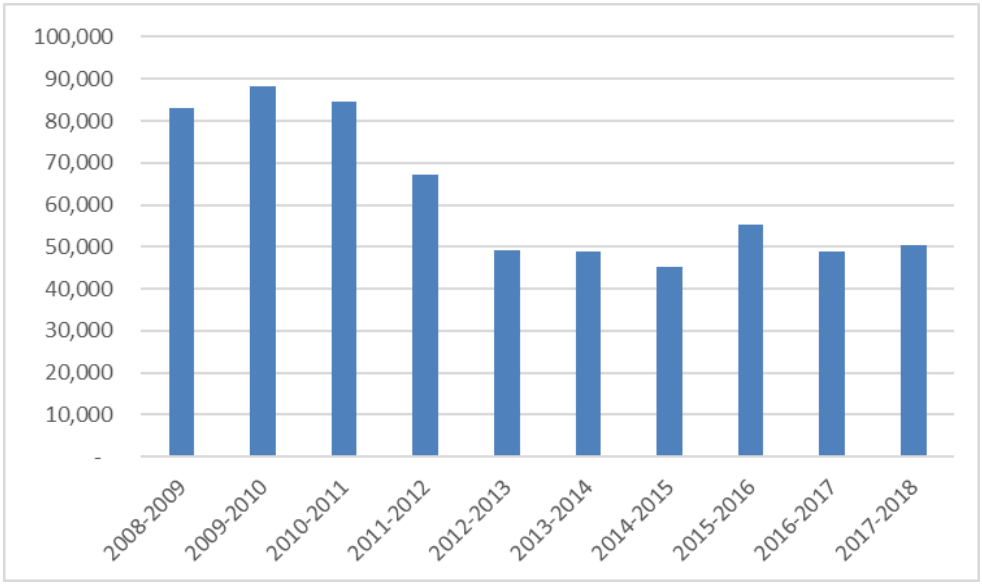
RCAGM also offers sessions for further education students and international language school groups. It also works with partners both on and off site to deliver sessions for the wider community including those with visual impairments and vulnerable older people.

2.5 Visitors

Visitors figures were recorded at 50,365 (including café only visitors) in 2017-18. This is an increase from 48,968 in 2016-17 and is the highest number since the museum began charging admission all year round (January 2016). Prior to this, the museum charged admission inclusively between April and October in 2012 -2015.

Understandably, following the introduction of charging in 2012 there was a drop-in visitor numbers as shown in Figure 2.1 below.

Figure 2.1: Visitor Numbers to RCAGM over the period 2008 – 2018



Source: Russell Cotes Art Gallery and Museum

The table below illustrates the breakdown of tickets sold by type. This is the most recent breakdown for tickets sold in the nine-month period April 2018 to January 2019.

Table 2.1: Ticket Breakdown (Apr 2018 - Jan 2019)

Ticket Type	Number	%
Adults	19,632	58.1%
Child (5 – 7)	1,005	3.0%
Child (Free)	259	0.8%
Family	399	1.2%
Concession	141	0.4%
Groups	688	2.0%
Student	1,750	5.2%
Annual Pass	1,363	4.0%
Friends	364	1.1%
Complimentary*	1,521	4.5%
Language School	306	0.9%
Café	6,367	18.8%
	33,795	

*Largely Art Club Members

Of the visitors above, 3.92% were return visitors through the Annual Pass or Friends ticket. In addition, 26.2% of visitors gift-aided their tickets.

In 2016 the Wessex Partnership gathered comprehensive visitor date by surveying people visiting RCAGM, Poole Museum, Dorset County Museum, The Salisbury Museum and Wiltshire Museum. This data revealed that RCAGM's visitor demographic is generally made up of those over the age of 55 and those who consider themselves white British. Data also revealed that:

- 63% of people were visiting the site for the first time
- 17% of visitors to RCAGM lived in the area, 23% were on a day visit and 64% were staying in the area overnight.
- 26% of people had heard of RCAGM through word of mouth, 13% by leaflet and 8% via the website.
- Data showed that the main reason for visiting RCAGM was to be intellectually stimulated.

Visitor feedback is very positive for RCAGM with 99% rating the whole experience as 'good' or 'very good', the same percentage applied to the staff welcome. 12% of people rated information about displays as 'poor' or 'very poor' and is already identified as an issue to be addressed through a DCMS/Wolfson funded project in 2019/20. 58% of the people surveyed were extremely likely to recommend the museum to a friend. The information above is reflected on Trip Advisor where, at the time of writing, RCAGM was rated 4.5 out of 5 and Number 2 out of 43 visitor attractions in Bournemouth.

2.6 Friends of Russell-Cotes

The Friends of Russell-Cotes was launched in winter 2016. Recently, RCAGM has seen an increase in its Friends membership due to a restructure of its charging model. New charges were introduced for talks in the house, but were available free for Friends. In May 2018, 22 individual memberships, 21 joint and 3 family memberships generated £1,500.

In return for a financial contribution, Friends receive unlimited free admission to the museum and art gallery, free entry to talks, a bi-monthly email newsletter, invites to exclusive Friends events, exhibitions and private views. The money raised from Friends is used help maintain the house and its collections

Prices are as follows:

- Friend £25 (one adult member)
- Joint Friend £40 (two adults at the same address)
- Family Friend £45 (two adults plus children at the same address)

2.7 Partnerships

RCAGM cultivates and maintains a number of relationships in order to deliver its work and drive high quality outcomes. The profile and reach of its collections and public programming, means it is able to create reciprocal relationships with national players within the disciplines of fine and decorative art, including the V&A Museum, Tate Britain and The Royal Academy.

At a regional level, RCAGM has productive working relationships with Salisbury Museum, Poole Museum and Dorset County Museum and provides collections expertise to a range of community museums and heritage facilities across the county.

Russell Cotes has a particularly strong alignment with Southampton City Art gallery, in terms of the scope and content of its collections and its programming aspirations. This has resulted in collaborative temporary exhibition programming including a high-profile Pre-Raphaelite exhibition scheduled for 2019.
At a local level, the museum engages effectively with the borough's schools and, given their focus on arts and the creative industries, has good links with both Bournemouth and Arts University. Bournemouth. The museum also undertakes targeted work with community groups through gallery exhibitions, workshops, supporting Arts Week and providing a space to meet.

Expertise is shared with other local museums such as training their volunteers to use MODES.

The museum engages well with local schools and, given their focus on arts and the creative industries, has good links with both Bournemouth and Arts University Bournemouth.

3.0 Current Financial Arrangements/ Baseline

This section provides a brief overview of the baseline financial position for RCAGM based on the accounts for the year ending March 2018.

3.1 Existing Income and Expenditure

The tables below illustrate the total income for the Russell Coates Art Gallery and Museum for the financial year 2017/18.

Since introducing ticket prices at the museum in 2012 the income generation at the museum has significantly increased. In addition, over the last few years RCAGM has been very successful at securing project grants to undertake maintenance at the museum as well as deliver high profile exhibitions.

Income	Amount	Explanation
Donations	£28,040	
Bournemouth Borough Council	£487,297	This accounts for £250,000 identifiable costs and £237,297 of below the line costs.
Depreciation	£396,356	Identified within the accounts as BBC contribution
Grants	£192,338	Skylights project
Trading Activities - Retail - Lettings - Venue Hire - Loan of Exhibits	 £198,266 n/a £7,314 £4,603	
Charitable Activities - Admission Fees - School Visits - Guided Tours	 £170,770 £11,544 £1,967	
Investments	£19	
Total Income	**£1,498,514**	

The table below summarises the existing expenditure at RCAGM.

Income	Amount	Explanation
General Operations	£802,313	Includes repairs and maintenance, rates and utilities, other premises costs, staff costs
Exhibition Expenditure	£40,809	
Grant Funded Expenditure	£173,868	Skylights project
Letting and Venue Expenditure	n/a	
Retail Expenditure	£43,396	
Accountancy and Audit Costs	£8,900	
Repository	£16,326	
Depreciation	£396,356	
Total Expenditure	**£1,481,968**	

The net income (before consideration of movement in current and fixed assets) for the year was therefore £16,546, of which £11,178 was unrestricted funds. This is an increase on the previous year when a small loss was achieved.

The income potential of the RCAGM should it be moved into Trust status has been considered in Section 6 below.

4.0 Market Appraisal

This section reviews the baseline position for the Russell Cotes Art Gallery and Museum. We have reviewed the demographics of the surrounding area as well as the audience spectrum data to understand more about the local population. It also reviews the offer of other local venues which could impact on the income generation for the site as well as comparator venues.

4.1 Local Demographics

The profile of Bournemouth aims to identify the size of the market from which visitors (including education) to Russell Cotes can be attracted. A review of data relating to each of the key markets has therefore been carried out.

It should be noted that some figures are sourced from the 2011 census which whilst quite out of date it is considered to be the most accurate data set available and it is industry standard to use this data as a baseline.

4.1.1 Population

- In mid-2017, Bournemouth has an estimated population of 194,800.
- There are 85,381 households.
- From mid-2016 to mid-2017, national and international migration and other changes meant that around 900 more residents moved to Bournemouth.
- The population is predicted to reach 225,000 by 2037.

4.1.2 Age

- The mean age in Bournemouth is 40. The most populous age bands are ages 30 to 44 (21.3%), age 45 to 59 (17.4%), as well as age 20 to 24 (9.3%).

4.1.3 Ethnicity

- The majority of Bournemouth residents are white (92.0%).
- There are minority of people who identify as Asian/Asian British (3.9%), mixed/multiple ethnic groups (2.3%) and Black/African/Caribbean/Black British (1.0%).

4.1.4 Economic Activity

- Of the 126,900 residents aged 16 to 64, 78.2% are economically active.
- The 3,800 unemployed residents (3.5%) is lower than the figure for Britain (4.2%).
- 41.7% of the economically inactive in Bournemouth are students, compared to 27.0% in Britain.
- 13.2% of the economically inactive in Bournemouth are retired, compared to 12.9% in Britain.
- 40,951 (26.4%) have Level 4 qualifications and above. 29,720 (19.1%) have no qualifications.
- The most prevalent occupation amongst residents is: professional occupations (16.4%).
- Bournemouth residents earned an average of £481 per week in 2013. This represents 93% of the England and Wales figure.

4.1.5 Schools

- There are 41 schools in Bournemouth, with 21,570 pupils (2014).
- There are 18,913 dependent children, 8,193 of which are aged 0 to 4.
- Nearly 18,000 students attended Bournemouth University in 2012/13, and 2,900 attended the Arts University Bournemouth at this time. In addition, over 2,500 overseas students attended the Arts University Bournemouth.

4.1.6 Connectivity

- Bournemouth is c.2 hours from London by car or by train.
- Southampton and Portsmouth are within 1-hour drive-time, while Bath, Reading and Exeter are within a 2-hour drive-time.

4.1.7 Tourism

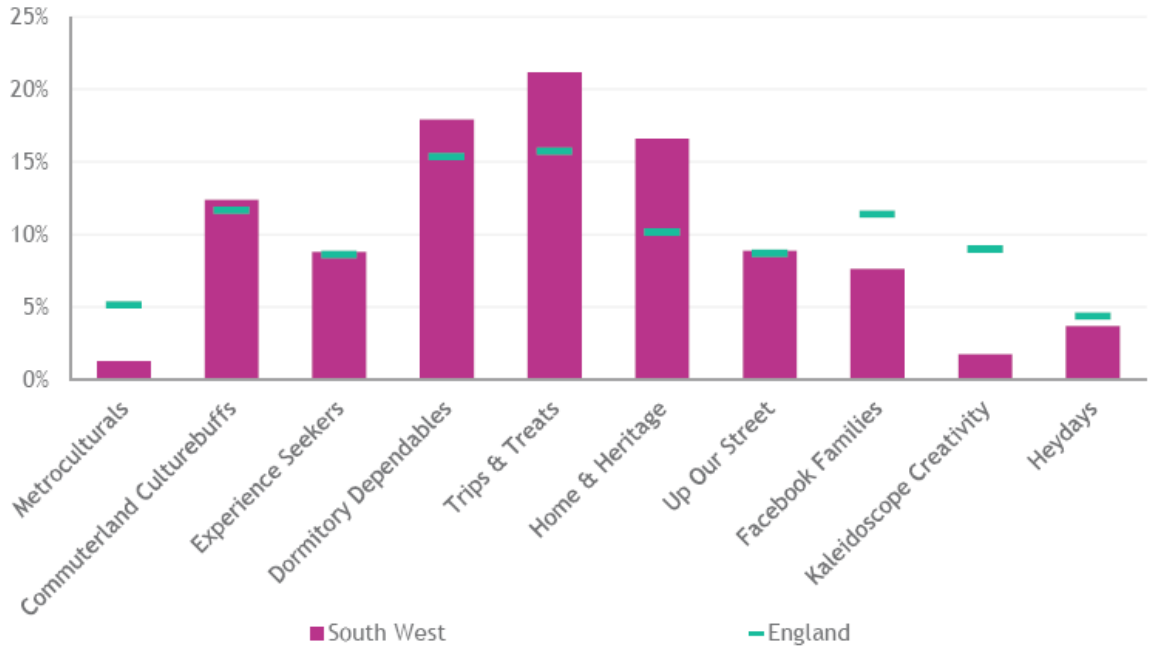
- There were, on average, 888,000 domestic overnight visits to Bournemouth between 2014/2016, this includes 517,000 holiday visits.
- A total of 2,565,000 nights was accumulated by visitors. 1,665,000 of which were for holiday purposes.
- Total spend from domestic overnight tourism was £177m, £123m of which was for holiday purposes.
- There were 396,296 international visits to Dorset in 2017, representing a 4.03% increase from 2016.
- International visitors spent £225.64m (an increase of 17.90%) and spent 3.45m nights in Dorset (an increase of 8.56%).
- 45,28% of international visitors to Dorset were visiting on holiday, and 38.82% were visiting friends or relatives.

4.2 Audience Spectrum

Audience Spectrum is a population profiling tool which describes attendance, participation and engagement with the arts, museums and heritage, as well as behaviours, attitudes and preferences towards such organisations.

The most prominent Audience Spectrum segments within South West England are Trips & Treats, Dormitory Dependables and Home and Heritage. 56% of the target population belong to one of these three segments, compared to 41% of the base population as a whole.

Figure 3.1: Percentage breakdown of Audience Spectrum segments



Source: The Audience Agency, 2018

Trips and Treats: Suburban households, often with children, whose cultural activities usually are part of a day out or treat.

- While this group may not view arts and culture as a passion, they are reasonably culturally active, despite being particularly busy with a wide range of leisure interests
- Tend to be comfortably off and living in the heart of suburbia
- Children range in ages, and include young people still living at home
- With a strong preference for mainstream arts and popular culture like music and familial drama, mixed in with days out to museums and heritage sites
- This group are led by their children's interests and strongly influenced by friends and family

Dormitory Dependables: Regular but not frequent cultural attenders living in city suburbs and small towns.

- A significant proportion of arts audiences are made up of this dependably regular if not frequently engaging group
- Most live in suburban or small towns and show a preference for heritage activities alongside popular more traditional mainstream arts
- Many are thriving, well off mature couples or busy older families
- Lifestage coupled with more limited access to an extensive cultural offer mean that culture is more an occasional treat or family or social outing than an integral part of their lifestyle.

Home and Heritage: Conservative and mature households who have a love of the traditional.

- A more mature group that is generally conservative in their tastes
- Large proportion are National Trust members
- Classical music and amateur dramatics are comparatively popular
- While this is not a highly engaged group -partly because they are largely to be found in rural areas and small towns – they do engage with local cultural activity

- Likely to look for activities to match their needs and interests, such as accessible day-time activities or content exploring historical events.

Overall, the local population has similar levels of cultural engagement to the base population. The arts activities with the highest levels of engagement are:

Theatre – 46% have attended in the past 12 months
Popular / Rock Concert – 36% have attended in the past 12 months
Plays – 34% have attended in the past 12 months

In the last 12 months, the local population is more likely to have visited museums than stately homes / castles or archaeological sites.

4.3 Strategic Review

In February 2018, the government gave the go ahead to create two new unitary councils in Dorset – one will cover Bournemouth, Christchurch and Poole (BCP) and the other will serve the rest of Dorset. The new councils will come into existence in April 2019.

For Bournemouth, Christchurch and Poole it is considered that being part of one unitary authority will enable them to achieve:

- A UK no.1 location for lifestyle, business and leisure
- Growth in digital and knowledge-based economies
- Nationally significant arts and culture
- Housing that supports growth and meets local needs
- Improved transport with London and the south east
- Modern public service delivery
- Investment in skills and cutting-edge research and development

New strategies and policies will be released as the new BCP Council comes into existence. It will therefore be important for RCAGM to keep abreast of these changes to ensure future service delivery aligns with the key priorities for the area.

A report written by Savills in Autumn 2018 – **'The New Urban Dorset'** – states that this merger could help to "create a flourishing economy to rival cities such as Bristol." There will be a greater opportunity for business growth, improved infrastructure and affordable housing all of which will have a positive impact on the local area.

This sits alongside the regeneration already taking place within the town and additional projects being developed by the **Bournemouth Development Company (BDC**). The new iconic Winter Gardens site has just received planning permission and will comprise new housing, leisure and social spaces. Other development sites such as the proposal for a new cultural quarter at Bath Road South, should it go ahead, would have a positive impact on the local area and increase the numbers of visitors to the area surrounding RCAGM.

In Winter 2018, Dorset LEP released its new **'Vision for Growth' – Dorset Horizon 2038** – this illustrates the ambition to build a more productive, innovative, inclusive and sustainable economy. The new BCP authority will create a 'city by the sea' and the LEP will pursue formal city status and Core City status for the area.

The **Strategic Economic Plan (2014)** developed by Dorset LEP also highlights the strength of tourism within the area and one of the key areas for investment being around Bournemouth Pier – this would enhance Bournemouth's main gateway onto the seafront and act as a draw for further investment. The five and a half miles of seafront cliffs, promenades, beaches and facilities attract over five million UK, European and global visitors every year – a huge market which Russell Coates could be appealing too.

Nationally, the **Mendoza Review** which was undertaken in response to the Culture White Paper (2016) states that LEP's should include museums as part of their local economic growth agenda – this demonstrates the importance of venues such as RCAGM in attracting visitors to the area. Importantly, the review states that local authorities need to reduce museums' barriers to generating income through allowing them to retain commercial profits, grant communication and digital freedoms and to consider how they can allow museums to manage their self-generated income and reserves across financial years – this is a significant issue for RCAGM at the current time.

From a Business Planning perspective, the Mendoza Review highlights that museums need to be cultural enterprise. They must consider and plan how to operate in a mixed economy of public and private funding and commercial income, adapting business models where appropriate. In addition, there is an importance to focus on audiences and understand how to engage them whilst also remaining relevant and enticing to diverse audiences.

4.4 Competitor Review

Museums and Heritage Site

Bournemouth is a popular seaside resort and is known for having 7 miles of beaches, Victorian architecture and bustling nightlife. There is also a lot to do with space to pursue both outdoor and indoor activity such as visiting the 2mile-long Bournemouth Gardens, cycling, sailing and visiting the Bournemouth Activity Centre. Bournemouth is well connected to other coastal towns and villages such as Boscombe, Southbourne and Westbourne.

Bournemouth is described as having a unique historical and cultural offering and the official tourism site for Bournemouth puts the Russell-Cotes at its heart. There is nothing like Russell-Cotes in the area, but there are a number of other museums and visitor attractions in the locality. These sites are illustrated in the table below

Table 4.1 Museums and Heritage Sites within 20 miles of Russell Cotes Museum and Art Gallery

Museum/Heritage site	Distance from Russell Cotes	Ownership	Admission Price (Adult)	Visitor Numbers (201X)	Facilities Offered
Bournemouth Natural Science Society 39 Christchurch Road, Bournemouth BH1 3NS	1 mile	Charity	FREE		• Natural science museum • Open Tuesdays 10-4pm and one Saturday most months • Limited parking (25 spaces) • Museum • Gardens • Programme of lectures
Museum of Design in Plastic Arts University Bournemouth, Poole BH12 5HH	3.1 miles	Arts University	FREE		• Specialist research resource at the Art University, Bournemouth • Accredited • Open to the public • Opens when University library is open Mon-Fri 8.30-9pm, Saturday 10-5pm and closed Sunday • Schools and outreach programme • Reference library • Exhibitions • Restricted parking

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Table 4.1 Museums and Heritage Sites within 20 miles of Russell Cotes Museum and Art Gallery					
Museum/Heritage site	**Distance from Russell Cotes**	**Ownership**	**Admission Price (Adult)**	**Visitor Numbers (201X)**	**Facilities Offered**
Redhouse Museum and Gardens Quay Road Christchurch BH23 1BU	5.0 miles	Charity	FREE		• Former workhouse exploring the history of Christchurch • Open Tuesday-Friday 10-5pm and Saturday 10-4pm • Schools sessions • Events programme • Classes and workshops for adults • Café • Gift shop • Gardens • Event hire (meetings and functions) • Wedding offer
Poole old Life Boat Museum **Fisherman's Dock** **Poole** **BH15 1RA**	6.3 miles	Charity	FREE		• Small museum with a lifeboat on display • Open April to December 10-4pm • Special event days • Souvenir shop

Table 4.1 Museums and Heritage Sites within 20 miles of Russell Cotes Museum and Art Gallery

Museum/Heritage site	Distance from Russell Cotes	Ownership	Admission Price (Adult)	Visitor Numbers (201X)	Facilities Offered
Poole Museums 4 High St, Dorset BH15 1BW	6.8 miles	Borough of Poole (Supported by a Charitable Foundation)	FREE		• Comprises four sites (Poole Museum, Poole History Centre, Scaplen's Court and Sea Music sculpture) • Winter-Monday to Saturday 10-4pm, Sunday 12noon-4pm • Summer- Daily 10-5pm • Talks and tours • Events programme • Shop • Café and terrace • Schools offer • Venue hire (Corporate and Events) • Wedding offer
Bournemouth Aviation Museum Merritown Lane Christchurch BH25 6BA	6.9 miles	Charity	£6 Annual passes available		• Displays various aircraft • Summer- Open daily 10-5pm • Winter- Open daily 10-4pm • Open cockpit policy • Parking • Children's parties • Museum shop

Table 4.1 Museums and Heritage Sites within 20 miles of Russell Cotes Museum and Art Gallery					
Museum/Heritage site	**Distance from Russell Cotes**	**Ownership**	**Admission Price (Adult)**	**Visitor Numbers (201X)**	**Facilities Offered**
Highcliffe Castle Highcliffe, Dorset BH23 4LE	9.3	Christchurch Borough Council	£2.50		• Open Mon-Sun-10.30-3.30pm • Tearooms • Guided tours • On-site car parking • Programme of events and exhibitions • Weddings • Corporate and private hire
Priest House Museum and Gardens	11.3 miles	Charity	£4.50 £5.50 with guided tour		• Museum closed until 2020 for redevelopment • Mon-Sat 10-4pm (Tourist Info and Garden Tea Room. • Museum shop and tourist information centre • Tea room • Guided tours • Formal and informal learning programmes • Programme of events • Venue hire (meeting room) 50 max.
Wareham Town Museum Town Hall, East St., Wareham BH20 4NS	14.6 miles	Wareham Town Council (Run by Volunteers)	Free		• Local history museum • Open Mon-Sat 10-4pm • Parking • Gift shop • Refreshments • Gardens • Guided tours

Table 4.1 Museums and Heritage Sites within 20 miles of Russell Cotes Museum and Art Gallery					
Museum/Heritage site	**Distance from Russell Cotes**	**Ownership**	**Admission Price (Adult)**	**Visitor Numbers (201X)**	**Facilities Offered**
Corfe Castle Wareham, Dorset BH20 5EZ	19.5 miles	National Trust	£11.20 (incl. Gift Aid) NT members FREE		• Ruined Castle • Open daily 10-4pm • Pay and display car park • Picnic areas • Events programme • Schools offer • Small visitor centre • Shop • Tea Room
Tank Museum Bovington Dorset BH20 6JG	20 miles	Charity	£13 Free annual pass incl.		• Open daily 10-5pm (July and August 10-6pm • Museum, archive & library • Picnic and play area • Schools offer • Events Programme • Tours and talks • Car Parking • Venue hire (Corporate and conference) • Restaurant & Café • Shop

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Other Bournemouth Attractions

Bournemouth also has a variety of other, non-heritage related attractions that may compete for visitors or in some instances complement for example, the Upper, Central and Lower Gardens. These are detailed below.

Name of site	Distance from Russell Cotes	Ownership	Admission Price (Adult)	Facilities Offered
Bournemouth Lower Gardens West over Road, Bournemouth, BH1 5AH	05. miles	Bournemouth Borough Council	Free	• Formal planting • Bandstand • Mini golf • Exhibitions and family activities in Summer • Guided walks • Tree Trails
Oceanarium	0.5 miles	Private	£12.00 on the door, £8.00 if bought online	• Aquarium • Education programme – self-guided visit £5.95 per child and £6.95 / £7.95 for expert led session • Café and Shop • Birthday parties • Talks and Feeding Times • Conservation programme
Science Zone 21/22 The Royal Arcade, Bournemouth, BH1 4BT	1.6 miles	Private	£6 (includes child admission)	• Science centre • Open Tuesdays to Saturdays 10-4pm • Schools sessions (workshops £5 per head + VAT Dome Shows £3 +VAT) • Birthday parties (£129 room hire. Science Party an additional £5 per head) • Events programme

Name of site	Distance from Russell Cotes	Ownership	Admission Price (Adult)	Facilities Offered
Central and Upper Gardens Surrey Road, Bournemouth, BH4 6HW	1.7 miles	Bournemouth Borough Council	Free	• Formal planting with pergola • Tennis court • Café • Guided walks • Tree Trails
Boscombe Chine Gardens Christchurch Road Bournemouth BH5 1BL	1.8 miles	Bournemouth Borough Council	Free	• Victorian garden • Mini golf • Winter themed playground • Water play area • Café
Alum Chine Tropical Gardens Bournemouth, BH4 8HW	2.1 miles		Free	• Tropical gardens • Treasure themed play area
Hengistbury Head Visitor Centre Bournemouth, Dorset BH6 4EW	5.3 miles	Bournemouth Borough Council		• Visitor centre explaining the area, its history, wildlife, geology and archaeology • Open 10-4pm daily • On-site car parking • Exhibitions, events and activities • Wildlife garden • Shop • Schools and life long learning offer • Hireable space for meetings and exhibitions

Name of site	Distance from Russell Cotes	Ownership	Admission Price (Adult)	Facilities Offered
Wimcombe Model Town	11.2 miles	Charity	£6.50	• Recreates Wimbombe during the 1950s • Opens Mar-Oct daily 10-5pm • Model railway • Outdoor chess game • Gardens • Programme of events • Venue hire and children's parties • Tea Room • Shop
Corfe Castle Model Village Wareham, Dorset BH20 5EZ	19.5 miles	Private	£3.95	• Model of Corfe village in 1646 • Nov-Jan village open 10-5pm • Miniature museum and Info. Centre • Gardens • Café and tea rooms (Open all year round at weekends) • Terrace • Basic schools offer

Cafes

Competitor desktop research has been carried on Cafés found within half a mile of RCAGM with the resulted listed in the table below. There were more café offers however, it was felt that these were so different from RCAGM's café that they were not considered competitive. As a Seaside Resort, Bournemouth has a large number of cafés, coffee shops, delis and tea rooms. The town is described as aiming for the continental café feel and there are numerous cafes of varying size and quality at beachfront. Within the Bournemouth, there is a mix of themed cafes, a more contemporary offer in line with the younger, more diverse audiences found in the town and global chains such as Costa and Café Nero.

Competitor analysis reveals that most of the cafés open much earlier than the café at RCAGM to accommodate those on their way to work or university. There appears to be only one themed cafe, Pause at the Cat Café which lets patrons enjoy the company of cats and so would appeal to certain people. There is the small chain, The Real Eating Company, that provides locally sources fresh food and sits within a Victorian property which retains many original features.

There are at least three chain cafés close to Russell-Cotes and these will be competitively priced with fast and efficient with service. Although Bournemouth has much to offer in the way of places to eat a light meal, within this market Russell Cotes is special. It offers the opportunity to eat in the modern, airy wing of a beautiful historic house and museum. The café displays artwork, has beautiful views of the museum's garden and the English Channel, competitively priced food and beverages and an Afternoon Tea special.

Table 4.2: Cafés within 0.5 miles of Russell Cotes Museum and Art Gallery

Name	Distance from Russell Cotes	Opening times	Type	Offer	Additional
The prom Café	0.3 miles	Winter 9-6pm Summer 8-11pm	Café and coffee shop	Indoor and outdoor with large fresco area. Hot and cold food	Café near the pier.
Caffe Dino	0.4 miles	07.00-18.30	Café and coffee shop	Vegan, pasta, sandwiches, breakfast	
Real Eating Company	0.4 miles	08.00-5.30pm	Casual dining café	Local food and drink. All day breakfast, coffee	Converted ground floor with Victorian features. Rea for 'mini meetings'
Café Nero	0.4 Miles	07-6.30pm Sunday 7.30-6pm	Chain coffee shop	Casual coffee-shop with light bites and	Chain coffee shop

Table 4.2: Cafés within 0.5 miles of Russell Cotes Museum and Art Gallery					
Name	**Distance from Russell Cotes**	**Opening times**	**Type**	**Offer**	**Additional**
				specially blended drinks.	
Ventana Grand Cafe	0.4 miles	12.30-9pm	Café/restaurant	Contemporary afternoon tea. Various offers two course £16,.95 or two main and pay for most expensive	High end in hotel
Costa Coffee	0.4 miles		Chain coffee shop	Casual coffee shop Quick bites	
Pause Cat Cafe	0.5 miles	12-4pm (12-5pm Saturday) Closed Tuesdays	Café with cats	Sandwiches, light bites and desserts	
Patisserie Valerie	0.5 miles	8-7pm Sundays 9-6pm	Chain café	Patisserie serving coffee and light meals, plus pastries and cakes.	Chain patisserie
Coffee Reef Café	0.5 miles	Winter 10-5pm Summer 9-late	Coffee shop	Serves sandwiches and snacks	Café near the pier.

The 2018 Catering Report makes some good recommendations to improve the offer and will allow RCAGM Café to better stand out in a crowded market through acknowledging, growing and utilising its uniqueness.

Wedding Venues

Bournemouth has numerous wedding venues, most of them in hotels. There are approximately 35 hotels that hold weddings within the BH post code, even more if you include manor houses, barns and marquees. The Russell-Cotes Art Gallery & Museum however, offers an opportunity to get married at a unique place, ‘a world apart from other wedding venues on the south coast.’ A wedding at the Russell-Cotes is described as ‘an ideal blend of elegance, tradition and grandeur in a magnificent setting for you to celebrate your special day. Because if this distinctiveness, more unique places have been researched as competitors. For the majority of these sites, weddings are their core business of these venues and are therefore able to be very flexible and competitive.

Venue	Miles from RCAGM	Offer	Approx. cost	Capacity
Beach Wedding Bournemouth	0.8 miles	• Only place in the UK Relaxed and informal with stunning views • Marquee hire • Onsite catering • Nb. This venue closed 2019 but could be opened by another operator	Ceremony only £1,300 Packages start from £8,900	400
The Italian Villa	3.4 miles	• Ceremony and reception • Set within stunning gardens • Multi award winning • Character and grandeur • Three suites on offer	Off peak £4, 123 Peak £6, 865	180 seated 250 evening
Sopley Mill	8.4 miles	• 18th Century Watermill • Views over the Avon water meadows • Waterside venue and so private • Can just hire the venue and use own florist, caterers and planners etc	£1000-£6,295 for venue hire only and dependant on the day and time of year	100 people seated
Highcliffe Castle	9.4 miles	• Grade I listed ‘castle’ • Themed ceremonies • large flexible space to accommodate casinos etc • Lawn games	Ceremony starting at £840	110 seated 200 evening

Venue	Miles from RCAGM	Offer	Approx. cost	Capacity
English oak vineyard	11.8 miles	• Say vows beneath 300-year-old oak tree • Set amongst 23 acres of vineyard0 • Organically produced food • Wines from the vineyard • Panoramic views • Dedicated wedding planner • Opportunity for guests to 'Glamp'	Emailed- awaiting info	
Electric Palace	44.9 miles	• Ceremony and reception • Restored 1920s picture house • Movie glamour theme • Retro bar with red velvet chairs and sofas	300 guests	Emailed- awaiting info

4.5 Comparator Review

As part of the work to understand what other venues similar in nature to RCAGM work and generate income we have undertaken some desk-based research into a number of comparator venues. In particular we have focussed on their opening times and admission prices, membership schemes and how they generate the majority of their income to support the delivery of their aims and objectives.

Gilbert White and the Oates Collections

Gilbert White was aged 7 or 8 when the White family moved from the Vicarage on Selborne's Plestor, to this house, called 'The Wakes' (named after the Wake family who had lived here previously). At that time the property would have been no more than a 'two up, two down' but over the subsequent years lots of extensions and additions have been made, creating the long sizeable house you see today.

The rooms have been restored following descriptions in White's own correspondence and include a chair he used at Oriel College, Oxford (loaned from the College), items of contemporary furniture, family portraits and bed hangings embroidered for him by his aunts.

On display is the original manuscript of his book, The Natural History and Antiquities of Selborne, which was purchased with generous help from English Heritage and others.

Opening Times and Admission Fees

The Museum and Gardens have the following opening times:

4th Jan – 17th Feb	Fri-Sun	10:30-4:30
18th Feb – 31st Mar / 1st Nov – 22 Dec	Tue-Sun	10:30-4:30
1 Apr – 31st Oct	Tue – Sun	10:30-5:00
The Café is open:		
4 Jan – 22 Dec	Tue-Sun	10:30-4:30

The current admission prices are:

Adult	£10.00
Concession	£9.00
Under 16	£4.50
Family	£25.00
Garden Only	£6.00

Paying admission to the House and Gardens enables visitors to return for free for a whole year, except event days.

Friends Scheme

The Friends of Gilbert White and the Oates Collections is a separate charity set up to support and sustain the museum. All members receive:

- Unlimited free entry to the museum and gardens for length of membership
- FREE admission for five of your friends for a year/length of membership
- "Wakes News" an electronic newsletter – 4 times per year
- FREE entry to our annual Unusual Plants Fair
- Discounted tickets for special events
- Discount in our shop
- Invitations to "We Love Our Friends and Volunteers" (February) and our "Annual Team Update" (December) where you can meet other Friends, volunteers, staff and trustees, to hear about our achievements and plans for the year ahead
- Best friends will be invited to enjoy afternoon tea, for two, twice a year in our Tea Parlour.
- Best friends can also enjoy private guided tours by pre-arrangement

There are a number of different memberships available ranging from £25 for an annual individual membership to £600 for a joint lifetime membership.

Income Generation

The main areas for generating income through the museum alongside admission, retail and catering are detailed below. A summary of the prices associated with each element are outlined below:

Weddings:
- Specialist barn available for exclusive hire over 3 days prices from £6,500
- In the house the Great Parlour can be hired for ceremony (up to 35) and drinks / photos in the grounds for £1,500 incl. VAT
- Use of garden for photographs (up to 40 guests) - £300 inc VAT

Other Hire:
- Gilbert White Room (daytime) - £50 per hour
- Discovery Room (evening) - £75 per hour

Schools:
- Varying session costs based on location and whether primary/secondary
- 30 pupils or less start from £288.50 additional pupils £7.95
- 4,571 school children attended sessions

Talks / Activities:
- Tickets for talks related to exhibitions start from £12.00
- Children's activities - £10.00 per child with one free adult. 369 out of school activities were held.
- Outreach talks - £30 donation to museum plus mileage from museum. 135 delivered in 2018.

Over the last year numbers attending the major spring and summer events (Wedding Fair, Nature Day, Unusual Plant Fair, Gilbert's Games, Outdoor Theatre and Dog Show) all increased. They also continued with a programme of smaller events, including three Antarctic lectures, that were very well-attended, three nature lectures and various literary and local history talks, social evenings, product launches, etc.

As a result of 16 weddings booked for the summer of 2017 and wedding viewings continuing to increase a wedding coordinator has been appointed to focus on this income stream. The t**otal events income in 2018 was £106,865.**

The Holburne Museum

The Holburne Museum was founded in 1882 as Bath's first art museum with, at its heart, the collection of Sir William Holburne (1793-1874). In 1916 the collection moved to its present location at the top of Great Pulteney Street and in May 2011 an award winning extension by architect Eric Parry provided space for additional galleries and a garden café.

The Holburne is a treasure house of old master paintings, portrait miniatures, porcelain, Renaissance bronzes and ceramics, silver and embroidery.

Opening Times and Admission Fees

The museum is open daily from 10am to 5pm (Sunday and Bank Holidays 11am to 5pm). They close to the public on 24/25 December and 1 January.

The current admission prices are:

Full price	£11.00	(£12.50 includes a £1.50 Gift Aid donation)
Concessions (Art Fund/NUS/19-25 yrs)	£5.50	(£7.00 includes a £1.50 Gift Aid donation)
Groups 10+	£10.00	(£11.50 includes £1.50 Gift Aid donation)

There is free Admission from 3-5 pm every Wednesday and from 5 to 9pm the last Friday of the month.

Free for 18 and under / Friends and Patrons of the Holburne / Staff and Students from the University Of Bath and Bath Spa University / Adult accompanying a disable visitor.

The shop, garden and café are free to enter.

Membership

Holburne Contemporaries is the Museum's membership designed for creative people who are passionate about art and want to feed their appetite for new artistic and cultural thinking.

Becoming a member of the Contemporaries is an affordable way of enjoying evening art events and making a significant difference to the success of the Holburne.

Contemporaries membership is just £10 a month for you and a guest.

Friends Scheme

Friends play a vital and rewarding role in supporting the Museum in the maintenance and enhancement of its collections, the sponsorship of exhibitions and its aim to Change Lives through Art. Friends benefit from:

- Free entry to the Museum and its temporary exhibitions
- The Friends Newsletter and Museum's What's On Guide three times a year
- Exclusive private views, social events, lectures, concerts and visits to houses, gardens, galleries, museums and artists studios
- Foreign visits to cultural destinations in Europe and the Middle East

An annual subscription to the Friends Group is:

- Single Annual Membership £35
- Joint Annual Membership £50

Income Generation

The museum runs an ambitious programme of creative activities engaging with nearly 13,280 people, including over 1,000 university students. They delivered Art Award, Arts Masterclasses and events programme to complement exhibitions.

Examples of events include:

- Monthly programme of Gigs in the Galleries with tickets charged at £15.00 pp. The café is open for drinks an hour prior to concert start.
- Five course meal with wine and exhibition entry – guests chef come into the museum to cook. Charged at £55.00 per head. Guest chefs
- A programme of special exhibitions charged at £12.50pp (£7.00 conc.)
- 'In conversation with…' programme of talks. These are mainly centred around special exhibitions and cost £10.00pp including free access to exhibition. The Garden café is also open during these events.
- Film nights at £8.00pp and includes free exhibition entry.
- A programme of free talks.
- Adult workshops set around specific art forms. These cost £60.00 (one day) or £120.00 (two days).

- Art Masterclasses which cost £30 and includes all materials. There are a maximum of 10 places per masterclass and these are regularly fully booked.

- There are a series of activites aimed specifically at children and young people including:
  - Arty Babies / Monday Yearlings / Tuesday Yearlings / Afternoon Toddlealongs. These are £50/60 for a block booking and each session is 90 minutes. These are all fully booked.
  - Saturday Art Club which take place fortnightly during term-time. These cost £10 per session and are fully booked.
  - Easter Art Camp which costs £40 per day (£25 discount for booking 5 consecutive days).
  - Free family drop-in sessions during Half Term

Venue Hire – Weddings / Events

Weddings can only be held from 4:30 pm until 10:30. The Holburne works in partnership with The Gainsborough Bath Spa which is located in Bath to deliver their weddings and private hires.

There are three different types of wedding packages which include for different numbers and the use of different spaces. Couples can include ceremony and drinks, wedding breakfast and evening reception. Capacity ranges from 60 – 120.

The Clore learning space can be used for conferences / presentations for up to 50 people or for up to 25 people in a board room style.

The gardens can be used for Garden Parties with the potential to book bespoke packages for up to 100 people (various packages available).

The museum is available for exclusive hire. This is available on certain dates for exclusive hire (10am – 4pm).

Staff Away Days – includes tours / use of Clore Learning Space / lunch / activities. Prices start from £48 per person.

Watts Gallery, Artists Village

Watts Gallery Trust was established and registered as a charity in 1905. In 2008 it was incorporated as a company limited by guarantee. Operation of The Tea Shop, Shop, Watts Contemporary Gallery and venue hire is carried out through its wholly owned subsidiary, Watts Gallery Trading Ltd. The charity is controlled by its governing document, a deed of trust, and constitutes a company, limited by guarantee, as defined by the Companies Act 2006.

The Trust is governed by a board of Trustees who are also directors of the Company. The Trustees meet at least four times a year, are responsible for the objectives and the strategy of the charity, and are in overall control of its management and administration. Certain management and essentially all operational functions are delegated to the Director and Senior Management Team.

Financial Overview (Watts Gallery Strategic Report 2017-18)

"Excluding depreciation and any expenditure related to the restricted funds the Gallery's general operational costs are approximately £1.3m each year which has to be met from unrestricted income.

In the year ending 31 March 2018 Watts Gallery Trust received no public funding. Our income was secured mainly through paid admissions, trading, investments and fundraising. The Charity's unrestricted funds showed net expenditure of £39,959 (2017: £27,254). This was a budgeted deficit due to the additional costs associated with staging the G F Watts: England's Michelangelo exhibition to celebrate the bicentenary of Watts's birth.

Our financial strategy is to become less reliant on fundraising and increase our earned unrestricted funding. It was another successful year for our growing commercial operations and through the activities of our popular Tea Shop, Shop and Contemporary Gallery, Watts Gallery Trading Ltd donated £125,000 to the Charity (2017: £104,000). We are, as always, extremely grateful to John Beale, the Chairman of our Trading Company, for his wise stewardship of our commercial operations.

Income from admissions, tours, events and trading was £1,055,124, an increase of 9% on the previous year (2017: £967,796). Ticketed admissions to Watts Gallery – Artists' Village increased by 4,196 to 37,915 (2017: 33,719) leading to a 14% increase in admissions income. Our membership schemes, notably the Friends of Watts Gallery, had a successful year and income increased by 18% on the previous year.

Income from grants and donations during 2017-18 was 65% down on the previous year. This was due to the exceptional £1m grant received in 2016-17 for the purchase of Limnerslease plus a number of large grants for the Catalyst Endowment Fund and the Saving the Studios project."

Opening Times and Admission Fees

Watts Gallery and Studios has the following opening times:

1 November 2018 - 28 February 2019
Open Tuesday to Sunday: 10am - 4pm
Closed Monday, with the exception of Bank Holidays

From 1 March 2019
Open Tuesday to Sunday: 10.30am - 5pm
Closed Monday, with the exception of Bank Holidays
Closed Christmas Eve, Christmas Day and Boxing Day
Open New Year's Eve and New Year's Day

The current admission prices are:

- Adults: £11.50 (£12.70 with a donation for Gift Aid)
- Students: £5.75
- Emergency Services Worker admission: £9.99 (valid when accompanied by a work pass on arrival)
- Children 16 and under: FREE
- Friends of Watts Gallery - Artists' Village: FREE
- Tuesdays: ALL TICKETS £5.75 (£6.35 with a donation for Gift Aid) (does not apply to Groups bookings)

Income

Watts Gallery has a programme of events and activities available to the public. These are advertised on the website and visitors can book ahead for exhibitions and family workshops which are included as part of the standard admission. In addition, there are a variety of other paid for events including:

Tours - £5.00
Study Days - £170 (£153 Friend)
Pottery / Drawing Courses - £330 (£297 Friend) – per term
Workshops for 13-18 year olds - £25

The site also has a number of dedicated spaces for venue hire and through their online brochure advertise their spaces for the following uses:

- Dinners and Receptions
- Drinks Receptions
- Meetings and Away Days
- Wedding Receptions and Civil Ceremonies – start from £1,200
- Christmas
- Memorials and Wakes
- Filming and Photography

5.0 Visitor Potential

This section provides an outline analysis of the potential visitor numbers over the future years for the Russell Cotes Art Gallery and Museum. It should be noted that these are headline projections, reliant on freely available data, statistics, existing reports and analysis from a range of leisure, tourism and culture agencies as identified below. The assumptions are based solely on the museum in its current form but being run by an independent trust.

Looking at the demographic breakdown within the data provided in the DCMS report, adults aged between 25-44 and 45-64 years of age were identified as the most likely to have visited a gallery, museum or archive in the last year. Other defined groups with the highest propensity to visit museums were upper socio-economic groups, adults in employment and those of White ethnic origin.

5.1 Assumptions Deployed

Based on comparator sites and existing data from RCAGM, it is assumed that the geographical market for both the museum is as follows:

- 18% of visitors will be from Bournemouth
- 35% of visitors will be from Dorset (excluding Bournemouth)
- 40% of visitors will be from elsewhere in the UK
- 5% of visitors will be from overseas
- 2% of visitors will be education visits.

Based on the findings of the DCMS Taking Part Survey 2017/18 - Museums, it is assumed that the following percentages of the population have visited a museum or art gallery in the last 12 months:

- 58.1% of children aged 5-15
- 48.1% of people aged 16-24
- 53.2% of people aged 25-44
- 52.3% of people aged 45-64
- 52.7% of people aged 65+

5.2 Market Potential

This section calculates the potential market for the proposed museum. This is done at the local Bournemouth level, for the rest of the South West, at a national level and then taking into account overseas and international visits.

5.2.1 Market Potential in Bournemouth

The table below shows the breakdown of the population in Bournemouth, the likelihood of each group to visit a museum and then calculates the proportion who are likely to visit a museum.

Market Potential in Bournemouth			
Age Group	**Population Size Bournemouth***	**Percentage Likely to visit a museum**	**Proportion Likely to visit a museum**
0-15	30,000	58.1%	17,430
16-24	29,300	48.1%	14,093
25-44	54,000	53.2%	28,728
45-64	45,200	52.3%	23,639
65+	35,200	52.7%	18,550
Total	**193,700**		**102,440**

*Based on 2016 mid-year estimates

5.2.2 Market Potential in Dorset

The table below shows the breakdown of the population in Dorset (excluding Bournemouth), the likelihood of each group to visit a museum and then calculates the proportion who are likely to visit a museum.

Market Potential in Dorset (excluding Bournemouth)			
Age Group	**Population Size**	**Percentage Likely to visit a museum**	**Proportion Likely to visit a museum**
0-15	72,568	58.1%	42,162
16-24	90,422	48.1%	43,492
25-44	169,902	53.2%	90,387
45-64	137,073	52.3%	71,689
65+	105,972	52.7%	55,847
Total	**575,940**		**303,577**

5.2.3 Market Potential – Inbound and Domestic Tourism

Data from Visit Britain highlights that there were 888,000 domestic tourists to Dorset (2015) and 396,296 international visits in 2017.

5.2.4 Market Potential – Education

The table below gives an indication of the education market in Bournemouth.

Numbers of Pupils – Bournemouth		
Type of School	**Number of Schools**	**Pupil Numbers**
Primary	30	15,952
Secondary	11	10,899
Independent	6	1,352
Special School	2	435
Total	**49**	**28,638**

Source: Gov.uk, February 2019

The potential schools market in the area is 28,638 pupils. It should be noted that these pupils will also have been counted as part of the previous figures. However, for the purposes of the report we can assume that a visit to the RCAGM by a child as part of a school group would not make them any less likely to visit with their families and vice versa.

5.3 Penetration Rate

The current penetration rate into the market of each of the different visitor groups is shown below:

Penetration Rates				
	Assumed split of visitors	**Assumed Visitor Numbers**	**Market Potential**	**Penetration Rate %**
Bournemouth	17%	8,562	102,440	8.36%
Dorset (excluding Bournemouth)	23%	11,583	303,577	3.82%
Elsewhere in the UK	50%	25,182	888,000	2.84%
Overseas	10%	5,036	396,296	1.27%
Education	0%	0	28,638	0%
Total		**50,365**	**1,718,951**	**2.93%**

Based on comparator sites and previous experience of numbers to the site prior to admission fees being introduced it is anticipated that over the next five years visitor numbers could increase to 60,000.

5.4 Visitor Projections

We have assumed a cautious approach to the growth of visitor numbers going forward. It is important to recognise that for RCAGM to achieve this increase, alongside the need to enhance their sustainability, there will be a need for investment in continued marketing and a diverse programme of events and activities aimed at different audiences. The projections are split into the following sectors are based on the information outlined above.

- Visitors from Bournemouth
- Visitors from Dorset (excluding Bournemouth)
- Visitors from the rest of the UK
- Visitors from overseas
- Education visits

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Potential Market
	Baseline	YTD						
Bournemouth	8,562 *8.36%*	5,745 *5.60%*	8,605 *8.40%*	9,117 *8.90%*	9,681 *9.45%*	10,111 *9.87%*	10,203 *9.96%*	102,440
Dorset (excluding Bournemouth)	11,583 *3.82%*	7,772 *2.60%*	11,688 *3.85%*	12,052 *3.97%*	12,902 *4.25%*	14,572 *4.80%*	14,997 *4.94%*	303,577
Domestic Tourists	25,182 *2.84%*	16,897 *1.90%*	25,752 *2.90%*	26,551 *2.99%*	27,528 *3.10%*	28,238 *3.18%*	29,126 *3.28%*	888,000
International Tourists	5,036 *1.27%*	3,379 *0.85%*	5,152 *1.30%*	5,073 *1.28%*	4,676 *1.18%*	4,359 *1.10%*	4,201 *1.06%*	396,296
Total Visitors	**50,363**	**33,793**	**51,197**	**52,793**	**54,787**	**57,280**	**58,527**	
Education	1,412	1019	1500 *5.24%*	1,850 *6.46%*	2,220 *7.75%*	2,580 *9.01%*	3,000 *10.48%*	28,638
Total Visitors (including Education)	**51,775**	**34,812**	**52,697**	**54,643**	**57,007**	**59,860**	**61,527**	

6.0 Income and Expenditure Projections

This section reviews the potential income and expenditure for RCAGM post-independence. The baseline figures are the actuals from 2017/18. The figures for 2018/19 are based upon the budgets for Russell Cotes.

It should be noted that for the purposes of these projections VAT has only been considered for the admissions income as per the current situation. An independent VAT advisor, PKF Francis Clark, has provided an initial review of the VAT implications for the new Trust moving forward and this has been attached at Appendix 1.

6.1 Income

Income forecasts for the project are presented in the tables below.

Donations
The current donations income currently includes Gift Aid. We have now separated this out and based on benchmarking applied a minimal £0.20 donation per visitor.
2019/20 Income: £10,239

Bournemouth Borough Council Contributions
This includes the existing annual contribution for service delivery. After moving to independence, we have assumed that the council contribution will remain as is for the first three years with an annual 2% reduction from Year 4. We would assume that the Council will give the budget at the start of the year to support the operation of the museum.
2019/20 Income: £487,297

Bournemouth Borough Council Contributions - Depreciation
As per the existing accounts a figure for depreciation is applied and this is offset by a contribution from BBC to cover this. We have applied a 3% inflationary increase to all costs and this is reflected in the BBC contribution to Depreciation.
2019/20 Income: £408,247

Grant Income
RCAGM currently has a good track record of securing project specific grant funding over recent years. We have assumed that this will continue and have therefore forecast an annual restricted income of £100,000 for both capital improvements and exhibitions – this figure is therefore shown as being expended in the same year. From Year 3 (2021/22) onwards we have also shown a small annual income from grants to contribute towards annual running costs e.g. staff posts. Grant income to support exhibitions will be important to enable RCAGM to continue to deliver a high-quality offer with a building and exhibitions which attract both new and existing audiences. As an independent venue the need to fundraise for projects becomes more important.
2019/20 Income: £100,000

Gift Aid

Gift Aid is a Treasury operated scheme that helps charities to maximise the value of its donation by reclaiming tax from HMRC on its 'gross' equivalent – its value before tax was deducted at the basic rate. This is currently 20 per cent which means that for every £1 donated, an extra 25 pence can be claimed. Only voluntary donations qualify for Gift Aid. If either the donation is:

- at least 10% more than the usual admission charge
- it allows unlimited admission for at least a year whenever the property is open to the public in that period.

RCAGM currently going with the former option and visitors pay an additional 10% on their admission ticket.

Based on the current figures 32.4% of adult visitors claim Gift Aid on their admission. We have applied this assumption across all ticket sales.

2019/20: £34,057

Retail and Catering

Retail: Based on the existing income there is currently a retail spend per visitor (SPV) of £1.69. Considering benchmarks and experience, we have assumed a minimal increase on SPV to £1.75.

Catering: Based on the existing income there is a catering SPV of £2.15 – this is not split between general visitors and café only visitors. We have therefore assumed moving forward the 18.8% of café only visitors will have an SPV of £4.50 and general visitors will have an SPV of £1.60.

A catering review undertaken in November 2018 by Robert Read Associates stated that all catering operations at RCAGM, were correctly 'pitched' and well run, and the events and functions should make a profit. The report stated there was scope to develop the catering offer at the site and this is an area that could be grown in the future at RCAGM. The full report can be found in Appendix 2.

2019/20: £199,480

Venue Hire

Weddings: RCAGM has the capacity to deliver both small- and large-scale weddings. They currently hold circa 4/5 small weddings a year. Small weddings accommodate 25 guests and are held in the Drawing Room which is then closed off to the public. A reception can be added in the Morning Room if required. Small weddings are tehir main focus as they have minimal impact on the day-to-day operation and be managed within the existing workload.

Large weddings can be for 80 guests and held in the Main Hall space or Gallery 2 – the museum has to be closed for these. The charge for a large wedding is currently £7,500 which includes additional staff and hiring costs, catering, chairs and tables.

Moving forward we have assumed an increase to 3 large weddings, 12 small weddings and 6 receptions in the Morning Room per annum by 2023/24.

Private Parties: RCAGM currently hold 5/6 private parties per annum. The venue closes at 4pm to accommodate these. The charge is £1,950 and approximately £1,000 profit is made. By 2023/24 we have assumed holding 8 private parties per annum.

2019/20 Income: £12,300

Loan of Exhibits

Based on the existing income and interest in the exhibits we have assumed an increase in existing income to £10,000 and then a 3% inflationary increase each year after.

2019/20 Income: £10,000

Events – talks and music

This is additional income to RCAGM's existing income through events which is shown in the Schools Visit line below (as per existing accounts).

Talks: We have assumed that by 2023/24 RCAGM will be holding a programme of 6 talks per annum in Gallery 2. There will be 80 attendees each paying £12 per person. Based on existing costs we have assumed that it will cost £300 for out of hours staff and £150 per speaker.

Music: These events cost slightly more to run but from previous experience have proven popular with visitors. We have assumed 4 per annum by 2023/24, 80 attendees and tickets costing £18 per person. Staff costs will be £300 and a musician will cost £400.

For both talks and music events we have started out with less events and annual growth as the programme and reputation develops.

2019/20 Income: £1,530

Admission Fees

The assumptions for income from admissions have been based on the visitor projections as illustrated in Section 5.4 and the current ticket breakdown as shown in Section 2.5. The growth in visitor numbers will only be achieved if a high calibre programme of exhibitions is maintained. Any significant growth in visitor numbers would only be achieved with major capital investment in the site.

We have assumed that ticket prices will remain the same in 2019/20 and will increase to £8.00 per adult in 2020/21 with a further increase in 2022/23 – price increases across all ticket types have been applied at a similar level.

The assumptions are also based on the existing Friends and Annual Membership Schemes. RCAGM have only been offering these for the last 12 months and will review these next year.

Based on current figures provided by RCAGM we have assumed that 93.4% of visitors will pay the full Gift Aid ticket price with 6.6% of visitors requesting to pay the price with a 10% reduction.

RCAGM also currently pay VAT on all admissions – this has been applied to the income going forward. This could be subject to change once a full VAT review has been undertaken during the transition stage.

2019/20 Income: £238,497

School Visits

RCAGM currently gets 1,412 education visits which includes museum, outreach sessions and home educator educational sessions. We have assumed that over the next 5 years this number will increase to circa 3,000. We have assumed charges will continue to be £4.00 per child but this should be reviewed in 12 months' time against competitor venues.

In addition, the current accounts also include existing income from small events in this heading. We have continued to include this at a level of £5,896 per annum.

2019/20 Income: £11,896

Guided Tours

Based on existing figures we have assumed an annual income of circa £2,000 per annum from Guided Tours around the museum.

2019/20 Income: £2,000

6.2 Expenditure

We have assumed that expenditure across RCAGM will remain similar to the existing operation and have therefore applied an annual 3% inflationary increase per annum.

We have also reviewed a number of comparator sites and previous Business Plans written by Focus and believe that the current projections for elements such as HR, legal and finance support as well as utilities costs are well positioned.

The two areas where expenditure has been assumed to increase are:

Marketing – based on RCAGM moving to independence and their ambition to increase visitor numbers moving forward we have assumed that the marketing budget will need to be increased to approximately £35,000 per annum. This will enable the site to increase their marketing presence and advertise the site, their events, activities and exhibitions programmes and the site as a venue for hire.

Retail and Catering – based on benchmarks we have assumed costs for retail and catering of approximately 35% of income.

6.3 Income and Expenditure Summary

The table below illustrates a summary of the potential income and expenditure for RCAGM following its move to independence.

The figures demonstrate that based on the cautious assumptions applied above the Trust would be generating an annual surplus of between circa £25,000 and £80,000 per annum. This surplus could be re-invested back into the site through it events, activities and exhibitions programmes.

	2017/18 Baseline	2018/19 Budget	2019/20	2020/21	2021/22	2022/23	2023/24
Income							
Donations	28,040	20,000	10,239	10,909	11,355	11,728	12,015
BBC Contribution	487,297	487,297	487,297	487,297	487,297	477,551	468,000
BBC Contribution - Depreciation	396,356	396,356	408,247	420,494	433,109	446,102	459,485
Grant Income	192,338	28,000	100,000	100,000	110,000	120,000	120,000
Gift Aid		26,000	34,057	38,961	40,555	44,861	45,958
Trading Actvities							
Retail and Catering	198,266	200,000	199,480	212,526	221,221	228,491	234,077
Venue Hire	7,314	12,000	12,300	16,300	20,700	24,200	25,700
Loan of Exhibits	4,603	10,000	10,000	10,300	10,609	10,927	11,255
Events - talks and music	0.00	-00	1,530	3,520	4,540	6,420	7,160
Charitable Activities							
Admission Fees	170,770	206,000	238,497	270,465	281,527	309,385	323,331
School Visits	11,544	13,000	11,896	13,296	14,776	16,216	17,896
Guided Tours	1,967	-00	2,000	2,000	2,000	2,000	2,000
Investments	19						
	1,498,514	**1,398,653**	**1,515,544**	**1,586,068**	**1,637,690**	**1,697,882**	**1,726,878**
Expenditure							
General Operations							
Repairs and Maintenance	49,222	49,222	50,699	52,220	53,786	55,400	57,062
Rates and Utilities	52,257	53,500	53,825	55,439	57,103	58,816	60,580
Other Premises Costs	54,686	54,686	56,327	58,016	59,757	61,550	63,396
Staff Costs	470,159	490,400	484,264	498,792	513,755	529,168	545,043
Accountancy, HR, Payroll and Legal	19,400	19,400	19,982	20,581	21,199	21,835	22,490
Costs associated to collections care	53,820	35,000	55,435	57,098	58,811	60,575	62,392
Travel, Stationary and Office Costs	24,652	9,500	25,392	26,153	26,938	27,746	28,578
Marketing and Promotion	20,234	20,000	35,000	36,050	36,050	40,000	41,200
Consultants	4,578	4,800	4,715	4,857	5,003	5,153	5,307
Miscellaneous Supplies and Sevices	53,305	53,305	54,904	56,551	58,248	59,995	61,795
Exhibition Expenditure	40,809	36,000	42,033	43,294	44,593	45,931	47,309
Grant Funded Expenditure	173,868	28,000	100,000	100,000	100,000	100,000	100,000
Retail Expenditure	43,396	76,000	69,818	74,384	77,427	79,972	81,927
Accountancy and Audit Fees	8,900	8,900	9,167	9,442	9,725	10,017	10,318
Repository	16,326	16,326	16,816	17,320	17,840	18,375	18,926
Depreciation	396,356	396,356	408,247	420,494	433,109	446,102	459,485
	1,481,968	**1,351,395**	**1,486,622**	**1,530,692**	**1,573,343**	**1,620,634**	**1,665,809**
Surplus / Deficit	**16,546**	**47258**	**28,921**	**55,376**	**64,346**	**77,249**	**61,069**
Cumulative Surplus / Deficit	**16,546**	**63,804**	**92,725**	**148,101**	**212,447**	**289,696**	**350,765**

6.4 Sensitivity Analysis

Sensitivity tests have been applied to illustrate the impact of changes to key areas of income and expenditure. The following were considered:

6.4.1 Decrease in annual contribution from Bournemouth Borough Council

We have proposed a minimal decrease of the Bournemouth Borough Council annual contribution (not including depreciation) of 2% per annum from 2022/23. However, to understand the impact on the bottom line if that reduction was increased, we have sensitivity tested the impact of a 3%, 4% and 5% reduction in grant. As shown in the tables below any reduction in grant would understandably reduce the annual surplus for the Trust but at this level the surplus would still keep the museum in a sustainable position.

3% Annual Reduction in BBC Contribution from 2022/23					
	2019/20	2020/21	2021/22	2022/23	2023/24
Income	1,515,544	1,586,068	1,637,690	1,693,009	1,717,375
Expenditure	1,486,622	1,530,692	1,573,343	1,620,634	1,665,809
Surplus / Deficit	**28,921**	**55,376**	**64,346**	**72,375**	**51,566**
4% Annual Reduction in BBC Contribution from 2022/23					
	2019/20	2020/21	2021/22	2022/23	2023/24
Income	1,515,544	1,586,068	1,637,690	1,688,137	1,707,971
Expenditure	1,486,622	1,530,692	1,573,343	1,620,634	1,665,809
Surplus / Deficit	**28,921**	**55,376**	**64,346**	**67,503**	**42,162**
5% Annual Reduction in BBC Contribution from 2022/23					
	2019/20	2020/21	2021/22	2022/23	2023/24
Income	1,515,544	1,586,068	1,637,690	1,683,264	1,698,663
Expenditure	1,486,622	1,530,692	1,573,343	1,620,634	1,665,809
Surplus / Deficit	**28,921**	**55,376**	**64,346**	**62,630**	**32,854**

6.4.2 10% Reduction in Admissions Income

If there is a 10% reduction in admissions income then this obviously has a negative impact on the bottom line for RCAGM. Whilst a surplus will be still be achieved annually this would be a minimal £5,000 in Year 1 and building to £27,836 by Year 5. To ensure that admissions do not decrease below the levels projected it is important for the Trust to ensure a strong marketing campaign is in place and new and repeat visitors are attracted to the museum through the events and activities programme as well as the exhibitions on show.

7.0 Governance, Management and Staffing

7.1 Existing Governance Arrangements

The governance arrangements for RCAGM have not varied significantly since its establishment in the early twentieth century, although they have been strengthened and formalized within the last couple of years.

In 1908 Merton and Annie Russell-Cotes transferred their home and collections to the people of Bournemouth. They did so by way of a Deed of Gift, which created the RCAGM (a charity). Bournemouth Borough Council is, and has always been the sole Trustee of that charity. The Deed of Gift provided that after the deaths of the Russell-Cotes (enacted following Merton's death in 1921), the RCAGM was to be managed by a Management Committee. The house and collections/ contents are owned (vested in trust) by the charity as are the collections/ contents subsequently acquired by RCAGM.

Under the original 1908 deed, the prescribed constitution of the Management Committee was four elected members of BBC and between five to seven non-councillor members.

The Bournemouth Borough Council Act of 1985 superseded previous indentures and states "the Corporation shall manage, regulate control and deal with the trust, premises and property by means of a committee (hereafter called the 'management committee') appointed by them in accordance with section 102 of the Local Government Act 1972." Section 3:6.2 of the Council's constitution allocates this 'local choice function' to Cabinet. Therefore, Cabinet became the RCAGM's management committee and this governance arrangement was enshrined in the Bournemouth Borough Council Act and the Council's constitution. BBC's Cabinet remit covers the full range of Council business and it has little capacity for regular, detailed consideration of the work of RCAGM.

During the development of the RCAGM Business Transformation Strategy a management board acting as a 'shadow' management committee met regularly to steer the strategy process and make key decisions, but this fell into abeyance for several years until a more formal substitute was agreed by Cabinet on 27th January 2016 and subsequently by full Council on 1st March 2016.

The Agreement was to create a management committee of the following composition:

- The Portfolio Holder
- Two further Council members
- 4 external (Non-Council Members)
- Sir George Meyrick (or the person for the time being in enjoyment of the title), in compliance with the Bournemouth Borough Council Act. A substitute can be agreed with the elected chair prior to any meeting.

A role description and person specification were created for the external appointments and widely advertised. Specific external expertise was sought across the following areas:

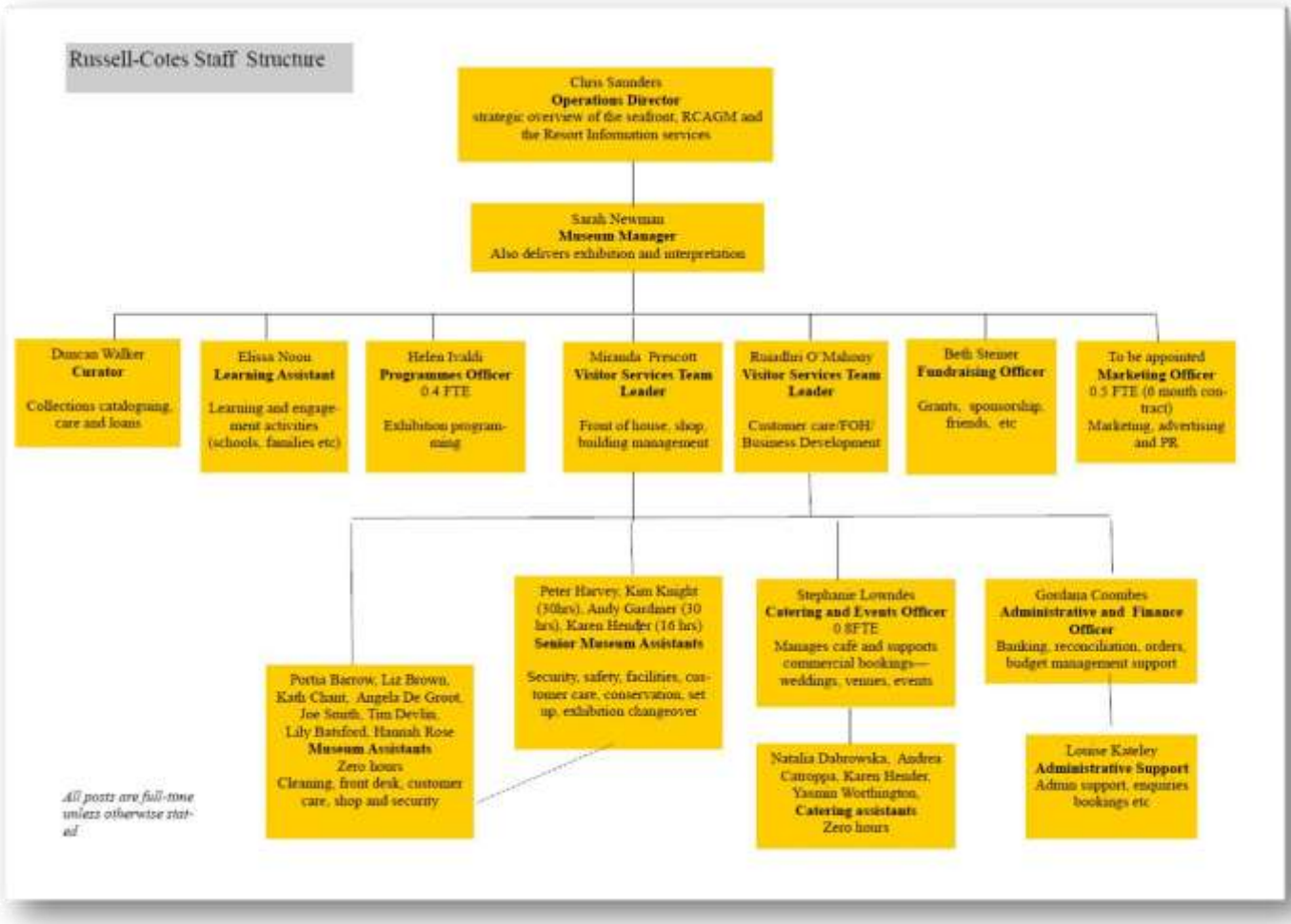
- Academic or professional specialism in fine and decorative arts
- Expertise in historic house/ art gallery of regional/national significance
- Marketing/ PR professional with strong track record in the cultural sector
- Local business leader and/or commercial heritage expertise.

This committee was created according to plan and has been functioning since the latter part of 2016. Its modus operandi is a variation on a local authority themed committee meeting and secretariat is provided from within the Council's administration. It meets twice yearly to review the museum's strategic, operational and financial position, so its range and impact is very different to that of an independent museum board. Its external members do not have voting rights.

7.2 Current Organisational Structure

RCAGM's current operational structure is like that of many fully integrated local authority museum services. To summarise:

- It has an FTE team of 14.8 staff exclusively focused on the management and operation of the museum and art gallery. This includes collections management, programming, learning and fundraising roles and a front of house team
- It has access to a range of support services including HR. IT, Property, and the council allocates annual costs/charges for this to the museum's budget line
- Some essential services are partially provided by departmental roles (i.e. these roles work across multifaceted services within tourism and seafront), such as marketing and publicity.
- RCAGM also has a strong team of volunteers supporting operations. There are currently 77 registered volunteers



8.0 Transition Plan

The following is a brief summary of the costs associated with the Transition Plan for the RCAGM.

It is proposed that the transition year is 2019 – 2020 with the new independent Trust being fully operational by April 2020. This is based on the assumption that the Management Committee agree to the recommendation for RCAGM to move to a fully independent trust.

It should also be noted that at this stage these are just high-level assumptions for the costs associated with moving to Trust and a general overview of the work that needs to be undertaken. The first piece of work to be undertaken if the Council agree with recommendation is to develop a fully costed Transition Plan which will consider all the elements outlined below.

8.1 Legal Support

Legal support will be required for both Bournemouth Borough Council and the new Trust. It is expected that legal tasks during the transition year will include producing all or some of the following:

- Memorandum and Articles of Association
- Business Transfer Agreement
- Employee Transfer Agreement
- Pension Admission Agreement
- Funding and Management Agreement
- Support Service Agreements (SLA's)
- Asset Leases
- Collections Agreement
- Equipment Agreement
- IP Agreement
- Application to Charities Commission
- Application to …..

This is not an exhaustive list and subject to review by the legal advisors.

8.2 HR Support

Some or all of the following HR tasks will be required to be undertaken during the transition year.

a) Board of Trustees
   - Develop constitution for the Board
   - Develop role and profile for the Chair
   - Develop role and profile for the Board
   - Recruitment to Board of Trustees

b) Gathering Staffing Data – collate basic staffing data including costs, pensions, hours of service, role profiles and redundancy information (if required).

c) Confirm Staffing Structure

d) Communication with Staff and Unions

e) TUPE – scope implications and timelines

f) HR Infrastructure
- Develop policy framework
- Develop payroll and IT elements
- Develop staff and volunteer handbook
- Agree terms and conditions
- Agree remuneration and benefits strategy
- Learning and development strategy

8.3 IT Strategy

Some of the key elements of IT work to be undertaken during the transition phase include:

- IT application set-up
- Desktop rollout
- Transitional services
- Project management
- Buying printers, laptops and desktops
- Digital strategy set-up
- Infrastructure redevelopment

8.4 Development and Strengthening of the Trust

The following tasks will need to be undertaken as a minimum during the transition phase to ensure the Board of Trustees is best placed for moving the RCAGM forward:

- Undertake a skills audit of the existing Board
- Create a pool of potential candidates
- Board recruitment brochure and adverts
- Application process
- Interview new Trustees
- Appoint Trustees
- Training and development of new trustees
- Agree roles and responsibilities
- Establish vision, mission and values of new Trust
- Develop strategy, policies, etc

8.5 Marketing and Rebranding of the Trust

To enable the RCAGM to be recognised as a standalone organisation and to ensure it continues to attract high levels of visitor numbers there is a need for them to have strong marketing. These are some of the initial pieces of work that will need to be undertaken during the transition year:

- Production of brief / tender specification
- Circulation and respond to queries
- Appoint branding consultants
- Create a communication plan which will include audiences, objectives and how information will be communicated
- Deliver the programme of communication and marketing

8.6 Project Management Support and Contingency

It will be necessary to appoint a team to support the Trust in undertaking all the elements above as well as working alongside them to ensure the Trust is prepared to be fully operational by April 2020.

8.7 Transition Budgets

The table below provides some high-level budgets for all the workstreams above. It should be noted that these are initial budgets and further work needs to be done to refine the costs.

Russell Cotes Art Gallery and Museum Transition Budgets	
Legal Support	£60,000
HR Support	£25,000
IT Strategy	£15,000
Development and Strengthening of Trust	£20,000
Marketing and Rebranding for the Trust	£15,000
Contingency	£20,000
Project Management Support	£25,000
	£180,000

9.0 Assessing Risk

A risk review has been undertaken to identify both the project development and transition process risks for the local authority and, into operation, for the Trust.

Risk No	Summary of Risk	Probability (L/M/H)	Impact (L/M/H)	Importance (L/M/H)	Containment / Mitigation
Project Development Risks					
1	Lack of willingness or availability or ability of key staff to deliver the full business case	M	H	H	Review progress and any issues with Management Committee. External support will assist the delivery of the transition plan.
2	Funding for Business case and/or transition is not available from external sources.	M	H	H	All possible funding sources to be investigated and adequate funding made available by the local authority.
3	Inability to identify and recruit Trustees of sufficient Calibre	M	H	H	Required Skills Matrix and Recruitment strategy to be developed
4	Failure to agree grant conditions with local authority	L	H	H	Programme and process for agreeing grant conditions to be confirmed. Ongoing Consultation with Council throughout development of Business Case to ensure understanding of likely requirements
5	Existing staffing structure does not satisfy future requirements	M	H	H	In depth benchmarking across the arts and heritage and voluntary sectors. Ensure business plan matches staffing structure to business needs.
6	Ensuring effective communication to external stakeholders / staff / public	L	H	H	Communication Strategy to be developed. Adequate resources to be attributed to communication management
7	Lack of Clarity in respect of VAT arrangements / impacts	L	H	H	Specialist advice provided by Council and external VAT advisors in respect of VAT Strategy. Advice to be incorporated into Business Plan

Risk No	Summary of Risk	Probability (L/M/H)	Impact (L/M/H)	Importance (L/M/H)	Containment / Mitigation
8	Lack of Clarity in respect of Pension arrangements	L	H	H	HR support to be engaged to provide specialist advice. Scope of service for specialist support to be developed
9	Failure to secure required approvals from Council within a co-ordinated timeframe	L	H	H	Implementation programme to be developed which incorporates appropriate consultation and approval timescales. Council to confirm requirements.
Transition Process Risks					
1	Transfer of former liabilities from local authority to the new organisation.	H	M	H	Potential and actual liabilities associated with museum / council that may be transferred to the new Trust will need to be identified and addressed at due diligence stage
2	The transfer of staff under TUPE	M	H	H	Coordination with staff throughout process
3	Securing funding for transitional costs, agreeing funding agreements	M	H	H	Implementation programme to be developed identifying transitional funding requirements and approval process.
4	Delivering Transitional works within available budget, achieving income projections during this period of change	M	M	M	Detailed work schedule to be agreed, including milestones for delivery of actions and key performance indicators. Monthly monitoring of progress against work schedule. Corrective action to be instigated should areas of non-performance be identified.
5	Satisfactory set up of new arrangements for Central Services (IT / HR / Finance / Property etc)	M	H	H	Detailed work schedule to be agreed, including milestones for delivery of actions and key performance indicators. Monthly monitoring of progress against work schedule. Corrective action to be instigated should areas of non-performance be identified.

Risk No	Summary of Risk	Probability (L/M/H)	Impact (L/M/H)	Importance (L/M/H)	Containment / Mitigation
6	Failure to Finalise arrangements / operation of trading structures with timeframe	M	M	H	Detailed work schedule to be agreed, including milestones for delivery of actions and key performance indicators. Monthly monitoring of progress against work schedule. Corrective action to be instigated should areas of non-performance be identified.
7	Developing brand identity / website / marketing plan within budget and timeframe	M	H	H	Detailed work schedule to be agreed, including milestones for delivery of actions and key performance indicators. Monthly monitoring of progress against work schedule. Corrective action to be instigated should areas of non-performance be identified.
8	Failure to confirm loan agreements in respect of collections / equipment and other assets within scheduled timescale	M	H	H	Detailed work schedule to be agreed, including milestones for delivery of actions and key performance indicators. Monthly monitoring of progress against work schedule. Corrective action to be instigated should areas of non-performance be identified.
9	Failure to agreement of any property licences within scheduled timescale	M	H	H	Detailed work schedule to be agreed, including milestones for delivery of actions and key performance indicators. Monthly monitoring of progress against work schedule. Corrective action to be instigated should areas of non-performance be identified.
10	Existing insurers of property or other assets impose exclusions or additional requirements due to new arrangements.	M	M	M	Early consultation with insurers to be undertaken.

Risk No	Summary of Risk	Probability (L/M/H)	Impact (L/M/H)	Importance (L/M/H)	Containment / Mitigation
11	Existing agreements with suppliers / service providers cannot be transferred to the new Trust	M	H	H	Detailed review of all existing agreements to be undertaken. Early consultation with suppliers / service providers to be undertaken to confirm transfer requirements.
12	Loss of key staff during transition phase	M	H	H	Develop and maintain a succession plan for key members of staff.
Trust Risks					
1	Not achieving income projections / cash flow requirements	M	H	H	Realistic income projections to be established and agreed. Monthly monitoring of progress against projections. Corrective action to be instigated should monitoring identify risk of non-performance
2	Ensuring fitness for purpose / reputational risk	M	H	H	Mitigation against all other risks to ensure FIM delivers planned outcomes
3	Not achieving council grant conditions requirements	M	H	H	Monthly monitoring of progress against grant condition requirements. Corrective action to be instigated should areas of non-performance be identified.
4	Inadequate financial control	L	H	H	Monthly monitoring and review of income and expenditure against planned cashflow.
5	Failure to comply with Statutory Legislation	L	H	H	Due diligence in all operational matters. Keep abreast of changes in legislation.
6	Inadequate Facilities Management arrangements	L	H	H	Monthly monitoring and review of performance of suppliers against agreed performance indicators.

Risk No	Summary of Risk	Probability (L/M/H)	Impact (L/M/H)	Importance (L/M/H)	Containment / Mitigation
7	Failure to achieve funding targets from Third Party funders	M	H	H	Monthly monitoring and review of performance against funding strategy. Ensure set up and operation of the new Trust aligns with key funders requirements. Adequate investment of time and expertise into sourcing funding opportunities and bid writing. (seek specialist funding support if required) Ensure outputs of existing funding awards are delivered, to maintain reputation / track record.
8	Maintenance of acceptable cash reserves	H	H	H	Monthly monitoring and review of performance. Adequate contingency allowances included
9	Failure to integrate IT systems / Central Services / Collections	M	H	H	Detailed work schedule to be agreed, including milestones for delivery of actions and key performance indicators. Monthly monitoring of progress against work schedule. Corrective action to be instigated should areas of non-performance be identified.
10	Failure to deliver the required level Volunteer development training / recruitment	L	H	H	Provision of adequate resources. Monthly monitoring and review of performance against planned targets.
11	Maintaining delivery of current funding / contractual commitments	M	H	H	Clarity of outputs required / contractual commitments. Monthly monitoring and review of performance against planned targets.
12	Maintaining core funding commitments from local authority	M	H	H	Deliver requirements of grant conditions.

Appendix 1

VAT Review

PKF FRANCISCLARK

Chartered accountants & business advisers

SUMMARY REPORT

ORGANISATION	:	Bournemouth Borough Council (BBC)
TO	:	Sarah Newman (RC), Stephen Fletcher (Consultant), Marta Patsalis (BBC – Accounts)
DATE	:	12 March 2019
SUBJECT	:	VAT Review Proposed separation of Russell Cotes Art Gallery & Museum (RC) from BBC

BBC is considering whether to separate financially and operationally from RC and you asked us to carry out a review of the VAT implications for both BBC and the new, independent RC Charity (RC New).

Following our discussion on 4 March 2019 and the subsequent financial information provided by Marta Patsalis we can report on our key findings. As agreed, this is our top-end view of matters and if you wish to proceed further we would be happy to carry out more detailed analysis.

1. Background

- BBC is the sole trustee of the existing RC charity.
- RC is a Victorian art gallery and museum in central Bournemouth which has been extended and modernised in more recent years.
- An admission fee is charged for entrance to the main gallery and museum. BBC treat these fees as taxable at the standard rate.
- The modern wing is free to access (although also used by paying entrants) and houses the shop, learning space, a gallery and the café.
- RC holds the assets of the building itself and the museum and art collections.
- BBC currently contributes a grant in the region of £800k p.a. to bring the RC's financial status to breakeven; £400k relates to depreciation with the remaining £400k to cover running expenditure. In the long term BBC would like to reduce the value of the subsidy to RC.
- VAT is accounted for through BBC's VAT registration.

- VAT is recovered by BBC on all VAT bearing expenditure on the basis income is either taxable or non-business. BBC has the ability as a Local Authority to recover all VAT on expenditure relating to non-business activity under Section 33 of VAT Act 1994.

- BBC has opted to tax (OTT) the premises and so any rental charges are standard rated.

- This includes rental of the café up to 31 March 2018 but the café operation has been brought in-house in this financial year. Income generated from the café and shop this year to date (2018/2019) is £120k with supplies bought in amounting to £80k.

- Income streams and VAT treatment are as follows for year ending 31 March 2018.

o BBC donated services/grant	£883k	Outside the scope
o Fees and charges	£4k	Standard rated
o Shop	£198k	Standard rated
o Room hire (OTT)	£7k	Standard rated
o Commercial trading (OTT - café lease)	£210k	Standard rated
o Donations from public	£28k	Outside the scope
o Fees/charges (admissions)	£184k	Standard rated
o Grant income	£192k	Outside the scope

- For year to 31 March 2018 expenditure was as follows:

o Shop – cost of sales	£43k	VAT reclaimed
o Repairs	£156k	VAT reclaimed
o Salaries	£470k	BBC staff – no VAT
o Insurance	£53k	Exempt
o Council recharges	£79k	No VAT – in-house
o Other costs	£326k	VAT reclaimed
o Operating costs	£405k	VAT reclaimed
o Depreciation	£396k	No VAT

2. VAT treatment after RC is separated from BBC

- If RC is separated financially and operationally from BBC, becoming 'RC New', it will be a new charitable entity in its own right.

2.1 Lease

- BBC will retain ownership of the premises and all parties agree BBC would lease the site to RC New for a peppercorn rent.

- A lease of peppercorn rent will be a non-business activity for BBC and so BBC will continue to be able to recover VAT on all capital expenditure under Section 33.

- If BBC subsequently decided to charge a commercial rent to RC New this would be taxable at the standard rate as BBC has OTT the site. BBC would still be able to recover VAT on capital expenditure but RC New may be restricted in its recovery of the VAT charged on the lease.

Comment:

- There will be no VAT cost for either party if BBC grants a lease to RC New at a peppercorn rent.
- If BBC charges the lease at anything more than for a peppercorn rent there would be no VAT cost to BBC but there would be a proportion of the VAT which RC New could not recover in relation to non-business and exempt use of the premises (see later comments on input VAT).

2.2 Site repairs and maintenance

- Currently BBC incurs VAT on repairs and maintenance of the site and is able to recover all the VAT incurred. However, most of the repair services are carried out by in-house BBC service departments.

- If the lease were agreed so that BBC retained responsibility for repairs and maintenance they could continue to recover any VAT incurred under Section 33 VAT Act 1994 as the costs would relate to non-business activity (peppercorn rent).

- If BBC decided that RC New should have responsibility for repairs and maintenance RC New would incur VAT-bearing costs for repairs (either charged plus VAT by BBC or third party suppliers). RC New may be restricted in its VAT recovery (see below re input VAT recovery) which would create a VAT cost.

Comment:

- It is a commercial decision between both parties whether RC New takes responsibility for repairs and maintenance. Due to the reliance on BBC for its subsidy to RC it is unlikely RC New would be able to bear the costs of repairs. However, if RC New was able to produce surpluses in the long term this could be reviewed. If RC New did take responsibility for repairs and maintenance it would incur an additional VAT cost not currently borne by BBC.

2.3 VAT Registration

- Due to the taxable turnover of the shop alone RC New would be liable to register for VAT from the date of separation under VAT Transfer of Going Concern rules.

- RC New would then need to submit VAT returns to HMRC and account for VAT on income and recover VAT on expenditure in line with non-business and partial exemption restrictions.

- RC New would need to agree with BBC who would administer the VAT for RC New's registration.

2.4 VAT treatment of income

- RC New would be a VAT registered charity and may be eligible for the Charitable Cultural Exemption. Under Item 2, Group 13, Schedule 9, VAT Act 1994 the supply by an eligible body of a right of admission to a museum, gallery or art exhibition is exempt.

- For the purposes of the exemption an eligible body is any body (other than a public body) which meets **all** of the following –

    - Is precluded from distributing, and does not distribute, any profit it makes;
    - Applies any profits made from supplies of admission to the continuance or improvement of the facilities made available by means of the supplies; and
    - Is managed and administered on a voluntary basis by persons who have no direct or indirect financial interest in its activities.

- If the conditions are met RC New could treat the admissions income as exempt. This would mean that the 1/6 of the admissions income which BBC loses as VAT to HMRC could be retained by RC New (up to c.£30k).

- In conjunction the admission fee could be structured so that part is fixed and part a suggested donation. In this way RC New's proportion of taxable supplies is increased (as the exemption value for admissions is reduced and the donations element removed from the proportion calculation) and with it improved VAT recovery. There is the risk that not everyone will pay the suggested donation.

- BBC reported in 2018 that it received taxable Commercial Trading income of £210k in the form of rent for the café. However, this has now been brought in-house and would be taxable income for RC New as catering sales.

- If RC New wanted to keep the venue hire as taxable, thus increasing VAT recoverability on expenditure, they would also need to OTT the site themselves. If customers are already receptive to bearing VAT on the charges this may be preferable.

- Shop and café income would remain taxable for RC New and donations and funding would remain outside the scope.

2.5 Input VAT recovery

BBC

- BBC does not currently suffer any VAT cost on recovery of input VAT.

- However, if operational costs moves from BBC to RC New the total value of input VAT which BBC incurs, across all its activities, will be reduced. Although this may not appear to be a significant value BBC needs to be mindful of its ability to recover VAT relating to all exempt activities.

- Local Authorities can recover VAT relating to exempt activities if the VAT on exempt costs is less than 5% of VAT on total costs. If this value is exceeded, and reducing the VAT on total costs would increase this percentage, then **all** the VAT on exempt costs is prevented from recovery. The value of VAT on exempt costs for BBC is currently c.£1.2m.

Comment:

- Prior to separation of RC New BBC would need to calculate the VAT value of costs transferred to RC New and assess the risk of breaching their 5% exempt de minimis threshold.

RC New

- Unlike BBC, RC New will have no ability to recover VAT on costs which is attributed to its non-business activities.

- General VAT recovery rules:

    i. RC New will be able to recover VAT on costs directly attributable to the making of taxable supplies (café, shop, any rent if RC New opt to tax the premises).
    ii. RC New may only be able to recover a percentage (in the proportion of taxable to total supplies) of costs used to make both taxable and exempt supplies.
    iii. RC New may not be able to recovery any VAT on costs directly attributable to the making of exempt supplies (e.g. if the admission fees are exempt these may be costs wholly and directly related to exhibitions or similar).
    iv. VAT incurred under items ii and iii may be recoverable if the VAT falls below the de minimis levels of £7,500 per annum and is less than 50% of the total input VAT incurred.

- BBC has not had to analyse which activities would be considered as non-business with respect to recoverable VAT on business activities but this would need to be done for RC New. Funding and donations received are outside the scope of VAT but could be seen as supporting RC New's business activities.

- RC New would need to consider whether any of its costs relate to non-business activities, e.g. a proportion of `costs attributable to free access to the modern wing, as the VAT on these costs could only be recovered to the extent they relate to business activities.

- If admissions are treated as exempt this will mean that RC New has a mixture of taxable and exempt income. Input VAT can only be recovered to the extent it relates to taxable income and so there is likely to be a VAT cost, by virtue of a restriction of input VAT recovery, which BBC does not suffer. Trial partial exemption calculations should be carried out to quantify this.

- Any services currently carried out in relation to RC by BBC are effectively in-house costs. If BBC carried out such services for RC New as a third party supplier these would generally be charged at the standard rate (e.g. staff, administration services, repairs). Depending on RC New's eligibility to recover VAT on costs (dependent on business and taxable use) there could be an additional VAT cost for RC New.

- RC New should consider whether employees of BBC who work for RC are TUPE'd across to avoid VAT on cross charges of staff to RC New. RC should check the terms of the staff contracts to assess whether they are on high pension cost terms under BBC.

Comment:

- More detailed analysis and advice would need to be carried out to determine which costs relate to non-business activity so that the VAT cost to RC New could be quantified.

- Consider carrying out further analysis of income to conclude on whether achieving the Cultural exemption on admissions and taking out an OTT on the site would be financially desirable with regards income and input VAT recovery.

- Further analysis of the figures would need to be carried out to quantify the potential VAT cost to RC New under partial exemption restrictions. This would include the impact of BBC making taxable supplies of recharges to RC New.

- Review staff terms of employment and TUPE'ing staff to RC New.

3. Executive Summary and Recommendations

- BBC currently heavily subsidises RC. Presumably the charity aims to produce cost savings and efficiencies by separating from BBC with the aim of reducing their shortfall to breakeven.

- VAT is only one factor which will impact on the financial performance of RC New but it could be significant.

- If RC New meets the conditions for Cultural Exemption the admissions income would be treated as exempt thus meaning up to an additional £30K of receipts are retained compared to BBC.

- However, the impact of exempt and non-business income for RC New, compared to BBC, is that there may be restriction on how much VAT incurred on costs can be recovered. VAT bearing costs may be increased if taxable cross charges are raised from BBC to RC New which are currently in-house services.

- Further VAT analysis and advice is required to quantify the impact of the separation of RC New from BBC for both parties. The highest risk factor for BBC is transferring out VAT bearing expenditure as this could jeopardise its £1.2m exempt input VAT recovery.

Following your consideration of the contents of this report please do not hesitate to contact us if you require further analysis before progressing the separation.

Yours sincerely

K Jenkins.

KATHRYN JENKINS
VAT Manager
For and on behalf of PKF Francis Clark Limited
Direct Dial: (01202) 663626
E-mail: Kathryn.Jenkins@pkf-francisclark.co.uk

Disclaimer

The purpose of this VAT summary report, is to enable the officers and relevant members of Bournemouth Borough Council, along with their authorised representatives, to have a wider understanding and awareness of the VAT matters relating to the Russell Cotes charity.
The report sets out for information:

- The current understanding of the charity, background and proposed structure
- Commentary as regards the VAT treatment of aspects of the separation of the charity and the perceived risk
- Emerging matters and recommendations

The comments made regarding VAT issues and risks are based on legislation, case law, published HMRC practice and our experience of HMRC's approach in practice as at the date of the report. The foregoing authorities are subject to change at any time, possibly with retrospective effect. If so, the views set out in the paper may be affected and may not be relied upon. Francis Clark LLP is not responsible for updating the advice or informing you if there has been a change in the legislation which impacts on the advice provided. Francis Clark LLP disclaims all responsibility for action taken where our advice has been so impacted. The analysis represents our views as to the interpretation of existing law and, accordingly, no assurance can be given that the relevant tax authorities or courts will agree with this analysis. This report may not have considered issues relevant to any third parties. Any use such third parties may choose to make of this report is entirely at their own risk and we shall have no responsibility whatsoever in relation to any such use.

Appendix 2

Catering Report

Russell-Cotes Museum & Art Gallery
Catering Review

Role:	**Catering Review Consultant**
Location:	Must be able to travel to Bournemouth for meetings and on-site analysis.
Fee:	By quotation
Status:	Freelance specialist/Consultancy Company
Reporting to:	*Raising Resilience at the Russell-Cotes* Steering Group
Contract:	September 2018 to December 2018 Small value contract with Bournemouth Borough Council

1. Introduction

1.1 Overview of Russell-Cotes Museum & Art Gallery

The Russell-Cotes Art Gallery & Museum (RCAGM) is an exuberant late-Victorian sea-front villa built by the Bournemouth hotelier and art collector Merton Russell-Cotes as a birthday present for his wife Annie. Russell-Cotes himself played a significant part in the design and interior decoration of the building, which reflects many of the artistic decorative fashions of the late Victorian period.

The rooms are filled with Russell-Cotes's collection of contemporary British paintings and sculpture and the artefacts amassed from their extensive foreign travels. In 1908 Annie Russell-Cotes gave the house to Bournemouth

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as an art gallery and museum. The Borough Council, as a trustee, has administered the gallery ever since.

The Russell-Cotes is a building of national importance for its historic and architectural interest. This is recognised by the listing of the building at grade II* in the statutory lists of historic buildings.

The Collections are also of very considerable significance. Russell-Cotes was an assiduous collector of British paintings for over half a century and his collection now provides a unparalleled snapshot of late Victorian middle-class taste. There is also an extensive and diverse collection of decorative art and a Japanese collection, considered to be one of the most important regional collections in the UK. Additionally, an exemplary ethnographic collection which consists of over 10,000 items spanning across the world and including artefacts from Polynesia, New Zealand, Melanesia, Micronesia and Africa.

What makes the Russell-Cotes Art Gallery and Museum of exceptional national significance is the combination of the building and the collections. The original building has suffered few significant alterations and much of its original internal character was restored in 1998-2001. The museum still possesses most of the items listed in the 1908 Deed of Gift to Bournemouth Borough Council and many of them are displayed in their original locations which lends the rare quality of true authenticity in terms of context and provenance. Hardly any other museum in Britain, with the possible exception of Sir John Soane's Museum in London, is in a position to present a collection in the setting designed for it.

1.2 Current Context for Café Operation

1.2.1 Russell-Cotes itself has an FTE team of 14 .8 staff exclusively focused on the management and operation of the museum and art gallery. This includes collections management, programming, learning and fundraising roles and a front of house team.

1.2.2 It has access to a range of support services including HR. IT, Property, and the council allocates annual costs/charges for this to the museum's budget line.

1.2.3Some essential services are partially provided by departmental roles (ie these roles work across multifaceted services within Tourism and Seafront), such as marketing and publicity.

1.2.4Combined visitor figures to the museum for the last operational year of 2017/18 were 50,365. The museum allows visitors to use its café without utilising the museum and paying the required entry fee. For 2017/18, 6,743 visits were café only. Comparative performance over preceding years is provided below:

	House	Café only	Total
Financial Year 2014/15			
April 2014 –Sept 2014 (charging)	N/A	N/A	22,245
Oct 2014 – March 2015 (non-charging)	N/A	N/A	22,942
Total for year 2014/15			**45,187**
Financial year 2015/16			
April – Sept 2015 (charging)	25,435	6,313	31,748
Oct 2015 – March 2016 (charging from Jan)	17,272	5,197	22,469
Total for year 2015/16	**42,707**	**11,510**	**54,217**
April – Sep 2016 (charging)	20,222	5,199	25,421
Oct 2016 – March 2017 (charging)	20,138	2,981 NB. Café taken in house in Sep 2016	23,119
Total for year 2016/17	**40,360**	**8,180**	**48,540**
April – Sep 2017 (charging)	24,799	3,152	27,951
October 2017 – March 2018 (charging)	18,823	3,591	22,414
Total for year 2017/18	**43,622**	**6,743**	**50,365**
April – July 2018	16,266	2986	19252

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1.2.5 Entry charges for the museum are £7.50 for an adult and £4 for a child including gift aid. The museum also offers an annual ticket of just under £20. The museum has a ground floor shop located near the entrance and takings are around £90,000 per annum.

1.2.6 The museum has a large temporary exhibition space and has a busy public programme featuring high profile exhibitions of regional and national significance and events targeted to both adults and families.

1.2.7 There is a gallery area within the spatial footprint of the café and this is regularly programmed, featuring both community projects and selling exhibitions. Recently, the Café Gallery hosted the following exhibitions:

John Liddell: Miscellany: Linocuts, woodcuts and wood engravings (19 September 2017 – 14 January 2018), which has generated many sales.

Tom Marshall: Familiar Places and Unexpected Stories: Original Prints, Drawings and Prints (16 January – 29 April) which has also sold reasonably well.

1.3 Recent and Current Café Arrangements

1.3.1 The café is situated in the light & airy modern wing of the museum and provides 56 Covers. There is a fully fitted kitchen providing one small oven with four hobs, a panini toaster, toaster, microwave, two small fridges, one upright fridge, a fridge with trays in for food preparation, a drinks chiller, two upright freezers.

The spacious seating area is fitted out to a high standard. It is open as described below:

Summer opening (30 March to 28 October)
10.00am – 4.30pm Tuesday to Sunday

Winter opening (30 October 2018 to 5 April 2019)
10.30am - 4.00pm Tuesday to Sunday

Open on Bank Holidays (except for Good Friday)

It serves a range of sandwiches, soup, teas, coffees and cakes and the current menu is provided at Appendix 1.

1.3.2 A full set of figures for the café is provided at Appendix 2. The café was brought in house temporarily in September 2016 and offered a very limited service, largely operated by Bournemouth Seafront in the expectation that it would be contracted out. It made a significant profit so in Spring 2017 the decision was taken to manage the café internally. However although in 2017/8 it turned over more than £100,000 it made a loss of £20,000. This is not an acceptable or sustainable position, so the museum has been seeking to introduce improvements, cut costs and increase customer numbers.

Initiatives have included:

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- Sale of retail stock such as biscuits, jam etc.
- Introduction of Afternoon Tea offer
- Introduction of Loyalty Cards for drinks
- Boardgame Fridays once a month to encourage new audience
- Introduction of Picnic offer
- Reduction of opening times in Winter (upcoming)
- Introduction of Café Volunteer role to support paid staff
- New home-baked products to save costs and minimise wastage
- Introduction of comprehensive catering plan for events and group visits

As the museum is part of the seafront services section of the council, it does have access to skills and expertise in relation the management of catering concessions, but is also recognises the importance of an external, expert assessment, hence the issuing of this review contract.

1.3.3 Between 2013-16, the Russell-Cotes café was run by an external operator for annual income of about £120,000. The operator was the Urban Guild Group who run a range of restaurants and venues across the Bournemouth area. They withdrew from the Russell-Cotes as turnover and profit margins were assessed to be insufficient for their business model. Upon their withdrawal, it was decided by BBC management that a period of in-house operation would be initiated to test the relative organisational and financial value of an integrated café.

For the period of October to March 2016/17 a small profit was generated

For the period of 2017/18 a loss was incurred

By the end of 2018/19 we forecast a small profit will be generated

Given that the Café must function primarily as an income generation stream for the charity, it is now time to assess how the business might move forward and what the optimum organisational model might be.

2. Purpose of the Brief

To conduct a comprehensive review of the current café operation and propose an operating and business model which will maximise profitability whilst encapsulating and promoting the vision and values of the Russell-Cotes Museum & Art Gallery.

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3. Role and Outputs

The consultant will:

- Assess the effectiveness of the existing catering arrangements, clearly identifying any current strengths and issues.
- Consider the relative merits and potential of in -house and contracted out café models, with specific reference to RCAGM's distinct selling points and challenges.
- Provide a tailored appraisal of the potential of the RCAGM café over the next five year period, within the context of local competitors and the museum's planned public programme
- Formulate a costed action plan for substantially improving the performance of the cafe which at a minimum includes proposals for:
  - The best fit catering offer, including pricing
  - Opening hours
  - Staffing arrangements & training
  - General operation
  - Culinary standards
  - Health & safety and food hygiene
  - Utility Services
  - Equipment

Timing

- It is anticipated that the time period for delivery of this contract will span September – November 2018 at a maximum, but an October completion would be preferable if feasible.

4. Copyright

The copyright for any material produced during the course of the contract will be the property of Bournemouth Borough Council.

5. Location

The person appointed will work from their own premises, but will be expected to attend on-site meetings at Russell-Cotes Museum & Art Gallery.

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6. Remuneration for the Contract

The fee for this contract is the subject of quotation, exclusive of VAT but inclusive of travel expenses. The appointed individual/company will be responsible for their National Insurance and Tax.

Bournemouth Borough Council will deal with financial matters. Payment will be made in two instalments; 30% on commencement, 70% on final completion.

7. Insurance

The consultant/company will be required to have professional indemnity insurance.

8. Health & Safety

The consultant will be responsible for managing their own health & safety and those they work with, complying with all relevant legislation.

9. Quotations

The quotation should include costs for the work required to undertake all those tasks set out in this document and this should be clearly structured within your quotation, showing any anticipated additional costs, including travel and document reproduction.

Please could you also submit a statement to demonstrate how you would organise and execute the tasks outlined in this specification. This should include how you would address the working relationships with the client and details of at least two comparable projects.

10. Contact Details

Please email any questions regarding the brief to Vicky de Wit, Dorset Museums Advisor at v.j.dewit@dorsetcc.gov.uk

12. Submission of Quotations

Please email a quotation by Wednesday 5th September.

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