

Notice of Overview and Scrutiny Board

Date: Monday, 9 June 2025 at 6.00 pm

Venue: HMS Phoebe, BCP Civic Centre, Bournemouth BH2 6DY



Membership:

Chair:

Cllr K Salmon

Vice Chair:

Cllr S Aitkenhead

Cllr P Broadhead
Cllr J Beesley
Cllr L Dedman
Cllr M Dower

Cllr C Goodall
Cllr S Mackrow
Cllr L Northover
Cllr Dr F Rice

Cllr T Trent
Cllr O Walters
Cllr C Weight

All Members of the Overview and Scrutiny Board are summoned to attend this meeting to consider the items of business set out on the agenda below.

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

<https://democracy.bcpCouncil.gov.uk/ieListDocuments.aspx?MIId=5956>

If you would like any further information on the items to be considered at the meeting please contact: Claire Johnston or email democratic.services@bcpCouncil.gov.uk

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

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

GRAHAM FARRANT
CHIEF EXECUTIVE

30 May 2025

**DEBATE
NOT HATE**



Available online and
on the Mod.gov app



Maintaining and promoting high standards of conduct

Declaring interests at meetings

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

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



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

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

Bias Test

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

Predetermination Test

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

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

For more information or advice please contact the Monitoring Officer
(janie.berry@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. Substitute Members

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

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

3. Declarations of Interests

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

Declarations received will be reported at the meeting.

4. Confirmation of Minutes

5 - 14

To confirm and sign as a correct record the minutes of the Meeting held on 12 May 2025.

a) Action Sheet

15 - 18

To consider any outstanding actions from previous meetings.

5. Work Plan

19 - 30

The Overview and Scrutiny (O&S) Committee is asked to consider and identify work priorities for publication in a Work Plan.

6. 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.bcpccouncil.gov.uk/ieListMeetings.aspx?CommitteeID=151&Info=1&bcr=1>

The deadline for the submission of public questions is midday 3 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.

ITEMS OF BUSINESS

7. Bournemouth Air Festival

31 - 38

This report provides an update on the feasibility of providing an agreement with a potential operator for 2026 onwards in relation to the Bournemouth Air Festival along with an update on the position of potential for sponsorship for 2026 onwards.

Following the work undertaken and discussions that have taken place, this paper recommends to stop any further work on delivery of an Air Festival whilst recognising the process in place for new events to come forward in the future.

8. Bournemouth Development Company - Winter Gardens project

39 - 104

Bournemouth Development Company (BDC) is a joint venture between Muse and BCP Council, established to unlock housing supply and attract private sector investment into the conurbation. Regeneration of Bournemouth Town Centre is a key priority to revitalise the retail and housing offer for residents and reimagine underutilised sites. The Winter Gardens site has been identified, for many years, as a priority regeneration project to deliver corporate strategic objectives.

This report seeks approval for the new BDC Partnership Business Plan which is required to set out the agreed priorities and confirm how sites will be taken forward through the Bournemouth Development Company. This will confirm the extension to the Site Option Execution Date for Winter Gardens to September 2028, which was approved in principle by Cabinet in March, subject to the production of a new Partnership Business Plan.

The paper sets out the next steps for the Winter Gardens project to deliver circa 500 homes through the redevelopment of the existing surface car park and acquired land.

9. Leisure Services Presentation and Discussion

Verbal
Report

To consider a presentation from the Leisure Services team which will provide an update to the Board on the current provision with a view to inform and prepare for further overview and scrutiny of future developments.

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

BOURNEMOUTH, CHRISTCHURCH AND POOLE COUNCIL
OVERVIEW AND SCRUTINY BOARD

Minutes of the Meeting held on 12 May 2025 at 6.00 pm

Present:-

Cllr K Salmon – Chairman

Cllr S Aitkenhead – Vice-Chairman in the Chair for Items 1 - 3

Present: Cllr P Broadhead, Cllr J Beesley, Cllr L Dedman, Cllr C Goodall,
Cllr S Mackrow, Cllr Dr F Rice, Cllr K Salmon, Cllr T Trent,
Cllr O Walters, Cllr C Weight and Cllr M Dower

Also in attendance: Cllr P Canavan, Cllr M Cox, Cllr M Earl and Cllr A Martin

1. Apologies

Apologies were received from Cllr L Northover

2. Substitute Members

There were no substitute members

3. Election of Chair

The Vice-Chair thanked Cllr Bartlett for his work in previously chairing the O&S Board over a number of years and it was agreed that the Board place on record its thanks to the outgoing Chair. Board agreed to write to Cllr Bartlett to thank him for the period of service and noted that his work had made a difference.

Nominations were received and seconded for Cllr K Salmon and Cllr P Broadhead for Chairman. Both nominees addressed the Committee to give reasons why they should be elected Chair. Following a secret ballot it was:

RESOLVED that Cllr K Salmon be elected Chair of the Committee for the 2025/26 municipal year.

Voting: 10 in favour of Cllr K Salmon and 2 in favour of Cllr P Broadhead

4. Election of Vice-Chair

A nomination was received and seconded for Cllr S Aitkenhead for Vice-Chair. There being no further nominations it was:

RESOLVED that Cllr S Aitkenhead be elected Vice Chair of the Baord for the 2025/25 municipal year.

5. Declarations of Interests

In relation to agenda item 11 – Arts and Culture Funding Cllr T Trent declared for the purpose of transparency that he was a registered supporter of the BSO.

In relation to agenda item 11 – Arts and Culture Funding Cllr J Beesley declared for the purpose of transparency that he was a Board member arts Council South-West.

6. Confirmation of Minutes

The minutes of the previous meeting were agreed as a correct record

7. Action Sheet

The Board agreed to remove the action at 89 from the action sheet as this had been completed.

It was noted that the Cahir would follow up and provide update to the next meeting on item 103a..

It was agreed that the action at 106 should remain on the action sheet to confirm the dates for this issue to be considered.

Items 115 and 116 – would be updated with responses from Cabinet
Item 117 had been completed and could be removed.

8. Information Considered Between Meetings

The Board noted the information circulated.

9. Public Issues

There were no public issues received for this meeting.

10. BCP Complaints Policy

The Portfolio Holder for Customer, Communications and Culture 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. The Board was advised that an effective complaints process demonstrates commitment to accountability, fosters trust amongst customers and stakeholders, and provides a structured way to address concerns appropriately and promptly. Recent revisions to the Local Government Ombudsman Complaint Handling Code have introduced changes designed to enhance the efficiency, transparency and responsiveness of local authorities in handling complaints. These modifications affect the operations and policies of all UK local authorities. The BCP Council Complaints Policy has been updated and additionally, a separate new policy has also been prepared regarding Unreasonable Actions, as also recommended by the Local Government Ombudsman. The Board was advised that the Council was also seeking to establish a lead member role for complaints. A number of issues were raised in consideration of this item:

- **Mandatory Guidance:** Clarification was sought on whether the revised Code deviates from mandatory guidance. It was confirmed that the Code promotes best practice, introduces a more robust framework for complaint handling, and includes improved support for staff, such as a reduced response time for Stage 1 complaints.
- **Database Development:** In response to a query about the timeline for replacing the complaints database, it was noted that testing would occur this year, with full implementation expected by the following April. In the interim, complaints are being tracked via spreadsheets.
- **Support for Vulnerable Complainants:** The service recognises that individuals may raise complaints in various ways and is committed to exploring different methods of support for vulnerable complainants.
- **Unresolved Complaints:** Stage 1 complaints are monitored, with more complex cases progressing to Stage 2 and potentially beyond. A record of unresolved complaints is maintained.
- **Financial Implications:** The updated system will be developed using the Council's in-house Dynamics platform, with no additional costs anticipated.
- **Audio Complaints and Contact Attempts:** Clarification was requested regarding the process for resolving complaints via audio and the number of contact attempts made. It was noted that voicemail messages are no longer left, and the wording around this process would be reviewed.
- **Service Requests vs. Complaints:** Where a service request is not addressed adequately or in a timely manner, it may be escalated and treated as a complaint.
- **Role of Ward Councillors:** In response to a query, the Portfolio Holder confirmed that ward councillors may be supported by the Portfolio Holder in the complaints process, if required.
- **Escalation to Stage 2:** If a Stage 1 response is delayed or unsatisfactory, the complaint may be escalated to Stage 2. Enhanced monitoring is now in place, and the central complaints team provides support to resolve issues at Stage 1 wherever possible. A suggestion was made to include a defined timeframe for Stage 1 complaint resolution within the policy, after which escalation to Stage 2 would be permitted.
- **Improved Access:** Efforts were underway to streamline access to the complaints system, including the potential introduction of a direct email option for submitting complaints.
- **Definition of Vulnerable Customers:** It was acknowledged that unreasonable behaviour may sometimes stem from underlying vulnerabilities. The importance of providing appropriate support to help manage and de-escalate such behaviour was emphasised.

RESOLVED that the Board further examine the role of councillors in the complaints process, particularly in relation to ward issues and casework.

Voting: Nem. Con.

The Chair thanked all participants and confirmed that the issues raised would be taken forward.

11. Blue Badge Update

The Portfolio Holder for Customer, Communications and Culture 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. This report provides an update on the recommended actions made in relation to the Informal working group report update submitted to Corporate and Community Overview and Scrutiny Committee on 21 October 2024. The Board was advised of a number of issues following the last report to the Committee including the response from the Department for Transport. The Board was advised that the Council had taken significant steps to reduce the waiting time for Blue Badge applications, which had previously reached 14 weeks. These measures included the introduction of an interim process to prioritise renewals and the implementation of a new system designed to streamline assessments. The current average processing time was reported to be well within the 12-week national guideline. Issues raised on this item included:

- The Cyclical nature of Blue Badge renewals. Officers confirmed that there was greater planning in place for this issue when would likely reoccur in the next three years. The new system should support addressing the issue when it reoccurs.
- The Council had adopted a less risk-averse approach to applications involving long-term or progressive conditions. A new flagging system was being used to identify applicants who would not require reassessment at renewal, thereby reducing unnecessary delays.
- The process for investigating potential misuse of Blue Badges was outlined. Officers confirmed that reports of suspected abuse were followed up, and where appropriate, referred to the Council's fraud team. It was noted that many disabilities are not visible and that care must be taken to avoid assumptions.
- The Board was informed that while all councils must operate within national guidelines, there is some flexibility in how these are interpreted. The Council had engaged with Dorset Council to learn from their approach, which had informed improvements to BCP's own processes.
- Members queried how residents were informed of the 12-week application timeframe. Officers confirmed that this information was published on the Council's website. However it was acknowledged that not all residents were digitally enabled.
- The Department for Transport's system sends automated reminders to those with email addresses, but there was currently no mechanism for written reminders. Officers advised that they were exploring options to improve communication with residents who are not online.
- The Board also discussed the importance of raising concerns with national bodies. It was confirmed that the issue had been raised with local Members of Parliament. **The Chair requested that the matter also be raised with the Local Government Association,**

particularly regarding the cost of administering the Blue Badge scheme and the limitations of the current data system.

To receive an update – remain as an item on the action sheet. Issue in one years time to see how the situation is developing.

Resolved that an update be provided to the Board in 12 months-time

12. Arts and Culture Funding

The Portfolio Holder for Customer, Communication and Culture 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. The report provided an overview of the Arts Council England National Portfolio Organisations (NPOs) supported by BCP Council, including their funding arrangements and the strategic importance of their work in relation to health, wellbeing, and the Council's corporate objectives. A number of issues were raised in discussion of this issue including:

- It was clarified that Soundstorm had now become the cultural hub, providing a range of services and developing the partnership between schools and cultural organisations.
- The Bournemouth Symphony Orchestra's (BSO) work in schools was highlighted as particularly valuable, offering pupils opportunities to engage with music and develop teamwork skills. Members expressed concern that not all schools may be accessing these opportunities and suggested that wider participation should be encouraged.
- An offer was made for representatives from the BSO and Lighthouse to meet with members of the Board, which was welcomed. Members felt this would be a valuable opportunity to better understand the organisations' work and their contribution to the community.
- It was noted that BCP was not currently a priority area for Arts Council England funding. Members discussed the importance of the Council's financial support in helping to leverage additional funding from other sources, especially as national funding was expected to reduce in the future. The Portfolio Holder emphasised that BCP's continued investment sends a strong signal to external funders.
- The Board was informed that NPOs were required to submit quarterly reports to the Arts Council, and that these were also shared with the local authority. However, it was noted that there had been some inconsistency in officer oversight, with three different lead officers for NPOs in recent years. Members welcomed the recent appointment of a new lead officer and the move towards more stable oversight.
- Members discussed the impact assessment for the Arts by the Sea Festival and were advised that these assessments are carried out annually. It was confirmed that Equality Impact Assessments (EIAs) would have been completed for any changes to funding decisions. Although direct funding for the festival had been removed from the 2026/27 budget, a staffing commitment remained in place, and plans were being developed for a more community-based version of the festival in future years. Some members expressed disappointment at

the withdrawal of funding and emphasised the festival's accessibility and value to residents.

- Members also raised the issue of other cultural events falling under the Council's events team rather than the culture portfolio, and the need for clarity on how these are supported and communicated.
- A request was made for future reports to include the proportion of total funding represented by BCP's contributions to each NPO, to provide better context for decision-making. Members felt this would help in understanding the scale of the Council's investment relative to other sources.

RESOLVED:

1. **That the O&S Board recognise the value of the NPOs funded by BCP to Health and well-being youth and the local economy and urge Cabinet to protect the funding BCP currently provides.**
2. **That the O&S Board recommend that Cabinet endorse the work that's been done with schools by the NPOs and recommends that Cabinet take action to encourage all schools to take part.**
3. **That the O&S Board recommend to Cabinet to explore whether it would be a benefit for a Councillor to be appointed as a member of the Board on any or all of the NPO organisations, and**

Voting: Nem Con

4. That the O&S Board recommend to Cabinet that it ensures that the arts by sea festival goes ahead next year.

Voting: 7 in favour, 1 against, 4 abstentions

The meeting adjourned at 8.50pm and resumed at 9.01pm

Cllr Walters and Weight left the meeting

13. Medium Term Financial Plan (MTFP) Update

The Portfolio Holder for Finance 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. The Board was advised that the update marked the beginning of the 2026–2027 budget-setting process. The report had been brought forward from July to May to allow more time to identify savings and to increase member involvement in shaping the budget. The report presented an update on Local Government Funding Reforms and the government Spring Statement, aimed to ensure the council presents a legally balanced 2026/27 budget and Proposed a budget planning process and timeline for key financial reports. In the following discussion a number of points were raised including:

- The earlier start to the process was welcomed. It was noted that it would allow for more thorough scrutiny and better planning. It was

agreed that this approach would help avoid last-minute decisions and provide greater transparency in financial planning.

- The Board acknowledged the ongoing financial pressures facing the Council, including rising costs and uncertainty around future government funding. It was noted that the Council would need to continue finding savings while maintaining essential services, and that the MTFP was key in managing these challenges.
- There was a discussion about the importance of clear communication with residents regarding the Council's financial position and the decisions being made. Members emphasised the need for transparency and accountability, particularly where service delivery may be affected.
- The Board also expressed interest in being more actively involved in the budget-setting process going forward. Members supported the idea of regular updates and opportunities to contribute to financial planning discussions, to ensure that the budget reflects the priorities of both councillors and the communities they represent.
- A specific concern was raised regarding the Dedicated Schools Grant (DSG) deficit. Members noted the importance of the upcoming government announcement on 11 June and the potential implications if the issue was not addressed. It was highlighted that the interest on the DSG deficit could significantly worsen the Council's financial position.
- The Board also discussed the need to include the Council's 2030 net zero carbon target in the risk assessment process and agreed that this should continue to be reviewed as part of the financial planning framework.

14. Work Plan

The Democratic Services Officer 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. The Board was informed of the following updates to the Work Plan:

- The Library Strategy report has been moved to the August meeting.
- A presentation on leisure centre provision will be added to the June meeting in place of a full report.

The Board agreed to delegate authority to the Chair and Vice-Chair to approve any further updates to the work plan.

Concerns were raised about the current proposals for the existing local plan and the proposal to begin a new process. He emphasised the significance of this decision and requested that the Overview and Scrutiny Board be involved. It was clarified that the Environment and Place Committee would review the matter, but the Chair agreed to explore further involvement.

The Board considered two scrutiny requests:

- Parking Enforcement Around Schools - The Board considered a number of options but agreed to add the item to the work plan, with the approach and method to be determined.
- Council Culture and Member-Officer Relations – The Board considered this issue but felt that it would be helpful to receive some further information from the requesting Councillor and therefore deferred this item to the next meeting. It was agreed that the Vice-Chair would liaise on this to determine how it aligns with the work on officer-member relations regarding complaints.

RESOLVED that the work plan including the updates noted above be agreed.

Voting: Nem. Con.

The meeting ended at 10.05 pm

CHAIRMAN

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ACTION SHEET – BOURNEMOUTH, CHRISTCHURCH AND POOLE OVERVIEW AND SCRUTINY BOARD

Updated – 22 May 2025

Minute number	Item	Action* *Items remain until action completed.	Benefit	Outcome (where recommendations are made to other bodies)
Meeting Date: 3 February 2025				
103a	Action Sheet	O&S Board Chair to follow up on responses received regarding the Housing Delivery CNHAS update.	To ensure completion of any outstanding issues	
106	Council Budget	RESOLVED that the O&S Board recommend to the Audit and Governance Committee that it instigate an investigation on the Carters Quay development.	To ensure that issues arising with this project are investigated	The recommendations were agreed by the A&G Committee at its meeting in February. The A&G committee is due to consider a report at its meeting on 29 May
Meeting Date: 4 March 2025				
115	Community Governance Review – Draft Recommendations	RESOLVED That the O&S Board Recommend to Cabinet 1. That the draft recommendations of the Task and Finish Group relating to proposals for Burton and Winkton (A), Hurn (B), Highcliffe & Walkford (C) and Christchurch Town (D) be recommended to Council, for approval for publication and consultation, without amendment.		Cabinet considered the recommendations. Recommendation at 3 was not approved. The reasons for this will be include within the developing recommendation tracker for the Board.

		<p>2. That the draft recommendations of the Task and Finish Group relating to Broadstone (F) and Poole Town (J) be recommended to Council, for approval for publication and consultation, without amendment.</p> <p>3. That the recommendation for Bournemouth (K) not be forwarded to Council.</p> <p>4. That draft recommendations of the Task and Finish Group relating to Southbourne (I)) be recommended to Council, for approval for publication and consultation, without amendment.</p> <p>5. That the draft recommendations of the Task and Finish Group relating to Boscombe and Pokesdown (H) be recommended to Council, for approval for publication and consultation, without amendment.</p> <p>6. That the draft recommendations of the Task and Finish Group relating to Throop and Holdenhurst (E) be recommended to Council, for approval for publication and consultation, without amendment.</p> <p>7. That the draft recommendations of the Task and Finish Group relating to Redhill and Northbourne (G) be recommended to Council, for approval for publication and consultation, without amendment</p>		
116	Bournemouth Development Company LLP Business Plan	RESOLVED that the O&S Board recommend to Cabinet that a decision to extend the Winter Gardens site 'Option Execution Date' is deferred by Cabinet until		Cabinet considered the recommendations, which were not accepted. The reasons for this will be include within the developing

		the new BDC Partnerships Business Plan has been approved by Cabinet.		recommendation tracker for the Board.
Meeting Date: 12 May 2025				
10.	BCP Complaints Policy	RESOLVED that the Board further examine the role of councillors in the complaints process, particularly in relation to ward issues and casework.	To ensure the effectiveness of both the Councils complaints process and work of Ward Councillors	TBC
11.	Blue Badge Update	The Chair requested that the matter also be raised with the Local Government Association particularly regarding the cost of administering the Blue Badge scheme and the limitations of the current data system	To ensure that the issues that ave been raised previously by the Baord are shared with the appropriate bodies.	TBC
		That an update be provided to the Board in approximately 12 months- time. (This will probably be in the format of an informal update cirucalted outside of the meeting)	To monitor and receive assurance that the current situation has not changed.	
12.	Arts and Culture Funding	That the O&S Board recognise the value of the NPOs funded by BCP to Health and well-being youth and the local economy and urge Cabinet to protect the funding BCP currently provides. 2. That the O&S		Cabinet considered the recommendations at its meeting on 13 June and agreed a response would be provided to the Board

		<p>Board recommend that Cabinet endorse the work that's been done with schools by the NPOs and recommends that Cabinet take action to encourage all schools to take part.</p> <p>3. That the O&S Board recommend to Cabinet to explore whether it would be a benefit for a Councillor to be appointed as a member of the Board on any or all of the NPO organisations, and Voting: Nem Con</p> <p>4. That the O&S Board recommend to Cabinet that it ensures that the arts by sea festival goes ahead next year.</p>		<p>(response awaited from Portfolio Holder).</p>
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OVERVIEW AND SCRUTINY BOARD



Report subject	Work Plan
Meeting date	9 June 2025
Status	Public Report
Executive summary	The Overview and Scrutiny (O&S) Committee is asked to consider and identify work priorities for publication in a Work Plan.
Recommendations	It is RECOMMENDED that: the Overview and Scrutiny Board review, update and confirm the Work Plan.
Reason for recommendations	The Council's Constitution requires all Overview and Scrutiny Committees to set out proposed work in a Work Plan which will be published with each agenda.
Portfolio Holder(s):	N/A – Overview and Scrutiny is a non-executive function
Corporate Director	Graham Farrant, Chief Executive
Report Authors	Lindsay Marshall, Overview and Scrutiny Specialist
Wards	Council-wide
Classification	For Decision

Work Plan updates

1. This report provides the latest version of the Committee's Work Plan at Appendix A and guidance on how to populate and review the Work Plan in line with the Council's Constitution. For the purposes of this report, all references to Overview and Scrutiny Committees shall also apply to the Overview and Scrutiny Board unless otherwise stated.
2. Items added to the Work Plan since the last publication are highlighted as 'NEW'. Councillors are asked to consider and confirm the latest Work Plan.
3. In addition to the latest Work Plan, the Committee is asked to consider the following requests for scrutiny which have been received since the last meeting and are attached at Appendix B:
 - Culture of the Council – requested by Councillor M Howell (deferred from previous meeting)

4. The most recent [Cabinet Forward Plan](#) can be viewed on the council's website. This link is included in each O&S Work Plan report for councillors to view and refer to when considering whether any items of pre-decision scrutiny will join the O&S Committee Work Plan.

Resources to support O&S Work

5. The Constitution requires that O&S committees take account of the resources available to support proposals for O&S work. Advice on maximising the resource available to O&S Committees is set out in the O&S Work Planning Guidance document referenced below.

Work programming guidance and tools

6. The [Overview and Scrutiny Committees Terms of Reference](#) document provides detail on the principles of scrutiny at BCP Council, the membership, functions and remit of each O&S committee and the variety of working methods available.
7. [The O&S Work Planning Guidance](#) document provides detail on all aspects of work planning including how to determine requests for scrutiny in line with the Council's constitution.
8. The [O&S Framework for scrutiny topic selection](#) was drawn up by O&S councillors in conjunction with the Centre for Governance and Scrutiny. The framework provides detail on the criteria for proactive, reactive and pre-decision scrutiny topics, and guidance on how these can be selected to contribute to value-added scrutiny outcomes.
9. The '[Request for consideration of an issue by Overview and Scrutiny](#)' form is an example form to be used by councillors and residents when making a new suggestion for a scrutiny topic. Word copies of the form are available from Democratic Services upon request by using the contact details on this agenda.

Options Appraisal

10. The O&S Committee is asked to review, update and confirm its Work Plan, taking account of the supporting documents provided and including the determination of any new requests for scrutiny. This will ensure member ownership of the Work Plan and that reports can be prepared in a timely way.
11. If updates to the Work Plan are not confirmed there may be an impact on timeliness of reports and other scrutiny activity.

Summary of financial implications

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

Summary of legal implications

13. There are no legal implications arising from this report. The Council's Constitution requires that all O&S bodies set out proposed work in a Work Plan which will be published with each agenda. The recommendation proposed in this report will fulfil this requirement.

Summary of human resources implications

14. There are no human resources implications arising from this report.

Summary of sustainability impact

15. There are no sustainability resources implications arising from this report.

Summary of public health implications

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

Summary of equality implications

17. There are no equality implications arising from this report. Any councillor and any member of the public may make suggestions for overview and scrutiny work. Further detail on this process is included within O&S Procedure Rules at Part 4 of the Council's Constitution.

Summary of risk assessment

18. There is a risk of challenge to the Council if the Constitutional requirement to establish and publish a Work Plan is not met.

Background papers

- [Overview and Scrutiny Committees Terms of Reference](#)
- [O&S Work Planning Guidance document](#)
- [O&S Framework for scrutiny topic selection](#)
- [‘Request for consideration of an issue by Overview and Scrutiny’](#)

Further detail on these background papers is contained within the body of this report.

Appendices

Appendix A - Current O&S Work Plan

Appendix B – Scrutiny Request from Councillor x

Appendix C – Scrutiny request from Councillor x

etc

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BCP Council Overview and Scrutiny Board – Work Plan. Updated 20.05.2025

Guidance notes:

- 2/3 items per committee meeting is the recommended maximum for effective scrutiny.
- The O&S Board will approach work through a lens of **RESIDENT IMPACT AND EXPERIENCE**
- Items requiring further scoping are identified and should be scoped using the Key Lines of Enquiry tool.

	Subject and background	How will the scrutiny be done?	Lead Officer/Portfolio Holder	Report Information
Meeting Date: 9 June 2025				
1.	Leisure Services Item requested to receive an update on progress made in shaping the future management of leisure centres and contribute to future development.	Presentation	PH - Destination, Leisure and Commercial Operations Director of Commercial Operations	Agreed at May 2025 meeting to receive a presentation
2.	Bournemouth Air Festival This report provides an update on the progress to seek external support to deliver and fund an Air Festival from 2026 onwards and recommends a way forward in relation to the future delivery of the Air Festival	Pre-Decision Scrutiny of a Cabinet Report	PH - Destination, Leisure and Commercial Operations Director of Commercial Operations	Item identified from Cabinet FP – moved from May 2025
4.	Winter Gardens To consider a Cabinet report with an assessment of the options for funding the pre-construction work on a new Winter Gardens development project through	Pre-Decision Scrutiny of a Cabinet Report	PH - Leader of the Council Director Investment and Development	Item identified from the Cabinet FP

Key: Pre-Decision Scrutiny Pro-active Scrutiny

	Subject and background	How will the scrutiny be done?	Lead Officer/Portfolio Holder	Report Information
	the Bournemouth Development Company joint venture			
Meeting Date: 7 July 2025				
1.	Investment and Development Directorate - Regeneration Programme This report provides a bi-annual update on the progress of the Council's regeneration programme.	Pre-Decision Scrutiny of a Cabinet Report	PH - Leader of the Council Director Investment and Development	
2.	Working Group Findings (TBC) To consider the findings and recommendations of the Public Consultations Framework Development working group (subject to completion of the group's work).	Report from the working group	PH - Customer Communication and Culture Director of Marketing and Communications	
Meeting Date: 26 August 2025				
1.	BCP Commercial Operations Item requested to provide an overview of the operating practices for the Commercial Operations service, including its contracts and partnerships.	Committee Report	PH - Destination, Leisure and Commercial Operations Director Commercial Operations	Item added to the Work Plan – 24 February 2025-date moved from 12 May 2025
2	NEW BCP Libraries Strategy	Pre-Decision Scrutiny of a Cabinet Report	PH – PH - Customer Communication and Culture	Item identified from Cabinet FP

Key: Pre-Decision Scrutiny Pro-active Scrutiny

	Subject and background	How will the scrutiny be done?	Lead Officer/Portfolio Holder	Report Information
	To consider a Cabinet report which presents the key elements of the new draft Library Strategy ahead of a second stage consultation process.		Director of Customer and Property	
Meeting Date: 22 September 2025				
1.	NEW - Community Governance Review Final Recommendations – Note that there may be a need for the date of this meeting to move to 30 September to accommodate consideration of this item	Pre-Decision Scrutiny of a Cabinet Report	PH - Leader of the Council Monitoring Officer	<u>New item added to work plan 24 February 2025</u>
Meeting Date: 20 October 2025				
	Meeting items to be determined following work planning			
Items with Dates to be allocated				
	Accounting for Social Value in decision making	Committee Report	TBC	Item requires further scoping - KLOE document
	Working more collectively across BCP geographical areas / Locality Governance – This item is interdependent with the progressing Community Governance Review and will be revisited once this is completed.	TBC	TBC	This requires further scoping – KLOE document

Key: Pre-Decision Scrutiny Pro-active Scrutiny

	Subject and background	How will the scrutiny be done?	Lead Officer/Portfolio Holder	Report Information
	Performance of the Council Data, and performance of directorates and staff	Informal investigation report by O&S Board – potential rapporteur work / potential briefing session	TBC	This requires further scoping – KLOE document
	Customer Relationship Management To consider the implementation process for the new CRM system and the impact that it has had and any issues for improvement	Committee Report/Working Group	PH – PH - Customer Communication and Culture Director of Customer and Property	Requested and agreed at the Board meeting in January 2025
	Parking Enforcement Outside Schools Councillor request for a scrutiny item – to consider how to address illegal parking around schools	TBC	PH – Destination, Leisure and Commercial Operations	This was agreed to be added to the Work Plan in May 2025
	Pay and Reward The O&S Board has previously considered several reports concerning Pay and Reward and has requested that should further Cabinet decisions be required on this issue that it be brought back to the Board.	Pre-decision Scrutiny/ Cabinet report	PH – Leader of the Council Director of People and Culture	This is included in the work plan in anticipation of this being brought back to Cabinet for future decision.
Working Groups				
	Public Consultations Framework Development – This group is due to meet at the end of March / beginning of April 2025 and should report back to the		Director of Marketing, Communications and Policy PH – Customer, Communications and Culture	The Board established this working group at its meeting on 18 November.

Key: Pre-Decision Scrutiny Pro-active Scrutiny

	Subject and background	How will the scrutiny be done?	Lead Officer/Portfolio Holder	Report Information
	Board in June/July 2025 with its recommendations.			Further scoping is required
	POTENTIAL WORKING GROUP – BID related issues	TBC	TBC	TBC
	POTENTIAL WORKING GROUP – Customer Relationship Management	TBC	TBC	TBC
Item suggestions for Briefing Sessions				



Dates for O&S Board Briefing Sessions for 2025/26 (topics to be agreed):

Monday 2 June – session cancelled

Monday 8 September

Monday 24 November

Monday 9 March

Key:  Pre-Decision Scrutiny  Pro-active Scrutiny

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Request for consideration of an issue by Overview and Scrutiny

Guidance on the use of this form:

This form is for use by councillors and members of the public who want to request that an item joins an Overview and Scrutiny agenda. Any issue may be suggested, provided it affects the BCP area or the inhabitants of the area in some way. Scrutiny of the issue can only be requested once in a 12 month period.

The form may also be used for the reporting of a referral item to Overview and Scrutiny by another body of the council, such as Cabinet or Council.

The Overview and Scrutiny Committee receiving the request will make an assessment of the issue using the detail provided in this form and determine whether to add it to its forward plan of work.

They may take a variety of steps to progress the issue, including requesting more information on it from officers of the council, asking for a member of the overview and scrutiny committee to 'champion' the issue and report back, or establishing a small working group of councillors to look at the issue in more detail.

If the Committee does not agree to progress the issue it will set out reasons for this and they will be provided to the person submitting this form.

More information can be found at Part 4.C of the BCP Council Constitution
<https://democracy.bcpCouncil.gov.uk/ieListMeetings.aspx?CommitteeID=151&Info=1&bcr=1>

Please complete all sections as fully as possible

1. Issue requested for scrutiny

Culture of the Council – requested by Councillor Mark Howell.

The appointment of a new CEO presents an opportunity to strengthen the culture of councillor/ officer working relationships and to propose reforms designed to deliver improved performance and motivation.

2. Desired outcome resulting from Overview and Scrutiny engagement, including the value to be added to the Council, the BCP area or its inhabitants.

Recommendations to the new CEO such as:

1. The need for a teamworking dynamic which encourages collaborative project development by officers and members, including respect for the skills and experience of councillors and consultation with ward councillors at an early stage in decision making.
2. The benefits that may accrue in terms of greater accountability if minutes of officer and officer/member meetings are required to be produced.
3. The need for recognition of the importance of promoting the distinctiveness of each of the three towns and respect for these geographic and civic entities when designing services (subject to reasonable cost considerations), within the overarching ethos and promotion of BCP Council.

3. Background to the issue

Perceived difficulties experienced by some councillors in being consulted about ward issues, accessing information and support, and scrutinising decision-making.

4. Proposed method of scrutiny - (for example, a committee report or a working group investigation)

Working group

5. Key dates and anticipated timescale for the scrutiny work

ASAP given that recruitment of the new CEO is under way.

6. Notes/ additional guidance

None

Document last reviewed – January 2022

Contact – democratic.services@bcpcouncil.gov.uk

CABINET



Report subject	Bournemouth Air Festival
Meeting date	18 June 2025
Status	Public Report
Executive summary	<p>This report provides an update on the feasibility of providing an agreement with a potential operator for 2026 onwards in relation to the Bournemouth Air Festival along with an update on the position of potential for sponsorship for 2026 onwards.</p> <p>Following the work undertaken and discussions that have taken place, this paper recommends to stop any further work on delivery of an Air Festival whilst recognising the process in place for new events to come forward in the future.</p>
Recommendations	<p>It is RECOMMENDED that Cabinet:</p> <p>a. Agrees to Option 4, which acknowledges the ongoing process for new events to come forward and stops any further work on an Air Festival for 2026 onwards.</p>
Reason for recommendations	<p>To enable staff resources to be refocused on working with external commercial and community events to support achieving the corporate strategy of working closely with partners, removing barriers and empowering others, having explored all options and acknowledging the council's current and future financial position.</p>

Portfolio Holder(s):	Councillor Richard Herrett – Portfolio Holder for Destination, Leisure & Commercial Operations
Corporate Director	Glynn Barton – Chief Operations Officer
Report Authors	Amanda Barrie – Director of Commercial Operations Helen Wildman – Head of Leisure & Events
Wards	Council-wide
Classification	For Decision

Background

1. The Air Festival concept was developed in 2008 as a free event that would attract people to Bournemouth and build on the vision at the time for Bournemouth to become an 'event full' destination. Since 2008 the Bournemouth Air Festival has made a significant contribution to the local tourist economy, attracting several million visitors and residents and raising the profile of Bournemouth and the surrounding area.
2. An escalation in uncontrollable costs in delivery of the Air Festival since 2019 resulted in an increase in the net budget for the four-day festival from £300,000 in 2019 to £400,000 in 2022. Contributory factors to this increase are primarily the costs of insurance, security, infrastructure and counter terrorism measures which continue to increase.
3. Cabinet in November 2023 approved a 3-day event for 2024 with a reduced Council contribution for one year of £200,000. Cabinet also approved that an external provider be sought to provide an Air Festival going forward, which has been taken forward by officers in consultation with the Portfolio Holder and Leader.
4. The final Council-funded Air Festival took place from 29 - 31 August 2024 with the revised budget as detailed above in point 3. The festival benefited from three good days of weather and attracted in the region of 500,000 visitors to the event across both day and night activities.
5. The final subsidy position from the Air Festival for 2024 was a subsidy cost of £248,000 to the council, utilising £48,000 of the Council contingency set aside.
6. An update was provided to Cabinet in October 2024, on the work to explore options for an external operator to take forward a future Air Festival.
7. Cabinet approved the recommendation to take forward further exploration work on the feasibility of providing a 10-year agreement with a potential operator for 2026, alongside continuing discussions with any potential sponsorship leads to support the delivery of an Air Festival from 2026 onwards.

Feasibility work with potential operator

8. A specification for the underwriting and organisation of the Air Festival for the future was published in February 2024 with an invitation for interested organisations to submit an expression of interest.
9. Two expressions of interest were submitted after initial talks with five organisations. One operator was discounted after detailed discussions as their proposal required direct financial support from the Council.
10. The remaining potential operator attended the 2024 Air Festival.
11. Work has been ongoing with the potential operator to explore feasibility of a 10-year agreement following cabinet approval in October 2024. The proposal requests the rights to produce an air show for a period of 10 years beginning in 2026.
12. The financial model relies heavily on the commercialisation of the event including the area between Bournemouth and Boscombe piers where the proposal includes the provision of a variety of hospitality offers ranging in price.
13. Following their visit to the Air Festival in August, the council has met with the potential operator and has received a detailed list of negotiation points from them in order to progress. Many of these points have a financial implication to the council, which are outside the scope of the original specification.
14. Some of the negotiation points would fundamentally change the specification which went out further to market, and this is explored in the options appraisal below.

Feasibility work on sponsorship

15. Leads for potential sponsors have been followed up at a senior level to gauge any potential funding interest for 2026 onwards.
16. This has included a review of contacts held, with conversations between officers and relevant companies to explore any sponsorship opportunities in the first instance.
17. There have been no formal offers of sponsorship to date.

Options appraisal

Option 1 – Continue taking forward feasibility work of providing a 10-year agreement with the potential operator.

18. The council has met with the operator for discussions on their requirements against what we as a council can provide.
19. The current approach has been through expressions of interest based on a set specification. The original request from the operator noted above in point 13 veer considerably from the original specification. Therefore, in order to ensure openness and fairness with the market we would need to tender the opportunity if their requests are considered appropriate.
20. Should this be the case, the timeline to deliver this would make it unviable to undertake this and deliver an Air Festival in 2026.

21. Within the ongoing work with the operator in depth discussions have been undertaken on the commercial model the operator would run and the requirements for ensuring this is workable within the constraints on the open space.
22. To enable the model, a full closure of the open space would be required and non-negotiable to include the foreshore and promenade without access. This would contravene The Open Spaces Act 1906.
23. Whilst conversations have continued, it is recognised that a minimum of 12 months planning time will be required for an event in 2026 which would mean agreement on a Heads of Terms would be required by the end of June 2026
24. This option has been discounted due to the additional timescales required and the financial and legal constraints on the proposals.

Option 2 – Retest the market

25. The option to retest the market with an updated proposal remains, inviting further bids from operators.
26. An alternative option would be to write a new specification for a destination event which does not specify an air festival or the outline of what has been previously delivered to allow for new innovative proposals for a future sustainable event.
27. Compiling a new specification and going forward with a new event would need a significant lead in time allowing for a successful operator to have a full 12 months before delivery once a contract has been awarded. This would mean the delivery of a destination event would be 2027 onwards.
28. This option has been discounted as the market testing is likely to result in a similar response and has demonstrated the need for council financing to make it sustainable.

Option 3 – Seek sponsorship to fund an in house organised Air Festival at no cost to the Council

29. Across all of the departments within the Council it is estimated that a minimum of 5,000 officer hours were used on the Air Festival in 2024.
30. For an in house model to be sustainable, significant commercialisation would be required to include the chargeable admissions, enhanced premium parking and maximisation of catering, alcohol and hospitality.
31. Whilst expenditure costs stabilised in 2024, the implementation of Martyn's Law may further increase security costings for the event in the future.
32. The required sponsorship value would be £400,000 to enable this option to be taken forward.
33. Whilst it is recognised that there has been some interest in sponsorship of the event, there has not been a firm offer which would meet the required amount to move forward with an event therefore, this option has been discounted.

Option 4 – Acknowledging the ongoing process for new events to come forward stop any further work on an Air Festival for 2026

34. This option is based on no guaranteed position of confirming sponsorship or an external operator taking it forward and no funding from the council for the event as agreed at Cabinet in November 2023.
35. This option would cease all further work connected to finding a way forward to deliver an Air Festival and focus the events team resource on supporting external event organisers going forward along with the continuing film office and market management.
36. Proposals for new events of various scales come through to the events team on a regular basis. This open application process continues to be in place should any new proposals come forward for the organisation of a destination event in the future.
37. This option is recommended by officers

Summary of financial implications

38. Option 1 has the potential for direct income loss but some of this may be mitigated by additional visitor numbers. There will be staffing costs related to arranging any contract agreement.
39. Details on the requirements for staff resource from the Council is provided in the human resources implications and should be noted for the financial implications as they would be required for the 10 year period.
40. The detailed list of requirements provided by the operator will have financial implications for the council as there is currently no budget identified within the MTFP to be able to subsidise the operations requested.
41. Should a proposal progress to the point of a heads of terms agreement, a full financial check would need to be undertaken on the operator.
42. To take forward option 2, further procurement resource would be needed with a high risk that bidders would require a subsidy from the council.
43. The Council subsidy for the 2024 Air Festival was £248,000.
44. The apportioned central support overheads for the festival £187,000. This was offset by additional net secondary income generation which totalled £171,000. The direct cost of delivering the 2024 Air Festival to the Council was £264,000.
45. To take forward option 3, there would need to be the prospect of a significant increase in sponsorship or commercial income for the event to be run internally at no cost to the Council.
46. The recommended option 4 has no direct financial implications for the Council as no budget has been provided for an Air Festival in the current MTFP for any future year.

Summary of legal implications

47. Section 145 of the Local Government Act 1972 allows the Council to do anything or arrange for anything to be done (or contribute towards the expenses of doing of anything) necessary or expedient for the provision of an entertainment of any nature.
48. However, this will always be subject to any other requirements or consents which are required.

49. This area is leased to the Council and if option 1 is pursued, landlord's consent would be required under the provisions of the lease – the exact extent of which will depend on the details of the proposal. This consent should be obtained before any contractual arrangements are entered into with any third party.
50. A check should be made for any rights which have been granted or acquired by third parties over this area which may have to be accommodated within any proposals.
51. The beach area between Bournemouth and Boscombe pier currently hosts temporary event days including 8 days allocated for the Air Festival. If the 8-day period (including set up and breakdown) is exceeded, the use of this area for events could exceed the 28-day permitted period for temporary use with planning permission required.
52. It will be necessary to comply with the requirements of all relevant legislation, including but not limited to highway, road traffic, planning and procurement statutory requirements.
53. Option 4 has no direct legal implications for the Council as no work will be undertaken.

Summary of human resources implications

54. Option 1 will take significant contract management and support from the events team, anticipated to be particularly focused for the first 24 months. The staff resource is estimated to be equivalent to 1 x FTE Event Officer with significant management support.
55. Additional officer resource will be required for central Council departments for Option 1 to enable delivery from a third party to include legal, finance, planning, licencing, seafront and health & safety. Whilst the event would not be directly run by the Council, it has a duty of care to ensure the plans in place are suitable and sufficient from a safety perspective and also to cover statutory requirements.
56. On option 2, it is noted that approximately 5,000 officer hours are attributed to the Air Festival each year.
57. For option 4, event proposals sit within the existing resource for the events team for any future interest. The staff within the events team are now managing markets across BCP along with the newly formed film office which will redirect the resources previously used from this team for the Air Festival.

Summary of sustainability impact

58. Ceasing the Air Festival will reduce the environmental impact in terms of emissions and event fuel consumption.
59. The main challenge for sustainability for the event was the mode of transport to the event and any future events considered will need to consider this alongside other ways to minimise any environmental impact.

Summary of public health implications

60. An air show has the ability to provide a positive living experience to residents and visitors which supports active living and is positive to wellbeing. Take forward option 4 takes away this positive experience. Work with external events to ensure a varied events programme across BCP will assist with mitigating this.

Summary of equality implications

61. An initial EIA screening document focused on option 1 was completed and taken to an EIA panel on 4 September 2024 and it was agreed a more detailed assessment would be required should an option that sees the Air Festival be delivered in 2026 be agreed upon and full plans have been communicated.

Summary of risk assessment

62. A table summarising the risks can be found below.

Risks	Level	Mitigations
Financial – Loss of income to commercial services without a destination event such as parking	High	Continued work with stakeholders on the Town Centre regeneration Promotion of the film office and events to encourage external companies
Reputational – Loss of experience events staff and inability to recruit replacements staff with the level of experience required to deliver a destination event in the future	Medium	Staff engagement and other opportunities within BCP for retention
Reputational – Loss of a destination event for Bournemouth bringing tourism and business to the area	High	Continued work with stakeholders on the Town Centre regeneration Promotion of the film office and events to encourage external companies

Background papers

Cabinet 2 October 2024 - [democracy.bcpCouncil.gov.uk/documents/g5903/Public reports pack 02nd-Oct-2024 10.15 Cabinet.pdf?T=10](https://democracy.bcpCouncil.gov.uk/documents/g5903/Public%20reports%20pack%2002nd-Oct-2024%2010.15%20Cabinet.pdf?T=10)

Cabinet 22 November 2023 – [\(Public Pack\)Agenda Document for Cabinet, 22/11/2023 10:15](#)

Appendices

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CABINET



Report subject	Bournemouth Development Company - Winter Gardens project
Meeting date	18 June 2025
Status	Public Report
Executive summary	<p>Bournemouth Development Company (BDC) is a joint venture between Muse and BCP Council, established to unlock housing supply and attract private sector investment into the conurbation. Regeneration of Bournemouth Town Centre is a key priority to revitalise the retail and housing offer for residents and reimagine underutilised sites. The Winter Gardens site has been identified, for many years, as a priority regeneration project to deliver corporate strategic objectives,</p> <p>This report seeks approval for the new BDC Partnership Business Plan which is required to set out the agreed priorities and confirm how sites will be taken forward through the Bournemouth Development Company. This will confirm the extension to the Site Option Execution Date for Winter Gardens to September 2028, which was approved in principle by Cabinet in March, subject to the production of a new Partnership Business Plan.</p> <p>The paper sets out the next steps for the Winter Gardens project to deliver circa 500 homes through the redevelopment of the existing surface car park and acquired land.</p>
Recommendations	<p>It is RECOMMENDED that:</p> <ul style="list-style-type: none"> (a) Cabinet approves the BDC Partnership Business Plan for 2025 – 2030. (b) Cabinet confirms the extension of the Site Option Execution Date to September 2028, allowing Muse as the Private Sector Partner in the BDC to fund the first stage of work on the new Winter Gardens scheme, resulting in a new Site Development Plan. (c) Cabinet approves proceeding on the understanding that public parking will not be included in a new scheme design.
Reason for	To contribute to the Council's Corporate Strategy, specifically helping to revitalise high streets and regenerate key sites to create

recommendations	<p>new opportunities and to provide good quality homes that are accessible, sustainable and affordable for all.</p> <p>The draft Local Plan includes an allocation of 400 new homes in the Bournemouth Arc area. This project offers the potential to make a significant contribution to exceed this target.</p> <p>The Council has reserved the right for Cabinet to approve Site Development Plans (SDP) and further approvals are necessary to vary terms.</p>
Portfolio Holder(s):	Cllr Millie Earl, Leader of the Council
Corporate Director	Glynn Barton, Chief Operations Officer
Report Authors	<p>Rob Dunford, Corporate, Business Case & Commercial Manager</p> <p>Amena Matin, Director of Investment & Development</p> <p>Matt Filmer, Assistant Chief Finance Officer</p>
Wards	Bournemouth Central;
Classification	For Decision

Background

- BCP Council (in the form of Bournemouth Borough Council) and Morgan Sindall Group Developments Ltd established a joint venture, Bournemouth Development Company in 2011 for the purpose of delivering regeneration projects in Bournemouth town centre. The joint venture (JV) partnership has four key objectives:
 - to maximise regeneration,
 - design innovation and sustainable development,
 - deliver solutions which respond to the market and
 - a commercial approach to enable reinvestment.

The Council identified 17 sites for redevelopment, predominantly operational Council-owned car parks which were considered suitable for release and residential delivery by the JV partnership. Since establishment, the JV has delivered over 645 homes with the last scheme completing in 2022 at Durley Road (Westcliff Mansions) under the new BCP Council arrangement.
- Part of Morgan Sindall Group, Muse act as the Development Manager in the JV. They have the financial strength of a leading UK construction and regeneration group with an annual revenue of £4.1bn. Muse are currently working across 38 locations in the UK and have established strong partnerships with Homes England, including two joint ventures focussed on unlocking sites for much needed housing of all tenures. They currently have 2,400 homes under construction and created £1.4bn in gross

development value in the past year. They have been encouraged by the revitalisation of the Council's approach and are aligned and committed to this Administration's priorities to see more homes delivered at pace and with wider socio-economic benefits for the BCP conurbation.

3. To support the joint venture's activities, the Council requires the Bournemouth Development Company (BDC) to provide a Partnership Business Plan (PBP) which sets out the strategic direction, the extent of development which will be undertaken, site priorities, pace of development and funding. The PBP is a rolling five-year plan which is usually reviewed annually to provide an update on emerging priority opportunities and the scope of delivery considered by BDC members (Council representatives and Muse). The current business plan was last updated in 2021 and therefore this report provides a renewed PBP for approval by Cabinet to support the direction of BDC for the next 5 years.
4. In addition to a business plan, a Site Development Plan is produced by BDC for each site. This sets out the proposed scheme including a programme overview and the Option Execution Dates. The land associated with the Winter Gardens site, including the surface car park, remains a priority regeneration opportunity in Bournemouth town centre.
5. A Site Development Plan for the Winter Gardens was approved by Bournemouth Borough Council Cabinet in October 2015 to allow work to be carried out on the design and planning process which concluded in 2019.
6. Subsequently, planning permission was granted for 378 homes 552 residential and public car parking, 5,600 m² of leisure and commercial floorspace in 2019. By the time the scheme was ready to be built, the market had significantly changed due to the impact of Brexit on supply chains and the subsequent unforeseen impact of COVID 19. Although construction continued at St Stephens (Treetops) and Durley Road (Westcliff Mansions) throughout 2021-2022, the construction market and wider economy had significantly changed by then. Additionally, the scheme approved in 2015 was predicated on the Council acquiring 30% of the completed homes and the replacement public parking spaces, effectively acting as forward funder to cashflow the development. Due to the constantly evolving financial landscape, this was not able to be completed.
7. Additionally, BDC's financing strategy assumed £5m infrastructure funding from Homes England. However, this funding was not secured, partly because the development was unlikely to meet the programme dates at the time (2021) and there was no proposed affordable housing to attract grant. Therefore, the scheme viability and deliverability was impacted by external factors and market conditions worsened by Government policy at the time, resulting in the scheme stalling.
8. In March 2023, BCP Cabinet approved an extension to the Site Option Execution Date for Winter Gardens until September 2024, to enable work to be carried out by BCP FuturePlaces Ltd to explore the possibility of an alternative regeneration project. This explored the feasibility of relocating the conference and exhibition facilities from the current Bournemouth International Centre, to free up the current BIC site for redevelopment. Upon closing BCP FuturePlaces in September 2023, the Council assessed the existing BIC arrangements and that timescales would render this proposal unviable and sought to disaggregate the two sites. This allowed renewed focus on the arrangements with BDC for the Winter Gardens. As the private investor partner, Muse remain willing to bring forward the delivery of homes in the town centre across the option sites.

9. As the Winter Gardens Site Option Execution Date has elapsed and the challenges associated with the site remain as Muse have not been able to bring forward a viable scheme in the intervening period, there is a need to design a new proposal for Winter Gardens.
10. This report sets out the next steps for the Partnership and the priority activity needed to progress work on a new scheme that will result in a new Site Development Plan (SDP) for Winter Gardens.

Bournemouth Development Company Partnership Business Plan

11. The Development Management Agreement for the BDC Joint Venture requires a Business Plan and various conditions to be met to support development to come forward. The new PBP follows a Strategy Day held in December 2024 which included the BDC Council representatives, BDC Muse representatives and members of the Cabinet. This Strategy Day considered the site opportunities, the constraints and the role of Muse as development manager.
12. To encapsulate the vision for BDC and taking on board the strategic direction provided in December, a new PBP for the period 2025-2030 has been created and appended for consideration and approval. This has been considered and approved by the BDC members which includes three Councillor representatives (Cllrs J Salmon, D'Orton Gibson and Howell) and representatives of Muse. The PBP is provided in **Appendix 1**.
13. Cabinet approved (5 March 2025) in principle to the extension of the Site Option Execution Date for the Winter Gardens, with details to be agreed to be delegated to the Chief Operations Officer acting in consultation with the Leader of the Council, or until Cabinet have had the opportunity to review a revised partnership business plan including the site development plan for the revised Winter Gardens scheme. A new Site Development Plan (SDP) is required to satisfy the Conditions of the Development Management Agreement which will crystallise the Council's contributions towards the scheme. Pending Cabinet's approval of the Partnership Business Plan and the extension of the Site Option Execution date, BDC are targeting completion of the SDP by late Autumn and Cabinet and Council approval by December 2025.
14. The primary focus of the PBP is the work to develop a new scheme for the Winter Gardens site. The PBP sets out a funding requirement for the work to progress a new scheme towards a planning consent and construction.
15. The full pre-construction funding requirement is estimated to be within the range of £4m to £7m.

Funding options

16. The Prudential Code requires authorities to look at capital expenditure and investment plans, investments, and debt in the light of overall organisational strategy and resources and ensure that decisions are being made with sufficient regard to the long run financing implications and potential risks to the authority.
17. Under the Members Agreement (MA), up to 50% is payable by the Council from approval to proceed to a scheme. The current working capital requirements for the pre-construction phase (to achieve a planning consent) are circa £7m for Winter

Gardens which would mean the Council would need to make provision for £3.5m. The costs are revenue until there is a scheme to capitalise against and currently there is no provision within the Medium Term Financial Plan (MTFP). In addition, the Council would be expected to contribute up to 50% to the Total Scheme costs (i.e. construction phase to completion) which are estimated at circa £150m (potential BCP Council share, up to £75m).

18. The PBP sets out the current expectation for the estimated financial contribution to be made by both partners in the BDC during the pre-construction phase. The potential contribution from BCP is as follows :

	Potentially payable (BCP)	Timescales
Initial feasibility	£500k	July 2025
Design and planning	£2m	Dec 2026
Stage 4	£1m	Dec 2027

19. The MA sets out the Capital and Finance arrangements for the LLP which are:
- Any Advanced Sums to be expended to pursue Stage 1 Project Appraisal Sign Off in relation to Sites to be brought forward in accordance with the PBP and Development Programme, subject always to the aggregate of any Council and Private Sector Partner (PSP) funding by way of Advanced Sums in relation to such activity being no greater than the Advanced Sum Cap;
 - any Advanced Sums to be expended in relation to Non Site-Specific Costs; and
 - any Advanced Sums set out in the Site Development Plan(s) from time to time
20. Both partners in the BDC joint venture have previously committed funds towards the delivery of the project. This included Advanced Sum Loan Notes from the private sector partner (Morgan Sindall) for the pre-construction work and ASLN's from both Morgan Sindall and Bournemouth Borough Council, for the acquisition of land at Exeter Road to complete the land assembly for the development site.
21. These ASLN's for land acquisition will need to be factored into the financial implications for any future consideration of additional Council investment in the Winter Gardens project.
22. Given the investment which both parties have made to Winter Gardens, including the Council loan funding related to the acquisition of land at Exeter Road, BDC have explored mechanisms to enable the project to continue and minimise the impact on the Council's current MTFP position. The potential options available to the Council are:
- The Council approves an upfront revenue or capital contribution under the existing arrangements in the MA. Council and Muse share all funding and profit equally. This would be additional borrowing which will need to be assessed to ensure the affordability of borrowing for this project

- b. Muse finance the scheme and take funding risk and provides indemnity to the Council against losses on specific schemes and the profit share is adjusted accordingly.
 - c. Muse provide a small amount of initial funding to cover the costs required to complete RIBA Stage 0 and 1 works, to inform the production of a new Site Development Plan. The Site Development Plan will determine the full financial implications of the scheme for both parties, for approval in December 2025. **This is the recommended option (recommendation b) of this paper.**
23. BCP Council would still retain control on planning, design etc under the agreement with the principal change being to the funding strategy. Further to legal advice, it is open to the Council to consider varying its financial contribution subject to agreement with the private sector partner and maintain pace of development.
24. The new Site Development Plan will provide the full and accurate financial information for both parties in the JV, allowing for a decision to be made on its approval that clearly sets out the required funding strategy for the subsequent stages towards a planning submission.

Winter Gardens proposal

25. To enable progress towards a new Site Development Plan, it is recommended that Cabinet approve the Partnership Business Plan, confirming the extension to the Site Option Execution Date and allow BDC to progress the scheme through the RIBA¹ Stages 0 (Strategic Definition) and 1 (Preparation and Brief). This will provide a clear direction to Muse to seek approval from their Board for funding to carry out the work necessary to begin to derisk the project as a new SDP is prepared.
26. Subject to Cabinet approval to continue, the high-level programme is illustrated below.

		Mar-25	Apr-25	May-25	Jun-25	Jul-25	Aug-25	Sep-25	Oct-25	Nov-25	Dec-25
		Cabinet Approval			Cabinet approval	Project start	RIBA Stage 0/1 and new Site Development Plan				Cabinet approval (SDP)
Jan-26	Feb-26	Mar-26	Apr-26	May-26	Jun-26	Jul-26	Aug-26	Sep-26	Oct-26	Nov-26	Dec-26
Design and planning period							Planning determination				
Jan-27	Feb-27	Mar-27	Apr-27	May-27	Jun-27	Jul-27	Aug-27	Sep-27	Oct-27	Nov-27	Dec-27
Stage 4 design, gateway 2 and funding											Start on site

27. To enable the project to progress the following activity will be undertaken:

¹ [RIBA Plan of Work](#)

Item	Description	Mitigation/Solution
Extension to the Site Option Execution Date	Required to amend Site Development Plan and produce new scheme design to seek planning consent	Cabinet has approved in principle to extend the SOED to September 2028, subject to the production of a new BDC Partnership Business Plan – presented with this paper.
Site Development Plan finalised - Scheme design progressed without public car parking to optimise viability through increased density and height, including forward funding strategy	<p>The principle of removal of public parking from the site is supported by the BCP Council Off-Street Public Parking Study (October 2024) to improve the viability of the development and deliver against the revised housing targets.</p> <p>The removal of public parking revenue implications has been considered and will be set out in the financial implications for the SDP.</p>	<p>BDC would enter into a Planning Performance Agreement with BCP at an early stage. This will allow core principles of the new scheme to be discussed and established throughout the design and planning period and aim to ensure best chances of a successful application.</p> <p>Cabinet is asked to approve proceeding on the understanding that public parking will not be included in scheme design.</p> <p>The proposal will quantify the economic and social value benefits for BCP residents.</p>
Funding strategy including evidence of Homes England funding	The approach for funding the pre-construction costs requires agreement between BCP Council and BDC. The parties will utilise the available flexibilities within the Member Agreement to mutual agreement.	A new SDP will allow BDC to engage in meaningful discussions with Homes England on funding options.

28. In order to be able to manage the risks and financial implications of proceeding with the scheme, it is proposed that key decision milestones are incorporated into the programme. This will enable BCP Council and BDC to review progress at each

milestone and decide whether to proceed and therefore continue with project expenditure.

29. The proposed milestones are;

Date	Project status	Approval by
December 2025	Approval of new Site Development Plan	Cabinet, BDC Board
July 2026	Planning application approved for submission	Cabinet, BDC Board
December 2026	Planning determination	BCP Local Planning Authority

30. Each milestone will offer the opportunity to assess progress and review actual expenditure and developments with scheme viability including projected build costs, projected sales values and progress with funding negotiations.

31. The project will be monitored on a monthly basis by BDC and BCP Council officers, reporting quarterly to the BDC Board and providing regular updates to BCP Council Cabinet.

Options Appraisal

32. The following table summarises the available options for Cabinet to consider.

Option	Description	Financial implications	Legal implications
Do nothing	The Winter Gardens remains as a car park	<p>The Council will continue to generate income from the site (c£690k in 24/25).</p> <p>The Council will continue to need to fund the operating costs of the car park (c£100k) in 24/25)</p>	Discontinuing the project may result in needing to withdraw the site from the BDC Option Agreement and will require consideration of how repayments for loans incurred to date will be managed.
Develop the site through	Site Option Execution Date	Estimated cost of preparing	Without a revised SDP (and a reset

Bournemouth Development Company	is extended; BDC begin work on new scheme design and planning process; new SDP to be produced for consideration by Cabinet in December 2025	Site Development Plan up to £500k	date) the site could not be developed as neither party can issue an option notice – the only choice available would be to serve notice to take the site out of the option agreement which neither party favours.
Withdraw the site from BDC Option Agreement and seek alternative development solution	Site Option Execution Date is not extended. Site withdrawn from Option Agreement	The Exeter Road land is jointly owned by BCP Council and BDC. There are c£10m of outstanding loans from Muse and BCP Council from the original acquisition.	A new procurement or sales process would be required to seek developer interest in the site. Due to the value, this would likely take a minimum of 12 months

Summary of financial implications

33. In the event that Cabinet approves the continuation of the project to the next stage, there are no financial implications to BCP Council at this time.
34. The output of the next stage of work will be a new Site Development Plan. This will set out the full financial implications for BCP Council for any decision to approve the SDP and therefore proceed to more detailed design work in preparation for a planning submission.
35. The SDP will set out options for the funding of the continued work, which may include the option to vary the funding provided by each partner within the BDC by mutual agreement, in order to allow the project to continue.

Summary of legal implications

36. The legal obligations of the Council as a member of BDC LLP, are set out in the Members Agreement and the Options Agreement, which were entered into following an EU Procurement Process undertaken in 2009/10.
37. Site Development Plans are approved by Cabinet in respect of each potential site as work commences. Any variations to a SDP (including the extension of the term) must return to Cabinet for consideration and approval.

38. The proposed extension to the “Option Execution Date” for the Winter Gardens site is in accordance with the terms set out in the Option Agreement dated 2011 between the Council and BDC LLP, subject to approvals.

Summary of human resources implications

39. BDC has six Board representatives, three from the Council and three from MUSE. The Council representatives are Cllr Mark Howell, Cllr Joe Salmon and Cllr David d’Orton-Gibson. The Board representatives are responsible for delivering the PBP and deferring to the Council on more strategic matters.
40. Partnership Board meetings are determined to be quorate with at least two Representatives from each Member present. Representatives from each Member vote collectively with a single vote.
41. BDC has appointed Muse as the Development Manager. The Development Manager is tasked with implementing BDC Board decisions and reporting on progress.

Summary of sustainability impact

42. The Council has declared a climate emergency. The Council’s role is to consider the future planning policy and transport solutions which will also promote sustainable modes of transport, including greater use of public transport, cycling and walking.
43. BDC’s role is to ensure that its contractors and consultants take into account best practice on sustainability issues when designing and constructing new buildings and respond to the Council’s Corporate Strategy

Summary of public health implications

44. To be fully assessed with Site Development Plan, once specific details of scheme design are known.
45. The addition of affordable housing and new public realm are considered likely to bring positive public health benefits. Similarly, a reduction in car journeys to the site may result in improved air quality.

Summary of equality implications

46. An EIA screening process is underway, setting out the initial assessment of the potential impacts of a new scheme. These are currently viewed as being;
- a. The potential for detrimental impact to users of the Winter Gardens car park associated with the loss of public car parking
 - b. The potential positive impact of providing new housing, particularly the affordable housing element, to BCP residents
 - c. The potential positive impact of the new scheme in creating new public green space
47. The EIA process will continue to be reviewed and updated as the details of the scheme are sufficiently developed, to provide clarity on the nature of the proposed final scheme and what its impacts could be.

Summary of risk assessment

48. When individual projects come forward for consideration from the overall BDC development programme the key risks that will be considered as part of the individual site development plans that are prepared include the following:

- a. Investment Risk including the risk that the development is non-profit making
- b. Pre-Construction Risk including planning, design and funding risks
- c. Construction Risk including inflation, supply chain disruption, late completion and cost overruns.
- d. Market risk of not achieving forecast values
- e. Programme risk of extended pre-construction, construction and post construction activity
- f. Communications/Reputational Risk

49. There are additional risks at this current time, in relation to

- a. the progress of the new BCP Local Plan and how any changes in planning policy, particularly in relation to public parking and building heights, could impact on the ability of BDC to bring forward viable schemes on the Option Sites.
- b. The impact on Council revenue from any decision to develop the Winter Gardens car park without re-providing public parking. This would be compliant with planning policy.

Background papers

Bournemouth Development Company LLP Business Plan

[\(Public Pack\)Agenda Document for Cabinet, 05/03/2025 10:15](#)

BDC LLP Extension of Option Execution Dates – Cabinet report dated 8 March 2023

<https://democracy.bcpccouncil.gov.uk/ieListDocuments.aspx?CId=285&MId=5357&Ver=4>

BDC LLP Winter Gardens Scheme – Project Update – Place Overview and Scrutiny report dated 16 June 2022

<https://democracy.bcpccouncil.gov.uk/ieListDocuments.aspx?CId=588&MId=5341&Ver=4>

BDC LLP Business Plan - Cabinet report dated 23 June 2021

<https://democracy.bcpccouncil.gov.uk/documents/g4684/Public%20reports%20pack%2023rd-Jun-2021%2010.00%20Cabinet.pdf?T=10>

Appendices

APPENDIX 1 – Partnership Business Plan – attached separately



BournemouthDevelopmentCompany

The Bournemouth Development Company LLP

Partnership Business Plan 2025 - 2030

Report Prepared by: BDC (Muse & the Council)
Report Date: 25th April 2025

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Appendix A – Indicative development programme

Appendix B – Key communication messaging

Glossary of terms

BDC	The Bournemouth Development Company LLP, the joint venture between The Council and Muse.
The Council	Bournemouth, Christchurch and Poole Council
Muse	Muse Developments Ltd., part of the Morgan Sindall Group.
PSP	The private sector partner, being Muse Developments Ltd.
CSR	Community Solutions for Regeneration (Bournemouth) Ltd.
The Vision	The Bournemouth Town Centre Vision as set out in the Town Centre Area Action Plan (adopted March 2013).
BCP	Bournemouth, Christchurch and Poole.
DMA	The Development Management Agreement, between the Development Manager and BDC, relating to services to be provided to BDC and its development subsidiaries.
DM	The development manager, being Muse.
MA	The Members Agreement between The Council, CSR (Bournemouth) Ltd and BDC.
Option Agreement	The option agreement relating to a portfolio of properties situated in Bournemouth.
LGR	Local Government Reorganisation which resulted in the merger of the areas that were previously administered by the unitary authorities of Bournemouth and Poole, and the non-metropolitan district of Christchurch. It was created on 1 April 2019.
LLP	Limited Liability Partnership.
AAP	The Bournemouth Area Action Plan (adopted March 2013)
SDP	Site Development Plan

Executive Summary

We are pleased to present a new partnership business plan for the period April 2025 to March 2030, covering the next five financial years.

This is the first new plan since 2021 and follows a period of uncertainty since the completion of the most recent scheme at Durley Road, in parts due to the impact of the COVID 19 pandemic on the wider economy, staffing and structural changes within the Council and a change of political administration in May 2023.

By mutual agreement, work had been paused on the preparation of a new Partnership Business Plan, subject to a Strategy Day taking place with the new political leadership at the Council.

Summary of activity since 2021

Having commenced construction at Durley Road in January 2021, the development was completed in September 2022 and we exchanged contracts for sale on all 44 apartments at prices well above our business plan budget. The scheme was delivered by Poole-based contractor, Parsons & Joyce, who despite continuing challenges in managing the supply of labour and materials, maintained quality and delivered an excellent scheme.

At Eden Glen we produced outline proposals for a residential-led scheme to comprise circa 50-60 homes, with interest from the Council in retaining ownership of the completed scheme through their Seascope Homes platform and offering the apartments for open market rental. This followed on from the success of the Treetops scheme which BDC delivered in February 2021. The work did not progress due to viability issues associated with planning policy, specifically related to building heights, build costs and reprovision of public parking on the site. There was a workshop on 28 April 2022 to discuss routes forward, but this coincided with the financial challenges being faced by the Council and was subsequently put on hold.

We also held a workshop on 29 April 2022 to look at how to progress the Central option site. Options were reviewed which included variations of two and three block developments that could deliver up to 250 new homes with heights up to 13 storeys. The scheme had viability challenges and in order to close the gap the removal of the 315 on site public car parking spaces would be required. The emerging BCP Local Plan proposals did not support redevelopment of scale on this site with proposed heights limited to 7 storeys. The Public off-street car parking study in the Local Plan evidence base did however provide for two (of three) scenarios which supported development of the site without any reprovision of public parking.

At Cotlands we made significant progress in developing a strategy to bring forward this critical and strategic employment site. Over the previous 10 years within the conurbation approximately 1 million sq. ft of office accommodation has received planning permission for a change of use. Some of this stock has already been redeveloped, and some is at risk of redevelopment to another use in the future.

Working with the Council, BDC were looking to make a significant investment in the delivery of new, Grade A office accommodation to meet the needs of our corporate partners in the conurbation. The scheme stalled due to issues arising from the COVID pandemic and changes to the way businesses are prioritising office space versus hybrid working. The proposed pre-let anchor tenant for the first phase cited this uncertainty as reason for not progressing their interest.

There have also been issues with unlocking the development through consolidating car parking in a new multistorey car park (MSCP) at York Road. The Council was unable to continue with a commitment to provide £10.6m to fund the MSCP. There was an agreement in place with the Council to use Public Works Loan Board borrowing to assist with funding the project, but this was subject to securing the anchor tenant (pre-let). The impact of the September 2023 government Budget on interest rates also proved to be a significant issue, with PWLB borrowing rates rapidly increasing and rendering the business case for borrowing undeliverable.

The Council has undergone some significant change since 2022, including establishing and then deciding to close the urban regeneration company, BCP FuturePlaces Ltd. This had some implications for work on the Winter Gardens scheme, which had become unviable due to sharp increases in construction costs since the pandemic, as well as shifts in demand and values for commercial and leisure space in the town centre. The opening of the BH2 leisure complex immediately opposite the site has absorbed the latent demand and there is little evidence to support the creation of over 5,000m² of new leisure, retail and food and beverage space. Furthermore, the Council found itself in a position of no longer being able to support the funding of the replacement public parking or forward acquisition of over 100 apartments for private sector rent.

We fed into work with the Council and FuturePlaces to consider an alternative masterplan proposal for the wider Bournemouth ARC, the land holdings comprising the Winter Gardens site, Winterborne Hotel and Bournemouth International Centre (BIC). Recognising that the BIC no longer meets the needs of the conferencing market, emerging proposals included a new state of the art conference facility to meet the needs of the market today, alongside a new conferencing hotel, that could potentially have been built on the Winter Gardens site.

Since the decision to close BCP FuturePlaces Ltd, the new administration leading the Council has resolved to “decouple” the Winter Gardens from any aspirations to redevelop the BIC, giving rise to the opportunity to return to exploring a new solution for the site, responding to new strategic objectives and current market conditions. This was confirmed to BDC in Q1 2024.

Following the closure of BCP FuturePlaces Ltd and the creation of the new Investment & Development directorate within the Council, the Leader asked BDC in early 2024 to focus on the delivery of Winter Gardens as a key regeneration objective for the Council, alongside the in-house focus on Holes Bay and Dolphin Leisure Centre.

At our December 2024 Strategy Day, we reviewed aspirations for bringing forward a new Winter Gardens scheme. There is a desire for a new housing-led scheme at Winter Gardens, with the potential to drive regeneration in Bournemouth town centre and make a significant contribution to the delivery of the Council's new Corporate Strategy. Bringing forward a new scheme for Winter Gardens will form the core focus of this new PBP, which will need to identify plans for approaching the planning and funding strategies.

Across the other BDC optioned sites, BDC will continue to work with the Council to agree a strategy in relation to development options that will enable it to accelerate the pace and scale of delivery.

On all of our sites, we will strive for excellence in sustainable design and delivery of the Council's strategic corporate objectives, in particular;

- Good quality homes are accessible, sustainable and affordable for all
- Revitalised high streets and regenerated key sites create new opportunities
- Our communities have pride in our streets, neighbourhoods and public spaces

Market Conditions

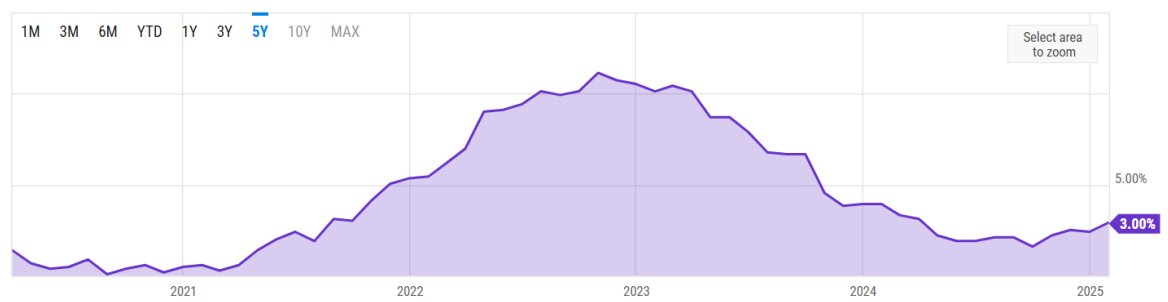
Since 2011, the Members have worked well together combining the resource and strengths of both organisations to deliver a number of successful projects. In total, 5 schemes have been delivered, delivering 645 much needed new homes, 555 public parking spaces and returning profits of just under £12million.

The last scheme to be completed by BDC was West Cliff Mansions, which completed in 2021, with all 44 apartments having been sold and fully occupied by July 2022.

The Covid-19 pandemic, war in Ukraine and, Brexit (global headwinds) had a significant impact on the construction industry. The market has faced considerable cost inflation and supply chain disruption alongside residential value compression which has caused significant viability challenges nationally for regeneration projects.

Through the period from early 2020 to 2023 the many longer-term impacts of the Covid-19 pandemic on the way that society works and its impact on the construction and development sector have become better understood. Whilst some aspects could have a positive impact upon BDC activity (for instance the growing appeal of coastal living), others will continue to disrupt (for instance, the slower than expected return to the office as a working environment). The latter proved a critical element for the prospects of the Cotlands Road project, as the anchor tenant for the flagship grade-A office development withdrew their commitment, due to the shift from office working to hybrid arrangements.

There has also been a sharp increase in the cost of living, with a period of very high inflation contributing to both material cost and wage inflation that has directly impacted the delivery of construction projects. Inflation peaked at over 11% during 2022/3 and has gradually fallen to its current rate of 3%, which remains above the Bank of England target of 2%.



Viability has therefore become a major challenge for the development industry, with regeneration schemes becoming increasingly reliant on significant public sector funding to become deliverable. Analysis has shown that in today's market, the Durley Road scheme would not have been viable. Completed in 2022 and having delivered a £2.5m profit, it would have a negative viability today, reflecting the position that sales values have not kept pace with build cost increases.

The Bank of England base interest rate has climbed sharply since the Winter Gardens scheme first achieved planning consent in 2019, having been at 0.25% in March 2020 and rising to 5.25% at its peak in August 2023. The rate has since gradually dropped to its current 4.5%. This has had a significant impact on borrowing costs to fund construction. The impact on public sector borrowing from the Public Works Loan Board has been challenging, with the current rate for borrowing over a 30-year period being 5.8%, having previously been around 3.5%. Furthermore, interest rates have also risen sharply, impacting on the ability to secure borrowing to fund major schemes.

These are not BCP specific issue and viability is preventing new development coming forward across the UK at this time.

These challenges have meant that bringing forward new BDC schemes has been difficult, which resulted in the decision to scale back the operating costs of the company.

During the last few years, the BCP Local Plan has been in production. This is a critical element in providing the planning policy for shaping new schemes. It presented some challenges for scheme viability in relation to the policy on heights in the Bournemouth Arc and wider town centre. In March 2025, the Local Plan was not accepted by HM Planning Inspector which will now lead to a new approach. It is anticipated that the increase in housing targets set by central Government will necessitate a review of heights in sustainable, accessible urban locations, which would be very helpful to BDC.

Due to the combination of these factors, this is the first new Partnership Business Plan for BDC since 2022. It builds upon a successful Strategy Day in December 2024, which gave members of the Cabinet for the new administration the opportunity to set out their aspirations for a reset BDC in delivering on the objectives in the new Corporate Strategy: A Shared Vision for Bournemouth, Christchurch and Poole 2024-2028.

1.0 Introduction

1.1 2025 Partnership Business Plan

This is the Partnership Business Plan ('the Plan') for the operating year commencing January 2025, providing a rolling 5-year projection agreed by the LLP members, covering the strategic, operational business and governance framework of The Bournemouth Development Company Limited Liability Partnership ('the LLP') and follows the agreed form business plan criteria (Schedule 2 of the Members Agreement).

The LLP is a joint venture between Bournemouth, Christchurch and Poole Council ('the Council') and Muse Developments ('Muse'), through a wholly owned subsidiary of Muse, Community Solutions for Regeneration (Bournemouth) Ltd.

The LLP is an active development partner and regeneration catalyst with the original purpose of leading the delivery of the Bournemouth Town Centre Vision (2013).

The Plan forms an overarching strategic framework, informing and integrating the individual Site Development Plans. As such, it serves as a management tool for the Council and the Private Sector Partner (PSP), Muse Developments Ltd. ("the Members") and Representatives and provides strategic guidance in delivering Partnership Objectives (see section 1.2.1 below).

The Plan is updated annually by the Development Manager and presented to the LLP Board and Members for approval. It is also amended to reflect changes to existing, and adoption of new, Site Development Plans as agreed by the Members from time to time.

1.2 The strategic management objectives of BDC

The Plan is based on the premise that Members are committed to working in partnership to achieve the Partnership Objectives, informed by the aspirations and drivers underpinning the original Bournemouth Town Centre Vision and the Council's regeneration objectives as they evolve over time.

The Council's regeneration objectives, encompassed in its Corporate Strategy (as below), have evolved recently and there are current reviews of the Local Plan and Local Transport Plan. It follows that a review of the Town Centre Vision and Partnership Objectives is needed to ensure that BDC and the Council remain aligned in their ambitions and delivery strategy.

1.2.1 The Council Corporate Strategy

We continue to align BDC activity to the Council's Corporate Strategy, "A Shared Vision for Bournemouth, Christchurch and Poole 2024-28". This includes addressing each priority within the Corporate Strategy in relation to our developments.

Our Place and Environment includes adopting a Fabric First design approach, with appropriate air permeability to optimise energy consumption. Also, working with our partners, providing employment for local labour and businesses during the pre-development, development and operation of the buildings long term. Across our sites and recognising their historic role in the development of the conurbation, we will continue to replace decaying trees with healthy specimens for the benefit of future generations. In creating a safe and happy environment, with easy access to the town centre, lower gardens and seafront for age friendly community development residents to live independent lives, while promoting active healthy lifestyles with the development of leisure space, cycle storage and public realm areas for public enjoyment.

Our People and Communities includes delivering vibrant town centre homes for a blend of residents while investing in homes for rent for local residents who are not ready to buy, as well as other uses to meet demand for new and complement existing provision. We will invest in active street frontages such as Turtle Bay on the Citrus Building, and sustainable and accessible infrastructure.

Through the provision within our schemes of shared facilities, gardens, cycle storage and open space. we will deliver a blend of generational housing with rented homes, homes for sale and age friendly homes within a safe community of well-maintained walkways and communal areas.



1.2.2 The Town Centre Vision

The Vision is set out in the Bournemouth Town Centre Area Action Plan (adopted March 2013). The AAP remains the extant planning policy for Bournemouth town centre following the recent recommendation from the Planning Inspector for the Council to withdraw its Local Plan from the examination process. Until such time as a new Local Plan is put in place, the BDC shall continue to refer to the AAP.

By 2026 Bournemouth Town Centre will be rejuvenated so it will be even better, more competitive and renowned as a place of high quality for residents, visitors, businesses and students. All changes in the Town Centre will be driven by the need to raise its image and profile as a high-quality coastal garden town. Doing this will ensure the Town Centre is:

- A better place to live;*
- A better place to visit;*
- A better place to work;*
- A better place to invest;*
- A better place to learn; and*
- A better place to socialise.*

BDC acknowledges the Vision objectives as follows:

- 1. Celebrate the town's heritage by protecting and enhancing the historic gardens, quality buildings and general appearance.*
- 2. Ensure new development is sustainable, well designed, and responds to the positive characteristics of the Town Centre.*
- 3. Provide a high quality, safe and attractive network of streets and public spaces that incorporates public art, green infrastructure and opportunities for play and events.*
- 4. Ensure the Town Centre is a welcoming place where everyone can easily find their way around.*
- 5. Ensure the Town Centre is a sustainable and accessible place that provides a more positive experience for pedestrians, disabled people, cyclists and public transport users.*
- 6. Maintain access for private vehicles, providing public car parking to support the vitality and viability of the Town Centre.*
- 7. Provide an overall mix of uses in order to encourage people to come to the Town Centre more often and stay longer.*
- 8. Increase and improve the quality and relationship between retail, leisure, cultural and entertainment uses so that the Town Centre has activities for everyone to enjoy both during the daytime and evening.*
- 9. Strengthen the role of the Town Centre as a key focal point for employment and tertiary education, and encourage stronger links between enterprise and local colleges, universities and schools.*
- 10. Ensure that tourism and conferences remain a key part of the Town Centre economy.*
- 11. Ensure the Town Centre becomes a more attractive place to live for a wider range of people, by offering a mix of quality new homes and community facilities that support an increased population.*

The Town Centre Vision is now over 10 years old. Whilst many of the objectives remain current, there are some where the approach may now need to be updated to reflect changes in the last decade. For example, COVID has had a lasting impact on the high street, with many retailers including Marks & Spencer, Debenhams and House of Fraser having left Bournemouth town centre. The way people use town centres is changing and there is an ongoing housing affordability crisis in BCP, with median house prices 10.2 times the median wage, significantly higher than the national average of 8.9.

The Council declared a climate emergency in 2019, with sustainable travel forming a core part of the strategy to reduce emissions. Transport planning policy is therefore moving towards reducing the number of vehicles travelling into town centres, which supports a move towards developing surface car parks for alternative uses without replacing the public parking. This is supported by scenarios presented in the “Public off-street parking study” for the Local Plan evidence base.

1.2.3 Partnership objectives

The LLP itself has a number of Partnership Objectives in relation to the development of Bournemouth Town Centre. The Partnership Objectives are an integral part of the strategic management and operational business activity of the LLP and are set out in the Members’ Agreement as summarised below:

The Objectives of the LLP in relation to the Area (as defined at 3.2 below), any site and / or any Additional Site are: -

Regeneration Objectives

- Maximise the full economic potential and kick start wider regeneration
- Improve Bournemouth’s competitiveness as a place to live, work, and shop
- Drive the demand for new homes and jobs in the town centre
- Create a vibrant, 24/7 residential and visitor community
- Create and improve access, signage, landscaping, road and public transport

Design and Standards Objectives

- Deliver development that is innovative in design and quality, and exemplar in terms of all aspects of sustainability, integrating social, economic and environmental goals
- Deliver inclusive, diverse, high quality, safe public spaces and landscapes
- Develop parts of the town centre with designated areas of distinct identity and with high quality public realm areas, providing a sense of arrival and place
- Conserve and enhance the architectural style of the town as a historic public realm
- Improve the public realm to make the town more pleasant to experience on foot

Delivery Objectives

- Bring forward development of the Sites and any further land identified in phases within a timescale which responds positively and quickly to market demand for commercial, residential and other development
- Work in partnership with and in dialogue, consultation and engagement with the local communities, residents, stakeholders and the Council

Commercial

- Deliver an appropriate level of financial return to the Members
- Capture profit through direct development rather than pure land transfer.

1.2.4 Economic benefits

The overriding aim of the LLP is to act as the delivery mechanism of the Town Centre Vision, which will bring forward a broad spectrum of benefits to the Town.

Development of sites will generate capital receipts and revenue to BDC and the Council:

	BDC	Council
Land capital receipt		✓
Profit	✓	✓
Long term revenue / credit enhancement		✓
Enhanced asset base		✓
S106 and CIL contributions		✓
Domestic and non-domestic rates		✓
Public realm improvements		✓
Quality of design		✓
Provision of Infrastructure		✓

Profit generated by BDC schemes is distributed between the Members in accordance with para 26 of the Members Agreement.

Through BDC, the Council has secured the following investments;

- A3 restaurant unit at the Citrus Building operated by Turtle Bay;
- 46 new open market rent homes at “Treetops” at St Stephens;
- through a “lease wrap” structure the reversionary interest in the 378-bed student accommodation scheme at Madeira Road; and
- new replacement MSCP public car parks at Madeira Road (400 spaces) and Berry Court (155 spaces).
- 44 new open market sale homes at West Cliff Mansions

BDC will, through development and investment activity, aim to act as a catalyst for additional investment in the Town centre from other investors.

1.2.1 Social Value

BDC aim to build communities founded on social value, health and wellbeing, and sustainability. To create exemplar, sustainable, places that maximise social benefits and enhance the environment now and for future generations.

We provide our teams, contractors, and wider supply chain with clear guidelines, key performance indicators and targets to deliver the highest levels of environmental performance and positive social impact, enabling transparency and accountability.

1.3 Operational Management

1.3.1 Delivery - human resourcing of the LLP

The principle human resource is the Development Management team, provided by Muse as set out in the Development Management Agreement.

1.3.2 Delivery – working capital

In accordance with the Members’ Agreement and agreed Site Development Plans, the PSP provides working capital to the LLP to fund the operation of the business.

1.3.3 Commercial

The LLP leverages the skills, capacity and delivery capability of its Members and the Development Manager to generate appropriate returns to its Members by active development and management of Council land. Where appropriate, strategies for risk transfer to third parties are considered.

1.3.4 Best value

The LLP is committed to the delivery and creation of best value across all areas of its activity, including:

- Land transfer
- Development and supply chain services
- Provision of services by the LLP or its subsidiaries

This is in accordance with the Procurement Policy, set out in the Members' Agreement and the Market Valuation mechanism for sites transferred from the Council as set out in the Option Agreement.

1.3.5 KPIs and Performance specification

In accordance with the Development Management Agreement, the LLP employs Muse as Development Manager (DM) for the delivery of Development Management Services.

Throughout the business and development activity of the LLP, and that of the DM and supply chain partners, an ethos of collaborative working is encouraged and promoted, to enable:

- Development of close working relationships between parties, underpinning efficiencies in delivery and enhanced decision making
- Compliance with best practice principles and relevant Council Policies
- Delivery of efficient operational performance
- Identification of partnering challenges and remedial strategies
- Development of effective communication, transparency and sharing of best practice methodologies and solutions

Key performance indicators (KPI's) are set out at Schedule 4 of the DMA.

1.3.6 Risk management

Effective risk identification and management is an essential and dynamic business process. The Partnership Board is responsible for identification, assessment and management of the key business risks facing the LLP.

A project Risk Register is produced for each active site. This provides an overarching risk management tool, consolidating risk management best practice that potentially arises at both LLP and at development subsidiary level. Further site-specific risk analysis is undertaken as part of the Site Development Plan approval process.

1.3.7 Corporate governance

The Partnership Board is responsible for the strategic management and direction of the LLP and is accountable to the Members in accordance with the Members' Agreement. The Partnership Board has and will continue to adopt and implement best practise in the form of corporate governance and risk management.

The Partnership Board meets quarterly and is chaired by the Development Manager. The company secretary function is performed by Muse.

2.0 Partnership structure

2.1 Principles

The LLP is structured on the principles of equal sharing of risk and reward by the Members, with parity between. At all times the Members need to meet their fiduciary duties to the LLP, and the Council needs to meet its statutory including fiduciary obligations to the electorate.

2.2 Framework

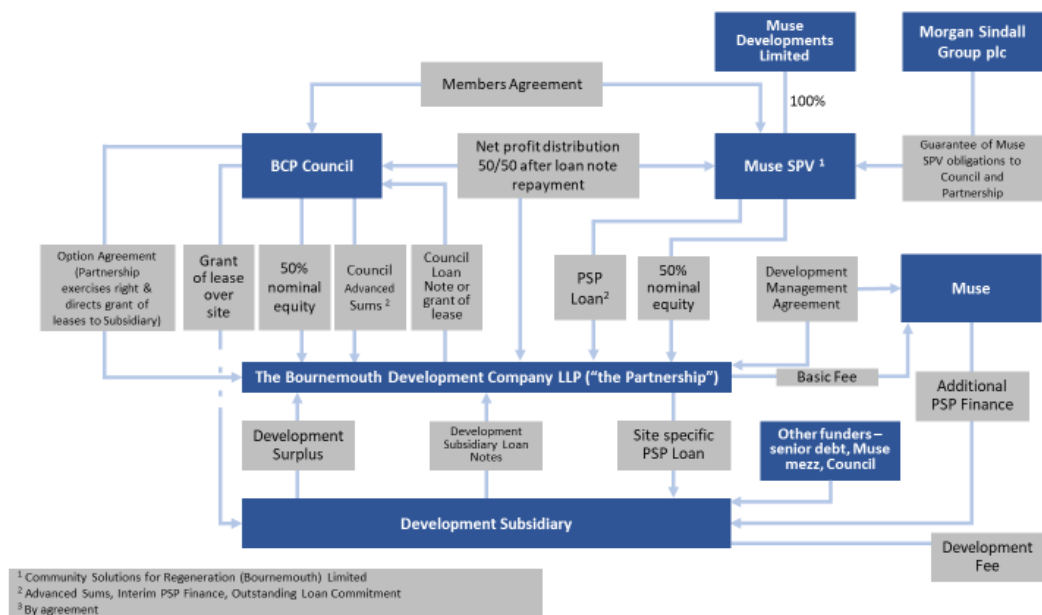
The LLP conducts its business activity in accordance with the following contract documents,

- Members Agreement (MA)
- Option Agreement; (OA) and
- Development Management Agreement (DMA).

2.3 LLP structure

The diagram below sets out the structure or indicative structure for the LLP, including subsidiaries, and provides details of key relationships, contract structure, loan note structure and key fund flows.

On 4 January 2021 the shares in Community Solutions for Regeneration (Bournemouth) Limited, which were previously held by Morgan Sindall Investments Limited, transferred within the Morgan Sindall Group to Muse Developments Limited.



2.4 Subsidiary LLP structure

Once option conditions have been satisfied, development will be taken forward by an LLP subsidiary, which will be formed in accordance with the Members' Agreement. The benefits of this structure are to:

- ring fence the development of specific sites
- enable the individual entities to raise development specific finance; and
- provide the flexibility to enter into joint venture arrangements

Joint ventures will be considered with third parties such as other landowners, investors and developers who can enhance the performance of the LLP by

- providing a project specific delivery capability
- introducing project finance, either as debt, equity or possibly a forward funding commitment
- helping with site assembly that helps to deliver Partnership and wider Council Regeneration Objectives
- sharing in the risk (and reward) of a project

Any proposed joint venture arrangements will be discussed with the Council teams, with a preferred option (if any) being presented to the Partnership Board and Members for approval.

2.5 Strategic management

The strategic direction and management of the LLP is the responsibility of the Partnership Board. Certain decisions are reserved back to the Members for approval in accordance with the Delegation Policy annexed to the Members' Agreement.

The Board currently comprises three nominated representatives from The Council and three from Muse. Partnership Board meetings are determined to be quorate with at least two Representatives from each Member present. Representatives from each Member vote collectively with a single vote.

Council representatives are:

- Cllr David d'Orton-Gibson
- Cllr Mark Howell
- Cllr Joe Salmon

Muse representatives are:

- James Stockdale
- Joe Everett
- Andy Howell

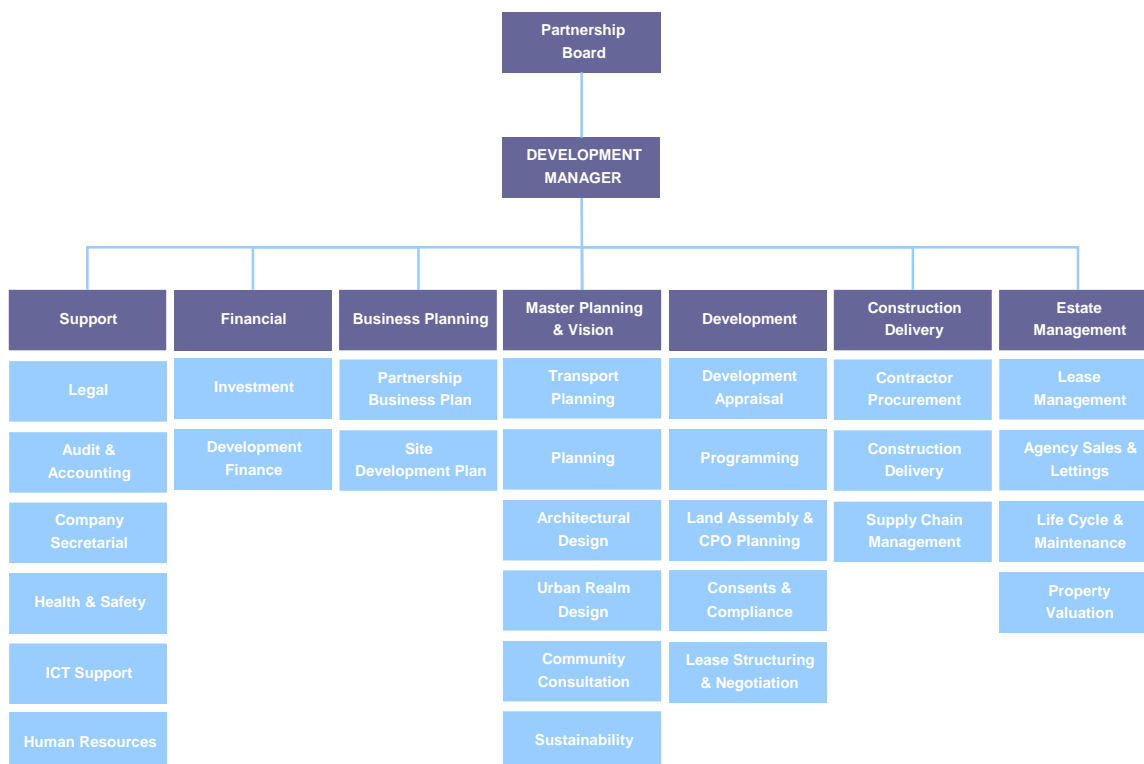
2.6 Operational management

The LLP has appointed Muse as Development Manager (DM). The scope of DM services, terms and conditions and remuneration are set out in the Development Management Agreement.

Key services include the following:

- Management of day-to-day operations
- Management of overall development activity
- Operational reporting on a regular basis to the LLP
- Production, maintenance and review of Site Development Plans and Partnership Business Plans

In order to perform the necessary services to the LLP the following work streams have been identified as set out below:



As DM, Muse manages the above work streams, leveraging internal resource as well as that of external advisors, service providers and the Council, where appropriate.

Resource

BDC has a Development Management Agreement with Muse to provide services to the BDC and its development subsidiaries. The day-to-day management and development role is undertaken by a small team of Muse employees, working from offices in London. They are supported by an 'in-house' residential sales & marketing team, new homes / aftercare team, legal team, sustainability team, accounting and secretariat team, based in the same office.

When additional resource is required, potential employment and/or secondment of suitable staff will be considered

Accommodation and facilities

Muse has previously used offices located in the Bournemouth town centre to house the Development Management team. During the recent slowdown in activity, these offices have been closed. This will be reviewed subject to the progression of future development sites.

Corporate policies

The Policies of the LLP have been established in line with best industry practice and include, but not exclusively, health and safety, quality, human resources, discrimination, and environmental policies.

Whilst the LLP is an independent development business, its policies have regard to and accord with those of the Members as identified in the Members Agreement.

The LLP has produced and adopted its own:

- Health & Safety Policy (revised and approved April 2018)
- Equality & Diversity Policy (revised and approved April 2018)
- Sustainability Policy (revised and approved April 2018)

These policies are in the process of being reviewed and updated for approval by the BDC board.

Quality management and Quality Assurance

The LLP's approach to Quality Management and Assurance is one of continuous improvement. The LLP is covered by Muse's ISO and benefits from a fully comprehensive quality policy and manual that is updated on a regular basis.

This policy covers all areas of the Partnership's work and includes quality

- control of work and output
- assurance in what is provided and
- management.

Health & Safety management

The LLP takes Health and Safety with the utmost seriousness and a Health and Safety Policy has been adopted.

This ethos toward Health and Safety will continue to be extended to all partners, design and professional team appointments and contractors. The appointments focus around the Principal Designer and Principal Contractor.

Sustainability

The Bournemouth Development Company prides itself on working locally and within the community, represented by local members of the community through Bournemouth, Christchurch and Poole to optimise the value added both economically in terms of returns for the Council in potential revenue income and also capital receipts, as well as for the community providing employment and new homes in the town.

There is a key focus on local employment and local labour which is passed onto contractors to provide employment for local people during the construction period. This also has a positive impact on our Carbon Emissions with a reduced number of miles travelled to the site. The Council declared a climate emergency in 2019, which has added greater emphasis and urgency to the need for employing sustainable construction practice.

Long-term improvements to the community are delivered with new homes, café and restaurants, employment space and leisure facilities in the town. The developments include cleaning up and landscaping large areas of undergrowth in the town centre through construction and also through charity fundraising events.

Working with the supply chain is key to achieving a sustainable build, including 100% sustainable timber being procured, and the use of local suppliers to reduce our carbon footprint. Our sustainability policies are passed down to the Contractors along with our Local Employment Policy which has been signed up to along with the Council and the local Job Centre to also encourage a number of Apprenticeships to help create the next generation of skilled construction workers.

Keeping people safe including visitors, subcontractors, workers and reducing the number of accidents on site during the build period are a priority. Also creating a safe place to live, visit, work, invest, learn and socialise once developments are complete as set out within the Town Centre Vision.

Developing a talented team to deliver the challenging developments we have achieved within Bournemouth has been key to our success. Motivation, innovation and development is ongoing as we evolve with changes within the town and the environment.

Professional services

The LLP continues, where appropriate, to draw upon the experience of local professional firms who can demonstrate a track record of delivery and are passionate about the benefits the LLP can bring to Bournemouth, Christchurch and Poole.

Details of the core design teams are included within the individual Site Development Plans. Further appointments will be procured in accordance with the Procurement Policy.

Supply chain

BDC will procure its supply chain in accordance with the Procurement Policy at Schedule 8 of the MA.

Strategic services

The purpose of the strategic advisor role is to provide the LLP with the ability to plan its activity and resource allocation around a number of forward-looking initiatives which relate directly to its role as a delivery vehicle of the Vision. At a practical level, this will be achieved by way of day-to-day advisory as appropriate, with periodical input into the business planning and reporting activity of the LLP.

The on-going requirement for Strategic Advisors and the current status of appointments is:

Role	Advisor	Status
Communications	Liz Lean PR	On a retainer
Master Planning & Planning	To be confirmed	To be instructed as required
Transport and Car Parking	Alan Baxter Associates	To be instructed as required
Legal	Eversheds, Pinsent Mason, Womble Bond Dickinson	To be instructed as required
Tax	PKF	Retained & active

The LLP will continuously review the need and merit of procuring strategic services, with any engagement having regard to:

- The independence of the LLP in discharging its role and objectives;
- Performance of the Council in discharging its statutory obligations;
- Management of potential conflicts of interest arising from time to time;
- The ability of service providers to complement and enhance services provided by individual Members;
- Principles enshrined in the Procurement Policy; and
- Commercial protection of the LLP.

3.0 Development programme

3.1 Annual strategy review

Following the December 2024 BDC Board Strategy Day with Council Cabinet members and senior officers, the LLP has agreed to focus efforts on renewing the Winter Gardens project. The project has been identified as a key priority for the current administration for delivering its corporate strategic objectives.

There is also a desire to review the remaining Option Sites and determine the most appropriate way to achieve development. This is subject to on-going review and will change in response to how the Local Plan develops over the course of the next 12-18 months. Any changes in approach to heights and public parking may improve the prospects of establishing viable schemes on these sites for direct delivery by BDC. The review will also respond to any changes in specific demand from third party developers and new opportunities to deliver the sites during the life of the Partnership. The detailed timeline for each site will be reflected in individual SDP's.

The LLP will also monitor development activity on other sites around the Town Centre to establish pipeline and delivery of potentially competing schemes. The Partnership will aim to deliver sites when demand is improving and competing supply is constrained to maximise revenue and profit.

3.2 Operational area

BDC has a remit to operate within "The Area". The Area is defined in the Members Agreement (Schedule 1) as

"the AAP Boundary as indicated by the red line set out of the plan attached at Schedule 14 including the Sites and any additional sites as agreed between the Parties from time to time (which may for the avoidance of doubt fall outside the former Bournemouth administrative area)".



In December 2021 BDC and The Council received Counsel opinion to determine whether BDC could operate outside of “The Area”.

In summary this opinion concluded that;

“the centre of gravity needs to remain Bournemouth. In other words, individual projects outside Bournemouth may be permitted, but not to the extent that the activity can no longer be characterised as predominantly Bournemouth, rather than Bournemouth/Poole/Christchurch”.

3.3 The BCP Local Plan

The Council has been working on a new local plan to cover the BCP conurbation since the formation of the new Council in 2019. As part of setting up Bournemouth Christchurch and Poole Council the Government approved consequential orders that specifically required a new BCP wide local plan is adopted by 2024.

The BCP Local Plan 2024-2039 was submitted to the HM Planning Inspectorate in June 2024. In March 2025 the Local Plan was rejected by the HM Planning Inspectorate due to failure to meet the Duty to Cooperate with neighbouring Local Authority Areas and for falling short in the delivery target for new homes as proscribed by the standard method in the National Planning Policy Framework.

The Council is currently considering next steps to bring forward a new Local Plan. This could offer opportunities to BDC to deliver a higher volume of sustainable homes in the Bournemouth town centre area.

3.4 Planning

3.4.1 Planning Performance Agreements

BDC will consider entering into a planning performance agreement (PPA) with the Planning Authority on a site-specific basis.

3.4.2 Appropriation

The Council has the power to:

- a) acquire land by agreement for planning purposes pursuant to section 227 of the Town and Country Planning Act 1990; and
- b) to appropriate land that it already owns, and which is no longer required for the purpose for which it is held, for any other purpose for which it is authorised by statute to acquire land pursuant to section 122 of the Local Government Act 1972.

Collectively these are the Appropriation Powers. Planning purposes means an acquisition (or appropriation) which will facilitate the carrying out of development, re-development or improvement which is likely to contribute to the economic, social or environmental well-being of the area, or which is required in the interests of the proper planning of the area in which the land is situated.

The Council approved in 2016 the BDC recommendation to exercise its Appropriation Powers in respect of the following sites as part of the Cabinet approval of the previous PBP:

- Site 3, Town Hall Annex
- Site 8, Eden Glen
- Site 11, Central Car Park
- Site 12, Glen Fern
- Suite 5, Richmond Hill
- Site 6 Winter Gardens and adjoining land registered at the Land Registry under title numbers DT83730 and DT203839 [and DT451745]
- Site 9 Bath Road North
- Site 10 Bath Road South
- Site 16 Cotlands
- Additional sites at
 - York Road East car park
 - York Road West car park

3.5 Development activity

Development activity and milestones are defined in the DMA (schedule 2):

Stage 1	Draft SDP
Stage 2	Managing the design development process and submission of planning application as per the SDP
Stage 3	Managing the process to satisfaction of the Viability Condition
Stage 4	Contractor procurement and management of construction
Stage 5	Sales
Stage 6	Property Management

Since the formation of the Partnership in February 2011, BDC has successfully redeveloped 5 option sites; progress on these sites is summarised below.

3.6 Completed projects

A summary of the completed projects to date has been included in Appendix B.

3.7 Live projects – construction phase

There are no current projects in the construction phase.

At the Strategy Day held in December 2024 specific focus was on how BDC bring forward the Winter Gardens scheme which is a key priority to the Council. A number of critical items were set out that need to be resolved ahead of spending time / money on progressing the development. These issues are not specific to Winter Gardens and are also blockers to the bringing forward of a number of other Option Sites:

- Extension to the 'Site Option Execution Date' for Winter Gardens
- Confirmation on the loss of revenue from the current Winter Gardens carpark
- Car parking Study – clarity around bringing forward the Winter Gardens scheme with no public parking reprovision on site.
- Planning – as the Local Plan is likely to be withdrawn what options are there to bring forward the Winter Gardens scheme as extant policy doesn't support a residential led scheme with height.
- Funding Options – vary Members Agreement to enable flexible funding approaches
- Viability – the Council / Muse to work together in gaining support from Homes England

Muse and the Council are working closely to jointly resolve these issues to create the environment to bring forward, in the first instance, a new scheme for the Winter Gardens.

Over the following chapters we will provided an update on all the undeveloped Option Sites and have categorised them as follows:

- High Priority – a key priority for BCP Council, target SDP in 2025
- Med Priority - subject to agreement of SDP of High Priority site, target SDP within in 12 months
- Low Priortiy – smaller scale, alternative disposal strategy to be considered over next 12 months

3.8 Live projects - Stage 1 SDP adopted / pre-construction

3.8.1 Site 6: Winter Gardens

Activity	Status
<i>Development proposal</i>	A mixed-use development comprising leisure, community and residential.
<i>Status</i>	<p>High Priority - Work was carried out with the Council and BCP FuturePlaces Ltd to consider an alternative masterplan proposal for the wider Bournemouth ARC, the land holdings comprising the Winter Gardens site, Winterbourne Hotel and BIC. This work did not progress following the closure of BCP FuturePlaces Ltd in 2023. In 2024, the new Council confirmed its desire to redevelop Winter Gardens as a standalone opportunity.</p> <p>The current administration of the Council has renewed aspirations to deliver a housing-led regeneration project on the site. Work will progress on a new scheme, subject to the approval of this Partnership Business Plan and the key items set out in 3.7 above and a refreshed Site Development Plan.</p>

3.8.2 Cotlands Road / York Road

Activity	Status
<i>Development proposal</i>	A mixed-use scheme that will complement an employment-led scheme including high quality public realm, café / restaurants and public parking (420 spaces).

<i>Status</i>	<p>Med Priority - Council Cabinet adopted SDP in February 2019 and January 2020. Working with the Council, BDC set out to make a significant investment in the delivery of new, Grade A office accommodation to meet the needs of our corporate partners in the conurbation, alongside a new public parking facility.</p> <p>In the wake of the Covid-19 pandemic, working practices have shifted towards hybrid working. As a result of this, the potential pre-let anchor tenant for the offices withdrew their interest. The Council was also unable to meet its original commitment to fund the MSCP on York Road to unlock the project. The project is currently paused until Council financial support available.</p>
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3.8.3 Eden Glen

Activity	Status
<i>Development proposal</i>	A residential-led scheme with active ground floor use.
<i>Status</i>	<p>Low Priority - The Council's Cabinet adopted the SDP in October 2018. Original proposals were for a residential-led scheme to comprise circa 50-60 homes, with interest from the Council in retaining ownership of the completed scheme through their Seascope Homes platform and offering the apartments for open market rental.</p> <p>Workshop held with the Council in August 2022. The scheme was not viable due to build cost inflation and the requirement to re-provide public parking. It is a small-scale opportunity so potential to retain as public parking or alternative disposal options to be considered. A BCP car parking strategy needs to be formalised before any decision can be made due to impact on scheme delivery / viability.</p>

3.9 Live project Option longstop dates

Within the adopted Site Development Plans, target option execute dates were set out as follows:

Winter Gardens	2016
Eden Glen	Q3 2020
Cotlands	Q4 2020

The option agreement sets out that BDC need to execute options in respect of each site within 12 months of the execute option date, this is referred to as the Option Condition Longstop Date.

Each of the above projects has been subject to delays. In the case of Winter Gardens, the site was held up by an elongated planning process, tying delivery into the grant of planning for a SANG at Hicks Farm, before encountering insurmountable viability challenges resulting from the impact of Covid-19. At Cotlands, an office-led scheme, the impact of Covid-19 has been material on corporate decision to acquire office space and the Council's ability to continue with a commitment to fund a new, enabling MSCP at York Road.

BDC recommended in 2023 that the Council agree to the following revised target option execution dates:

Winter Gardens	30 th September 2024
Eden Glen	30 th September 2025
Cotlands	30 th September 2025

The Winter Gardens option execution date has since elapsed with no progress having been able to be made during 2024 to revive the consented scheme. BDC has requested via a Cabinet paper in March 2025 to further extend the option execution date to September 2028 to allow the preparation of a new, housing-led project. This was approved in principle by Cabinet, subject to the approval of this Partnership Business Plan.

3.10 Pipeline projects

In addition to the above sites, the LLP will continue to review options on the remaining Option Sites during 2025/26.

Note that the developments with the BCP Local Plan mean that it is sensible to wait to understand how any changes to the planning policy relating to Bournemouth town centre may create more favourable conditions for bringing forward development.

3.10.1 Pipeline sites

Site no	Site name	Proposed use (BCP Local Plan)
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2	<p><i>West Hill Road Car Park</i></p> <p><i>Status</i></p>	<p>Subject to Council agreement of a car parking strategy for Bournemouth Town Centre, West Hill car park would be suitable for residential development providing in the region of 20 homes. Development must: i. Preserve or enhance the character and appearance of heritage assets and their settings including the Poole Hill and West Cliff Conservation Area; ii. Be designed to respect the amenities of the adjacent residential properties; iii. Be predominantly between 3 -4 storeys (approximately 9 – 15 metres) in height; and iv. Retain a pedestrian and cycle connection through the site between West Hill Road and St Michael's Road.</p> <p>Low priority - small scale opportunity and potential to retain as public car parking or alternative disposal. A BCP car parking strategy needs to be formalised before any decision can be made due to impact on scheme delivery / viability.</p>
3	<p><i>Town Hall Annexe</i></p> <p><i>Status</i></p>	<p>Any development of the annexe must: i. Provide mixed use scheme that could incorporate high quality office or research and development space (Use Class E(g)(i-ii), education (Use Class F1(a), medical/healthcare (Use Class E(e)) alongside residential uses delivering in the region of 50 homes; ii. Preserve or enhance surrounding heritage assets and their settings, including St Stephen's Church, Town Hall and Meyrick Park and Talbot Woods Conservation Area; iii. Provide a strong and attractive frontage to Braidley Road and St Stephen's Road; and Be predominantly four storey (12-15 metres) in height when viewed from Braidley Road.</p> <p>Low priority - small scale opportunity and potential to retain as site for public car parking or alternative disposal. A BCP car parking strategy needs to be formalised before any decision can be made due to impact on scheme delivery / viability.</p>

5	<i>Richmond Hill</i>	Any development of Richmond Hill car park must: Deliver in the region of 70 homes; Be predominantly between 7 -10 storeys (24 to 33 metres) in height
	<i>Status</i>	Low priority - potential to retain as site for public car parking or alternative disposal. A BCP car parking strategy needs to be formalised before any decision can be made due to impact on scheme delivery / viability.
7	<i>Former Winterbourne Hotel and Beacon Road Car Park</i>	Sites that make up the Bournemouth Arc must be planned comprehensively as part of a masterplan to deliver a high-quality leisure and cultural offer which contributes to the role of the town centre as a major destination for tourists and local residents. Development must: xxii. Ensure the delivery of leisure and cultural uses (Use Classes F1(be), F2(c-d), theatres, venues for live music performance, concert halls and conferencing facilities); xxiii. Include hotels, residential, community and commercial, business and service uses (Use classes C1,C3, F2(b) and E) to support and enable the delivery of leisure and cultural uses; xxiv. Together sites within Bournemouth Arc will provide a minimum of 400 homes; xxv. Enhance the natural qualities of the area by retaining and providing high quality soft landscaping within sites, along with preserving or revealing public views of the sea; xxvi. Provide public car parking in accordance with a strategy agreed to by the Council; xxvii. Ensure building heights are informed by Landscape and Visual Impact Assessment and be predominantly between 4 - 7 storeys (12 - 24m) in height; xxviii. Preserve or enhance nearby heritage assets and their settings including the Registered Gardens, the Pavilion and the Royal Exeter Hotel; and Work with topography, ensuring building forms step gradually up sloping sites
	<i>Status</i>	

		Low priority – needs to be considered as part of a wider masterplan exercise of sites along the sea front. Deed with South West of England Regional Development Agency (SWEDA) to deliver 4-star hotel and hotel training school on site. Overage payable to SWEDA until 31st March 2033 if residential developed on site.
9, 10	<i>Bath Road North, Bath Road South and Waterfront</i>	Sites that make up the Bournemouth Arc must be planned comprehensively as part of a masterplan to deliver a high-quality leisure and cultural offer which contributes to the role of the town centre as a major destination for tourists and local residents. Development must: xxii. Ensure the delivery of leisure and cultural uses (Use Classes F1(be), F2(c-d), theatres, venues for live music performance, concert halls and conferencing facilities); xxiii. Include hotels, residential, community and commercial, business and service uses (Use classes C1,C3, F2(b) and E) to support and enable the delivery of leisure and cultural uses; xxiv. Together sites within Bournemouth Arc will provide a minimum of 400 homes; xxv. Enhance the natural qualities of the area by retaining and providing high quality soft landscaping within sites, along with preserving or revealing public views of the sea; xxvi. Provide public car parking in accordance with a strategy agreed to by the Council; xxvii. Ensure building heights are informed by Landscape and Visual Impact Assessment and be predominantly between 4 - 7 storeys (12 - 24m) in height; xxviii. Preserve or enhance nearby heritage assets and their settings including the Registered Gardens, the Pavilion and the Royal Exeter Hotel; and Work with topography, ensuring building forms step gradually up sloping sites
	<i>Status</i>	

	<i>Status</i>	<p>i. Provide a mixed use development with active ground floor retail, commercial, leisure or cultural uses (Use Classes E, F1 and F2); ii. Provide in the region of 300 new homes; iii. Secure public car parking within the town centre in accordance with a strategy agreed to by the Council; iv. Create attractive, active frontages to Glen Fern Road and Fir Vale Road; v. Enable footway widening and public realm improvements on Glen Fern Road and Fir Vale Road; vi. Be predominantly between 4 - 9 storeys (12 - 30 metres) in height; vii. Preserve or enhance heritage assets and their settings, including the listed St Peter's Church, The Shul, Bournemouth Hebrew Congregational Synagogue, and the Old Christchurch Road Conservation Area; and A drainage strategy will be needed for the site, with SuDS and permeable surfaces must be provided along Glen Fern Road.</p> <p>Low priority - potential to retain as site for public car parking or alternative disposal. A BCP car parking strategy needs to be formalised before any decision can be made due to impact on scheme delivery / viability.</p>
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3.11 3-year programme

The core focus of this business plan is the Winter Gardens project. The indicative programme is set out below, which assumes a Council approval in June 2025 to proceed with the design and planning period for a new scheme. This would result in a planned start on site in December 2027, subject to a successful planning application process.

Workstream	Date	Approval required
Extend Winter Gardens site option execution date	May 2025	Cabinet
Agree Business plan, funding strategy and planning strategy for Winter Gardens	Jun 2025	Cabinet / Full Council
Winter Gardens project start	Jul 2025	BDC Board
Submit planning for Winter Gardens	Jul 2026	BDC Board
Planning determined	Dec 2026	LPA
End of stage 4 design, gateway 2 and funding	Nov 2027	Council, Muse and BDC Board
Winter Gardens start of construction	Dec 2027	BDC Board

It is anticipated that the full pre-construction budget will be c£7m for Winter Gardens (subject to change as scheme progresses) and approval will be sought in distinct stages.

Workstream	Expected date	Amount	Cumulative
Initial feasibility	Jul 2025	£1,000,000	£1,000,000
Design and planning	Dec 2026	£4,000,000	£5,000,000
Stage 4 design, procurement, funding and gateway 2	Dec 2027	£2,000,000	£7,000,000

		Cabinet Approval		Cabinet approval	Council approval	Project start	Design and planning period				
		Mar-25	Apr-25	May-25	Jun-25	Jul-25	Aug-25	Sep-25	Oct-25	Nov-25	Dec-25
		Site Option Execution Date		Business Plan	Business Plan		100,000	250,000	400,000	650,000	1,000,000
				Funding Strategy	Funding Strategy						
Design and planning period							Planning determination				
Jan-26	Feb-26	Mar-26	Apr-26	May-26	Jun-26	Jul-26	Aug-26	Sep-26	Oct-26	Nov-26	Dec-26
1,400,000	1,900,000	2,400,000	2,900,000	3,400,000	3,900,000	4,400,000	4,700,000	5,000,000	5,000,000	5,000,000	5,150,000
Stage 4 design, gateway 2 and funding											Start on site
Jan-27	Feb-27	Mar-27	Apr-27	May-27	Jun-27	Jul-27	Aug-27	Sep-27	Oct-27	Nov-27	Dec-27
5,300,000	5,450,000	5,600,000	5,750,000	5,900,000	6,050,000	6,200,000	6,350,000	6,500,000	6,650,000	6,800,000	7,000,000

4.0 Movement, parking and transport policy

4.1 Introduction

This section of the Plan was originally updated by Alan Baxter Ltd in 2019 and has been further updated to reflect updates in policy since then. It will need to be reviewed again once the Council has concluded a review of its approach to car parking, which will take the form of a new corporate parking strategy.

The recent news regarding the BCP Local Plan creates uncertainty around planning policy for the surface car parks within the BDC Option Agreement, specifically in relation to the reprovion of public parking, which in turn creates significant risk in relation to development plans.

4.2 Policy review

The Car Parking and Transport Policy is informed by and has regard to the:

- Town Centre Vision Programme Objectives (2011),
- Local Transport Plan 3 (2011),
- Core Strategy (2012), and
- Town Centre Area Action Plan (2013).
- Public off-street car parking study – Occupancy data (November 2024) – status unclear

4.2.1 Bournemouth, Poole and Dorset Local Transport Plan 3

LTP3 was adopted in April 2011. This document sets out the strategy for the delivery of a first class transport system between 2011 and 2026. The vision set out is for "A safe, reliable and accessible low carbon transport system for Bournemouth, Poole and Dorset that assists in the development of a strong low carbon economy, maximises the opportunities for sustainable transport and respects and protects the area's unique environmental assets".

The Council is developing LTP4 to supersede LTP3 thereby updating BCP's Local Transport Plan (LTP) Policy and resetting the transport ambitions up to 2038. This will be aligned with BCP's emerging Local Cycling and Walking Infrastructure Plan (LCWIP), the Bus Service Improvement Plan (BSIP), Priorities from the Western Gateway Sub-National Transport Body (WGSTB) and central government policies including Gear Change and De-carbonising Transport.

4.2.2 Bournemouth Local Plan: Core Strategy

The Core Strategy was adopted in October 2012. Key themes in the strategy relate to preparing for climate change, promoting a healthy society and delivering sustainable communities. The sustainable communities' theme in particular is strongly linked to transport with reference made to improving accessibility through direct, attractive and convenient pedestrian and cycle links and locating new development adjacent to high frequency public transport corridors and in strategic locations like the town centre. Within the Transport chapter it is stated that the character of South East Dorset and Bournemouth in particular means that a conventional city centre traffic restraint strategy is not appropriate.

From the Core Strategy it seems that there is no intention to deliver a Park and Ride for Bournemouth prior to 2026. However, reference is made to the longer-term potential for a network of park and ride sites across South East Dorset.

4.2.3 Bournemouth Local Plan: Town Centre Area Action Plan

The Town Centre AAP was adopted in March 2013. In terms of transport this document sets out a strategy to make it easier for pedestrians and cyclists to move around, improve conditions for public transport, create attractive streets, improve safety, and maintain traffic circulation and access to public car parking.

The Town Centre AAP also forms part of the Local Plan that was recently reviewed. It includes key policies on development sites and the strategy for maintaining levels of public parking provision across the town centre (see section 4.3 below). The conflicting policy challenges of promoting sustainable movement and accommodating demands for car parking will need to be carefully balanced in any revised car parking policy.

4.2.4 Parking Supplementary Planning Document (adopted January 2021)

The Parking SPD introduced a number of design standards with implications for development projects. The context for the SPD is set out in the Background section:

“The Parking Standards SPD will support the actions of BCP Council’s Corporate Strategy to tackle its commitment to the declared climate change and ecological emergency by helping to prioritise opportunities to walk, cycle and use public transport. The approach to parking requirements fits with the actions listed under three priority areas:

- 1. To lead communities towards a cleaner, sustainable future that preserves our outstanding environment for generations to come.*
- 2. To support an innovative, successful economy in a great place to live, learn, work and visit.*
- 3. To help people lead active, healthy, independent and fulfilled lives”.*

BDC operates primarily in Zone A which has been assessed to have *“a high-level access to facilities or within a sustainable transport corridor would be expected to adopt more rigorous parking standards than less accessible areas. As typically car ownership and usage is lower within these areas”.*

The SPD is looking to reduce the quantum of private parking associated with any new scheme in the town centre. BDC will therefore need to adapt its proposals for new schemes to achieve a balance of viable and deliverable development alongside the new SPD guidance. BDC will work closely with the Council to promote alternative, sustainable forms of transport as part of its scheme proposals.

The main points are:

- The car parking layout and design guidelines which have an impact upon the land requirement, the cost of provision and a potential impact upon land value.
- The revised guidance for cycle storage, micro-scooters, powered two-wheelers, electric vehicle charging.
- A revised approach to parking standards on new developments, noting that *“the underlying principle was that areas, which already or potentially have a high-level access to facilities or within a sustainable transport corridor would be expected to adopt more rigorous parking standards than less accessible areas”.*
- Parking in new development should aim to meet the requirements set out in the SPD. In circumstances where an applicant can demonstrate that a departure from

the standards is appropriate, this should be fully justified and supported by robust evidence.

- Looking at the most significant impact upon BDC activity, provision of parking in Zone A, which covers Bournemouth town centre, for residential apartments is zero spaces; office development and wider Class E uses is nil with workers and customers using public car parks.

These existing policies will continue to impact upon the viability and delivery of new investment in the town centre.

4.3 Car parking strategy

The Council's extant strategy for car parking (Policy T7 in the Town Centre AAP) seeks to "maintain a total off-street public car park capacity of around 6,400 spaces" in the town centre which includes Lansdowne. This quantum of spaces was informed by the Bournemouth Town Centre Parking Study (2006) which assessed demand at the time, as well as anticipated demand from future development sites.

It calculated that by 2016, based upon a planned delivery of new development in the Town centre (some of which has been delivered but by no means all), the demand for off-street car parking would begin to exceed supply. Beyond 2016, growth would be accommodated not by increasing car parking but by relying on a shift to sustainable modes to keep parking demand at manageable levels (approx. 85% of capacity). The AAP acknowledges that growth in the town centre should not be accommodated by allowing unrestrained use of the car.

The AAP also sets out the proposed future location of public car parks, their capacity and how they will be accessed. Approximately 5,100 spaces are proposed for the town centre and 1,400 for Lansdowne. In terms of pricing, the policy is to implement tariffs that will deter commuting by car.

The principles underpinning the BDC Parking and Transport Policy and impact assessment for each development site include all of the following:

- Consideration of movement and access in the context of the Local Transport Plan, the Core Strategy, the Town Centre Area Action Plan, and the physical context of the Town Centre
- Consideration of movement and access in the context of peak demand for travel
- Understanding of user demand characteristics
- Enabling travel by the most sustainable transport modes, and widening accessibility for different users
- Consideration of transport and public car parking provision in the context of carbon footprint reduction

- Consideration of the requirements of an improving public transport network
- Consideration of existing public car parking capacity over time and the relationship of this to Council policy objectives
- Understanding of function and role of public car parking in the context of pricing and length of stay restrictions
- Grouping and balance of car parks in clusters of use across the Area Action Plan area (Town Centre and Lansdowne)
- Consideration of car parking provision in the context of revenue generation
- Mitigation of the effects of any additional car trips generated by the proposed development sites on the local highway network
- The potential for contributing towards the wider traffic impact of the proposed development sites on the strategic highway network in accordance with the South East Dorset Transport Contributions policy (shortly to be replaced by CIL)
- Provision of on-site cycle and vehicle parking, and achieving servicing arrangements
- Consideration of car parking provision in the context of maintaining the viability and vitality of the town centre

The Car Parking Strategy is a key policy requirement that influences the viability and delivery of development sites in Bournemouth Town Centre.

4.3.1 Public off-street car parking study (November 2024)

This study was produced for the evidence base for the new BCP Local Plan. It proposes a different approach to the Town Centre AAP in that it provides a range of scenarios in which the reprovision of public car parking is not required on some sites within the BDC Option Agreement.

It concluded that for the Bournemouth Town Centre public car parks:

“The total number of public off street parking spaces is currently approximately 6,305 and there is a total average overall occupancy of 72%, equivalent to 4,540 spaces. There are different scenarios which could be implemented. Taking the scenarios in each area which yield the lowest number of spaces would result in a total number of spaces of 4,630 spaces or 73% of the current total”

The contents of the study have potential to be significantly helpful to development plans for the BDC sites, however there remain important questions around its status, given the withdrawal of the Local Plan for which it provides part of the evidence base. Clarity on this is essential as it currently presents scenarios, rather than recommendations approved by the Council which is required to unlock a number of the BDC Option sites.

4.4 Impact of strategy on partnership development activities

The car parking strategy within the Public off-street car parking study have potentially significant implications for the development of sites that are currently within the remit of the BDC. The main sites that are impacted are:

- West Hill - currently there are 127 spaces and it is proposed that these are retained
- Richmond Hill - currently there are 112 spaces.. Two of three scenarios propose that these can be removed, whilst the third scenario proposes retaining them.
- Central - currently there are 315 spaces. Two of three scenarios propose that these can be removed, whilst the third scenario proposes retaining them.
- Town Hall Annex - currently there are 114 spaces and it is proposed that this be maintained. As per the existing arrangement more than one level of car parking would be required.
- Eden Glen – currently there are 66 sub-standard parking bays. Three of four scenarios propose that these can be removed, whilst the fourth scenario proposes retaining them.
- Cotlands Road & York Road – currently there are 390 public car parking spaces on the AAP policy site and it is proposed that these be increased to 420 spaces. This would require more than one level of car parking.
- Pavilion Theatre, Westover Gardens, Bath Road North and Bath Road South – currently arranged as four car parks providing 516 surface spaces. Two of four scenarios propose retaining all spaces, the other two scenarios propose retaining only the 185 spaces at the Pavilion Theatre.

As part of the yearly reviews of the Business Plan the impact on future car parking will be considered. This will enable a regular update taking into account the changing factors relating to both supply and demand and will inform decision making relating to the LLP sites going forward.

5.0 Financial matters

The following provides an overview of the principles underpinning the financial strategy of the LLP.

5.1 Financial summary 2024

The forecast draft financial statements of the Bournemouth Development Company LLP and its subsidiary Winter Gardens Development LLP show a loss for the year ending 31st December 2024.

The consolidated loss for the period is £264k (2023: loss of £178k) net assets attributable to members of £2.083m (2023: £2.112m). The loss is driven by operating costs in both years, the main asset held by the partnership is the land on Exeter Road.

5.2 Funding structure

The Partnership is a limited liability partnership (LLP) established to carry on a trade of property development either directly in its own right or through one or more development subsidiary LLPs.

5.3 Annual budget

Loss for 2024 is budgeted at £489k which predominantly relates to BDC LLP running costs and interest incurred on advance sums and the Exeter Road land holding.

There is not currently a budget approved by the BDC Board or adopted by the Council Cabinet or Muse Places for any sites. Any previous Site Development Plan approval for BDC sites is not considered current and will be subject to a new SDP and approval.

5.4 Funding of future projects

The LLP has an indicative budget, referred to in the Members Agreement as the Advanced Sum Cap, with a base value of £500,000, which after indexation has increased to £850,000 for 2025 in aggregate, "which shall be expended to pursue Stage 1 Project Appraisal Sign Off". The BDC Board use this budget to undertake initial project appraisal and viability in respect of sites to be progressed, however, it is not proposed that the BDC board undertake such work without having agreement from the Council. This agreement is being sought through the June 2025 Cabinet paper and will require mutual agreement on the financial contribution from each partner in the LLP.

- Planners: to identify planning constraints and opportunities
- Transport: to identify highway / parking constraints and opportunities;
- Property Consultant: to advise on mix of uses, quantum and values;
- Architect / Master Planner: initial density / massing studies
- Cost Consultants: budget construction costs
- Surveys: topographical, arboriculture etc.
- Legal: to identify title constraints

- Desk top surveys

Once initial viability studies have concluded, and the DM is in a position to recommend that the project proceeds, an SDP for each will be issued to the LLP for approval. This will incorporate the above costs into a full budget of surveys, design and professional fees.

Any site based spend will be subject to a specific approval by the Council and Muse or via a Site Development Plan.

5.5 Taxation assumptions

BDC will procure taxation advice from a relevant professional consultant as and when required. Due to the evolving nature of taxation, it is not appropriate to rely on advice previously received.

5.5.1 Direct tax assumptions

An LLP is a body corporate with separate legal personality from that of its members. However, unlike a limited company, LLPs are transparent for UK tax purposes meaning profits of the LLP are not taxed in the LLP but rather in the hands of its members according to their taxable status.

5.5.2 Stamp Duty Land Tax (SDLT) assumptions

Stamp Duty Land Tax (SDLT) applies to all land transactions in the UK. Project specific advice will be obtained in relation to SDLT for each development.

5.5.3 Value Added Tax (VAT) assumptions

An LLP has an obligation to VAT register if the value of its “taxable supplies” (i.e. supplies that are subject to the standard, reduced or zero rate of VAT) exceed the VAT registration threshold. Subject to HMRC’s approval it is possible to apply for a VAT registration where a compulsory liability has not crystallised, but the LLP intends to make taxable supplies at some point in the future. Subject to fulfilling the relevant conditions it is also possible for LLP’s to form or become members of a VAT group registration.

BDC has been registered for VAT purposes in a standalone capacity with effect from 17 February 2011.

5.6 LLP operating costs

LLP operating costs are identified as £102k (Indexed) per annum. This is the Basic Fee under the Development Management Agreement. These costs are based on a basic operating structure and include company secretarial and statutory accounting and auditing services. Further operating costs are budgeted through the Development Management fee.

This does not include costs arising from the provision of any strategic services as set out in section 2.1.10 above.

6.0 Exit strategy

6.1 Subsidiary development LLP's - disposal of assets

There is no current intention for the LLP to hold assets in the longer term however each project will be assessed on its own merits by BDC. At an early stage of a development project, an exit strategy together with a recommended sales and marketing budget (if relevant), will be proposed and form part of each Site Development Plan (which will be approved by the Board).

Where applicable, the DM will secure a forward commitment from end users / occupiers, typically of retail, employment, leisure and healthcare developments. The resultant lease and rental revenue will enable the DM to secure a forward-funding commitment or a purchase on practical completion, ideally at initial project viability stage but up to start of construction, from an investor. This reduces significantly the risk associated with development projects.

Alternatively, the LLP may develop speculatively, prior to securing a commitment from occupiers / investors. This exposes the LLP to "market risk", principally the demand for the end product (from occupiers and investors), the price that purchasers are prepared to pay and the period in which to negotiate and complete a sale.

The choice of exit will reflect the best commercial advice at the time, informed by and contingent upon a number of objectives and potential drivers, including:

- Town Centre Vision objectives
- Demand for proposed use, reflecting competing development pipeline
- Demand from occupiers
- Demand from investors
- General economic conditions
- Development, investment and asset management strategy
- LLP capitalisation and funding requirements
- LLP development return requirements
- Mitigated risk balanced against risk appetite

6.2 Early member exit from the LLP

6.2.1 Duration of the LLP

The LLP will continue its activities until:

- The 20th anniversary of the Members' Agreement; or
- Members decide otherwise e.g. such time when objectives and targets have been completed.
- The LLP will continue to remain active beyond the 20 year anniversary, in the event that there are any live projects that need to be completed and will cease to be active upon their conclusion

6.2.2 Transfer of member interests

The Members Agreement provides, subject to pre-emption and other conditions, the opportunity for a Member to transfer all (but not part) of its Member Interest to a third party. On 4 January 2021 the shares in Community Solutions for Regeneration (Bournemouth) Limited, which were previously held by Morgan Sindall Investments Limited, transferred to Muse Developments Limited. In the case of the PSP, there are provisions for Muse to transfer all (but not part) of its interest to another MS Group Company without being subject to pre-emption rights.

6.2.3 Termination, default

The Members Agreement sets out a number of events, termed Termination Events, which would trigger the winding up of the LLP.

6.2.4 Distribution of assets

In the unlikely event of early termination, dissolution and sale of assets will be governed by the terms of the Members' Agreement.

Appendices

Appendix A

Targets for 2025

	Target 1	Target 2	Target 3
Winter Gardens	High Priority - Secure Council agreement to extend Site Option Execution Date, confirmation on removal of public parking and progress work on closing viability gap.	Develop funding strategy and present to Council for approval	Agree revised Site Development Plan and begin preparing work on new planning application
Cotlands	Med Priority – scheme to be a BCP priority, council funding to be made available and BCP public carparking strategy being formalised.	BDC to explore delivery opportunities	
Central	Med Priority - BCP public carparking strategy being formalised.	BDC to explore delivery opportunities	
Eden Glen	Low Priority - BCP public carparking strategy being formalised.	BDC to explore delivery opportunities	
Town Hall Annex	Low Priority - BCP public carparking strategy being formalised.	BDC to explore delivery opportunities	
Glen Fern	Low Priority - BCP public carparking strategy being formalised.	BDC to explore delivery opportunities	
Bath Road North & South, Waterfront	Low Priority – BCP to look at wider masterplan of the seafront sites.	BDC to explore delivery opportunities	
Richmond Hill	Low Priority - BCP public carparking strategy being formalised.	BDC to explore delivery opportunities	

Appendix B

Completed projects

Madeira Road West –Student Accommodation

This project, which delivered 378 purpose-built bedrooms for the Arts University Bournemouth, was completed on time and to budget on 26th August 2014. The building was officially opened on 3rd October 2014.



Madeira Road West –Multi-storey car park (MSCP)

This project re-providing 400 public car parking spaces was completed on time and to budget on 28th February 2014. The facility was officially opened on 12th March 2014.



Site 14 Leyton Mount (Citrus Building)

The 64-home Citrus Building, together with the Turtle Bay restaurant, was completed on time and to budget on 24th March 2015.



Site 13 Berry Court

A joint-venture with Radian Housing, the 113-home build to rent scheme was delivered, alongside the re-provision of 155 public parking spaces, on time and to budget on 10th August, 2018.



Site 4 St Stephens Road (Treetops)

The 46-home scheme, to be owned and managed by the Council via its wholly owned company Seascape Homes and Property Limited, was completed on time and to budget on 15th February 2021.



Site 1: Durley Road

The 44-home project was completed in October 2022.



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