

BCP estate – high level hub options analysis

December 2019



Report contents

Approach and key messages

Page 3

Estate overview

Page 6

Operating model links

Page 9

Hub options

Page 13

Risks and next steps

Page 19

Approach

Key approach



- In order to consider the BCP estate and in particular the future 'Council Hub' site, the following steps have been taken to perform a high level requirements and options analysis. This work focusses on:
 - Setting out the current 'state of the estate' looking primarily at key office accommodation sites and using available utilisation data, building data and site visits;
 - Considering how certain operating model changes might impact the future estates requirement (and vice versa);
 - Analysing the potential space required for the new Hub site, using a range of assumptions developed and agreed with BCP;
 - Defining the key criteria for assessing the Hub options, with the broader operating model and BCP Council Corporate Plan in mind;
 - Performing a high level options analysis for the future hub site using financial and non-financial information;
 - Considering a potential space layout for BCP's preferred option;
 - Considering potential risks and next steps.

BCP staff who have developed this report

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Other considerations



- This document sets out a high level review based on initial analysis of data relating to BCP Council's estate, high-level site visits and discussions with BCP staff.
- The analysis has been developed through key assumptions and options provided by or agreed with Management.
- The options considered in this report were identified by Management as the key scenarios for consideration. In addition the options, criteria, principles and underlying information were developed by/agreed with Management.
- Additional detailed work should be undertaken to further develop initial assumptions relating to financial estimates, feasibility, estate requirements (including headcount / space needed) and timelines.

Key messages

- The BCP Estate includes a broad spectrum of site types ranging from offices, community centres, car parks, leisure facilities, parks, land, industrial, infrastructure and public space / facilities spread across 852 unique locations. Approximately 226 sites are within a classification considered to be particularly relevant to the organisation design work, as they relate to sites from which services to the community are primarily delivered. These include office and administration sites and sites supporting direct service delivery (for example, adult centres, youth centres, children and family centres and libraries).
- Based on information obtained through site visits, interviews and data and analysis, there appears to be significant excess capacity across the estate (the primary office accommodation sites are only utilised approximately 41% on average). There are inconsistent ways of working and the potential to realise capital receipts through consolidation opportunities.
- Proposed changes to the BCP operating model provides a vision for a transformed BCP. The future BCP estate must support this vision. Key interdependencies between the new operating model and the estate exist around cultural change including more flexible working, increased collaboration, headcount reduction and increased digital interaction with customers.
- Building from the operating model principles, the future estate will be based on the following two key principles:
 - The majority of staff will be allocated to a centrally located Council Hub, including all of those primarily carrying out 'Citizen Experience and Engagement' and 'Enabling processes and functions'.
 - There will be a series of Community Spokes located within the community from which services will be delivered via multi-disciplinary teams. The Spokes will provide space for drop-ins and specifically diarised meetings with the community.
- In order to calculate the space required at the Council Hub, consideration has been given to the key changes driven by the operating model including headcount reduction and Smart Ways of Working. Based on initial analysis and using key operating model assumptions, it appears that approximately 9,700 to 15,700 SQM will be required for the Council Hub. The lower bounds of this range will require high levels of flexible working (including a significant proportion of time spent working from home), a large proportion of space allocated to 'alternative work settings' (versus more traditional work stations), tight space allocation and consistent use of space over the course of the week.
- This space estimate is based on high level assumptions and should be further validated both prior to the selection of the preferred option and throughout the programme to allow for time to take mitigating actions should the future Council Hub have insufficient space. For example, through a phased migration and by prioritising which teams are located to the Hub first.

Key messages (cont.)

- When considering potential options for the future Council Hub, five key criteria have been used (as identified by Management) – Value for money, Location, Sustainability, Physical site characteristics and Implementation feasibility. Value for money is a key criteria to ensure that the preferred Hub option is affordable. The budget for the Hub programme is yet to be agreed.
- Three potential Hub ‘sources’ identified by Management were considered – buying/leasing, building or recycling an existing BCP site. Net costs were estimated using BCP’s view of potential capital receipts from released sites and costings based on high level benchmarks.
 - For the ‘Buy/lease’ option, Holland House in Landsdowne has been identified as a potential opportunity to purchase off-market. Whilst it has a good, central location, the building is too small (7,466 SQM) and so would require development which could cost upwards of c.£65m including the cost of acquisition (£16m).
 - The ‘Build’ option considered example locations in Wessex Fields, Hurn and Landsdowne as these are priority Council growth areas. Wessex Fields and Hurn also have a good supply of available land although in less optimal locations due to being more difficult to access by both staff and customers, especially by Public Transport. The Build option is estimated to have a net cost of between approximately c.£46m and c.£67m which is likely to be too costly for BCP.
 - The ‘Recycle’ option (which would likely be a refurbishment of the Bournemouth Town Hall complex, as this is the largest BCP accommodation site at 9,700 SQM and has a central location within the Council area) is expected to have a net cost of between c.£20m and c.£29m. This assumes a full refurbishment of the entire site and less costly options are likely to be available for example if only the Town Hall Building is refurbished and the Annexe / Extension are left as is. Further detailed costings and valuations are required to refine this estimate.
- Based on the options analysis performed on Management’s criteria, it appears that Bournemouth Town Hall provides the preferred option of those considered, subject to other potential sites coming on the market in a central location. Further detailed requirements gathering, costings, existing valuations and new site searches should be performed before the preferred option is confirmed and taken forward.
- A number of key risks associated with selecting the Bournemouth Town Hall as the preferred Council Hub option have been identified. These include insufficient space provision in the Council Hub, net costs of the project **being higher than expected** and project delays. Further work is required to help mitigate these risks – refer page 19.

Overview of the estate

The BCP Estate includes a broad spectrum of site types ranging from offices, community centres, car parks, leisure facilities, parks, land, industrial, infrastructure and public space / facilities spread across 852 unique locations. Approximately 226 sites are within a classification considered to be particularly relevant to the organisation design work.

Breakdown of BCP estate

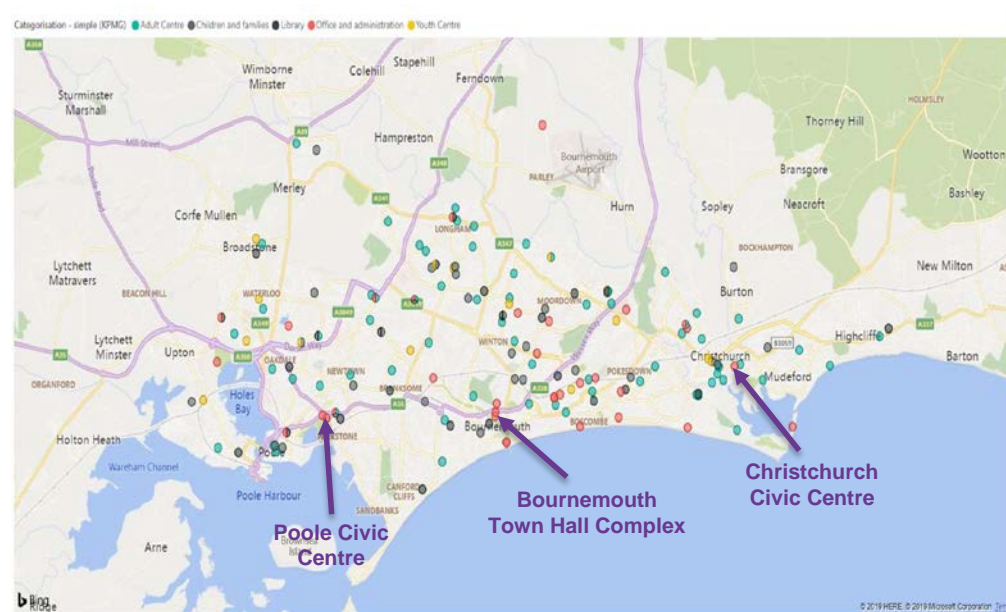
- The combined BCP estate database includes 2,842 unique building IDs located on 852 unique sites.
- The sites highlighted below are within a classification considered to be particularly relevant to the organisation design and so have been designated as 'priority sites'. These are sites from which services to the community are primarily delivered and include office and administration (64 unique IDs) and sites supporting direct service delivery (for example, adult centres, youth centres, children and family centres and libraries).

Breakdown of BCP estate types		
Site classification		No. of unique building IDs
Office and administration	●	64
Adult Centre	●	84
Youth Centre	●	15
Children and families	●	38
Library	●	25
Priority sites		226
Seafront estate		740
Infrastructure and utilities		585
Sports and leisure		208
Open spaces and reserves		172
School		170
Land and agricultural		156
Carpark		136
Residential and housing		106
Storage		86
Public conveniences		70
Retail and commercial		56
Other		44
Crematorium, Chapel, Cemetery		29
Industrial		28
Cultural sites		16
Depot		14
Total		2,842

'Priority' sites

Non-priority sites

Map of 'Priority' sites



Source: BCP data and analysis performed

Estate observations

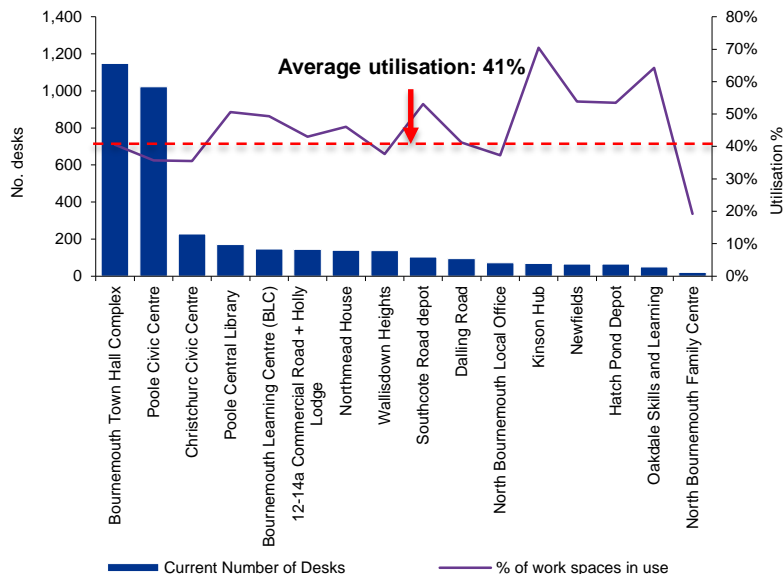
Based on information obtained through site visits, interviews and data and analysis, there appears to be significant excess capacity across the estate, inconsistent ways of working, consolidation opportunities, duplication of site types and potential to realise capital receipts.



Excess accommodation space

- Based on Council occupancy audits undertaken in 2018 across 16 primary office and accommodation sites, the average proportion of desks in use each day was 41%
- This translates into c. 2,100 of 3,700 desks free on average each day
- The audits were undertaken by BCP twice daily (mid morning/mid afternoon over two days in October 2018 apart from Christchurch Civic offices which were surveyed on nine occasions in August 2019)

Primary office and accommodation sites - 2018 Council utilisation study



Source: BCP occupancy audits dated October 2018 and analysis performed



Mixed ways of working

- Anecdotally, 'Smart ways of working' has been agreed as the direction of travel across the estate by senior leadership but this does not appear to be consistently embraced across the organisation
- Christchurch Civic Centre is held up as an example of an office that enables 'Smarter Ways of Working' but many other office accommodation sites represent much more traditional ways of working
- Across BCP's office accommodation, most people appear to have their own desk limiting the flexible use of office space
- There is a significant amount of paper and storage in offices as many staff/teams currently rely heavily on paper-based processes
- Of those offices where condition surveys have been completed, many have a multi million pound maintenance backlog. Investment is required to improve the quality of these sites and create a consistent look and feel across the estate.

Working styles observed in BCP

Contemporary working styles

Traditional ways of working

- All staff have an assigned desk
- Cellular meeting rooms
- Fixed IT (e.g. desktop computers)
- Separate kitchens
- Most work performed from office location

'Smart ways of working'

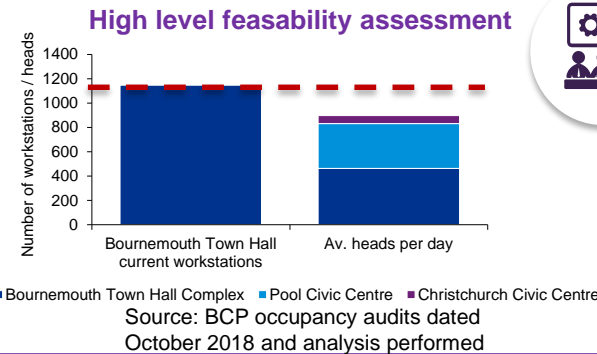
- Unassigned shared desks
- Activity based alternative work settings including space for:
 - Touchdown
 - Collaboration
 - Flexible multi purpose uses
 - Quiet and concentrated working
 - Team and project areas
 - Social and casual interaction
- Work performed in the most effective locations and at the most effective time

Estate observations (cont.)

Based on information obtained through site visits, interviews and data and analysis, there appears to be significant excess capacity across the estate, inconsistent ways of working, consolidation opportunities, duplication of site types and potential ability to realise capital receipts.

Using 'existing' ways of working, consolidation of the three main sites into Bournemouth Town hall appears feasible

- There are currently 1,148 workstations in the Bournemouth Town Hall Complex
- Across the three primary office locations of Bournemouth Town Hall Complex, Christchurch Civic Centre and Poole Civic Centre there were an average of 911 total desks in use based on the Council's occupancy audits
- Therefore, using existing ways of working, it appears feasible to consolidate the three sites into the Bournemouth Town Hall Complex based on those already working in the three main sites (i.e. does not include additional staff currently located elsewhere)



Duplication of site types

- Front line citizen experience and engagement for children, adult and elderly care occupy many sites scattered around the BCP vicinity
- The three primary sites in Bournemouth Town Hall complex, Christchurch Civic Centre and Poole Civic Centre provide identical facilities for civic, citizen experience and engagement, service delivery and support functions
- There are a number of Depots which appear to provide identical services. This may present opportunities for consolidation

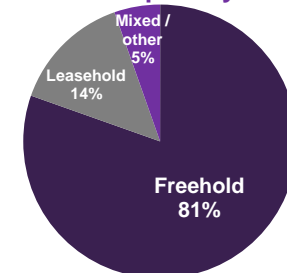


Council Chambers across the three main sites

There is potential ability to realise capital to help fund wider change

- The majority of sites are freehold (c.80% of 'priority' sites), meaning that there may be the ability to realise capital proceeds through rationalisation. Examples of sites with development potential / ability to generate proceeds include:
 - **12-14 Commercial Road and adjacent Holly Lodge** currently used as a day centre for elderly care and the children and social care administration team. The site is in an affluent residential area with large grounds currently used as garden and car parking. This could potentially represent a redevelopment opportunity
 - **Christchurch Civic Centre** – a relatively new office which is in a prime location adjacent to a marina. Initial BCP assessment indicates a potential valuation of up to £3.7m

Mix of tenure for 'priority' sites:



Source: BCP occupancy data and analysis performed

The estate and its link to the operating model

The operating model work provides a vision for a transformed BCP. The future BCP estate must support this vision but will also be dependent on the implementation of the operating model.

Design principles for the new operating model

1. Empowering communities to co-design and deliver services, with citizens taking responsibility for their own outcomes
2. Putting the customer at the heart of our thinking to provide timely and responsive services
3. Creating a culture and estate that support our work being done in the best place and time
4. Intervening as early as possible to manage demand and improve outcomes
5. Constructing strategically integrated systems and digital tools, using data to create knowledge and insight
6. Building and resourcing an environment for innovation, learning and leadership
7. Choosing the most appropriate delivery model for each service
8. Leading and collaborating with partners to deliver better outcomes and efficiencies

Estate interactions with the new operating model

How will the estate support the new operating model?

- Increased co-location of staff to enable greater collaboration between teams and a more efficient use of space (i.e. through allocating a significant majority of staff to a single Council Hub location and supporting collaborative working in Community Spoke locations)
- Creation of alternative work settings and touch down space in both the Hub and Spokes to support smart and more agile ways of working
- A consistent look and feel across the estate will help foster a single, unified culture across the Council
- Bold changes in the estate can be used to demonstrate tangible progress towards future operating model
- Consolidation of the estate will result in less travel between sites and therefore reduces the carbon footprint. In addition, through investment, the estate's sustainability credentials could be improved supporting BCP's aspirations to be Carbon Neutral by 2030
- The estate could potentially provide the opportunity to generate capital proceeds to fund the investment required for the wider target operating model (although this may require some tough decisions)

How will the new operating model change BCP Council's estates needs?

- Digital transformation will support more effective digital interaction with customers, reducing the demand for face-to-face contact with citizens
- The operating model seeks to provide more responsive services to the customer – this means that the BCP Council estate must be located within the community, for example within Community Spokes
- New technology and a shift in culture will support more flexible working. This, combined with expected headcount reductions will reduce the overall space requirement for office accommodation as staff increasingly work from home or in alternative locations
- Increased agile working will create the need for more flexible touch down space

Agreed estates direction of travel

Building from the operating model principles, the following direction of travel has been agreed for the estate.

Hubs vs. spokes



- The majority of staff will be allocated to a centrally located Council Hub, including all of those primarily carrying out 'Citizen Experience and Engagement' and 'Enabling Processes and Functions'. A minority of staff who need to maintain a base outside of the Council Hub will be assigned to the appropriate site location (examples include librarians, spoke receptionists and leisure centre staff).
- Customer contact will be primarily managed from the Council Hub and will be digitally enabled. Drop-ins and specifically diarised meetings will be largely held in Community Spokes.
- Many service delivery teams will continue to be locality focused, but not necessarily locality based. This means that whilst many staff will be responsible for delivering services within a specific locality, they may still be allocated to the Council Hub. The majority of service team time will be spent in the community, working in an agile way (including from home where appropriate).
- Flexible Community Spokes and partner sites will provide space for staff to 'touch down' and perform office style working within the locality as required, for example between appointments or activities 'in the field'.
- BCP Council teams must be capable of co-locating with partners as appropriate.

Hub office design



- To facilitate more collaborative and flexible ways of working, the Council Hub will include a variety of alternative work settings including work stations, 'drop-in' style working environments, formal and informal meeting areas and collaboration zones.
- The space and supporting furniture / equipment will be designed in a uniform and standardised way to maximise flexibility.
- There will be allocated zones for those teams which undertake the majority of their work from within the Council Hub. However, these will be 'soft' allocations only and no desks will be assigned to individuals.
- The dedicated Civic space within the Council Hub will include the Council Chamber and one large Committee Room only.

Other



- The estate will be designed to support the future operating model and ways of working.
- The future estates strategy is reliant on having the appropriate technology and cultural change to support more flexible working. Flexible working means that office-style working will be undertaken from a variety of locations including from the Council Hub, in Community Spokes and from home.
- The estate must be rationalised and costs and contracts associated with estates management will be reduced through increased economies of scale.

Key enablers for future estate changes

A number of key steps are required to enable this new estate direction of travel. Cultural change is key given the estate change dependency on more agile and flexible ways of working. Digital infrastructure is also required to support this new way of working.

Cultural changes and new ways of working



- Clearly define new ways of working which are endorsed by the leadership team and supported by service line heads
- Socialise new ways of working with all staff linking to the benefits it will generate (collaboration, sustainability, better space use)
- Celebrate and publicise success stories; use site mock-ups and staff feedback to facilitate buy-in
- Make processes less paper-based and develop supporting policies (e.g. no floor filing; minimal files held in offices (see below))
- Hub / spoke allocation will require more detailed analysis and buy-in – some service lines believe they have special site requirements
- Depending on the Council Hub site chosen, expectations will likely need to be reset in terms of which staff have access to parking, meaning more staff will need to use public transport to travel to work

Clear policies and guidelines



- Staff access to on-site parking (e.g. only available to those who require a car for their job)
- HR policies to support flexible ways of working (e.g. through harmonisation of terms in December 2020)
- Paperless office / clear desk policies
- All desks designated as hot-desks (i.e. no individual desk ownership or personalisation of desks)

IT enablers



- Single domain (implemented in December 2019 / January 2020) and roll-out of new lap-tops / computers (currently underway)
- Full alignment of IT plans with estates plans; ensure the programme set up and governance facilitates these linkages
- The broader IT strategy must support mobile and agile working e.g. fast and resilient connectivity to all IT systems; introduction of communication platforms (such as Skype for Business) which reduces the need to travel to attend meetings

Key estates decisions and evidence required



- Further detailed work is required to properly evidence the preferred option
- However, this decision should be made as soon as possible – the earlier the decision on the future Council Hub location is made, the more quickly decisions around recruitment and team locations can be aligned
- The Council Hub location and strategy is also a key dependency for the Community Spoke strategy (as the Council Hub strategy will change the requirement (including space allocation) for office style working space in the Community Spokes)
- Further data and baselining to be performed to inform the Community Spoke strategy as data is currently disparate and incomplete

Council Hub project execution



- The interim phase of the Council Hub strategy must be planned and executed to provide suitable accommodation whilst the refurbishment/fit-out of the Council Hub is being executed
- Critical need for a dedicated project team, responsible for all aspects of the implementation of a new Council Hub office – the team is currently not resourced or experienced in delivering estates changes of this scale

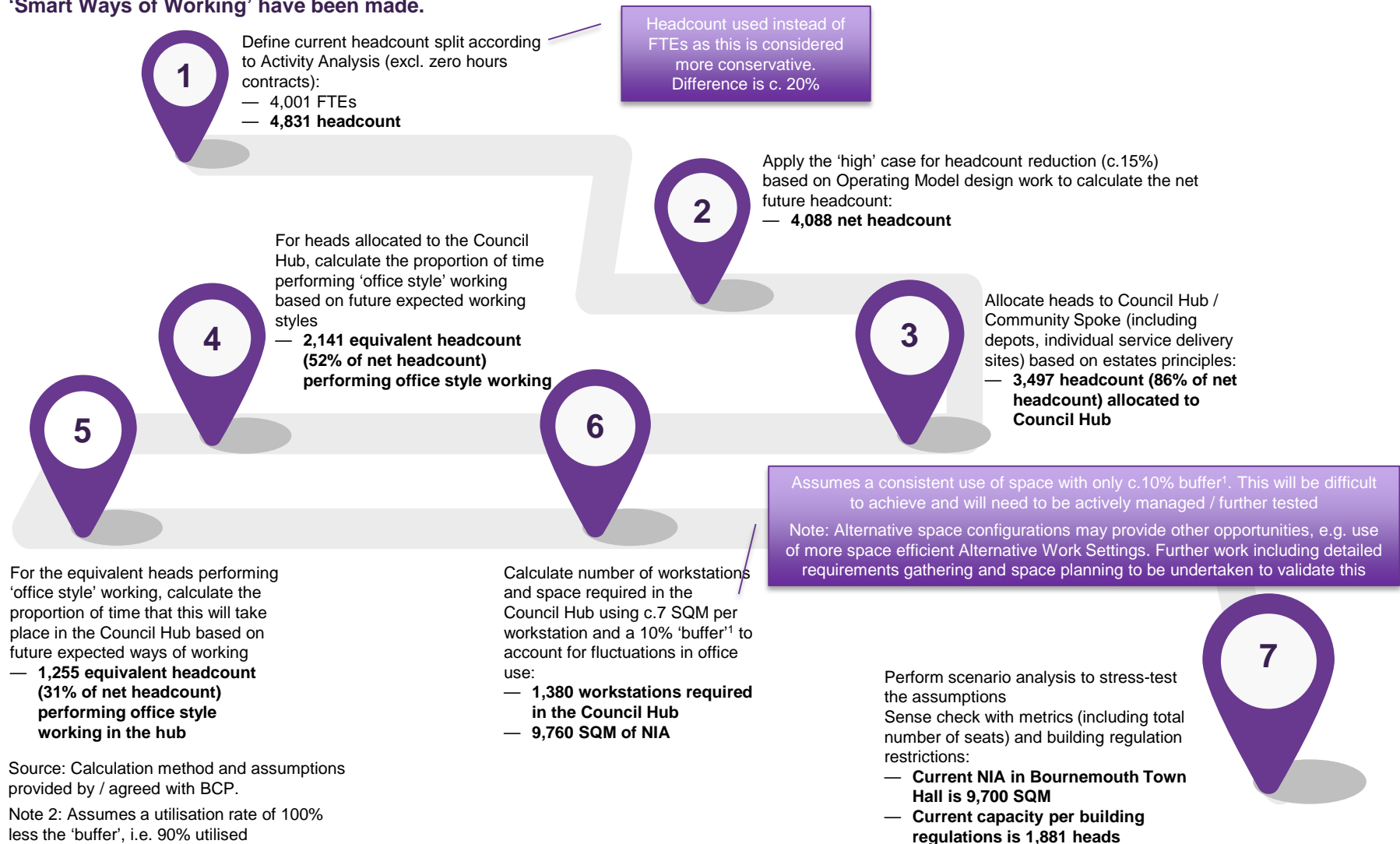
Funding



- Funding will be required to execute the estates strategy as refurbishment is likely to be expensive
- Funding options will need to be considered and may include a mix of debt and capital proceeds realised through consolidation

Hub space calculation – overview

A key feature of the future estate is a centrally located Council Hub where the majority of staff will be allocated. In order to calculate the amount of space required, consideration of the key changes driven by the operating model including headcount reduction and 'Smart Ways of Working' have been made.



Council Hub options criteria

In order to determine the appropriate Council Hub site, five key criteria have been developed. Value for money is a key criteria to ensure that the preferred Council Hub option is affordable.

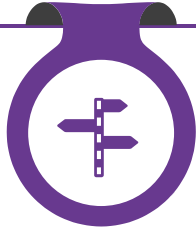


Value for money

→ ***The preferred option must be financially viable and provide value for money as a whole***

Key considerations:

- Capital receipts from sites to be released
- Cost of implementing the proposal – development (if required), fit-out/refurbishment) operating equipment, transition costs (travel allowances, decant, temporary housing costs)
- Likely reduction in operational costs through consolidation
- Public perception considerations regarding council spending

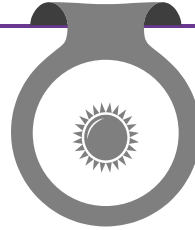


Locational factors

→ ***The preferred option should ensure our locational needs are met – both from the perspective of our staff, and our customers***

Key considerations:

- Proximity to public transport and parking
- Proximity to key user locations where site requires user access e.g. near business areas
- Proximity to locations where work is delivered (e.g. case locations, other service delivery sites)
- Impact on local economy in area surrounding the site
- Proximity to current staff locations / staff home location



Sustainability

→ ***The preferred option should be aligned with BCP's strategy to be carbon neutral by 2030***

Key considerations:

- Sustainability credentials of the building (including potential sustainability investment e.g. cycle bays)
- Reduction in travel requirements
- Whether the site location facilitates the use of more sustainable travel options – public transport, electric cars, bikes
- Environmental impacts of any works / development required



Physical site characteristics

→ ***The preferred option must provide the right amount and type of space to meet future needs, and provide sufficient flexibility should needs change***

Key considerations:

- Size of the site versus the space required (9,700 SQM minimum)
- Structural features impacting ability to create flexible working environments (e.g. open plan vs. cellular space)
- Ability to build additional accommodation if required
- Parking facilities



Implementation feasibility









→ ***The preferred option must be feasible and minimise overall disruption and cost of implementation***

Key considerations:

- Feasibility / availability of suitable sites (more relevant for lease / buy / build options)
- Complexity of the transition period including potential requirement for decant and temporary housing of staff whilst building / refurbishment is underway













High level options analysis for hub

Three overarching Council Hub options have been considered including Buy/Leasing, Building or Recycling. Buy/Leasing and Building provides more flexibility in terms of space requirements but is expensive. The 'recycle' option is likely to involve a refurbishment of the Bournemouth Town Hall complex and is the most affordable of the options and provides a good central location within the BCP area.

	Buy/Lease	Build	Recycle – analysis based on Bournemouth Town Hall Complex (refer overleaf)
Description	<ul style="list-style-type: none"> Buy/Lease of an existing fit-for-purpose site This option has been difficult to assess given limited suitable site availability Analysis below is based on an off-market acquisition opportunity that has been identified of Holland House (Lansdowne) 	<ul style="list-style-type: none"> Development of a new fit-for-purpose Council Hub site Three locations considered: Wessex Field and Hurn due to the availability of land in the area and Lansdowne as it is seen as a business hub within the Council area within Bournemouth and has excellent locational suitability (see below) 	<ul style="list-style-type: none"> Use of existing estate for the Hub site The three largest sites have been considered overleaf: Bournemouth Town Hall Complex, Christchurch Civic Centre and Poole Civic Centre. Analysis below based on Bournemouth Town Hall Complex as this is BCP's current preferred option
Value for money 	 <ul style="list-style-type: none"> Holland House acquisition cost estimated at £16m. Would require redevelopment given insufficient size. Total net cost likely to be upwards of £65m. 	 <ul style="list-style-type: none"> Based on initial analysis it appears that overall net cost would be £46m to £67m. 	 <ul style="list-style-type: none"> Based on initial analysis it appears that overall net cost would be £20m to £29m for a full refurbishment of the site.
Locational factors 	 <ul style="list-style-type: none"> Lansdowne has excellent bus and rail links 	 <ul style="list-style-type: none"> All identified locations are in BCP Council's preferred development areas Wessex Fields and Hurn have good road but poor public transport links. This means that 'Front door' services would potentially be difficult for citizens to access and many staff would need to drive to work Lansdowne access is easier given town centre location and excellent bus and rail links 	 <ul style="list-style-type: none"> Located centrally in BCP area Good bus links (although sub-optimal location from train station) Known as Council's 'home' Lack of adjacent car parking. For current staff parking permit allocation for Bournemouth Town Hall (based on business use), supply is struggling to meet demand – further permits required for staff will be difficult to fulfil Location of a major employer (i.e. BCP) in the centre of Bournemouth has a positive impact on the local economy









High level options analysis for hub (cont.)

Three overarching Council Hub options have been considered including Buy/Leasing, Building or Recycling. Buy/Leasing and Building provides more flexibility in terms of space requirements but is expensive. The 'recycle' option is likely to involve a refurbishment of the Bournemouth Town Hall complex and is the most affordable of the options however restricts the amount of space available.

	Buy/Lease	Build	Recycle – analysis based on Bournemouth Town Hall Complex (refer overleaf)
Physical site characteristics 	 <ul style="list-style-type: none"> Site is too small at 7,466 SQM; minimum 9,700 SQM is estimated to be required therefore site development would be needed 	 <ul style="list-style-type: none"> Initial searches indicate a lack of existing suitable sites on the market particularly in Lansdowne Given that the site would be a new build, this would enable a fit-for-purpose office to be designed 	 <ul style="list-style-type: none"> With very ambitious space allocation per workstation, high use of space efficient collaborative work environments as formal smart workplaces and a significant move towards agile working, desktop modelling shows this location could potentially act as the single Council Hub, however space would still be restricted at 9,700 SQM which could prove to be insufficient Extension and Annexe could house desk accommodation and Town Hall for collaboration workspace, customer facing and Civic space Potential to redevelop annexe adding 2 floors c. 2,000 SQM but this may be subject to restrictions and be costly
Sustainability 	 <ul style="list-style-type: none"> Development of site produces significant carbon emissions / waste 	 <ul style="list-style-type: none"> Development of a new site produces significant carbon emissions / waste Wessex Fields and Hurn would be new build offices and consequently relatively easy to achieve high sustainability credentials Lack of new space in Lansdowne will mean the 'build' option is more likely to involve development of an older building making it more difficult to achieve high sustainability credentials Bournemouth Town Hall legacy site may remain vacant for a significant amount of time which would represent a wasted resource in the area 	 <ul style="list-style-type: none"> Refurbishing an existing site will produce lower emissions / waste than a new build At present, the Bournemouth Town Hall complex has poor sustainability credentials. With investment, the correct levels of investment in new plant, services and facilities, a higher BREEAM rating can be achieved however this is likely to be costly
Implementation feasibility 	 <ul style="list-style-type: none"> No temporary migration requirements as staff can remain in current locations until the new build site is available Identified site is available off market however limited other alternatives 	 <ul style="list-style-type: none"> No temporary migration requirements as staff can remain in current locations until the new build site is available Initial searches indicate limited availability particularly in Town Centre location 	 <ul style="list-style-type: none"> Interim migration into temporary hubs will be required whilst refurbishment works are underway, however this is likely to be feasible given significant excess space in existing estate

High level options analysis for 'recycle' option

Following a review of the three largest sites to assess the feasibility to use as the single Council Hub, the Bournemouth campus appears to be the preferred option due to it's size, location and likely cost to create a modern office environment albeit there are clear issues relating to overall capacity, condition and listed status of the Town Hall




Criteria	Bournemouth Town Hall Complex	Poole Civic Centre	Christchurch Civic Centre
Value for money 	 — Based on initial analysis it appears that overall net cost would be £20m to £29m for a full refurbishment of the site. — Consolidation into fewer offices will provide opportunity to achieve operational costs savings, typically c. 10% of current spend. — Note: An alternative, lower cost option would be to 'do nothing' to the Extension and Annexe. This would reduce the net cost by c. £11m (low) and £14m (high)	 — Will enable release of Christchurch Civic Centre and the Bournemouth Town Hall complex which are expected to generate capital proceeds of c. £10m to c. £17m. — Consolidation into fewer offices will provide opportunity to achieve operational costs savings, typically c. 10% of current spend — An overall net cost estimate has not been made as the site is too small to be a feasible option and there are limited options for expansion. In addition, the location is less optimal than the Bournemouth Town Hall Complex	 — Will enable release of Poole Civic Centre and the Bournemouth Town Hall complex which are expected to generate capital proceeds of c. £14m to c. £19m. — Consolidation into fewer offices will provide opportunity to achieve operational costs savings, typically c. 10% of current spend — An overall net cost estimate has not been made as the site is too small to be a feasible option and whilst expansion opportunities may exist, the location is less optimal than the Bournemouth Town Hall Complex
Locational factors 	 — Located centrally in BCP area — Good bus links (although sub-optimal location from train station) — Known as Council's 'home' — Lack of adjacent car parking. For our current staff parking permit allocation for Bournemouth Town Hall (based on business use), supply is struggling to meet demand – further permits required for staff will be difficult to fulfil — Location of a major employer (i.e. BCP) in the centre of Bournemouth has a positive impact on the local economy	 — Located on fringe of BCP area — Sub-optimal location for public transport access — Good adjacent car parking although limited capacity	 — Located on fringe of BCP area — Sub-optimal location for public transport access — Good adjacent car parking

Key  High criteria alignment  Medium criteria alignment  Low criteria alignment  Not applicable  Current preferred BCP option

Source: BCP data and analysis performed

High level options analysis for 'recycle' option (cont.)

Following a review of the three largest sites to assess the feasibility to use as the single Council Hub, the Bournemouth campus appears to be the preferred option due to it's size, location and likely cost to create a modern office environment albeit there are clear issues relating to overall capacity, condition and listed status of Town Hall

Criteria	Bournemouth Town Hall Complex	Poole Civic Centre	Christchurch Civic Centre
Physical site characteristics 	<ul style="list-style-type: none"> With very ambitious space allocation per workstation, high use of space efficient collaborative work environments as formal smart workplaces and a significant move towards agile working, desktop modelling shows this location potentially could act as the single Council Hub, however space would still be restricted at 9,700 SQM which could prove to be insufficient Extension and Annexe could house desk accommodation and Town Hall for collaboration workspace, customer facing and Civic space Potential to redevelop annexe adding 2 floors c. 2,000 SQM but this may be subject to restrictions and be costly 	<ul style="list-style-type: none"> The Poole Civic Centre site is extremely irregular footprint makes efficient space planning, incorporating smart working principles difficult The total NIA is 8,735 SQM which is insufficient to accommodate all hub based staff (minimum 9,700 SQM required). No observed opportunities to expand 	<ul style="list-style-type: none"> Recently refurbished providing space of a higher quality than all other BCP office locations However, the total NIA is 2,221 SQM which is insufficient to accommodate all hub based staff (minimum 9,700 SQM required). Large car park to rear which could potentially provide redevelopment opportunity
Sustainability 	<ul style="list-style-type: none"> Refurbishing an existing site will produce lower emissions / waste than a new build At present, the Bournemouth Town Hall complex has poor sustainability credentials. With investment, the correct levels of investment in new plant, services and facilities, a higher BREEAM rating can be achieved however this is likely to be costly 	<ul style="list-style-type: none"> Not assessed given that option is this is not the preferred option 	<ul style="list-style-type: none"> Not assessed given that option is this is not the preferred option
Implementation feasibility 	<ul style="list-style-type: none"> Interim migration into temporary hubs will be required whilst refurbishment works are underway, however this is likely to be feasible given significant excess space in existing estate 	<ul style="list-style-type: none"> Not assessed given that option is this is not the preferred option 	<ul style="list-style-type: none"> Not assessed given that option is this is not the preferred option

Key  High criteria alignment  Medium criteria alignment  Low criteria alignment  Not applicable  Current preferred BCP option

Source: BCP data and analysis performed

Potential layout for Bournemouth Town Hall complex

Given that the Bournemouth Town Hall complex appears to be BCP's preferred option, consideration has been given to a potential future layout and use of the space to meet requirements. The floor plate configuration of the three Bournemouth sites lends itself to open plan workstations in the rectangular Extension and Annexe buildings with informal collaborative work environment providing alternative work settings (AWS) in the irregular shaped old Town Hall.



Characteristics:

NIA 3,763.0 SQM across 6 floors

Potential use: Informal collaborative work settings

The irregular configuration of the old Town Hall floorplate provides good spaces for collaborative alternative work settings (AWS) as indicated in the images. The space required for each work setting is dependant upon the type of AWS used and the configuration of the office floorplate

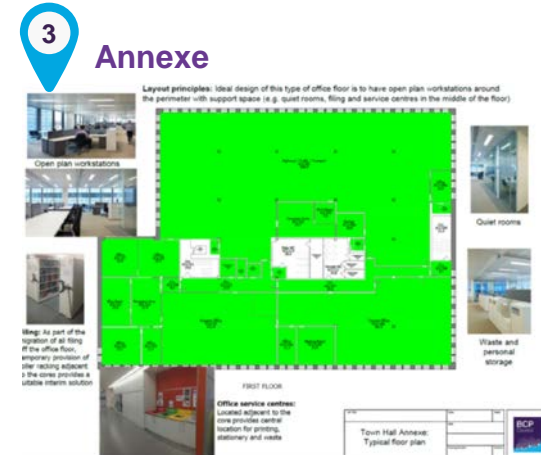


Characteristics:

NIA 3,848.4 SQM across 6 floors

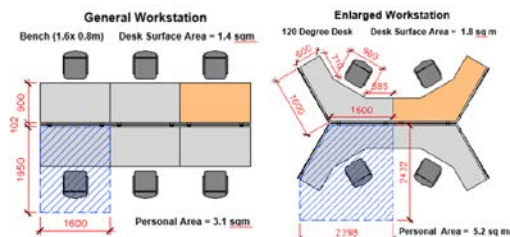
Potential use: Open plan regular workstations

A benchmark figure of 8 SQM per workstation for a rectangular building provides a dense but efficient layout that allows the provision of some cellular quiet rooms and support space. The images below show 'personal' space for each workstation. Added to this will be space for circulation, quiet rooms and support space which, when combined, results in the 8 SQM figure.



Characteristics:

NIA 2,089.5 SQM across 2 floors



Key risks and mitigations

A number of key risks associated with selecting the Bournemouth Town Hall as the preferred Council Hub option have been set out below. These include insufficient space provision in the Council Hub, net costs of the project being higher than expected and project delays. Further work is required to help mitigate these risks.

Key Risks	Description	Mitigations
Insufficient space in the Council Hub	<ul style="list-style-type: none"> There is a risk that the 9,700 SQM NIA in the Bournemouth Town Hall complex is insufficient to house the required headcount in the Council Hub. Current headcount space estimates are based on very high level and ambitious assumptions and require further validation 	<ul style="list-style-type: none"> Undertake further work to investigate and refine the space requirements including detailed surveys and analysis at a team-by-team level. Engage space planners to provide detailed space planning options including number of work settings that could be provided within the Bournemouth Town Hall complex. Investigate the feasibility and cost of developing the Annexe in case additional space is required. Take a phased approach to migrating teams into the new Council Hub, prioritising which teams are migrated first so that alternative plans can be made if there is insufficient space. Consider housing certain teams (where Council Hub collaboration is less important) in alternative sites, such as Community Spokes to reduce the space requirement in the Council Hub.
Hub project is more costly than expected	<ul style="list-style-type: none"> The estimated cost of refurbishing the Bournemouth Town Hall Complex is £30 - £37m¹. Given that this is based on high level assumptions and initial analysis, there is a risk that the actual cost may be higher. 	<ul style="list-style-type: none"> Engage professional cost consultants to obtain more detailed costings and feasibility reports before the decision is made to go ahead with the project. Consider options of where costs could be saved if required (e.g. specification of fit out, lower level of refurbishment in parts of the site such as in the Annexe / Extension) Include sufficient contingencies in cost estimates at all stages of the project and monitor project costs carefully throughout the life of the project so that mitigating actions can be taken if costs look as if they will exceed expectations.
Inability to realise expected capital proceeds	<ul style="list-style-type: none"> The current Options analysis assumes that c£7.2m – c£9.3m can be realised through the sale of Christchurch Civic Centre and Poole Civic Centre. This is based on initial estimates provided by BPC. 	<ul style="list-style-type: none"> Undertake further valuation work on sites which could potentially be released through consolidation (Bournemouth Town Hall Complex, Poole Civic Centre and Christchurch Civic Centre) to provide more confidence in these figures. Include offices in the BDC agreement to secure a firm valuation based on development plans.
Project delays	<ul style="list-style-type: none"> A key risk to project delay is due to obtaining planning permission given the historical status of the building. Depending on extent of proposed modifications to Old Town Hall may result in a lengthy Listed Building consent process. 	<ul style="list-style-type: none"> Engage with BCP's planning team as soon as possible as part of the feasibility assessment / planning phase of the project (i.e. before the decision is made to proceed). This will provide an early indication of their appetite to provide planning consent and any restrictions. Obtain outline planning consent at the earliest opportunity
Estate change dependencies are not met	<ul style="list-style-type: none"> The Council Hub strategy has a number of wider dependencies including headcount reduction, cultural change, new ways of working, implementation of technology change and ability to interact with customers in a more digital way. These changes will take a number of years to implement and will be occurring concurrently to the implementation of the estates strategy. If these changes are unsuccessful, it will only be known once the decision to migrate to the single Council Hub is underway. 	<ul style="list-style-type: none"> Commence implementation of 'enabling' changes as soon as possible. For example, creating a smart working environment can be completed in isolation to any changes in the wider operating model and if undertaken in consultation with all stakeholders the new working environment will not only align with people's needs it will raise morale, lift spirits and increase productivity. Create mandated HR working policies Ensure buy-in of cultural change aspects from leadership and that they lead by example. Visit other council premises that have adopted new ways of working to learn lessons. A number of the dependencies drive lower space requirements. Therefore, if these dependencies are not met, consider the Mitigations set out above at 'Insufficient space in the Council Hub'

Note 1: This represents the high level estimate of refurbishment costs for the Bournemouth Town Hall Complex. The 'net' cost of £20-£29m quoted elsewhere in the report is this cost net of estimated potential capital proceeds from the sale of released sites.

Implementation approach

Undertaking a project of this size and complexity can take many years. An early commencement of the implementation of the Estates strategy will ensure a Council Hub will be created at the earliest opportunity.

